

**Managing Implementation of Plans:
Aligning Five-Year, Ten-Year, and 18-Month Strategies**

Contra Costa County, California is located in the populous and high-cost San Francisco Bay Area. Its proximity to San Francisco and San Jose, the region's two population and economic centers, has spurred rapid growth as new residents have come in search of cheaper real estate prices. The increasing gap between wages and housing costs has given rise to a growing population of people who are homeless or at-risk in the County, with 15,000 homeless in a year.

Contra Costa's County-wide Ten Year Plan to End Homelessness, adopted by the County Board of Supervisors in June 2004, builds on its Five-Year Continuum of Care Plan. The Five-Year Continuum of Care Plan contains core strategic ideas garnered over more than 12 months of work in the community. With a strong investment in this work, the Ten-Year Plan emerged from core Five-Year documents with input from new stakeholders, including county department heads, civic and business leaders, law enforcement, faith based organizations and homeless and formerly homeless persons. The Five-Year Plan supports work on local Housing Elements, Consolidated Plans, HMIS, mainstreaming strategies, and a focus on chronic homelessness as well. Key to community work at this juncture is defining a process that builds upon the existing investment and sustains coordination.

Thus the Ten-Year Plan does not replace the current Five-Year Plan. On the contrary, it embraces many of the ideas found in the Five-Year Plan, which the community continues to implement and annually update. The Ten-Year Plan is a new opportunity to achieve action in arenas already planned for in the Five-Year Plan, but not yet accomplished. The Five-Year Plan and the process of creating it served as a strong platform from which to build this new effort. Plan implementation is done jointly by housing and service providers, governments, and nonprofits, cognizant of both plans.

The Ten-Year Plan and Five-Year Plan, both "living documents," are continually revisited and updated through the 18-month strategies. Each year the Local Board and Ten Year Plan Implementation group convene a subcommittee charged with tracking the community's progress and developing the 18-Month Strategy Workplan. The Workplan includes annualized goals for each strategy area and the organization responsible for implementation. The subcommittee has instituted an annual process for obtaining consumer input by conducting focus groups with consumers at most homeless housing and service programs. Stakeholder input is gathered year-round at Ten-Year Plan implementation meetings.

Contra Costa County: 18-Month, 5-Year, and 10-Year Plan Goals and Action Steps

General Priorities/Goals			
	18-MONTH PLAN	5-YEAR PLAN	10-YEAR PLAN
Prevention	<ul style="list-style-type: none"> • Prevent further homelessness through changed systems and community-based partnerships for in-reach. • <i>Plan discharge to housing by requiring the corrections system, foster care, hospitals, mental health programs and drug and alcohol treatment programs to develop residential stabilization programs to connect clients to community housing and services prior to discharge. (8 months)</i> • <i>Establish a special respite care unit in Interim Housing for homeless patients discharged from the hospital who are medically frail and still need some degree of specialized assistance. (18 months)</i> • <i>Designate the Multi-Service Centers as Basic Housing Assistance Centers (BHAC) to provide housing support; define BHAC service package and allow all CoC agencies to adapt. (9-14 months)</i> • <i>Create an Eviction Prevention Team with linkages to Landlord-Tenant Court to identify people at-risk of losing their housing and connect them to agencies providing prevention services. (6-8 months: identify revenue stream; 17 months:</i> 	<ul style="list-style-type: none"> • Prevent the homelessness that occurs through evictions from rentals and foreclosures on low-income families that are at-risk of homelessness. • <i>Support existing and new emergency rental assistance programs strictly for preventing homelessness. (1-2 years)</i> • <i>Expand the resources for emergency rental assistance programs. (3-5 years)</i> • <i>Support creative strategies to locate, secure, and make available housing affordable to homeless people. (1-2 years)</i> • <i>Expand availability of homeless prevention services. (3-5 years)</i> 	<ul style="list-style-type: none"> • Prevent homelessness from occurring in the first place. • <i>Expand homelessness prevention services.</i> • <i>Create “Housing Support Centers” at each of the County’s Multi-Service Centers and target additional funding to other community-based prevention programs in neighborhoods identified as being significant sources of homelessness.</i> • <i>Create an Eviction Prevention Team with linkages to Landlord-Tenant Court to identify people at-risk of losing their housing and to agencies providing prevention services, including the Department of Employment and Human Services, the Housing Support Centers, and the County Office of Homeless Programs.</i> • <i>Start a new bridge subsidy program, to fill the gap for those at-risk of homelessness between losing housing (including institutional discharge) and entering a Section 8 or other permanently affordable unit.</i> • <i>Improve early identification and intervention.</i> • <i>Require that all public, non-profit and faith-based health and social service providers assess clients for</i>

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<p>Prevention (cont.)</p>	<p><i>operational)</i></p> <ul style="list-style-type: none"> • <i>Improve early identification and intervention efforts by mainstream health and social service agencies who are often in touch with households at-risk. Train staff to identify homelessness risk factors and conduct appropriate referrals. (14 months)</i> 		<p><i>risk of homelessness as part of client intake interviews. Staff will be trained to identify homelessness risk factors and conduct appropriate referrals, including linking clients to the Housing Support Centers, the Eviction Defense Prevention Team and Legal Aid/Fair Housing services.</i></p> <ul style="list-style-type: none"> • <i>Adopt a Countywide Just Cause Eviction Ordinance to reinforce tenant's rights to security of tenancy and habitable living conditions.</i> • <i>Enhance discharge planning efforts.</i> • <i>Require the corrections system, foster care, hospitals, mental health programs and drug and alcohol treatment programs to develop residential stabilization programs to connect clients to community housing and services prior to discharge. Core outcome measures for these programs will be revised to include client post-placement residential stability and service linkages.</i> • <i>Establish a special respite care unit at a shelter for homeless patients discharged from the hospital who are medically frail and still need some degree of specialized assistance.</i>
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<p>Outreach/ Engagement/ Assessment</p>	<ul style="list-style-type: none"> • End chronic homelessness through outreach and engagement; assess needs of chronic homeless and motivate them to accept housing & treatment/services. <ul style="list-style-type: none"> • <i>Increase effective role of outreach teams through coordination and client case conferencing. (10 months)</i> • <i>Designate the Multi-Service Centers as Basic Housing Assistance Centers (BHAC). Locate the outreach teams at the BHAC's for efficient use of basic needs resources, linkages to Interim Housing, and immediate access to treatment and services. (10 months)</i> • <i>Create additional outreach teams in order to serve all geographic areas of the county, expand coverage to seven days a week, 24 hours a day, and maintain low case loads. (5-8 months)</i> • <i>Purchase outreach vans for each outreach team in order to enhance their mobility to go to clients in the encampments and facilitate transportation of clients to services. (5 months)</i> • <i>Provide engagement funds to meet immediate needs, in support of client trust in outreach team. (5-8 months)</i> • <i>Adopt sustainability plan, identifying additional funding to continue</i> 	<ul style="list-style-type: none"> • Improve access to health care services for people in crisis. <u>Objective:</u> Enable people to avoid health crises, thereby preventing homelessness and assisting those already homeless to regain their housing. <ul style="list-style-type: none"> • <i>Intensify efforts to alleviate the harmful effects of the physical and social environment of homelessness to reduce the incidence of disease and infestation that can have detrimental health effects on people at-risk of homelessness.</i> • <i>Open up general healthcare services to people experiencing homelessness through advocacy, outreach and sensitivity training. (3-5 years)</i> • <i>Prevent the spread of disease and the severity of illnesses among homeless people by providing information on health and hygiene, by offering early treatment, and by bringing services to the patients. (1-2 years)</i> • <i>Increase medical treatment available to homeless people by eliminating traditional barriers to services, expanding existing services, and treating the most prevalent health problems found on the street.</i> • <i>Provide respite for hospital</i> 	<ul style="list-style-type: none"> • Conduct outreach to link chronically homeless people with housing, treatment and services. <ul style="list-style-type: none"> • <i>Expand existing outreach capacity.</i> • <i>Create additional outreach teams in order to serve all geographic areas of the County, expand coverage to seven days a week, 24 hours a day, and maintain low case loads so as to sustain the intensity of contact necessary to win people's trust and successfully link them with services.</i> • <i>Create a specialized encampment outreach team with a team composition allowing for the provision of an expanded range of services to meet the needs of the small group of hard core individuals who are highly resistant to leaving the encampments, yet in dire need of services.</i> • <i>Support outreach teams in their on-site service delivery role.</i> • <i>Purchase outreach vans for each team in order to enhance their mobility to go to clients in the encampments, many of which are dispersed in outlying areas and to facilitate transportation of clients to services. Provide communication tools for each team to strengthen assessment and referral capacity.</i> • <i>Enhance coordination between</i>
