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Concord Civic Center
1950 Parkside Drive
Concord, CA 94519
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Homeless Strategic Plan Working Group

**Monday
September 25, 2023**

6:00 p.m.

**Concord Senior Center
2727 Parkside Circle
Concord, CA 94519
Garden Room**

This meeting will be held in-person

How to Submit Public Comments:

Written: All comments received **before 3:00 pm the day of the meeting** will be posted on the City's website as "Correspondence" under the relevant agenda item and provided to the Committee members at the meeting. Please email your comments to leng.power@cityofconcord.org.

Regular Meeting of the Homeless Strategic Plan Working Group

AGENDIZED ITEMS – The public is entitled to address the Working Group on items appearing on the agenda during the Working Group's consideration of that item. Each public comment will be limited to approximately three minutes.

- 1. Opening Roll Call-** Introduction of Working Group members.
- 2. Review Goal Areas and Strategies-**
 - a. Strategies:** The Thurmond Team will review background data, program evaluation and research collected on the strategies identified and discussed by the Working Group. The Group will narrow down strategies for the Thurmond Team to include in presentation to Council for input and feedback.

b. Goal Areas: The Working Group will review goals and finalize for Council endorsement.

3. Public Comment Period

This Public Comment Period is for items within the Working Group's subject matter jurisdiction that are not on this agenda. Each speaker will be limited to approximately three minutes. State law prohibits the Working Group from acting at this meeting on any matter raised during the Public Comment Period.

4. Adjournment

NOTICE TO THE PUBLIC

There is a 90-day limit for the filing of a challenge in the Superior Court to certain City administrative decisions and orders which require a hearing by law, the receipt of evidence, and the exercise of discretion. The 90-day limit begins on the date the decision is final (Code of Civil Procedure §1094.6). Further, if you challenge an action taken by the City Council in court, you may be limited by California law to raising only those issues you or someone else raised in the hearing or in a written correspondence delivered to the City Council prior to or at the hearing.

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Memo

Date: September 25, 2023

To: Homeless Strategic Plan Working Group

Prepared by: Leng Power, Community Services Manager
Leng.power@cityofconcord.org
(925) 603-5838

Subject: **Homeless Strategic Plan Working Group Meeting No. 9:
Receive background data for the purpose of refining potential
strategies and finalize goals of Homeless Strategic Plan.**

A meeting of the Homeless Strategic Plan Working Group is scheduled for Monday, September 25, 2023, 6 p.m., at the Concord Senior Center located at 2727 Parkside Drive Concord.

The following items will be covered:

- Refine strategies. The Thurmond Team will present additional research conducted on the strategies identified by the Working Group and highlight the evidence-based, results driven components including financial analysis and implementation scenarios.
- Finalize Goal Areas. The Thurmond Team will facilitate discussion with Working Group to identify Goal Areas that best match feedback from Council and refined strategies. Working Group will finalize Goals for Council endorsement on November 7th, 2023.

Attachment

1. Strategy Review and Analysis

STRATEGIES FOR WORKING GROUP CONSIDERATION

On August 22, 2023, the City of Concord City Council adopted the homeless strategic plan vision crafted by the strategy plan working group. This vision was adopted by the City Council with the addition of clarity regarding partner agencies. Below is the finalized statement:

“The City of Concord envisions a community where every person has a safe, affirming, stable place to live. This vision endeavors to reduce homelessness through community involvement, collaboration with partner agencies (both government and non-government partners), and enhanced services that are carried out in a dignified, compassionate, and equitable manner.”

