Sonoma County Homeless System of Care Leadership Plan

Sonoma County Community Development Commission
August 2018

1. Rationale for a new plan to guide the implementation of Sonoma County's Homeless System of Care

Sonoma County's decision-making process for funding and implementing best practices for ending homelessness is so fragmented that a significant restructuring is required, according to a report developed by HomeBase, a national technical assistance provider for the U.S. Department of Housing and Urban Development (HUD) contracted by the Sonoma County Community Development Commission in 2017. The report highlighted the following challenges in Sonoma County's current approach to ending homelessness:

- Funding decisions and the implementation of Housing First[1] are currently distributed through a fragmented network of decision-making groups, whose leaders express concern about the lack of a clear vision across the community.

- Generally, decision-makers have information only about their own funding stream and feel they make decisions in isolation from the broader system, resulting in different measurements of success, reporting requirements, duplication of efforts, and a lack of coordination among the whole system of care.

- This lack of coordination among the whole system of care creates multiple systems of care across Sonoma County, along geographic and funding stream lines. This fracture further entrenches the existing view that each region of the county needs a different approach to ending homelessness.

- This fragmented structure trickles down to the various work groups and staff assisting these multiple decision-making groups. Lacking an overall vision for Sonoma County, these work groups operate primarily on a consensus model, which limits their ability to propose or implement the change needed to address the issue of homelessness. This leads to an uncertainty of the purpose or clear reporting structure for most of these work groups.

As a result of the HomeBase study and ten subsequent months of group meetings and individual discussions among county government, nonprofit, faith-based, and private sector stakeholders committed to ending homelessness, Sonoma County is implementing a true homeless system of care that will yield positive results. To implement this redesigned homeless system of care, the county will establish a new leadership structure that will set a vision, make decisions, and measure results for ending homelessness throughout the county.

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[1] Housing First is an approach to quickly and successfully connect individuals and families experiencing homelessness to permanent housing without preconditions and barriers to entry, such as sobriety, treatment or service participation requirements. Supportive services are offered to maximize housing stability and prevent returns to homelessness as opposed to addressing predetermined treatment goals prior to permanent housing entry (HUD Exchange, 2018).

2. **Current state of homelessness and homeless services in Sonoma County**

Homeless Census and Survey
Due to changing conditions within the community as a result of the fires as well as budget developments at the State of California, on July 10, the Sonoma County Board of Supervisors unanimously declared a state of emergency around homelessness in response to the 2018 Sonoma County Homeless Census and Survey that was released the prior week. (The City of Santa Rosa had already declared its own state of emergency in 2016, an act which caused the issue of homelessness to become a city priority.) The 2018 Point-in-Time Count identified 2,996 persons experiencing homelessness in Sonoma County. This represents an increase of 6% from the count conducted in 2017. The number of individuals experiencing homelessness in Sonoma County increased for the first time since 2011, reversing the downward trend observed from 2011 to 2017. There are numerous interpretations for the cause(s) of the reported increase. While the continued efforts of Sonoma County's local service providers have assisted homeless individuals in finding permanent housing in the county, other factors have contributed to an increase in individuals, including the participation of outreach staff in the count, a low housing vacancy rate, and the disruption of housing due to the 2017 wildfires.

The 2018 Sonoma County Homeless Census and Survey, conducted using HUD-recommended practices for counting and surveying the homeless population, revealed a diverse population with many different trends and needs. There are many valuable insights into the Sonoma County homeless population from the data collected in the report, including the following:
- 64% were unsheltered
- 38% lived on the streets or in encampments, 24% in vehicles, and 4% in abandoned buildings
- 56% were homeless for a year or more, 34% were homeless for 1-11 months, and 10%were homeless for 30 days or less
- 35% were experiencing homelessness for the first time
- 19% had experience in foster care
- 34% had been physically, emotionally, or sexually abused
- 20% identified as LGBTQ
- 84% lived in Sonoma County before becoming homeless
- 72% cited affordable rent as the primary obstacle in obtaining permanent housing
- 64% reported living with one or more health conditions
- The number of chronically homeless individuals increased from 598 chronically homeless persons in 2017 to 747 chronically homeless persons in 2018
- The number of homeless veterans decreased slightly from 211 veterans in 2017 to 207 veterans in 2018
- The number of homeless families decreased slightly from 111 families in 2017 to 104 families in 2018
- The number of homeless unaccompanied children under age 18 decreased from 116 unaccompanied children in 2017 to 34 unaccompanied children in 2018
- The number of homeless transition-age youth (age 18-24) increased from 416 unaccompanied transition-age youth in 2017 to 481 transition-age youth in 2018

Telephone Survey
The 2018 Sonoma County Telephone Survey served to help understand the state of the county's precariously housed residents and the housing impacts of the 2017 wildfires. The effects of the fires are still being realized, and the true impacts to homelessness in Sonoma County will likely only be known after the 2019 Point-in-Time Count. The telephone survey resulted in an estimate of 21,482 precariously housed persons in Sonoma County. Of these precariously housed persons, it is estimated that 39% (8,358 individuals) are doubled up or temporarily housed due to loss of housing related to the Sonoma County wildfires. An additional 11% (2,430 individuals) of precariously housed persons reported losing their housing due to economic effects of the fires, such as rising rents or owners moving back into rental properties. Fifty percent (10,694 individuals) of precariously housed persons reported being doubled up or temporarily housed due to circumstances unrelated to the Sonoma County wildfires.

The telephone survey revealed the diversity of the precariously housed population. Valuable insights from the data collected from this survey include the following:
- 34% of residents reported their housing situation was affected by the fires in some way
- 59% of those affected by the fires were evacuated but allowed to return to their homes
- 37% of those temporarily housed attributed financial difficulties as the primary cause of their temporary residence
- 30% of those temporarily housed attributed their home burning as the primary cause of their temporary residence
- 43% of those temporarily housed due to fires were age 55 or older
- 14% of those temporarily housed due to indirect and non-fire related reasons were connected to housing assistance and 6% were accessing homeless assistance
- 15% of those temporarily housed due to the fires were connected to housing assistance and 7% were accessing homeless assistance

Location of Sonoma County's Homeless Population
The 2018 Point-in-Time Count revealed that Sonoma County's homeless population (total of sheltered and usheltered) is located in the following areas.