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<p>Outreach/ Engagement/ Assessment (cont.)</p>	<p><i>collaboration, expand services. (7-11 months; ongoing 18 month effort to raise revenue)</i></p> <ul style="list-style-type: none"> • <i>Secure outside resources for cost-effectiveness study; demonstrate cost effectiveness; track and document efficient outcomes; review data reports and study findings; develop program improvements, linking outcomes to above action steps. (3-9 months)</i> 	<p><i>discharges. (3-5 years)</i></p> <ul style="list-style-type: none"> • <i>Expand primary care in service regions. (1-2 years)</i> • <i>Expand access to mental health services for people who are homeless or at-risk of homelessness. This includes both those who have a severe mental health disability and those in need of services to cope with a specific life crisis, such as homelessness.</i> • <i>Expand outreach services to act as the entry point for the mental health Continuum of Care. (1-2 years)</i> • <i>Coordinate with social service institutions. (1-2 years)</i> • <i>Recruit pro bono psychiatrists for outreach. (5+ years)</i> • <i>Create a dignified, professional and comprehensive treatment service for people who are homeless and mentally ill—integrate existing services into a seamless continuum of care.</i> • <i>Provide mental health services that are integrated with housing and homelessness services. (1-2 years)</i> • <i>Increase the range of services for mental health treatment. (1-2 years)</i> • <i>Ensure that the mental health system of care is able to</i> 	<p><i>outreach teams and other providers.</i></p> <ul style="list-style-type: none"> • <i>Make the existing outreach team the first line of response on homelessness. All city and county agencies, businesses and concerned individuals should contact the outreach team for questions and assistance in dealing with homeless people. The outreach team will be the primary contact point rather than public safety sectors or the offices of elected officials.</i> • <i>Enhance coordination between the outreach teams and the police department.</i> • <i>Designate the Multi-Service Centers as the base of operation for the outreach teams thereby facilitating client referrals to services offered at the MSCs.</i> • <i>Develop referral agreements between outreach teams and housing and service programs. These will include the dedication of engagement housing and permanent housing slots for access for clients referred by outreach teams.</i> • <i>Explore how outreach team staff can coordinate with mainstream programs to facilitate access to benefits with other services by homeless people, including strategies such as accompanying clients to</i>
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<p>Outreach/ Engagement/ Assessment (cont.)</p>		<p><i>accommodate dually diagnosed patients. (1-2 years)</i></p> <ul style="list-style-type: none"> • <i>Design the system of care to accommodate children. (1-2 years)</i> • <i>Expand access and success of substance abuse programs in treating homeless people by providing accommodations for families and follow-up services.</i> • <i>Expand the number of treatment beds for drug and alcohol treatment services. (1-2 years)</i> • <i>Expand the provision of beds for children at treatment centers. (1-2 years)</i> • <i>Address the housing and service needs of homeless people who have completed drug and alcohol treatment programs. (1-2 years)</i> • <i>Maintain or expand the variety of treatment options for the service providers in the Continuum of Care.</i> 	<p><i>service referrals and assisting with interviews and/or application processes.</i></p>
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<p>Permanent Housing</p>	<ul style="list-style-type: none"> • Expand affordable housing options that enable homeless people to achieve long-term housing stability. • <i>Put the development of a Countywide Affordable Housing Trust Fund on a fast track implementation timeline; designate housing for homeless people as a funding priority. (14 months)</i> • <i>Target city and county affordable housing funds towards the development of extremely low-income housing with homeless people identified eligible. (13 months)</i> • <i>Create a tax break program for market-rate housing complexes and developments to reserve a percentage of units as “community housing,” affordable to those with extremely low incomes (minimum wage or government supports). (16 months)</i> • <i>Seek HOPWA funds for permanent supportive housing for homeless persons with HIV/AIDS. (13 months)</i> • <i>Seek HOME funds for permanent housing for homeless singles, families, ex-offender women, youth, domestic violence victims and persons with HIV/AIDS. (13 months)</i> • <i>Apply for state EHAP funds for a homeless youth site, construction of new family interim housing, permanent supportive housing, and</i> 	<ul style="list-style-type: none"> • Expand affordable housing options that enable homeless people to achieve long-term housing stability. <u>Objective:</u> Provide a range of housing options that meet the income and service needs of homeless people, thus enabling long-term housing stability. • <i>Develop more housing affordable to homeless families and individuals using the homeless service system.</i> <ul style="list-style-type: none"> • <i>Advocate for new federal, state, and local funding, tax incentives, fee waivers and subsidy programs to support the development of housing affordable to very low income and homeless people. (1-2 years)</i> • <i>Rehabilitate existing affordable housing for homeless people in order to preserve the current housing stock. (1-2 years)</i> • <i>Advocate with local jurisdictions to offer incentives to developers, thus encouraging the market to make an investment in affordable rental housing targeted to homeless people. (1-2 years)</i> • <i>Explore and support new forms of accessing housing such as leasehold co-ops. (3-5 years)</i> • <i>Expand funding for damage deposits for homeless people. (1-2 years)</i> • <i>Advocate for an increase in the</i> 	<ul style="list-style-type: none"> • Expand the availability and accessibility of permanent housing affordable to people with extremely low incomes. • <i>Put the development of a Countywide Affordable Housing Trust Fund on a fast track implementation timeline; designate housing for homeless people as a funding priority.</i> • <i>Target City and County affordable housing funds towards the development of extremely low income housing, including HOME and CDBG funds as well as the funds in the pending Countywide Affordable Housing Trust.</i> • <i>Create a tax break program for market-rate housing complexes and developments to reserve a percentage of units as “community housing,” affordable to those with extremely low incomes (minimum wage or government supports). Community housing units would be accessed through multi-service center Housing Support Centers for homeless people or those at-risk.</i> • <i>Streamline regulatory processes (zoning, permits, etc.) and access to funding for development of all housing that will serve homeless people and those at risk.</i> • <i>Create subsidies for TANF families transitioning from welfare to work</i>
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<p>Permanent Housing (cont.)</p>	<p><i>affordable housing for families.</i></p> <ul style="list-style-type: none"> • <i>Expand the resources for emergency rental assistance programs to keep people housed. (2-8 months)</i> • <i>Narrow the use of transitional units to populations in a life transition, such as domestic violence, youth, correction system re-entry. Convert remaining stock to Interim or Permanent Housing. (18 months)</i> • <i>Support local initiatives to begin new supportive housing projects.</i> • <i>Advocate with local jurisdictions to offer incentives to developers, to encourage investment in affordable rental housing targeted to homeless people. (ongoing 18-month effort)</i> • <i>Streamline regulatory processes (zoning, permits, and approvals) and access to funding for the development of all housing that will serve homeless people and those at-risk. (15 months)</i> • <i>Rehabilitate existing affordable housing for extremely low-income and homeless people in order to preserve the current housing stock.</i> 	<p><i>number and value of Section 8 vouchers. (1-2 years)</i></p> <ul style="list-style-type: none"> • <i>Expand the supply of permanent supportive housing for extremely low-income and homeless people with on-going service needs.</i> • <i>Increase the stock of supportive housing for homeless people with on-going service needs. (1-2 years)</i> • <i>Maximize the resources available for supportive housing by identifying public and private sources of capital funds and encouraging mainstream affordable housing developments to include scattered site supportive housing units. (1-2 years)</i> 	<p><i>using federal TANF dollars, including Maintenance of Effort fund.</i></p> <ul style="list-style-type: none"> • <i>At the Public Housing Authorities, provide preferences for Section 8 vouchers to chronically homeless single adults with disabilities, graduating Shelter Plus Care participants and homeless families.</i> • <i>Facilitate the development of more supportive housing.</i> <ul style="list-style-type: none"> • <i>Support the development of Medi-Cal billing capacity by supportive housing providers in order to cover ongoing service costs, including training and technical assistance.</i> • <i>Fund more integrated service teams to provide services linked to housing.</i> • <i>Collect the requisite data and conduct annual analysis of cost savings to other service systems including hospitals, jails and emergency shelters, resulting from supportive housing placements.</i>
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