Goal Summary - This document provides an analysis of strategies receiving support from the Working Group at the August 28th meeting and refined at the September 6th meeting. The draft goals are not listed by priority:

1. Increase homeless prevention services
2. Create a safe place for the unhoused to dwell
3. Increase coordination of emergency response efforts
4. Create immediately accessible temporary housing
5. Explore avenues of equitable support for target populations
6. Strengthen system support

Strategies Summary - During the September 6th meeting, Thurmond Consulting presented a draft version of this document, outlining five strategies to achieve the above-mentioned goals and vision of the Concord Homeless Strategic Plan. The Working Group provided feedback to the document, requesting additional data and budget related to the strategies. Based on the final discussion in the meeting, Thurmond Consulting was able to identify a few target areas for the working group to consider:

1. Centralized Resource Center (brick and mortar location)
2. Mobile De-centralized Resource Center
3. Temporary Housing Support

The following analysis outlines each strategy and how it relates to the draft goals. All strategies are evidence-based practices, as documented in and at the end of this report. It should be noted that there are nearly as many types of strategies to address homelessness as there are cities that are dealing with this issue. However, this document concentrates on the most

applicable policies and best practices. A study published by the Benioff Homelessness and Housing Initiative in conjunction with the University of California, San Francisco in June 2023, [The California Statewide Study of People Experiencing Homelessness](#), identifies nine policy recommendations and a total of 32 different strategies for addressing homelessness. There are a number of studies that have shown other strategies to be effective.

The key to any successful plan to address homelessness will be to ensure that programs are operated by experienced and dedicated organizations with staff capacity and sufficient funding for proper administration. Clear and thoughtful standards must be in place. For example, Alameda County has adopted [Shelter Standards](#) for all programs providing shelter or interim housing to persons experiencing homelessness. [All Home](#) is a coalition of policymakers, affordable housing, social equity and economic mobility stakeholders, housing and homelessness service providers, and business and philanthropic partners seeking to promote innovative solutions to homelessness in nine Bay Area counties, including Contra Costa. The organization promotes [7 Principles for Interim Housing](#) emphasizes, *“a basic level of site management is necessary for the success of a site and its residents, even in low-barrier models...”* The purpose of site management is to ensure a clean and safe environment for residents, staff, and neighbors. Basic site management standards should include a reasonable level of security, daily wellness checks, garbage collection, and regular maintenance and cleaning.”

In addition, it is crucial that programs generate broad-based community support for future sustainability. The City of Concord will need to consider not just the best strategy but whether there will be sufficient resources to effectively manage the program long-term. All selected strategies should leverage available resources and partner agencies to increase the impact that can be achieved with City funding. Contra Costa County offers many of the services needed to assist persons experiencing homelessness, including many of the components of the proposed strategies. The County would be an essential partner in any City endeavor. In addition, local service providers may be willing to provide supportive services. Faith-based and fraternal organizations could provide donations of funding or in-kind items. The County has [Measure X](#) funding that may be available to subsidize some of the activities noted in this report. There is also funding available from the U.S. Department of Housing and Urban Development (HUD) and the State of California. Since the vision statement declares that work must be *“carried out in a dignified, compassionate, and equitable manner,”* operators of programs should be experienced and value the need for a person-centered approach focusing on the individual’s needs with an understanding of the lived experience of homelessness and of the impacts of trauma individuals may have experienced.

I. CENTRALIZED RESOURCE CENTER

SUMMARY

The development of a “brick and mortar” Centralized Resource Center is the most complicated strategy under consideration and would require a robust commitment from both the City and the Concord community to be successful. A centralized center would have the benefit of allowing persons of lived experience to access a consistent and dependable location to receive services and connect to housing pathways. However, these centers require significant upfront costs (including acquisition, renovation, and supplies) as well as ongoing operational costs (building upkeep, staff salaries, and equipment.) This project may serve additional strategies proposed by the Working Group, including target population services, providing charging stations, providing mailboxes, and provision of life skills training.

Overview of Services

Services available will vary depending on funding and staffing availability. Typical services for persons in crisis and experiencing homelessness include case management; housing search assistance; meal/food distribution; hygiene facilities - showers, bathrooms; clothing distribution; referrals to other service providers; substance abuse/mental health counseling; employment assistance; assistance with securing cash aid and medical coverage; life skills classes; and provides a location where people have a safe place to be and can get out of the weather.

County Perspective

Discussions with the Contra Costa County Division of Health, Housing and Homeless Services (H3) do not indicate an interest in partnering with a new centralized resource center in the central area of the County. The County currently operates the Concord Emergency Shelter that acts as a resource center, in addition to Trinity Center in Walnut Creek. Both sites actively serve the Concord homeless population. Without support from H3, provision of all services needed to serve persons living in encampments will be difficult and costly.

Goals Addressed

- 2 - Create a safe place for the unhoused to dwell.
- 3 - Increase coordination of emergency response efforts.
- 6 - Strengthen system support.

Potential Program Models

- City operated and funded facility

- Non-profit operator selected via Request for Proposal by the City with the City providing direction and financial support
- County-operated facility with the City providing financial support. This option is not likely. See County Perspective below.

BUDGET

As noted below, it is recommended that the City select a Non-profit Operator for the facility. It would be expected that the Operator would bring some resources to assist with the startup and/or operational costs. The Operator should be willing to partner with other agencies to leverage programmatic support. For example, there may be agencies willing to provide services on-site using existing funding sources. Please note that the proposed budget is informed by the operating budget of facilities such as Trinity Center and Hands of Hope. Trinity Center has a \$1.3 million annual budget, employs 12 full-time staff, and is open 8 hours per day, 5 days per week, which is considerably larger than what would be proposed for Concord. Additionally, they receive a reduced rent for the facility from the faith-based property owner.

START UP COST		
ITEM	PROJECTED COST	NOTES
Equipment/Furniture/Supplies	\$100,000	Recommend seeking community support/donations for these items
Rehabilitation/Renovation	\$500,000 *	If the space selected does not have kitchen/showers in place, this could run \$500,000, based on consulting staff architect estimate.
Total Start Up Cost	\$600,000	Depending on rehab needs of space.
ANNUAL OPERATING COST - Anticipate fully funding operational costs for year 1 while seeking grants and donations to supplement City funds in future years. Grant writing/resource development support will be needed to ensure future sustainability.		
Annual Staffing Costs	\$600,000	6 FTE equivalent staff at \$100,000 each.
Insurance-General, Workers Comp	\$10,000	

Maintenance	\$25,000	
Utilities	\$20,000	
Water, Garbage, Sewer	\$6,000	
Program Supplies	\$12,000	
Office Supplies	\$12,000	
Staff Training	\$3,000	
Transportation	\$15,000	
Telecommunications	\$7,000	
Rent	\$96,000	
Food	\$40,000	
Total Annual Operating Cost	\$846,000	

RESOURCES NEEDED

Partnership: Collaborating with other agencies is a cornerstone of long-term financial sustainability and community support. Building partnerships with local nonprofits, government entities, and community organizations can not only enhance service delivery but also broaden the resource base through shared responsibilities, expertise, and fundraising efforts.

Location: Securing an appropriate facility is paramount. A center with 5,000-7,000 square feet of space is necessary, equipped with essential amenities like a commercial kitchen, shower facilities, meeting rooms, and storage.

Supplies/Furniture/Computers: Outfitting the center with necessary supplies, furniture, and computer equipment is vital to support its day-to-day operations and service delivery. This includes office supplies, chairs, tables, computers, and other equipment required for various activities and administrative tasks.

Meal/Food Providers: Collaborating with food banks and faith-based groups can help ensure a consistent supply of meals and food resources for the community. This partnership can alleviate food insecurity among those served by the center and promote community involvement.

Donations: Seeking financial support through donations from faith-based groups, civic organizations, the business community, and individual donors is essential for sustaining the center's operations. Donations can cover operating expenses, facility maintenance, and expansion efforts to better serve the community.

Staffing: Employing a competent and dedicated team is critical to the center's success. Initially, a minimum of 6 full-time staff members should be hired to get the program up and running. This staffing level is typically sufficient for the facility to operate 6 hours per day, 5 days per week. However, as the demand for services grows, additional staff may be needed in the future to ensure the center can adequately meet the needs of the community.

Resource Development: The creation of two critical positions—a full-time City staff person for administration and a half-time grant writer with an annual budget of \$150,000—demonstrates a commitment to resource development. The administrative staff member will oversee day-to-day operations and project coordination, while the grant writer will actively seek out grants and funding opportunities to support ongoing operations and potential expansion into additional programs or projects.

THE EVIDENCE AND DATA

Anticipated outcomes vary. This type of “drop in” program does not require individuals to attend on a regular basis. Those individuals attending regularly who are actively engaged in counseling/classes are much more likely to achieve a higher level of self-sufficiency and housing success. For example, Trinity Center in Walnut Creek typically sees 150-200 individuals per year who attend regularly, although there are many more that drop in for a few days or a meal. In the past year, 82 participants secured temporary or permanent housing (approximately 40% success rate for those attending regularly). This is considered a very good outcome among programs working primarily with persons experiencing long-term, chronic homelessness. Those who do not find housing are off the street for at least a portion of the day and have their basic needs met. Long-term homeless individuals and those struggling with substance abuse/mental health issues may consider having a hot meal, a safe place to rest, or a shower and clean clothes on a regular basis to be a success.

The [UCSF study](#) encourages facilitating “swift exits from homelessness”. The study identified the following services, which are often provided at a center, as effective strategies: providing housing navigation services, assisting with access to State-issued ID card and other needed documentation, increasing access to substance use and mental health treatment, healthcare, employment support and assistance with enrolling in income-eligible benefits and sustained outreach into unsheltered communities.

[Arnold Ventures](#), a philanthropic organization “dedicated to improving the lives of all Americans through evidence-based policy solutions that maximize opportunity and minimize injustice” recommends making public spaces more usable and healthier for all by providing safe and accessible storage for personal belongings both during the day and ongoing; regular trash pick-up; access to drinking water; public restrooms and showers or other hygiene and sanitary options; and safe needle disposal and needle exchange.

The [National Alliance to End Homelessness \(NAEH\)](#) notes that an effective crisis response system needs to be able to “identify and quickly connect people who are experiencing or are at risk of homelessness to housing assistance and other services. It works because it aligns a community, its programs and services, around one common goal - to make homelessness rare, brief, and nonrecurring.”

IMPLEMENTATION

Implementation will be dependent on locating a suitable site for the project.

Timeline

Locate and Prepare Facility – 6 to 12 Months

This initial phase encompasses finding a suitable location for the facility, which may involve real estate negotiations, inspections, and adherence to zoning regulations.

Select a Qualified Operator (if Non-Profit Operator Option is Preferred) - 6 Months:

If the decision is made to partner with a non-profit organization to run the facility, this phase will focus on identifying a qualified operator. The operator will play a pivotal role in overseeing various aspects, including staff recruitment, site procurement, facility preparation, and acquiring the essential furniture and equipment.

Identify Partner Agencies Willing to Provide Services at the Center

Collaboration with partner agencies is vital to ensure the facility offers a comprehensive range of services. This phase involves identifying and establishing partnerships with organizations willing to provide services such as counseling, healthcare, vocational training, and more.

Project Opening in 12 Months

Ideally within 12 months from the project's inception. By this point, the facility should be fully operational, staffed, equipped, and ready to serve its intended purpose, offering a wide array of services to the community.

II. MOBILE DE-CENTRALIZED RESOURCE CENTER - Joint City/County Partnership Concept

SUMMARY

During our September 6th meeting of the Working Group, this strategy received strong support. Additionally, Contra Costa County also indicated support for this concept and a willingness to partner on the implementation. The county's [HealthCare for the Homeless](#) program staff are open to conceptualizing an implementation plan.

Delivery of mobile services to homeless individuals can be implemented more quickly than a center, but services are more limited. Homeless individuals usually receive services near areas where they are currently residing (encampments, parking lots, or public properties). A decentralized resource center, such as a street medicine program, provides better equity when it comes to serving marginalized and hard to reach populations. Street medicine is a critical access point for people of color, with 25% of patients utilizing this program identifying as Black and 23% identifying as Latino/x. Funding for street medicine programs is currently easier to identify and secure compared to other service models. According to the 2023 California Street Medicine Landscape Survey and Report, Street medicine programs in California are sponsored by several different types of institutions, including Federally Qualified Health Centers (FQHC; 48%), 501c organizations (16%), sponsored by a hospital (12%), government agency (12%), or academic institution (8%).

Overview of Services

Services would be provided at three separate outreach locations to be determined by CORE and county Healthcare for the Homeless Staff. The [Health Care for the Homeless](#) (HCH) program currently provides mobile healthcare and behavioral health services to patients who are experiencing homelessness at several sites across the county. HCH mobile clinics are open and free to all who are experiencing homelessness, regardless of insurance or immigration status. It is possible that HCH could be expanded to sites located in Concord, in coordination with case management, shower/bathroom trailers, hygiene/food distribution and referral services at the mobile service center. County staff indicate that they would prefer a mobile service center operating three days per week at three separate sites. The City would allocate funding to HCHs to assist with staffing the direct services for the project. Additionally, the City would hire internal staffing that would provide administrative coordination of services along with ongoing fund development.

County Perspective

As mentioned above, the County has expressed interest in discussing a joint partnership for the creation of a mobile resource center serving homeless individuals in Concord. CORE currently provides mobile services to persons experiencing homelessness, though not the more comprehensive services outlined in this strategy. If a full mobile resource center is not selected as a strategy, County staff suggested that the City consider providing funding for an additional CORE team to expand availability from weekdays during business hours into the evenings and/or weekends.

Goals Addressed

- 3 - Increase coordination of emergency response efforts
- 5 - Explore avenues of equitable support for target populations
- 6 - Strengthen system support

Potential Program Models

Contra Costa County H3 staff have expressed a strong interest in partnering with the City to create a mobile resource center. There are a few potential program models to be explored:

- Joint operation by the City and the County, in partnership with other local service providers and CORE - this is the recommended model
- Non-profit operator selected via Request for Proposal by the City with the City providing direction and financial support
- City operated program

BUDGET

It is anticipated that start-up costs will be fully funded by the City. The County has indicated interest in providing staffing and may be able to cover additional annual costs. The County has recommended providing services in three different locations, three days per week.

START UP COST		
Item	Cost	Notes
Mobile office space trailer	\$100,000	Office trailer is optional, but services will be limited if a trailer is not available, especially during inclement weather.

Mobile shower/bathroom trailers	\$200,000	
Staff Supplies	\$5,000	
Total Start Up Costs	\$305,000	
ANNUAL OPERATING COST		
City Staffing	\$300,000	Two resource coordination /grant positions for the city.
County Staffing & Supplies	\$250,000	Support for CORE and County staff cost in the first year. Future costs to be supported by grants secured by the resource coordination/grant writer.
Trailer/vehicle maintenance	\$30,000	
Other operational cost	\$50,000	
Insurance - general, workers comp	\$6,000	
Total Annual Operating Cost	\$636,000	

RESOURCES NEEDED

Partnerships: Building strong partnerships with other agencies, nonprofits, local government entities, and community organizations is vital for long-term financial sustainability and the provision of comprehensive services.

Locations: Securing appropriate locations is central to the success of a mobile service center. Parking lots or other paved areas with owners willing to permit use three times per week should be identified and negotiated with.

Trailers/Computers: Trailers can be used as on-site offices, counseling spaces, and for storing supplies and equipment. Computers and internet connectivity are necessary for administrative tasks, data collection, and communication.

Staffing: Employing a dedicated and qualified team is crucial for the effective operation of the mobile service center. Staff members may include social workers, case managers, outreach workers, and administrative personnel.

Resource Development: Establishing resource development roles is vital for securing funding to sustain and expand the mobile service center's operations. This includes employing a full-time City staff person for administration and a half-time grant writer with an annual budget of \$150,000.

THE EVIDENCE AND DATA

A mobile center would be able to provide similar services to the Centralized Resource Center, although would not provide a safe place for people to dwell during the day, a place to get out of the weather, or personal storage space.

The need for services available and accessible to persons experiencing homelessness is evident in Concord, especially those living in encampments. CORE currently provides mobile services, though not the more comprehensive services envisioned in this strategy. The CORE team dedicated to Concord is assisted, when needed, by CORE teams working countywide. In the past nine months, CORE has initiated 3,018 contacts with a total of 791 homeless individuals in Concord. Currently, CORE is only available in Concord weekdays during business hours.

A Veteran's Administration study entitled [Does Street Outreach Engage Its Intended Target Population?](#) published in December 2022, states, "Veterans engaged through street outreach reported substantially more days of unsheltered homelessness in the past than the clinic-referred group and were more likely to have spent the past 30 days unsheltered." The mobile de-centralized resource center brings resources/services to the unhoused like street outreach.

In an attempt to combat the high rates of addiction, mental illness, and health problems in the homeless population, the VA North Texas Health Care System launched a pilot program in 2013 to provide a homeless mobile medical/mental health veteran (HMMM-V) service program. According to the [National Institute of Health](#), The program "successfully identified homeless veterans in need of services, and more than one-third of these veterans were not previously engaged in VA services. Compared with the "typical" veterans served at VANTHCS homeless programs, veterans served by the HMMM-V comprised a greater proportion of minorities and a higher proportion who had been exposed to combat."

One of the largest factors to consider for a mobile resource center is the proximity and accessibility it will have for persons experiencing homelessness. In 2019, the National Institute

for Transportation and Communities (NITC) conducted a study on [Understanding the Impact of Decentralizing Services for Persons Experiencing Homelessness](#). The study monitored the transition of delivery of homeless sheltering services in Salt Lake County from a centralized emergency shelter to a decentralized, scattered site model with multiple “Homeless Resource Center” (HRC) locations operated by multiple service providers. The outcome results from the study suggested that people using the HRC locations tended to travel less once the centers were decentralized, and visits to many of these destinations declined by as much as 40%. Moreover, unhoused survey respondents noted that many HRC locations had less proximity to public transit, limited shuttle services, and proximity to the downtown.

IMPLEMENTATION

A mobile resource center offers advantages in terms of speed and simplicity compared to establishing a traditional bricks-and-mortar center. There is no requirement to undergo the time-consuming process of securing a permanent location, which can involve complex negotiations, zoning considerations, and regulatory approvals. Secondly, the need for potentially costly building rehabilitation or construction is eliminated, saving both time and financial resources. This streamlined approach allows for a more rapid response to community needs, making vital resources and services accessible to vulnerable populations more swiftly and efficiently.

TIMELINE

Determine & Codify Governance Structure (Likely a Partnership with County) - 6 Months

This initial phase involves the crucial task of defining the governance structure for the mobile resource center. Establishing a partnership, particularly with the County, may require time for negotiations, legal agreements, and consensus building.

Select Sites - 3 Months

Identifying suitable sites is a pivotal step. It involves assessing the needs of the target population, zoning regulations, accessibility, and community input. The three-month duration allows for thorough site selection while maintaining project momentum.

Purchase Trailers and Other Equipment - 3 Months

Acquiring the necessary trailers and equipment involves procurement processes, vendor selection, and logistics planning. This step ensures that the mobile center is equipped with the resources needed to provide comprehensive services.

Hire Staff - 6 Months

Building a skilled and dedicated team is essential for the center's success. This time allows for recruitment, interviews, training, and onboarding of staff with the required expertise in social services, counseling, and outreach.

Project Opening in 8 Months

This final milestone marks the culmination of the planning and preparation phase. By the eighth month, all components, from governance to staffing and equipment, should be in place, and the mobile resource center can begin its vital work, serving the homeless population and providing much-needed support.

III. TEMPORARY HOUSING SUPPORT

SUMMARY

This strategy contemplates providing interim housing assistance to persons experiencing homelessness. There are multiple directions the City could take to increase temporary housing support. There are three models that are currently under consideration:

- interim housing through tiny homes (centralized and scattered sites);
- scattered site interim housing and/or
- provision of rapid re-housing rental assistance.

The term “interim housing” is not defined by HUD or other programs. In general, HUD considers persons living in temporary housing to be still “homeless” as they have not secured a permanent housing situation.

Overview Of Services

The goal of interim housing programs is to provide a place for a homeless individual to live while working towards housing by getting identification documents, accessing income sources, finding a job, saving money, seeking counseling, or overcoming other barriers. Normally, residents are expected to move out within 3-6 months, but some programs allow longer stays. Provision of supportive services varies, depending on the program. There are state and federal funding sources for ongoing operations. Due to the requirements of these sources, projects may not be able to limit tenants to Concord residents only and may not be allowed to require tenants to attend services.

Supportive services are not always included with Interim Housing or RRH. However, many programs help tenants prepare for permanent housing options by offering case management, housing search assistance, meal/food distribution, substance use/mental health counseling, employment assistance, life skills classes, or recreational activities.

County Perspective

Interim Housing - The County operates several similar programs and may be a resource for supportive services.

Rapid Re-housing - Facilitation of additional Rapid Rehousing would likely be fully facilitated by the City. The County has indicated that there are already sufficient Rapid Rehousing resources available in the County and would not recommend additional allocation to the Concord-specific area. However, even without County support for Rapid Rehousing, Tiny homes, and interim

housing are viable and affordable strategies that have received support from the community, elected officials, and the Working Group. While Scattered site housing was not directly endorsed by the working group, it was suggested by a member of the City Council. The County has indicated that they currently have sufficient Rapid Rehousing resources. However, these resources are county-wide and prioritize the most vulnerable individuals. Concord funding proposed in this strategy is intended to specifically target people experiencing homelessness within the Concord city limits.

Goals Addressed

- 2 - Create a safe place for the unhoused to dwell.
- 4 - Create immediately accessible temporary housing
- 6 - Strengthen system support.

TEMPORARY HOUSING SUPPORT MODELS

Temporary housing assistance may be provided in a number of different ways. The Working Group expressed interest in the following three models.

SCATTERED SITE INTERIM HOUSING

When offered as “scattered site,” the interim housing is provided in separate homes managed under a single program. A household may occupy its own home or may share a home with other individuals. The purchase and maintenance of scattered site housing usually has a high cost per person served.

TINY HOMES INTERIM HOUSING

The typical tiny homes used for interim housing are easy to install, but they often do not fit into city Zoning categories because they are not actual “homes.” They usually have electricity but may not have water, kitchens, or bathrooms. The City may be required to declare a State of Emergency to allow for the use of this type of tiny homes as shelter. Tiny homes used for the people experiencing homelessness are normally operated by non-profits or faith-based organizations and are funded through private sources. Most are located on properties that are owned by government entities or faith-based organizations. Examples can be seen at [Yuba County, Pallet Shelter](#), [14 Forward](#), and [Better Way](#). Long-term sustainability can be challenging as tiny homes may not be eligible for many of the traditional homeless funding sources.

a. Centralized Tiny Home Model

[Goodness Village](#), located in Livermore, is an example of a tiny home development that offers units with kitchen and bathroom facilities. It should be noted that Goodness Village

is not interim housing; it is a permanent supportive housing project for persons with disabilities who are exiting homelessness.

b. