



2023 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,

I am thrilled to share with you the remarkable strides we've made in 2023 as the Board of Directors of the Community Action Partnership Solano, Joint Powers Authority (the JPA), diligently coordinated homeless and safety net services throughout the year.

2023 stands as a testament to our collective dedication and unwavering commitment to serving our community. With every city and county continued participation, the JPA has solidified its position as the beacon of excellence in homeless systems of care statewide. Our April 2023 retreat was not just a gathering of minds; it was a catalyst for innovation and vision alignment. Emerging from those two days, we forged a path forward with a clear set of priorities aimed at expanding our impact and meeting the growing needs of those we serve. Foremost among these priorities is the urgent call to increase staffing, ensuring that we can rise to the challenges before us and continue to make a meaningful difference.

Throughout the year, our efforts were buoyed by the spirit of collaboration, as we formed powerful partnerships with regional entities, pursued funding opportunities at the state and federal levels, and empowered local providers with millions of dollars to support and shelter our most vulnerable community members.

Our vision statement, "CAP Solano JPA – providing a pathway to housing for everyone in Solano County," serves as both our compass and our rallying cry. It reminds us of our mission's profound significance and the transformative impact we can achieve when we work together. We are deeply grateful for the tireless dedication and unwavering support of our partners, including service providers, Solano Cities, Solano County, the faith-based community, and healthcare providers. Your commitment fuels our resolve and inspires us to reach even greater heights.

As we look ahead, let us reaffirm our shared purpose and redouble our efforts to ensure that every homeless resident of Solano County finds their way home. Together, we possess the power to effect positive change and build a brighter future for all.

With heartfelt gratitude and boundless optimism,

Trevor Macenski
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) and Coordinated Entry 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 2023-2024 Community Action Plan, the JPA prioritized utilizing the funding to hire staff to the JPA and secure 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. 2023 Community Services Block Grant

In 2023, 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 2023, Supervisor Wanda Williams served as Chair, John Eckstrom served as Vice-Chair, and Ryan Loofbourrow served as secretary.

The following were the TAB members as of December 31, 2023

Representative Type	Name	Organization
Elected Official Sector	Dr. Gethsemane Moss	Office of Senator Bill Dodd
Elected Official Sector	Supervisor Wanda Williams	Solano County Board of Supervisors
Elected Official Sector	Mary Decker	City of Vacaville
Elected Official Sector	Councilmember JR Matulac	City of Vallejo
Low-Income Sector	DeAndre Richard	Resource Connect Solano
Low-Income Sector	Dr. Elizabeth Muniz-Palomera	Lived Experience Committee
Low-Income Sector	Lisa Martin	California Tribal TANF Partnership
Low-Income Sector	Ashley Banta	Vacaville Solano Services Corporation
Private Sector	John Eckstrom	SHELTER, Inc.
Private Sector	Laura Escobar	United Way of the Bay Area
Private Sector	Rich Lynn	Enteraction
Private Sector	Ryan Loofbourrow	Sutter Health

4. 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 measurement and improving outcomes; and coordinating the HUD required homeless Point-in-Time Count.

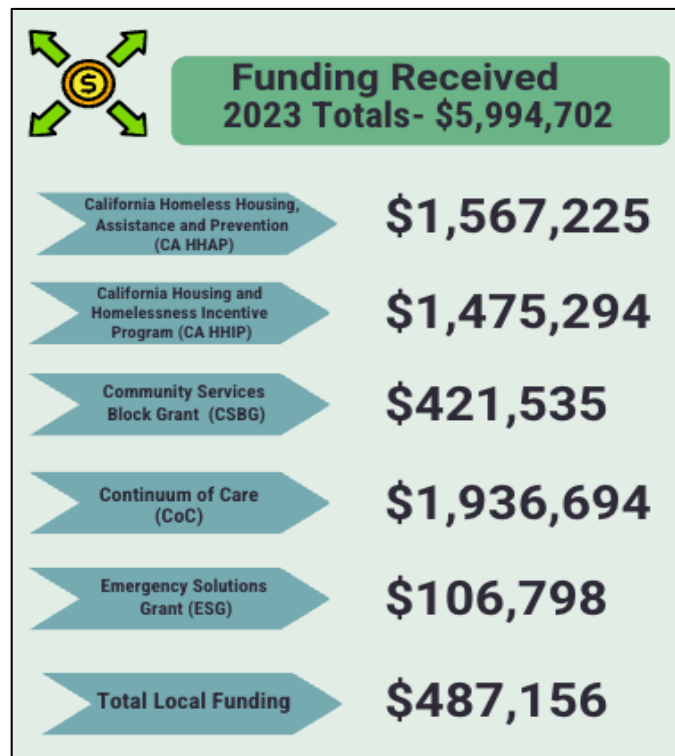
A. 2023 Continuum of Care Competition

The 2023 CoC Competition followed the typical process, including holding public meetings to review and revise the competition policies and procedures, design the scoring tools, and 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.

On January 29th, 2024 HUD announced the awards for the [FY 2023 CoC Funding Competition](#). HUD awarded a total of \$1,936,694 to the Housing First Solano CoC, which is \$276,655 more than the 2022 Annual Renewal Demand (amount allocated for the CoC). The awards included 9 renewal projects as well as \$123,757 for the new Stop Plus Permanent Supportive Housing expansion project from Lutheran Social Services and \$128,269 in Domestic Violence Bonus Funding for the New Leaf Domestic Violence Bonus Rapid Rehousing Project from SHELTER, Inc. The 2023 CoC Planning Grant, which increased to \$83,002 from \$44,264, was also approved. Planning grants are submitted non-competitively and may be used to carry out the duties of operating a CoC, such as system evaluation and planning, monitoring, project and system performance improvement, providing training, partner collaborations, and conducting the PIT Count.

B. Administrative Entity Report

In 2023, the JPA oversaw the application for and securing of nearly \$6 million in services and housing in Solano County, including Homeless Housing Assistance and Prevention 4 (HHAP 4), Continuum of Care (CoC), annual Community Services Block Grant (CSBG), annual Emergency Solutions Grant (ESG, ESG CV), and private and jurisdictional funds.



* This amount extends into 2024.

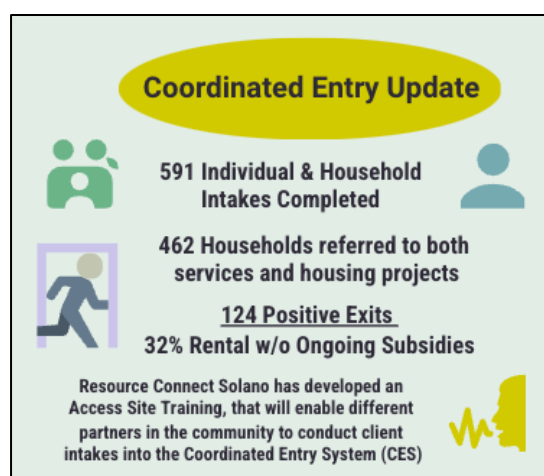
The JPA helped distribute funding throughout 2023 that supported: HMIS, Permanent Supportive Housing, Rapid Rehousing, Coordinated Entry, Emergency Shelter, JPA staffing, Street Outreach, Homelessness Prevention and Diversion and Services Coordination

5. Coordinated Entry System Report

The Coordinated Entry Annual Report covers services provided June 2022 through May 2023 by Resource Connect Solano (RCS), the contracted program partner providing coordinated entry services. In the Annual Report, RCS reported drastically lower, but realistic numbers due to a major database clean-up project that resulted in several non-active clients being exiting from the system. A total of 591 individuals and households had Coordinated Entry intakes completed during their last fiscal year.

There were 124 exits with the following recorded positive outcomes (Note: not all clients have exit outcomes recorded. Clients may secure housing through a variety of means and may not report back to RCS when they obtain housing.):

- Rental by client, no ongoing subsidy: 32%
- Rapid Re-Housing (RRH): 10%
- Permanent housing with family/friend: 13%
- Rental by client with other ongoing subsidy: 21%
- Permanent Supportive Housing: 16%
- Rental by client with Housing Choice Voucher (HCV): 8%



During the reporting year, RCS referred 462 households to services and housing projects that participate in the Coordinated Entry System. There was an average of 72 days from date of Assessment to Date of Referral for services for those who received a VI-SPDAT.

In 2023, the Coordinated Entry System Committee discussed VI-SPDAT alternative assessments and agreed that a new standardized assessment tool is needed. The Race Equity Action Lab (REAL) Team and RCS continue to closely track the progress being made by other Continuums of Care to develop new standardized assessment tools, as well as develop an understanding of what is needed locally. Through this process, the Coordinated Entry System Committee will determine which tools to consider and locally adopt one of them to be the new standardized assessment tool for the Housing First Solano Continuum of Care.

A client satisfaction survey was administered by Resource Connect Solano in early 2023. A total of 12 survey responses were received. Participants mostly felt safe at Resource Connect Solano and felt listened to and respected by the staff as well. Respondents stated that the staff at Resource Connect Solano was able to offer community resources that could help their housing crisis and that staff did what they say they would do.

In addition, RCS developed an Access Site Training, conducted outreach with different partners in the community, and created a Resource Binder and Pamphlet to share with all participants to know where the resources in our community are. Most importantly, RCS wanted to continue to find ways to work with the Lived Experience Committee to make sure their program continues to connect and be trusted by people experiencing homelessness.

6. 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 2023 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, 2023. 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 2023, the community was in the process of transiting from Services Point by Wellsky to Clarity by Bitfocus. This operating system transition will enable direct service professionals to have a newly renovated shared database that will increase data quality and program efficiency communitywide. By December 2023, forty-seven individuals at homeless services agencies across the CoC were using the HMIS daily. Thirty-two more were logging in at least once a month. In total, more than 79 people have HMIS access and can 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 is required to utilize HMIS. During 2023, 657 clients received some type of service or activity documented within HMIS. As more agencies and homeless services professionals utilize the HMIS, the stronger the CoC's safety net will become, and the more comprehensive our understanding of homelessness will be. With the newly launched Clarity HMIS platform with Bitfocus, we are anticipating new agency partnerships and stronger utilization.

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 into housing. HMIS data shows that during 2023, 135 people moved from the Coordinated Entry system into permanent housing.

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. In 2023, the JPA Board participated in a two-day strategic planning retreat to set priorities and cast vision for the future. The result of the retreat was this strategic planning action step document that helped guide the priorities for the rest of the year.

The JPA has made strides in implementing the Strategic Plan. Some of the highlights from implementation in 2023 include:

- Selected a JPA staffing model, which included 6.5 FTEs to support ongoing administrative support and expand policy level activities
- Gathered the Technical Advisory Committee to advise the JPA on applying for funding (ex: Encampment Resolution Funds)
- Increased collaboration between the JPA, TAB and CoC (ex: HHAP 5 Committee)
- Prepared for the 2024 unsheltered PIT Count that resulted in an increase of 65% more volunteers
- Increased regional beds at local Emergency Shelter
- Collaborated with All Home and the County to start regional prevention/diversion pilot and funding for the next 3 years
- Worked with All Home to complete a Gaps Analysis to help better inform spending priorities
- Continued 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, 2022 – May 31, 2023):
 - Responded to 10,448 phone calls from individuals and families
 - Served 1,617 individuals and families who came in person to physical access sites in Fairfield and Vallejo
 - Responded to 1,798 individuals and families emailed looking for help and resources.
 - Completed intakes for 591 individuals and households
 - Referred 462 households to services
 - Helped 124 clients move to positive exit destinations (i.e.: permanent housing, transitional housing, etc.)
 - Created a committee to transition the VI-SPDAT to a more equitable and locally tailored prioritization tool
 - Created a committee to focus on increasing street outreach and better regional coordination

The JPA continues to prioritize funding permanent housing and initiatives that will result in the most sustainable outcomes.

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 led 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 system. The CoC also continues to have CoC-funded 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. The Coordinated Entry System Committee, the HMIS Users Committee, and Veteran's services in the community also provide regular updates on local initiatives.

C. Performance Measurement and Outcomes

In July of 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 2023, Housing First Solano (HFS) continued to track all HUD performance measures.

Performance Measure	Housing First Solano Adoption	System Performance Measures for Solano
HUD Measure 1: Length of time persons remain homeless.	HFS uses this measure to determine whether the length of time people remain homeless is decreasing.	Average length of time homeless: 159.8 bed nights, a decrease from 163 bed nights in FY2022.
HUD Measure 2a: The extent to which persons who exit homelessness to permanent housing destinations return to homelessness within 6 to 12 months.	HFS uses this measure to determine the effectiveness of CoC permanent housing placements.	Total returns to homelessness in 6–12 months: 1.46% (6), an increase from 1% (3) in FY2022.
HUD Measure 2b: The extent to which persons who exit homelessness to permanent housing destinations return to homelessness within 2 years.	HFS uses this measure to determine the effectiveness of CoC permanent housing placements.	Returns to homelessness in 2 years: 10.95% (45), a slight increase from 9% (21) in FY2022.
HUD Measure 3: Number of homeless persons.	HFS uses this measure to determine whether the number of people experiencing homelessness in the CoC is decreasing.	Total persons: 608, a decrease from 700 in FY2022.
HUD Measure 4a: Employment and income growth for homeless persons in CoC program-funded projects.	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: 57.89% (19) an increased from 13% (5) in FY2022.
HUD Measure 5a: Number of persons who become homeless for the first time.	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: 593, a slight increase from 526 in FY2022.

HUD Measure 7a: Successful placement from street outreach.	HFS uses this measure to assess street outreach efforts and will encourage additional street outreach projects to use HMIS.	Successful placements: 0% a decrease from 95% in FY2022.
HUD Measure 7b: Successful placement in or retention of permanent housing.	HFS uses this measure to assess street outreach efforts and will encourage additional street outreach projects to use HMIS.	Successful placements: 238 (93.28%), a decrease from 277 (95%) in FY2022.

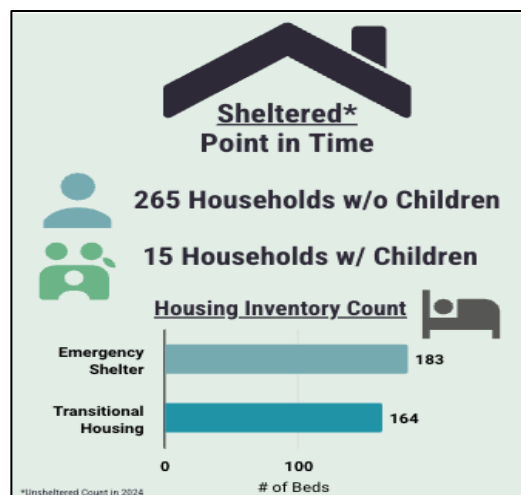
Housing First Solano observed minor progress in homeless system performance in some key areas. Housing First Solano observed a slight decrease in the average length of time homeless (Metric 1) from 163 bed nights (FY2022) to 159.8 bed nights in FY2023. With a significant decrease in the number of homeless persons experiencing homelessness for the first time (Metric 3) from 700 (FY2022) to 608 in FY2023.

The rate of employment and income growth for persons in CoC program-funded projects continues to increase significantly over the last 2 years, from 13% in FY2022 to 57.89% in FY2023 (Metric 4a), which is almost a 2.5x increase within only one year

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 every other year and the Sheltered Homeless PIT Count annually. The Unsheltered data below was conducted on February 23, 2022. Only a Sheltered PIT Count was conducted in 2023. The 2022 Executive Summary for the Unsheltered, Press Release and Full Report can be found on the following websites: www.capsolanojpa.org and www.housingfirstsolano.org.

There was an unsheltered count conducted in January 2024 that required extensive planning in 2023. As a result of JPA staff efforts, there was an 65% increase in the amount of volunteers for the 2024 unsheltered PIT count that will help with the accuracy of the numbers and greater community buy in.



The key findings from the 2022 Unsheltered and 2023 Sheltered PIT count were as follows:

	Unsheltered 2022	Sheltered 2023	Total
Total Number of Persons Counted	920	280	1200

Households and Individuals

	Sheltered 2023	Unsheltered 2022
Households w/o Children	265	912
Household w/Children	15	8

Subpopulation Data for Sheltered Population in 2023

Number of Persons Who Are:	
Chronically Homeless	55
Veterans	26
Youth (18-24)	17

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), 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 2023, the HIC was conducted by sending surveys to homeless shelter and housing providers in Solano County.

	Emergency Shelter			Transitional Housing			Permanent Housing		
	2021	2022	2023	2021	2022	2023	2021	2022	2023
Total Number of Year-Round Beds	375	236	183	121	163	164	431	503	401*

* This decrease may have been due to the wind-down of previous RRH funding (ESG-CV; CSBG-CV; PHC) and a tight rental market within Solano County at-large.

9. JPA Staffing

During the JPA's two-day board retreat in April 2023, staffing was identified as the number one priority for the continued health and growth of the JPA. Ultimately a staffing plan to hire 6.5 Full Time Employees (FTEs) was presented to the board and approved. The 6.5 FTEs includes one executive director, one contracts manager, one CoC Coordinator, one

policy manager and the fiscal agent. The staffing plan is currently being considered by the City Managers and County Administrator’s Office for final funding plan. In the interim, there is a temporary staffing plan in place for 2024; however, as of the end of December 2023, the JPA was still having to hire for the roles identified through the temporary staffing plan.

10. Conclusion

The JPA is 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 continue to 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.