Total Number of Sonoma County Homeless Persons—February 2018			
Location	Unsheltered	Sheltered	Total
Santa Rosa	1,065	732	1,797
South County	262	205	467
North County	295	53	348
West County	243	40	283
Sonoma Valley	64	37	101
Total	**1,929**	**1,067**	**2,996**

Current Housing Inventory

The following chart represents the current housing inventory in Sonoma County for people experiencing homelessness.

Sonoma County Point-in-Time Housing Inventory—April 2018	
Type	**Number of Beds**
Shelter (year-round)	701
Winter shelter	258
Transitional housing	324
Rapid-Rehousing	280
Permanent supportive housing	960
Permanent supportive housing in development	91
TOTAL	**2,614**

Funding to Support Homeless Services

The Community Development Commission has conducted annual funding competitions using Community Development Block Grant and Emergency Solutions Grant for over 20 years. In the past decade, county general funds and other local, federal, and state funds have been added to the Continuum of Care and entitlement funds administered by the CDC. In Fiscal Year 2017-18, the CDC is on track to manage $4 million in various competitive funds, plus $1.8 million in Continuum of Care Targeted Homeless Assistance for Rental Assistance, Coordinated Entry, the Homeless Management Information System, and other planning efforts. Other county departments independently contribute more than $2 million to homeless-dedicated services annually, for projects such as the Nightingale Respite Care program, Linkages for Senior Housing, Rapid Re-Housing programs for Child Welfare and CalWORKs clients, and other specialized services. These service programs do not include capital investments, which totaled another $4.2 million in 2016. In 2017, the Department of Health Services began the Whole Person Care Pilot, which is estimated to add $4 million annually to services for primarily homeless, severely mentally ill persons, for the next 4 years.

The City of Santa Rosa allocated approximately $2.4 million in 2017-18 for homeless services, which has been supplemented by $90,000 from the County of Sonoma to fund rapid Re-Housing services. In FY 2017-18, the eight smaller cities and town are collectively contributing $380,276 to homeless services. The City of Petaluma provided core support to that city's primary homeless service agency over many years, using Redevelopment and other city funds. Since the loss of that funding source in 2012, the City has struggled to continue this funding with general funds. While Petaluma allocated $150,000 from its general fund to its primary homeless service agency in 2017-18, future funding is uncertain. In 2017-18, the City of Healdsburg has budgeted $97,500 to support its local homeless service agency. The City of Sebastopol has promised $103,226 towards operations of its new permanent supportive housing effort. The City of Sonoma contributes $30,000 annually to the operations of the local emergency shelter.

Based on budgets submitted in the annual funding competition, CDC estimates that a robust $4.8 million in donations and other private funding goes into Sonoma County's homeless services each year. In 2017-18, Community Foundation Sonoma County has invested $359,000 in homeless services grant-making. The Community Foundation also administers funding from the Sonoma County Vintners Foundation, totaling an additional $145,500. In addition, St. Joseph Health Systems expects to increase its homeless services funding from

$413,000 to $800,000 through its Well Being Trust in the coming year. Homelessness will be one of the key priority areas for St. Joseph Health Systems in 2018-2020.

The CDC anticipates that over the next 30 months, approximately $12.1 million from the California Homeless Emergency Aid Program will be allocated to Sonoma County's homelessness needs. In addition, it is likely that Sonoma County may receive as much as $2 million in 2019 from funding allocated through remaining funds from California's Emergency Solutions Grant and from funds through California Senate Bill 2, the Building Homes and Jobs Act.

With need in all regions of Sonoma County, funding requests have routinely outstripped the competitive funds available every year, and a significant funding gap has remained. Each year, special appeals have been made directly to the County Supervisors, who have responded when possible by allocating additional funds to the CDC and county departments— without a clear picture of what is needed or whether the funds allocated outside the competitive process will provide the desired results. Supervisors have expressed reasonable frustration that this funding process is divorced from the data-informed methods required of the Continuum of Care process. Through the county's redesigned Homeless System of Care, funding decisions to meet the needs of targeted populations in the county can be made by the primary decision-making group in alignment with the county's Continuum of Care goals, as opposed to being made in a piecemeal fashion.

3. **Goal of Sonoma County's Homeless System of Care**
The goal of this redesigned homeless system of care is the following: *To achieve functional zero[2] homelessness in Sonoma County through utilization of a Housing First strategy.* California law requires system-wide implementation of a Housing First strategy by July 2019, so alignment with Housing First principles among homelessness services providers participating in Sonoma County's homeless system of care is paramount for successful implementation of functional zero homelessness. Through Sonoma County's homeless system of care, persons experiencing homelessness will be connected to permanent housing as quickly as possible by strategically targeting Rapid Re-Housing[3] and Permanent Supportive Housing[4] as resources.

Sonoma County's Homeless System of Care will serve as the HUD-mandated Continuum of Care (CoC) program for the county. According to HUD's Continuum of Care Interim Rule, communities are required to establish a CoC program to receive CoC program funding. A CoC is expected to address homelessness through a coordinated community-based process of identifying needs and building a system of housing and services that meet those needs. In alignment with HUD CoC, guidelines, the county's CoC program is designed to accomplish the following:

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[2] Functional zero is reached when the number of individuals experiencing homelessness within a community is less than the average number of homeless individuals being connected with permanent housing each month. In achieving this measure, a community has demonstrated the system and capacity to quickly and efficiently connect people with housing and ensure that homelessness within the community will be rare, brief, and non-recurring (HUD Exchange, 2016).

