



A Tradition of Stewardship
A Commitment to Service

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NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

TO: Board of Supervisors
FROM: JoAnn Melgar for Howard Himes - Director
Health & Human Services Administration
REPORT BY: Shelli Brobst, Employee Support and Development/Contracts Manager - 253-4720
SUBJECT: Update on the redesign of the housing and homeless services system

RECOMMENDATION

Director of Health and Human Services to present an update on the redesign of the housing and homeless services system and the Whole Person Care Pilot.

EXECUTIVE SUMMARY

In October of 2015, the City and County of Napa formally began a process of transforming the way systems respond to and address homelessness throughout the county. These efforts began with the City and the County of Napa jointly hiring consultants from the Corporation for Supportive Housing (CSH) and from the National Alliance to End Homelessness (NAEH) with the charge to examine and make recommendations for the improvement of both the "back door" systems that support housing and homeless services, as well as the "front door" operations of the shelter system in Napa County.

In March 2016, CSH and NAEH jointly issued a report (see Attachment A) on the state of the housing and homeless services delivery system in Napa County. The report found that Napa's current ad hoc homeless response system, which requires vulnerable individuals to navigate a complex and restrictive continuum, is not effective in ending homelessness for the growing population of vulnerable individuals. It also concluded that it is possible for Napa to end chronic homelessness in less than five years.

The NAEH/CSH report recommends changes in six categories to achieve that end. The changes recommended aligning the system with national best practices by redesigning community housing and homeless services systems to take a more strategic approach - one that coordinates entries into the homeless system, quickly connects the most vulnerable with housing opportunities, aligns resources to maintain housing stability, and uses the shelter system as a tool for quickly moving households out of homelessness. As part of the systems change process, Napa will more fully implement a Housing First philosophy and will align the City and County of Napa

Continuum of Care programming, services and resources with this approach.

In October 2016, the County was awarded funding for a five year Whole Person Care Pilot in the amount of \$11.3M. These funds will help to implement those system change efforts recommended by the above reports.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

ENVIRONMENTAL DETERMINATION: The proposed action is not a project as defined by 14 California Code of Regulations 15378 (State CEQA Guidelines) and therefore CEQA is not applicable.

BACKGROUND AND DISCUSSION

Background on the Napa Shelter System

Currently, the shelter system serving the Napa community is operated primarily by Community Action Napa Valley (CANV) and includes the following facilities:

- | **The Samaritan Family Center**, (building is owned by CANV), provides emergency homeless shelter services for families. Up to seven families are served at the shelter while taking the steps necessary to achieve sustainable housing. There is capacity to provide additional emergency cots for families on an ad-hoc basis when the shelter is full;
- | **The South Napa Shelter**, which is owned by the County, provides a 62-bed emergency shelter for individuals at least 18 years of age. It operates seven days a week, 365 days per year. Shelter stay is available from 5:00 p.m. in the evening to 8:00 a.m. each morning. Guests must vacate the shelter each morning, but may leave their belongings at the shelter. The shelter provides basic-needs services such as showers, laundry, evening meals (provided by Salvation Army and the Health and Human Services Agency (HHS)) and on-site medical clinic services provided by OLE Health;
- | **The Hope Center**, which is operated on property owned by the United Methodist Church, provides day services to homeless adults. Services include showers, toilets, clothing, laundry, computers, phone, basic weekly on-site clinic services provided by OLE Health, and limited case management to assist HOPE Center clients address needs;
- | **The Winter Shelter** (operated by CANV) provides 55 beds and is operated from November 15 to April 15 each year. It provides shelter to those who are not eligible to be assisted by the other overnight facilities or who need overnight shelter when the other facilities are full; and
- | There are also shelter beds in Napa that are not operated by CANV that mostly target special populations; Napa Emergency Woman's Services operates a shelter for victims of domestic violence and the Mental Health Division of HHS operates some shelter and longer-term beds for those with serious mental health issues.

In the past, CANV funded its share of shelter operation costs through grants from the State Emergency Solutions Grant (ESG) program. However, due to recent policy changes at the federal and State level, ESG is no longer a viable funding source for Napa's emergency shelters. This reduction in grant funding placed the responsibility for an additional \$120,000 in funding from the City and \$120,000 from the County as CANV could no longer fund its

historic one-third share.

City/County Joint Effort to Address Funding and Homelessness Issues

Confronted with the need for increased funding, the knowledge that the shelters were not operating in a way that reflected national best practices and the fact that the number of homeless in the County was increasing, in October of 2015 the City and County of Napa formally began a process of transforming the way systems respond to and address homelessness throughout the county. These efforts began in October 2015 with the City and the County of Napa jointly hiring consultants from the Corporation for Supportive Housing (CSH) and from the National Alliance to End Homelessness (NAEH) with the charge to examine and make recommendations for the improvement of both the “back door” systems that support housing and homeless services, as well as the “front door” operations of the shelter system in Napa County.

The scope for CSH was to provide policy and technical support on increasing supportive housing and ending homelessness in the County of Napa. The scope for NAEH was to provide guidance on and a plan for transitioning the Napa County shelter system to a redesigned system that uses a Housing First, low-barrier approach to system access and services that aligns with national best practices and is well-coordinated with other programs and services available in the County and City.

In March 2016 CSH and NAEH jointly issued a report (see Attachment A) on the state of the housing and homeless services delivery system in Napa County. Not surprisingly, the report found that Napa’s current ad hoc homeless response system, which requires vulnerable individuals to navigate a complex and restrictive continuum, is not effective in ending homelessness for the growing population of vulnerable individuals. It also concludes that it is possible for Napa to end chronic homelessness in less than five years.

The NAEH/CSH report recommends changes in six categories to achieve that end. Overall, the report recommends aligning the system with national best practices by redesigning community housing and homeless services systems to take a more strategic approach - one that coordinates entries into the homeless system, quickly connects the most vulnerable with housing opportunities, aligns resources to maintain housing stability, and uses the shelter system as a tool for quickly moving households out of homelessness. As part of the systems change process, Napa will more fully implement a Housing First philosophy and will align the City and County of Napa Continuum of Care programming, services and resources with this approach.

The six categories of change and their overall strategies are:

1. Breaking Silos & Leveraging Resources - Integrate siloed community support services and funding, and leverage additional resources for affordable housing;
2. Cutting Costs & Realigning Resource - Cut unnecessary system costs and adopt a systems approach to better align resources and serve the most vulnerable, high-need individuals;
3. Prioritizing Housing Resources - Target housing resources to "right size" interventions based on household need and ensure the most vulnerable households are prioritized;
4. Building Housing Capacity - Build a pipeline for housing and serve the right people in the right way;
5. Using Data - Make the data work for you. Centralize the tracking of homeless system outcomes, flow, data quality, inventory and demographics into an easy-to-digest format; and
6. Identifying New Funding Opportunities - Secure new public funding opportunities through Medi-Cal.

Overall, there are 16 specific recommendations in the report. County and City staff have begun working to implement the recommendations. To date, staff has:

- | hired a joint City/County Homeless Programs Coordinator;
- | formed a Funders Collaborative to coordinate and secure flexible funds for Napa's new Flexible Housing Subsidies Pool (Flex Pool);

- | entered into contract negotiations with Abode Services to manage shelter operations and housing placement and services;
- | re-designed the South Napa Shelter to allow for 24/7 operations with a focus on housing placements.

In the coming fiscal year, the City and County will:

- | continue to secure more flexible housing resources through the Funders Collaborative and Flex Pool;
- | ramp-up housing support at South Napa Shelter;
- | pilot housing support and care coordination and the HOPE Center; and
- | implement a Whole Person Care pilot program for quickly housing homeless households and providing them with case management and wrap-around care.

Whole Person Care Pilot

One of the recommendations above was for Napa to secure new funding resources to better serve the homeless population. At least for now, Medicaid funding is a crucial resource for providing needed services that address the complex needs of homeless individuals. California's version of the 1115 Medicaid Waiver, called Medi-Cal 2020, provides funding for programs that use Medi-Cal funds in innovative ways. One program is the Whole Person Care pilot program funded and managed by the State Department of Healthcare Services (DHCS).

All Whole Person Care pilots are focused on integrating care for vulnerable populations, and the overall program is a way for the state to test community-based initiatives that coordinate health, behavioral health and social services for vulnerable Medi-Cal beneficiaries who are high users of multiple systems and have poor health outcomes. The state is prioritizing vulnerable populations who are homeless, at-risk of homelessness or those being discharged into homelessness.

Napa's Program

The County of Napa was one of eighteen lead entities that were recently awarded the Whole Person Care grant by the state for the first round of funding. Napa received a \$11.5 million grant to deliver this pilot program over four operating years, starting on July 1, 2017 and ending on December 31, 2020.

Target Population

Napa is targeting homeless and at-risk-of-becoming-homeless Medi-Cal beneficiaries, prioritizing those who are also frequently using hospitals and emergency departments.

Program Delivery

The County of Napa, in collaboration with Whole Person Care program partners, will deliver the program in three major categories, with the overall goals of connecting the target population to permanent housing, primary and behavioral healthcare services and other services to maintain housing stability. In light of the major systems change initiatives currently underway in the homeless services and housing systems, the County of Napa is taking a housing-focused approach to its Whole Person Care program. Therefore, each program delivery component functions as a continuum, connecting program participants as quickly as possible to the stability of permanent housing that serves as a platform to other needed services like healthcare, income and wellness. The Napa Whole Person Care program components are:

- | **Mobile Engagement/Outreach:** The Whole Person Care team is currently designing a more comprehensive and robust outreach program that will bring services directly to where people are, triage their service needs and enroll them in the program
- | **Coordinated Entry:** Whole Person Care will provide the resources needed to launch Coordinated Entry in Spring of 2017, creating one centralized access system that manages the pathway to housing for the entire homeless population.

- | **Tenancy Care:** Tenancy care includes the wrap-around services and support that clients need to maintain housing stability once they have been placed into housing through Coordinated Entry. Whole Person Care does not pay for direct housing expenses like subsidies; therefore, housing funding will come from a number of grants and housing programs in the community, as well as from the Flexible Housing Subsidy Pool.
- | **Fee-for-Service Resources:** On an as-needed basis, to meet tenant needs and improve health outcomes, the Whole Person Care program will also provide fee-for-service resources through community partnerships that include a sobering center and respite care.

Key Partners and Providers

Although the County of Napa, in partnership with the City of Napa, is the lead entity in the Whole Person Care pilot, the program is implemented with several key partners in the community - partners in the homeless and housing, behavioral health, primary health and alcohol and drug sectors. Some of these partners are listed below.

- | **Abode Services:** will operate Napa's shelter and homeless outreach system and will provide housing funding through Napa's new Flexible Housing Subsidy Pool. They will also provide housing navigation, manage housing eligibility, and will place households into permanent housing. Abode has a very strong track record of increasing the stock of housing available to vulnerable populations through landlord engagement and advocacy, and Abode has administered a similar program to the Flex Pool in Santa Clara County.
- | **Partnership Health Plan:** Partnership Health is Napa's managed care organization (MCO), and will provide data for to establish a targeted enrollment list for Whole Person Care clients.
- | **Ole Health:** Ole is Napa's Federally Qualified Health Center (FQHC), and will be a key partner in program access, care coordination and case management.
- | **Queen of the Valley Medical Center:** Queen of the Valley will provide data on emergency department usage and will also support care coordination for the WPC participants.
- | **Napa County HHS Divisions:** - HHS divisions will create a system to coordinate the primary, mental health and substance use service needs of WPC clients.

Data

The overall goal of the WPC program is to better coordinate care for WPC participants and to connect them to housing as quickly as possible. In addition to finding data solutions that address program outcomes and reporting requirements, the County is working with program partners to share data in (close to) real time so that clients may be tracked, monitored and connected to interventions that will prevent cycling between emergency departments, hospitals and shelters.

Evaluation and Outcomes

California's Department of Health Care Services (DHCS) has identified some of the required outcomes and reporting requirements for the WPC program, though, as it is a pilot program, the state continues to alter and refine these requirements. In addition to accounting for state requirements, Napa is engaging support from HHS Quality Management to build an evaluation plan for the WPC program. In April 2017, the WPC team will welcome a dedicated internal evaluator for the WPC program, and, as required by the grant, the county issued an RFP for an external program evaluator. Some of the outcomes identified for the WPC program are as follows:

- | Administrative - Program implementation and Data-sharing agreements
- | Mobile Engagement - number of clients seen and enrolled
- | Housing Support - number of clients housed
- | Housing Stabilization - Permanency by months in housing
- | Health- Reduction in suicidality and Reduction in 30 day readmission
- | Increased self-reported health status and quality of life

The Whole Person Care program is a unique opportunity to realize the outcomes and impact from the larger systems change efforts at work in Napa. It provides the investment needed to launch several large community initiatives at once, allowing these systems change efforts to leverage additional resources that support the change from disjointed homeless services response to a coordinated effort that holistically serves Napa's most vulnerable people and paves the way to end homelessness in Napa.

Ending Homelessness in Napa: Next Steps

Napa is in the process of cutting-edge, large-scale systems transformation efforts, many of which are best practices across the nation. Ending homelessness in Napa is truly a community-wide endeavor, and the successes thus far are due to the collective will to focus on homelessness and the collaboration and support across sectors, from the Board of Supervisors and City Council to the health and housing sectors. Already, Napa has attracted new resources into the community due to the City and County jointly taking a systems approach. Newly attracted resources include the Whole Person Care grant and the inclusion of the philanthropic and health sectors in the Funders Collaborative. Continued and future successes will require this ongoing collaboration and commitment.

We also see the role of local government in Napa County changing over time. Currently, both the City and County of Napa are entrenched in the day-to-day operations of the homeless system, particularly at the shelter level. Over time, we see this role shifting as a new shelter operator joins us and as the Whole Person Care program focuses the homeless response system on securing permanent housing. In the future, the City and County will likely focus more in securing long-term sustainable funding at the systems level, managing and monitoring system grants and developing system-wide outcomes and performance measures for ending homelessness in Napa. Aligning the short- and long-term functions of this new system will be crucial, but the City and County are well poised to lead these efforts together.

SUPPORTING DOCUMENTS

- A . NAEH CSH Napa Final Recommendations Report
- B . Homeless Services and Whole Person Care Pilot power point

CEO Recommendation: Approve

Reviewed By: Bret Prebula