



# 2022 ANNUAL REPORT

COMMUNITY ACTION  
PARTNERSHIP OF SOLANO,  
JOINT POWERS AUTHORITY

Providing a pathway to housing for  
everyone in Solano County

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## 1. Introduction from the Chair

Dear Community Stakeholders,

On behalf of the Board of Directors of the Community Action Partnership Solano, Joint Powers Authority (the JPA), I am pleased to present this report covering the activities of to coordinate homeless and safety net services during the 2022 calendar year.

2022 was a milestone year for the JPA. What began as regional 2x2s of elected officials from each jurisdiction became a groundswell with every city and the County ultimately adopting a revised Joint Powers Agreement which allows each jurisdiction to have elected officials at the table. It is our hope that this is springboard for future growth and collaboration.

The JPA continues to ensure their work aligns with their vision statement: “*CAP Solano JPA – providing a pathway to housing for everyone in Solano County.*” We are grateful for the hard work and community support the JPA has received this year. This work would not have been possible without our partners, including service providers, Solano Cities, Solano County, the faith-based community, and healthcare providers.

It is only by working together that we can ensure all homeless residents of Solano County find their way home.

Sincerely,

Mitch Mashburn  
Chair, CAP Solano JPA

## 2. Community Action Partnership Solano, Joint Powers Authority (JPA) Overview

The JPA is a combined governmental agency formed by a Joint Powers Agreement between the Cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo and the County of Solano to coordinate efforts to reduce poverty and homelessness in Solano County. Elected Officials representative of each of these jurisdictions serve on the JPA Board and meet monthly to fulfill their duties as Solano County's Community Action Agency. The JPA is also the Collaborative Applicant for Solano County's Continuum of Care (CoC), the Administrative Entity for other state and federal funds that flow through the CoC, and the Homeless Management Information System (HMIS) Lead.

### **JPA Vision**

CAP Solano JPA – providing a pathway to housing for everyone in Solano County.

### **JPA Mission**

To strengthen agencies working to end poverty and homelessness. The objective is to provide services and resources in coordination with existing service providers, including but not limited to non-profit organizations and faith-based providers, to promote and encourage self-sufficiency for the most vulnerable members of the community.

## 3. Community Action Agency Report

Community Action Agencies (CAAs) are non-profit private and public organizations established under the Economic Opportunity Act of 1964 to fight America's war on poverty by helping people in achieving self-sufficiency. Services that may be provided include childcare, education, energy assistance, emergency assistance, financial and legal services, food programs, health services, housing services, prevention programs, self-reliance programs, and youth services.

The CAP Solano JPA is the entity responsible for administering Solano County's allocation of annual funding under the Community Services Block Grant Program (CSBG), an initiative of the U.S. Department of Health and Human Services. CSBG funds may be used to support activities that assist low-income families and individuals, homeless families and individuals, migrant or seasonal farm workers, and elderly low-income individuals and families in attaining the skills and knowledge necessary to achieve self-sufficiency.

In response to the 2022-2023 Community Action Plan, the JPA prioritized utilizing the funding to hire staff for the JPA and securing technical assistance to support the internal capacity of the JPA and the homeless system of care, which in turn allows the JPA to apply for additional funding to support our local system of care.

### **A. 2022 Community Services Block Grant**

In 2022, Community Services Block Grant (CSBG) funds focused on backbone support for the JPA to ensure the maximum state and federal funding was accessed for Solano and ensure all state and federal requirements were met. Funding was utilized for the first JPA staff member, technical assistance through Homebase, and the fiscal agent.

## B. Tripartite Advisory Board

The Tripartite Advisory Board (TAB) was created in 2015 and is a required Board if the CAA is a public agency. The TAB advises the JPA Board in its capacity as the CAA by conducting a community needs assessment, clarifying the JPA’s mission, supporting long-range strategic planning and annual planning, assisting the JPA in implementing its programs and evaluating the performance of JPA initiatives under CSBG funding. The TAB meets on a quarterly basis.

The TAB has twelve members: four from the public sector (elected officials or their representatives appointed by the JPA Board), four from the private sector (also appointed by the JPA Board), and four from the low-income sector (elected by the CoC via electronic voting). In 2022, Katy Miessner served as Chair, Jenalee Dawson served as Vice-Chair, and Ryan Loofbourrow served as secretary.

The following were the TAB members as of December 31, 2022. Note: In early 2023, TAB nominations and re-elections were conducted, and TAB membership changed.

Representative Type	Name	Organization
Elected Official Sector	Tom Bartee	Office of Senator Bill Dodd
Elected Official Sector	Supervisor Erin Hannigan	Solano County Board of Supervisors
Elected Official Sector	Mary Decker	City of Vacaville
Elected Official Sector	Councilmember Katy Miessner	City of Vallejo
Low-Income Sector	Patrick Stasio	Solano County
Low-Income Sector	Jenalee Dawson	California Human Development
Low-Income Sector	Lisa Martin	California Tribal TANF Partnership
Low-Income Sector	Amber Twitchell	On the Move
Private Sector	Constance Harris	Solano Community Foundation
Private Sector	Laura Escobar	United Way
Private Sector	Lauren Crutsinger	Seneca Family of Agencies
Private Sector	Ryan Loofbourrow	Sutter Health Government Relations

## 4. Homeless Management and Information Systems (HMIS)

The HEARTH Act, enacted into law in 2009, requires that all communities have a Homeless Management Information System (HMIS) with the capacity to collect unduplicated counts of individuals and families experiencing homelessness. The U.S. Department of Housing and Urban Development (HUD) and other planners and policymakers use aggregate HMIS data to better inform homeless policy and decision making at the federal, state, and local levels.

Specific HMIS benchmarks from 2022 include:

***Longitudinal System Analysis (LSA).*** The HUD required LSA report provides CoC-level Point-In-Time (PIT) and Housing Inventory Count (HIC) estimates of homelessness, as well

as estimates of chronically homeless persons, homeless veterans, and homeless children and youth. Through an ongoing effort to improve data quality, Housing First Solano completed its fourth submission of LSA data, including data for the twelve months ending September 30, 2022. HUD will use this data, along with submissions from other Continua of Care across the Country, to write the Annual Homeless Assessment Report (AHAR), which will be released later this year.

**HMIS usage.** At the end of 2022 more than 150 fifty individuals at homeless service agencies across the CoC were using HMIS, and could use the system to collect and share client and services data, enabling them to provide more efficient and effective care to people who are experiencing homelessness. Each agency selected through the CoC's funding competitions were required to utilize HMIS. As more agencies and homeless services professionals utilize HMIS, the stronger the CoC's safety net will become, and the more comprehensive our understanding of homelessness will be.

**Coordinated Entry.** The region's Coordinated Entry (CE) System, Resource Connect Solano (RCS), is using HMIS to support intakes, assessments, matching, and referrals to move people through the CE System. HMIS data shows that in 2022, 73 people moved from the Coordinated Entry system into permanent housing.

## 5. Collaborative Applicant and Administrative Entity Report

The JPA serves as the Collaborative Applicant and Administrative Entity (the official contracting, management, and oversight entity) for Solano County's Continuum of Care, which is known as the Housing First Solano Continuum of Care (CoC). Collaborative Applicant and Administrative Entity duties include: CoC administration; creating and operating a coordinated entry system; engaging the private sector on behalf of the CoC; promoting the visibility of the CoC; coordinating the annual CoC Program Competition; serving as the lead for state funding opportunities; making recommendations regarding performance measurements and improving outcomes; and coordinating the HUD required homeless Point-in-Time Count.

### A. 2022 Continuum of Care Competition

The 2022 CoC Competition followed the usual process, including holding public meetings to review and revise the competition policies and procedures, designing the scoring tools, presenting those documents to the CoC Board for approval, and preparing the PRESTO database system for facilitating the competition and review of the annual performance reports (APRs) for each funded provider and necessary data clean up in HMIS. HUD announced the 2022 CoC Competition on August 2, 2022, with a final due date of September 30, 2022. The Housing First CoC's Annual Renewal Demand was \$1,401,685 and comprised all of Tier 1. The CoC Bonus was \$73,773 and comprised Tier 2. The CoC was allocated up to \$147,545.90 for a domestic violence (DV) bonus project; SHELTER, Inc. was the only community agency that applied for the DV bonus funding. The CoC planning grant amount was \$44,264. Through a rigorous review and ranking of the projects based on the local scoring tools, 12 projects representing five different community agencies were recommended to HUD for funding with only part of one project being ranked in Tier 2. The CoC is confident they will secure all their Tier 1 funds and hopes to receive their Tier 2 funds. As of the time of this report, the final awards had not been announced by HUD.

## B. Administrative Entity Report

In 2022, the JPA oversaw the distribution of approximately \$4 million in services and housing in Solano County, including Homeless Housing Assistance and Prevention 3 (HHAP 3), Continuum of Care (CoC), annual and Coronavirus Community Services Block Grant (CSBG, CSBG CV), annual and Coronavirus Emergency Solutions Grant (ESG, ESG CV), and private and jurisdictional funds.

<b>Funding Source</b>	<b>2022</b>
<b>CSBG (including CV)</b>	\$973,518
<b>CoC</b>	\$593,332
<b>ESG (including CV)</b>	\$267,900
<b>CA HHAP</b>	\$1,722,691
<b>Solano County</b>	\$86,975
<b>Solano County/Cities CES*</b>	\$541,419

\* This amount extends into 2023.

## 6. Coordinated Entry System Report

As of the end of 2022, RCS reported a total of 2,872 active clients in the Coordinated Entry System with 717 clients having exited the Coordinated Entry System in 2022.

RCS made a total of 455 referrals for housing and services; most commonly referrals were made for Mental Health Services, Shelter Programs, and Domestic Violence in 2022.

In 2022, RCS facilitated virtual case conferences for CoC Service Providers where they continued to assess their most vulnerable clients during weekly internal meetings and implemented an updated Vacancy Tracker to obtain additional referral information. RCS also updated the Homeless Documentation Documents to help ensure all community service providers were actively engaged in keeping account of homeless status for financial support and to prevent those in need of service from falling through the cracks. A new Housing Locator was hired, who has been providing additional assistance to the community by leading Landlord Engagement Training and connecting clients and landlords. The Policies and Procedures were updated to include unbiased language to support changes in the community as well as working towards adopting the HUD-preferred Dynamic Prioritization Model for Solano County.

RCS also participated in over 60 community engagements, trainings, and system promotion presentations.

In 2022, Family Justice Center (FJC) continued to operate as the domestic violence (DV) coordinated entry operator providing services throughout the entire Solano County region. Their primary goals are to ensure the safety of their clients, provide case

management, offer housing services, conduct outreach, and provide immediate access to emergency services. They served 79 individuals, with 52 coming from RSC.

## 7. Regional Strategic Plan

In March 2017, the JPA released [Neighbors Helping Neighbors – Forward Together](#), a five-year regional strategic action plan to respond to homelessness in Solano County. In November 2017, an [update](#) to the plan was released. In 2019, an [addendum](#) for No Place Like Home was drafted and added to the plan. In 2021, the JPA created a strategic plan implementation task force that came up with a [Strategic Action Plan](#).

The JPA has made great strides in implementing the Strategic Plan. Some of the highlights from implementation in 2022 include:

- The continuation of the Jurisdictional Coordinated Entry Expansion Memorandum of Understanding (MOU) which has allowed for additional case management staff, the hiring of a housing locator, an administrative assistant, and a Coordinated Entry Manager as well as a landlord incentive fund and a risk mitigation fund;
  - As a result, RCS was able to accomplish the following in their last fiscal year (June 1, 2021 – May 31, 2022):
    - Serve 4,718 individuals;
    - Made 713 referrals to services;
    - Have 210 clients move to positive exit destinations (i.e.: permanent housing, transitional housing, etc.)
- Increased partnerships with medical institutions, housing authorities, Solano probation department, and setting the foundation for a Youth Advisory Board (YAB);
- Allocating funds towards permanent housing and navigation centers/emergency shelters;
- Hiring a dedicated staff member to support the JPA;
- Changing the composition of the JPA to all electeds to help better effectuate change;
- Creating and sustaining a lived experience advisory council; and
- Supporting the growth of racial equity initiatives.

At the conclusion of 2022, the JPA approved the use of funding to have Homebase lead and facilitate a strategic priority setting process for 2023.

## 8. Housing First Solano Continuum of Care (CoC)

### A. Collaboration with JPA

Housing First Solano Continuum of Care (CoC) is the coordinating body for efforts to address homelessness in Solano County. Each jurisdiction has a seat on the CoC Board and most actively participate in the planning activities and governance of the CoC. JPA Board members have been actively involved in CoC Committees and Ad Hoc Workgroups, including the Performance and Evaluation, the Coordinated Entry System Subcommittee, and Point-In-Time Workgroup.

### B. CoC Initiatives



The Housing First Solano (HFS) CoC expanded its work to distribute funding to providers in the community through the JPA and strengthened the community response to homelessness during the past year through developing processes, policies and procedures that increase the engagement of those with lived experience of homelessness and support improved racial equity within the homeless response system.

The Lived Experience Committee (LEC) of the CoC provided feedback to the CoC at meetings and lead training for local service providers on best practices for authentically engaging people with lived experience of homelessness in shared decision making to improve the homeless and housing services system.

CoC members also worked on the Solano Racial Equity Action Lab (REAL) team to identify and work toward attaining goals for improving equitable access to housing and services. This included trainings provided to CoC members on the Intersection of Race and Homelessness and on Fair Housing and Landlord Engagement for Clients with Criminal Histories.

Throughout the year, the CoC conducted many member trainings, including:

- A. Connecting Clients to Mainstream Resources and Healthcare (with Solano County Health & Social Services Employment and Eligibility Department and the Solano Workforce Development Board)
- B. Fair Housing and Preventing Discrimination from Legal Services of Northern California
- C. CoC Programs and the Violence Against Women Act (VAWA)
- D. Best Practices for Serving Survivors of Domestic Violence from the Solano Family Justice Center
- E. Gender Identity and the Equal Access Rule, including Ensuring that Families are not Separated
- F. Connecting with Early Childhood Services (with Child Start Inc./Early Head Start)
- G. HUD Eligibility and the HUD CoC Program
- H. HUD System Performance Measures

In addition, the HMIS Administrator provided regular staff training on using the HMIS. The CoC also continues to have applicable agencies give presentations regarding their projects and services, including local emergency shelters, Solano County Behavioral Health, permanent supportive housing, and providers serving survivors of domestic violence. Updates on local initiatives within the community are provided by the multiple committees or workgroups, such as the Coordinated Entry System Committee, the HMIS Users Committee, Governance Committee and the Volunteers of America.

### **C. Performance Measurement and Outcomes**

In July 2014, HUD released a document entitled *System Performance Measures: An Introductory Guide to Understanding System-Level Performance Measures*, which provides guidance on how to implement system-level performance measures to evaluate CoC performance as a coordinated system and to track community-level progress. In 2022, Housing First Solano (HFS) continued to track all HUD performance measures.

Performance Measure	Housing First Solano Adoption	System Performance Measure Outcome for Solano
<b>HUD Measure 1: Length of time persons remain homeless.</b>	HFS uses this measure to determine whether the length of time people remain homeless is decreasing.	Average length of time homeless: 163 bed nights, an increase from 136 bed nights in FY2021.
<b>HUD Measure 2a: The extent to which persons who exit homelessness to permanent housing destinations return to homelessness within 6 to 12 months.</b>	HFS uses this measure to determine the effectiveness of CoC permanent housing placements.	Total returns to homelessness in 6–12 months: 1% (3), decrease from 5% (30) in FY2021.
<b>HUD Measure 2b: The extent to which persons who exit homelessness to permanent housing destinations return to homelessness within 2 years.</b>	HFS uses this measure to determine the effectiveness of CoC permanent housing placements.	Returns to homelessness in 2 years: 9% (21), a decrease from 13% (79) in FY2021.
<b>HUD Measure 3: Number of homeless persons.</b>	HFS uses this measure to determine whether the number of people experiencing homelessness in the CoC is decreasing.	Total persons: 700, a decrease from 957 in FY2021.
<b>HUD Measure 4a: Employment and income growth for homeless persons in CoC program-funded projects.</b>	HFS uses this measure to determine whether there is an increase in the percent of adults who gain or increase cash income over time.	Change in total income for adult leavers: 13% (5) of stayers increased their income, an increase from 9% (6) in FY2021.
<b>HUD Measure 5a: Number of persons who become homeless for the first time.</b>	HFS uses this measure to determine whether there is a reduction in the number of persons who become homeless for the first time.	Number of first-time homeless: 526, a decrease from 1,329 in FY2021.
<b>HUD Measure 7a: Successful placement from street outreach.</b>	HFS uses this measure to assess street outreach efforts and will encourage additional street outreach projects to use HMIS.	Successful placements: 277 (95%), an increase from 4 (32%) in FY2021.
<b>HUD Measure 7b: Successful placement in or retention of permanent housing.</b>	HFS uses this measure to assess street outreach efforts and will encourage	Successful placements: 98% (59), an increase from 96% (51) in FY2021.

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additional street outreach projects to use HMIS.
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Housing First Solano observed progress in homeless system performance in most key areas. This progress is due to a combination of stronger project outcomes and improved HMIS data quality.

Housing First Solano observed a significant decrease in returns to homelessness after two years from 13% in FY2021 to 9% in FY2022 (Metric 2b). At the same time, the rate of shorter-term (6-12 months) returns to homelessness fell sharply, from 5% in FY2021 to 1% in FY2022 (Metric 2a).

In addition, the total number of persons experiencing homelessness decreased from 957 in FY2021 to 700 in FY2022 (Metric 3). The number of persons experiencing homelessness for the first time fell by more than half, from 1,329 in FY2021 to 526 in FY2022 (Metric 5a.)

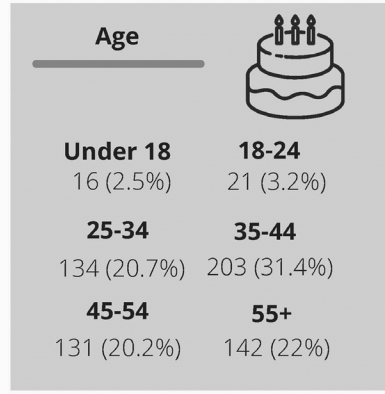
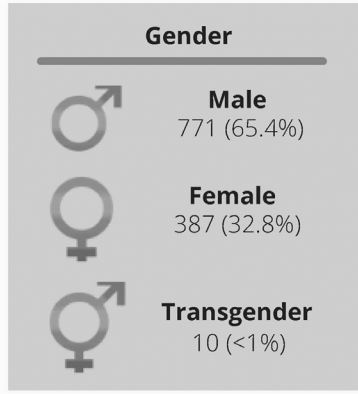
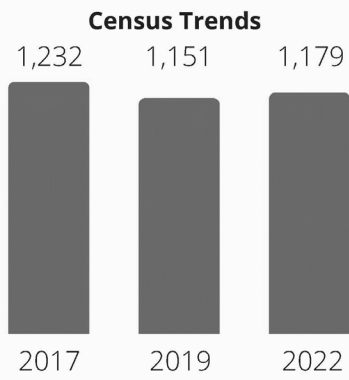
The rate of employment and income growth for persons in CoC program-funded projects increased from 9% in FY2021 to 13% in FY2022 (Metric 4a).

System Performance Measures do point to one key opportunity for growth: the average length of time that people experienced homelessness increased from 136 bed nights in FY2021 to 163 bed nights in FY2022 (Metric 1).

#### **D. Unsheltered and Sheltered Point-in-Time (PIT) Count**

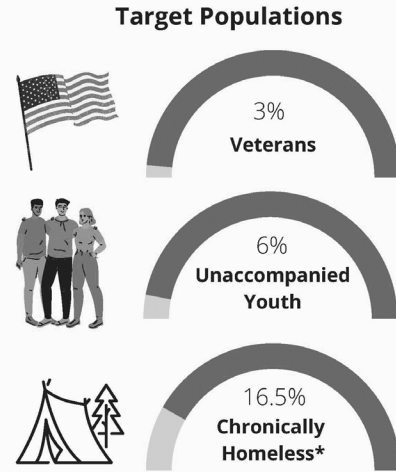
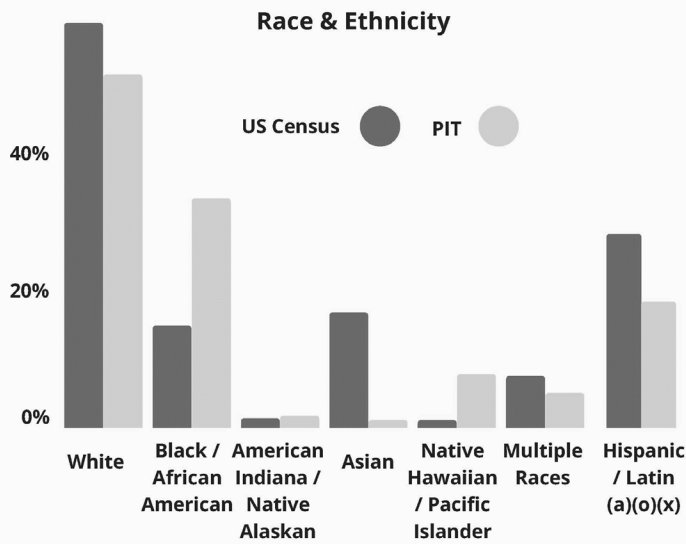
As a requirement for receiving homeless assistance funding from the U.S. Department of Housing and Urban Development (HUD), Solano County conducts the Unsheltered Homeless PIT Count biennially and the Sheltered Homeless PIT Count annually. Solano County conducted these counts on February 23, 2022. Due to the COVID-19 pandemic, HUD requirements changed for the unsheltered count, allowing the 2021 count to be conducted in 2022. The Executive Summary, Press Release and Full Report can be found on the following websites: [www.capsolanojpa.org](http://www.capsolanojpa.org) and [www.housingfirstsolano.org](http://www.housingfirstsolano.org). The key findings from the 2022 PIT count were as follows:

	<b>Unsheltered</b>	<b>Sheltered</b>	<b>Total</b>
<b>Total Number of Persons Counted</b>	920	259	1179



Unsheltered 920 (78%)

Sheltered 259 (22%)



## Households and Individuals

	Emergency Shelter	Transitional Housing	Unsheltered
Adults (25+)	105	75	867
Young Adult (18-24)	7	35	25
Children (under 18)	13	24	28

## Subpopulation Data

Number of Persons Who Are:	
Chronically Homeless	195

## E. Housing Inventory Count

The U.S. Department of Housing and Urban Development (HUD) requires each Continuum of Care (CoC) to conduct an annual inventory of housing dedicated for homeless people in each community, called the Housing Inventory Count (HIC), usually during the last ten days of January. The HIC report tallies the number of beds and units available on the designated night by project type, and includes beds dedicated to persons who are homeless in Emergency Shelter, Transitional Housing, and Permanent Housing. The category of Permanent Housing includes Permanent Supportive Housing (including HUD-VASH vouchers) and Rapid Re-housing.

In 2022, the HIC was conducted by sending surveys to homeless shelter and housing providers in Solano County. The providers completed the surveys based on the information gathered on the night of the homeless count, February 23, 2022.

	Emergency Shelter			Transitional Housing			Permanent Housing		
	2020	2021	2022	2020	2021	2022	2020	2021	2022
<b>Total Number of Year-Round Beds</b>	222	375	236	109	121	163	405	431	503

## 9. JPA Staffing

A committee of JPA board volunteers met throughout 2021 to discuss the structure of the JPA and possible staffing solutions. The JPA agreed that a full-time staff member was needed to support the work of the JPA moving forward. The JPA voted to allocate CSBG funds towards the effort of hiring a JPA staff member and the City of Fairfield agreed to host the position in their jurisdiction. The staff position was officially filled in September 2022, with the aid of a City of Fairfield employee from the City Manager's Office starting the transition of work in July 2022. With the restructuring of the JPA Board, further discussion was had around the increased need for additional staffing and an employee from the County Administrator's Office was brought in for in-kind temporary aide in October 2022 for up to 12 months while the Board makes further decisions around staffing.

## 10. Conclusion

The JPA is now among the first in the state to address homelessness in the community on a regional level by incorporating policy makers from all the jurisdictions of Solano County. With County Supervisors, Councilmembers, and Mayors at the table, efforts will have an even further reach and impact on the community and on a legislative level. There have already been efforts made in the direction of acquiring local shelter beds for regional use and establishing a regional guideline for warming and cooling shelters.

In the coming year, the JPA will be looking to establish strategic priorities, create regional policies, and identify other funding sources to ensure all residents of Solano County have a secure place to live.