[3] Rapid Re-Housing rapidly connects families and individuals experiencing homelessness to permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance and targeted supportive services (HUD Exchange, 2018).

[4] Permanent Supportive Housing is an evidence-based housing intervention that combines non-time-limited affordable housing assistance with wrap-around supportive services for people experiencing homelessness (US Interagency Council on Homeless, 2018).

- Promote a community-wide commitment to the goal of ending homelessness
- Provide funding for efforts to quickly re-house individuals and families who are homeless, which minimizes the trauma and dislocation caused by homelessness
- Promote access to and effective use of mainstream programs
- Optimize self-sufficiency among individuals and families experiencing homelessness.

Implementation of this homeless system of care will require engagement of county and municipal government agencies, nonprofits, faith-based organizations, homeless and formerly homeless individuals, and members of the private sector in all geographic areas of the county. When considered as a whole system of care, implementation will require coordinated entry, focusing on the most vulnerable, in every community; services aligned with evidence-informed practices; and performance measurement, per the federal HEARTH Act of 2009. In alignment with *Opening Doors*, the federal strategic plan to prevent and end homelessness, the Sonoma County homeless system of care will need to target designated special populations, including veterans, chronically homeless, families, and youth, and provide immediate access to shelter and permanent housing.

The homeless system of care will also have to align with two of Sonoma County's strategic priorities established by the Board of Supervisors: *Housing for All* and *Securing our County Safety Net*. The premise of Housing for All is based on a vision that people at all income levels have choices and the housing market is in balance. The county has established the following Housing for All goals: (1) Create 3,375 new homes countywide for people of all incomes by 2022; (2) Speed the pace of development by reducing the cycle time for entitlements and improving flexibility of local funding sources; (3) Reduce incidence of housing instability and homelessness; and (4) Raise the credibility of County government as a vital partner in housing creation. The Safety Net priority initiatives focus on improving access to coordinated county services to address critical service gaps and evaluating the effectiveness of these service delivery strategies. The goals for the Safety Net priority include the following: (1) Improve health, well-being and self-sufficiency outcomes of clients and families; (2) Increase number of people accessing services; (3) Improve referrals, access and sustained engagement of clients for county-provided services; (4) Increase coordination of county services and reduction in duplicate services; and (5) Decrease resources expended per client/family.
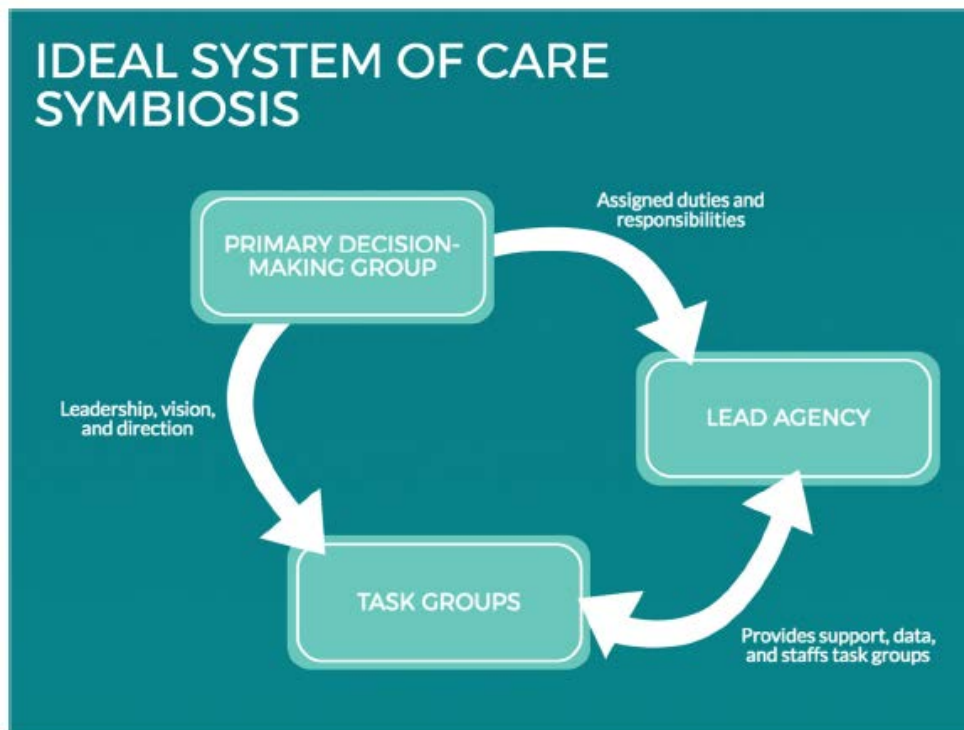
The homeless system of care will also need to align with existing strategies to achieve zero functional homelessness established by the City of Santa Rosa and Petaluma, the two municipal HUD Entitlement Jurisdictions in Sonoma County. Santa Rosa launched its Housing First Strategy and related work plan in 2016. The city's Housing First Strategy directs that all homeless service resources and efforts be viewed and evaluated as part of a comprehensive community-wide program facilitating the transition of individuals and families experiencing homelessness into permanent housing. This means that all city funding considerations or initiatives (either directly or through third party contracts, permitted uses, land use policies, etc.) that are devoted to providing a service to those experiencing homelessness shall be aligned with the Federal and State Housing First model. Consistent with this model, the City's Housing First Strategy will include coordinated entry into the broader system of care and housing placement, and "promising practices" such as the Community Homeless Assistance Program (CHAP).[5] It also includes the importance of engagement and low barrier programs

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[5] In August 2016, the Santa Rosa City Council declared a local homeless emergency in Santa Rosa. Under this declaration, in October, Council approved CHAP and a set of guidelines for the provision of a variety of services to assist persons experiencing homelessness in the community. These include safe parking, safe camping, provision of temporary indoor overnight shelter, the placement and maintenance of portable

as a way to screen participants in rather than out of services. Being a smaller entitlement jurisdiction, the City of Petaluma does not have formal homelessness strategies currently in place. If in the future, the City of Petaluma adopts targeted strategies for addressing homelessness, the Sonoma County Homeless System of Care should also be aligned with those strategies.

4. **Description of the new leadership structure for the Sonoma County Homeless System of Care**

   According to the HomeBase report, effective homeless systems of care have three key aspects: a primary decision-making group, focused Task Groups, and a lead agency that manages the process. The graphic below represents an ideal structure for Sonoma County's homeless system of care, as recommended by HomeBase. In Sonoma County, the primary decision-making group will be called the Sonoma County Homeless System of Care Leadership Council. Focused Task Groups will comprise the members of the Sonoma County Homeless System of Care Technical Advisory Committee (TAC). The Sonoma County Community Development Commission (CDC), the current CoC lead agency, will serve as the interim lead agency until the Leadership Council officially selects an entity to serve as the lead agency. (The specific names of the primary decision-making group and focused Task Groups may change if there is a rebranding of the county's total homelessness initiative.)

IDEAL SYSTEM OF CARE SYMBIOSIS

PRIMARY DECISION-MAKING GROUP

Assigned duties and responsibilities

LEAD AGENCY

Leadership, vision, and direction

TASK GROUPS

Provides support, data, and staffs task groups

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toilets and access to existing bathroom facilities, and storage for personal belongings. Eligible property types include those that meet the City's Zoning Code definition for a *meeting facility* such as clubs, lodges, private meeting halls, community centers, religious facilities, civic and private auditoriums, grange halls, and union halls in that these facilities are likely to be equipped to provide these types of services due to their existing use as a public assembly venue.

The Primary Decision-Making Group:
Sonoma County Homeless System of Care Leadership Council

Composition
The county's homeless system of care's primary collective-impact decision-making group will be called the Homeless System of Care Leadership Council. This nine-member public-private partnership decision-making body will serve as the county's Continuum of Care Board, a HUD requirement. The CoC Program interim rule requires every CoC to establish a board to act on behalf of the Continuum. The board will be a subset of the membership that is established in accordance with the CoC regulations governing board composition. The CoC assigns the Board responsibilities in a written agreement called a Governance Charter. (The Governance Charter will be developed as part of the implementation plan, described later.) The Leadership Council is designed to have the majority of the members be elected officials from county's three HUD Entitlement Jurisdictions to align with HomeBase's recommendation that this decision-making body should consist of "key decision-makers with the authority to authorize structural change." Homebase also suggested that the membership of this body should have "credibility and buy-in from the diversity of providers, the business community, and the general public."

The nine members of the initial Leadership Council will include the following positions. (The Leadership Council may change the composition of the Leadership Council in the future, as needed.)

- Two elected officials from the Sonoma County Board of Supervisors to serve a two-year term (Sonoma County is one of the three HUD Entitlement Jurisdictions in the county); The Board of Supervisors has the authority to alter the length of the term to ensure flexibility, as needed. It is important that at least one of these Supervisors represents rural communities.
- Two elected officials from the City of Santa Rosa to serve a two-year term (Santa Rosa is one of the three HUD Entitlement Jurisdictions in the county); The Santa Rosa City Council has the authority to alter the length of the term to ensure flexibility, as needed.
- One elected official from Petaluma to serve a two-year term (Petaluma is one of the three HUD Entitlement Jurisdictions in the county)—If Petaluma chooses not to participate, the Mayors' and Councilmembers' Association of Sonoma County will appoint an elected official from another city jurisdiction within the county; The Mayors' and Councilmembers' Association of Sonoma County has the authority to alter the length of the term to ensure flexibility, as needed. The first year of this position's term will be for one-year, and for two years going forward, to create staggered terms.
- One Technical Advisory Committee member who is currently experiencing homelessness or has experienced homelessness within the past five years (lived experience) and is elected by the Technical Advisory Committee to serve a two-year term; The first year of this position's term will be for one-year, and for two years going forward, to create staggered terms.
- Three Technical Advisory Committee members elected by the Technical Advisory Committee to serve a two-year term; One of these position's first term will be for one year to create staggered terms. These Technical Advisory Committee members should represent a diversity of sectors. The Technical Advisory Committee should ensure that members elected to the Leadership Council represent both rural and urban constituencies. These Technical Advisory Committee members may not be elected

jurisdictional officials or staff of jurisdictions represented by the five elected officials on the Leadership Council.

The five elected officials on the Leadership Council, representing the county's three HUD Entitlement Jurisdictions; one current Sonoma County Continuum of Care (CoC) board member with lived experience; and three other current Sonoma County CoC board members will serve as the membership of the nine-member Leadership Council's Interim Selection Committee. The four members of the current CoC who will serve on the Interim Selection Committee will be elected by the current CoC Board. These four members of the current CoC may not serve on the Leadership Council during its first year of operation. If the current CoC cannot identify four individuals willing to serve on the initial Selection Committee, it may elect fewer members to serve. The Interim Selection Committee's sole responsibility will be to approve individuals to serve on the initial Technical Advisory Committee from the list of approved candidates presented to it by the Lead Agency. After the initial Technical Advisory Committee is selected, the full Leadership Council will select the subsequent members of the Technical Advisory Committee. Individuals other than existing CoC board members who are interested in serving on the Technical Advisory Committee are required to complete an application and submit it online to the Lead Agency. Existing CoC board members will be invited to serve for one year on the Technical Advisory Committee during its first year of operation. At the completion of their one-year term, all current CoC members may apply for membership on the Technical Advisory Committee like all other applicants.

Roles and Responsibilities
Moving to functional zero homelessness in Sonoma County "requires strong leadership with a shared vison and direction to create the collective impact required to move multiple systems of care towards a common goal," according to HomeBase. The roles and responsibilities for the Leadership Council include the following:
  A. Serve as Sonoma County's HUD-required Continuum of Care Board
  B. Set the vision for achieving functional zero homelessness in Sonoma County
  C. Support the vision and principles of the Sonoma County Homeless System of Care
  D. Own the issue of homelessness within the county and be widely recognized as the owner of the issue
  E. Provide the leadership required to realign homelessness-related funding and policies throughout the county
  F. Establish a Housing First strategy
  G. Approve best practices and monitor their adherence
  H. Represent by rural and urban communities.
  I. Approve and monitor standard performance outcomes
  J. Establish policy related to achieving functional zero homelessness in Sonoma County
  K. Focus on high-level decisions, not technical aspects of issues related to homelessness
  L. Authorize any ad hoc Task Groups needed from time-to-time to supplement the work of the standing Task Groups of the Technical Advisory Committee, so long as there is sufficient staff capacity from the Lead Agency to staff such Task Groups; Charge the Technical Advisory Committee with identifying individuals to serve on such Task Groups, select a chair for each ad hoc Task Group, and develop and implement a plan to achieve the ad hoc Task Group goals identified by the Leadership Council
  M. Approve the submission of applications to Notices of Funding Availability (NOFAs) published by HUD
  N. Establish Sonoma County's homelessness funding priorities and make funding-related decisions

O. Ensure that organizations serving Sonoma County's homeless population receive the technical assistance and training they need to be able to ultimately implement Housing First strategies

P. Communicate with the public on issues related to homelessness

Q. The Chair of the Leadership Council or his/her designee will serve as the official spokesperson for the Leadership Council and will represent the points of view of Leadership Council members to the media and other public outlets.

Governance Practices

The Leadership Council members will serve a two-year term with no term limits. Robert's Rules of Order will be followed to open and close each meeting and to bring a motion to the floor. Decisions shall be made by a vote of the majority of voting members present. Each year, the Leadership Council will elect a chair and a vice-chair, only one of which may be an elected official, to each serve for a one-year term. The chair will be responsible for leading the meetings of the Leadership Council and the vice-chair will lead the meetings if the chair is unable to do so. There will be no executive committee to avoid slipping into the habit of having an executive committee that supplants the Leadership Council by having a very small group of people regularly making decisions on behalf of the leadership body. Decisions can be made by the Leadership Council if a quorum of a simple majority (five members) is present. During its first year of operation, the Leadership Council will meet at least every other month and will meet at least quarterly thereafter, beginning with the first meeting in mid-November 2018. During the first meeting of the Leadership Council and once per year thereafter, the Leadership Council will elect its two officers. Since members of the Leadership Council represent the broad interests of a constituent group, not a specific individual or organization, they will not be conflicted in making broad policy decisions that come before the Leadership Council.

Focused Task Groups:
Sonoma County Homeless System of Care Technical Advisory Committee (TAC)

Composition

The county's homeless system of care will include the Homeless System of Care Technical Advisory Committee, comprised of standing and ad hoc Task Groups of community experts who can make the Sonoma County Homeless System of Care's vision a reality. One of the key findings in the HomeBase report was that Sonoma County's current method of addressing homelessness is through a network of over 20 uncoordinated decision-making groups that have evolved over time. To overcome the current fragmentation, Sonoma County will establish the Homeless System of Care Technical Advisory Committee comprised of 25 voting members who will each serve on at least one of six Task Groups. These members will be high-level decision-makers (not line staff) from the following relevant organizations, as identified in the HUD regulations for establishing a Continuum of Care: 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, organizations that serve veterans, and homeless and formerly homeless individuals. Additional community members beyond the 25 voting members, including elected officials, may serve as members of standing and ad hoc Task Groups (described later).

Voting members of the Technical Advisory Committee will apply to the Lead Agency through an open, online application process established by the Lead Agency. The Lead Agency will recommend qualified applicants to the Leadership Council, which will be responsible for

approving their appointment to the Technical Advisory Committee. Existing Sonoma County CoC board members will be invited to serve for one year on the Technical Advisory Committee during its first year of operation. At the completion of their one-year term, all current CoC members may apply for membership on the Technical Advisory Committee like all other applicants. The members of the Technical Advisory Committee will be selected from the following sectors. To ensure that the Technical Advisory Committee is inclusive and representative of key stakeholder groups, members should represent as wide a range as is feasible from the sectors identified below and should include both rural and urban constituencies. Technical Advisory Committee members should have specific skills and experience that will help to inform the work of the Task Groups (described later). To ensure regulatory alignment, sectors indicated with a * are required to have representation on the Technical Advisory Committee:

1. Consumers: Individuals who are currently experiencing homelessness or have experienced homelessness within the past five years (lived experience) *
2. Education/Sonoma County Office of Education *
3. Community-based organizations that serve victims of domestic violence *
4. Community-based organizations that serve veterans *
5. Community-based organizations that serve people living with HIV/AIDS *
6. Sonoma County Health Services Department
7. Sonoma County Human Services Department
8. Chambers of Commerce/Businesses
9. Volunteer Center/Volunteer Resources Providers
10. Public Safety/Probation/Family Justice Center
11. Philanthropic community (includes United Way, Community Foundation Sonoma County, and private foundations)
12. Hospitals
13. Behavioral health providers
14. Community Health Centers
15. Nonprofit housing developers
16. Faith community
17. Transitional youth ages 18-24
18. Senior and older adults ages 55+
19. Members of Sonoma County Municipal Advisory Councils (MACs)
20. Associations/advocacy groups related to housing/homelessness issues
21. Homeless services providers
22. Community-based organizations that serve a broad-base constituency (not limited to people experiencing homelessness)
23. Housing Authorities
24. Elected officials whose jurisdictions are not represented on the Leadership Council
25. At-large Sonoma County residents interested in homelessness issues who are not elected officials

Roles and Responsibilities
The roles and responsibilities for the Technical Advisory Committee include the following:
  A. Provide informed recommendations to the Leadership Council on best practices for implementing and evaluating the Sonoma County Homeless System of Care in accordance with federal mandates.
  B. Represent the expertise of the community in making recommendations to the Leadership Council for addressing issues related to achieving functional zero homelessness in Sonoma County.

C. Conduct its work through up to six standing Task Groups (and ad hoc issue-specific Task Groups, as needed), each of which is dedicated to a specific aspect of a federal mandate for the Continuum of Care.

D. The Chair of the Technical Advisory Committee or his/her designee will serve as the official spokesperson for the Technical Advisory Committee to the Leadership Council. The Chair of the Leadership Council or his/her designee will serve as the official spokesperson for the leadership Council and will represent the points of view of Leadership Council members to the media and other public outlets.

E. Members of the Technical Advisory Committee will refrain from speaking on behalf of the Sonoma County Homeless System of Care to the media or the public or attempting to influence any state or federal officials regarding issues related to homelessness in Sonoma County.

Each member of the Technical Advisory Committee will serve on at least one of up to six standing Task Groups, each responsible for advising the Leadership Council on a specific component of the federally-mandated Continuum of Care. HomeBase recommends limiting the number of Task Groups to no more than six for the size of Sonoma County. Additional ad hoc Task Groups can be established as authorized by the Leadership Council on a temporary basis to address issues such as specific sub-populations (youth/young adults or domestic violence survivors), specific geographic areas, special one-time projects, critical issues, etc.

The initial six standing Task Groups of the Technical Advisory Committee will consist of the following:

A. **Coordinated Entry (CE) and Housing First:** This group would advise the Leadership Council on ways to continue the successful work that has already been started in Sonoma County to ensure that the Homeless System of Care is compliant with HUD requirements and that a countywide Coordinated Entry system is in place that is effective and responsive to real-time community needs. This group would also help to advise the Leadership Council on strategies for ensuring that service providers are implementing Housing First principles. This group would make recommendations for providing training and technical assistance to help service providers become compliant with CE and Housing First system requirements. This group would also consult with recipients of Emergency Solutions Grants program funds to inform the advice it would provide to the Leadership Council on developing a policy to guide the county's coordinated assessment system, in accordance with HUD regulations, that provides an initial, comprehensive assessment of the needs of individuals and families for housing and services. This group would recommend training and technical assistance to build the capacity of service providers.

B. **Performance Measurement and Evaluation:** This group would be responsible for advising the Leadership Council on issues related to overall system performance, Annual Performance Reports for individual projects, and the annual submissions of 7 System Performance Measures. This group would evaluate and rate annual Continuum of Care and Emergency Solutions Grant projects. This group would develop an aligned definition for each program type funded in Sonoma County, along with essential program elements, time frame for assistance, population served, and desired outcomes. These can be displayed in a simple matrix presented to the Leadership Council so that the Leadership Council can determine appropriate measures for rewarding system providers that meet or exceed expectations and

sanctioning system providers that do not adhere to requirements or meet expectations. This group would recommend training and technical assistance to build the capacity of service providers.

C. **Data Initiatives:** This group would be responsible for advising the Leadership Council on issues regarding Sonoma County's web-based Homeless Management Information System (HMIS), developing and maintaining the dashboard of metrics to achieve the vision of zero functional homelessness, and alerting the Leadership Council of providers whose data jeopardizes the overall system. This group would also advise the Leadership Council on issues related to the Annual Homeless Assessment Report (AHAR) to Congress, regular Homeless Counts (required every two years—preferred annually), and the annual inventory of homeless-dedicated housing. This group would recommend training and technical assistance to build the capacity of service providers.

D. **Housing Unit Production/Rapid Re-Housing:** This group would advise the Leadership Council on strategies for the development of new units and would require a mix of subject-matter expertise to navigate the numerous impediments required to develop an ongoing pipeline of new units. This group would initiate discussions with private and nonprofit landowners and developers to increase the number and types of Sonoma County units available to house a diverse array of individuals and families experiencing homelessness. This group would also be responsible for advising the Leadership Council on methods for continuing Sonoma County's effective Rapid Re-Housing practices. This group would recommend training and technical assistance to build the capacity of service providers.

E. **System Funding:** This group would advise the Leadership Council on strategies for ensuring that adequate public and private funding is available to address Sonoma County's homeless needs and that funding is equitably distributed throughout the county, based on location of the impacted population. This group would initiate coordinated asks to private funders to fund innovative initiatives and recommend to the Leadership Council innovative and multi-source funding practices for achieving functional zero homelessness.

F. **Emergent Issues:** This group would advise the Leadership Council on issues that are emerging with Sonoma County's homeless population's well-being, needs, and activities and recommend strategies for addressing them, based on best practices and evidence-based solutions. This group would be responsible for identifying trends among Sonoma County's homeless individuals and families so that their needs can be met in real-time. Examples of emergent issues would include geographic locations of new encampments, health-related findings, new trends among specific populations, etc.

After its first year of operation and anytime thereafter, the Technical Advisory Committee can make a recommendation to the Leadership Council to change the scope and nature of all Task Groups with the exception of the Performance Measurement & Evaluation Task Group and the Coordinated Entry & Housing First Task Group.

In addition to establishing up to six Task Groups, the Technical Advisory Committee may establish a Consumer Advisory Council, comprised of individuals who are currently

experiencing homelessness or have experienced homelessness within the past five years (lived experience). This Consumer Advisory Council will be chaired by a voting member of the Technical Advisory Committee with lived experience.

Governance Practices

Technical Advisory Committee
Members of the Technical Advisory Committee will serve a two-year term with no term limits. In the first year, 13 members of the Technical Advisory Committee will serve a two year-term and 12 will serve a one-year term to create staggered terms. Robert's Rules of Order will be followed to open and close each Technical Advisory Committee meeting and to bring a motion to the floor. Decisions shall be made by a vote of the majority of voting members present. The Technical Advisory Committee will meet monthly for its first six months of operation and at least quarterly thereafter. During one of these meetings each year, the Technical Advisory Committee will elect four of its members to serve on the Leadership Council, with one being a member who is currently experiencing homelessness or has experienced homelessness within the past five years (lived experience). The three additional Technical Advisory Committee members should represent a diversity of sectors, ensuring that both rural and urban constituencies are represented.

Task Group Membership
Each standing Task Group will comprise at least four voting members of the Technical Advisory Committee. Robert's Rules of Order will be followed to open and close Task Group meeting and to bring a motion to the floor. Decisions shall be made by a vote of the majority of voting members present. Task Groups will meet as often as necessary to achieve their goals and objectives. Each Task Group will elect a chairperson responsible for (1) determining when the Task Group will meet and leading the meetings of the Task Group and (2) ensuring that the Task Group has annual goals, objectives, and a work plan that align with the strategic vision established by the Leadership Council to achieve functional zero homelessness in Sonoma County. Each Task Group Chair (or a designated representative of the Task Group who is an appointed member of the Technical Advisory Committee) will present the work and outcomes of the Task Group at all meetings of the Leadership Council. Each Task Group Chair will serve a two-year term. The chair of each Task Group is encouraged to invite community members with targeted expertise to serve as nonvoting members of the Task Group. Providing the opportunity for nonvoting community members to serve on Task Forces will build leadership capacity and prepare these nonvoting members to become selected as voting members in the future.

Collective of the Task Group Chairs
Each year, all Task Group chairs will elect one of the chairs to serve as the chair of the Technical Advisory Committee and one to serve as vice-chair of the Technical Advisory Committee, each for a one-year term. The chair will be responsible for leading the meetings of the Technical Advisory Committee and the collective of Task Group chairs. The vice-chair will lead the meetings if the chair is unable to do so. The Task Group chairs will meet at least quarterly to discuss the work of their respective task groups and prepare for their presentations at Leadership Council meetings. Providing opportunities to serve in leadership roles on the Technical Advisory Committee will enable members of the Technical Advisory Committee to develop their leadership capacity and prepare them to ultimately serve as elected members of the Leadership Council.

The Task Group chairs will be responsible for working together to establish any ad hoc Task Groups authorized by the Leadership Council. The Task Group chairs will elect a voting member of the Technical Advisory Committee to serve as chair of any ad hoc Task Groups authorized by the Leadership Council. All ad hoc Task Group chairs will be responsible for selecting qualified individuals to serve on the ad hoc Task Group. Other than its chair, ad hoc Task Group members are not required to be voting members of the Technical Advisory Committee.

Lead Agency
Interim Lead Agency: Sonoma County Community Development Commission

According to HomeBase, in an effective homeless system of care, Lead Agency professional staff play a key role, serving as a bridge between the Primary Decision-Making Group and the Task Groups. Professional staff members of a Lead Agency are responsible for providing support, data, and accountability to both groups, and have roles and responsibilities that should be clearly defined in an annual Memorandum of Understanding (MOU). Sonoma County's current Lead Agency and Continuum of Care applicant, a role required by HUD, is the Sonoma County Community Development Commission (CDC). As part of Sonoma County's homeless system of care redesign, the CDC will continue to serve as the interim Lead Agency and CoC applicant until a Lead Agency is selected by the Leadership Council.

HomeBase's review of the professional staff involved in conducting Sonoma County's homeless initiatives revealed that "staff from the City of Santa Rosa, Petaluma, and key providers conduct similar work (to the CDC staff) that is not necessarily aligned with county or CoC funding." HomeBase findings also indicate that staff from the CDC, the Santa Rosa Department of Housing & Community Services, Petaluma, and key providers "run work groups, complete annual funding applications, monitor program performance, implement best practices, and design initiatives, along with many other tasks," resulting in a duplication of effort. To reduce this overlap in staff support, HomeBase recommended that the Lead Agency should attempt to align staffing patterns and resources to reduce fragmentation, duplication, and overlap.

Roles and responsibilities
The roles and responsibilities for the Lead Agency include the following.

    A. Serve as the Lead Agency for the Sonoma County Continuum of care
    B. Serve as the CoC Applicant, per HUD guidelines
    C. Prepare all HUD-required CoC documentation and submit all required documentation to HUD on a timely basis
    D. Manage Sonoma County's Coordinated Entry System
    E. Implement Sonoma County's Point-in-Time Count in alignment with HUD requirements
    F. Develop and implement a process for accepting nominations to the Technical Advisory Committee
    G. Staff the Leadership Council, Technical Advisory Committee, and Task Groups
    H. Manage the Sonoma County HMIS
    I. Manage the CoC's NOFA application to HUD to be approved by the Leadership Council
    J. Conduct rating and ranking process to assist the Leadership Council in making funding decisions

K. Make funding recommendations to the Leadership Council Conduct rating and ranking process to assist the Leadership Council in making funding decision

L. Follow Brown Act rules and regulations and ensure that all meetings of the Leadership Council follow Brown Act regulations and that all appointments are made in compliance with the Maddy Act. Ensure that the Technical Advisory Committee operates in a transparent manner that keeps constituents informed of its practices.

M. Ensure that all members of the Leadership Council complete an annual Form 700 Statement of Economic Interests and file it with the California Fair Political Practices Commission.

N. Ensure that all data is reported accurately and with integrity so that the Leadership Council has confidence in the credibility of all reported data presented to its members

O. Protect all Personally Identifiable Information (PII) in accordance with HUD guidelines

P. Build support among county constituents for the Leadership Council's vision to achieve functional zero homelessness in Sonoma County

Q. Communicate activities and outcomes related to achieving functional zero homelessness in Sonoma County

5. **Roles and responsibilities of individuals serving in the new leadership structure**
The current members of the Sonoma County CoC will be invited to serve on the Technical Advisory Committee for its first year of operation. After one year, these current CoC members may transition into serving on the Technical Advisory Committee through an application process that will be administered by the Lead Agency. This new structure will provide transitioning members with a more significant role in recommending homelessness-related policy than under the current structure. Under the new structure, members of the Technical Advisory Committee will have a defined role in recommending specific policies and procedures to the Leadership Council (the Continuum of Care Board) for implementation. In addition, methods of communication among Task Groups, the Lead Agency, and the Leadership Council will be well-defined and intentional. Individuals serving on the Leadership Council and Technical Advisory Committee will be expected to act and make decisions in the best interest of the collective goal of achieving zero functional homelessness in Sonoma County as opposed to what is in the best interest of them personally or the organizations/constituency they represent.

6. **Values and principles that will guide the leadership of the Sonoma County Homeless System of Care**
All meetings of the Leadership Council will be subject to Brown Act regulations. All appointments will be made in compliance with the Maddy Act. The Technical Advisory Committee will operate in a transparent manner that keeps constituents informed of its practices. Decisions made by the Leadership Council and the Technical Advisory Committee and its Task Groups will be made by majority rule, in accordance of Robert's Rules of Order, to ensure clarity and transparency. All voting members of the Leadership Council will be required to complete an annual Form 700 Statement of Economic Interests and file it with the California Fair Political Practices Commission.

The Leadership Council will need to establish values and principles that will guide the actions of those serving in a leadership capacity of the Sonoma County Homeless System of Care. Examples of values and principles could include the following:

A. Embrace a Housing First approach to addressing homelessness.

B. Support a Coordinated Entry System.
C. Take a humanitarian person-centered approach to providing solutions for Sonoma County's crisis of homelessness.
D. Accountability and transparency are imperative for use of public funds to address homelessness.
E. Take a comprehensive, county-wide approach to addressing homelessness and support a Coordinated Entry System.
F. Commit to recommend and implement best practices, while embracing innovative approaches to achieve zero functional homelessness.
G. Ensure that there is rotation among the members of the Technical Advisory Committee who serve on the Leadership Council to avoid having the same individuals or the same organizations representing the Technical Advisory Committee on the Leadership Council.
H. Open, respectful, and inclusive communication among the individuals serving on the Leadership Council and Technical Advisory Committee and the staff of the Lead Agency is essential.
I. The implementation of this new leadership structure will be phased in based on staff capacity.
J. Members of the Leadership Council and Technical Advisory Committee will be cognizant that the number and scope of work of standing and ad hoc Task Groups must be aligned with the staff's capacity to support them.
K. Consider the needs of both rural and urban constituencies.
L. Comply with federal requirements for a Continuum of Care.
M. Make data-driven decisions aligned with evidence-informed practices.
N. Respect the personal privacy of people inquiring about and receiving homeless services.
O. Accept information and data provided by through the Leadership Council, Technical Advisory Committee, and Lead Agency as valid and trust that it is presented in the best interest of the Sonoma County Homeless System of Care.

7. **Implementation strategy**
The following tasks and timeline will guide the implementation of the transition from Sonoma County's current environment of addressing homeless to the new collective-impact System of Care.

Task	Timeline	Responsible Party
Start-up Activities: August 2018-July 2019		
Develop the application process and related electronic forms for membership on the Technical Advisory Committee; Provide outreach to the community that these positions are available	By August 2018	CDC
Sonoma County Board of Supervisors and Santa Rosa City Council make appointments to the Leadership Council	By September 2018	Board of Supervisors and Santa Rosa City Council
Interim Selection Committee of the Leadership Council approves Technical Advisory Committee members; Notify Technical Advisory Committee members of their appointments	By October 2018	Interim Selection Committee of the Leadership Council; CDC

Develop the draft Governance Charter in compliance with HUD requirements that details the functions of the Leadership Council, Technical Advisory Committee, and Lead Agency; staff roles; policies and procedures for executing CoC and Lead Agency responsibilities; code of conduct, recusal process for the Leadership Council; and process for amending the charter	By October 2018	CDC
Technical Advisory Committee conducts its first meeting; The Technical Advisory Committee members nominate and elect 4 Advisory Committee members to serve on the Leadership Council in the required positions; During this meeting, the Advisory Committees determine who will serve on each Task Group; Each Task Group meets during a breakout session of this meeting to select its chair	Early November 2018	Technical Advisory Committee
Leadership Council conducts its first meeting and selects its chair and vice-chair; Approves Governance Charter; Establishes values and principles to guide the leadership of the Sonoma County Homeless System of Care	Mid-November 2018	Leadership Council
Leadership Council meets to take action on new funding available through the State of California	Mid-December 2018	Leadership Council
Task Groups meet to establish goals and work plans and work together regularly toward implementing goals	Starting in mid-December 2018—ongoing, as needed	Technical Advisory Committee's Task Groups
Technical Advisory Committee meets monthly for the first six months	December 2018-April 2019	Technical Advisory Committee
Leadership Council meets every other month for the first year	January, March, May, June, July, September, 2019	Leadership Council
Establish a vision for achieving functional zero homelessness in Sonoma County and a Housing First strategy	By March 2019	Leadership Council
Brand Sonoma County's Homeless System of Care	By April 2019	CDC (contracted services)
Leadership Council selects a Lead Agency	By July 2019	Leadership Committee
On-going activities		
The Technical Advisory Committee meets at least quarterly after the first six months	July, October, January, and April of each year (may be more frequently)	Technical Advisory Committee

Provide outreach to the community that positions are available on the Technical Advisory Committee; Accept applications online	August-September, 2019	Lead Agency
Leadership Council approves Technical Advisory Committee members; Notify Technical Advisory Committee members of their appointments	October 2019	Leadership Council; Lead Agency
Leadership Council meets at least quarterly after the first year	December, March, June, and September of each year (may be more frequently)	Leadership Council
Review and update the Governance Charter	January of each year, starting in 2020	Leadership Council
Review, update, and review the process for selecting the Leadership Council to act on behalf of the Continuum of Care at least once every 5 years	By October 2023 and at least every 5 years thereafter	Leadership Council; Lead Agency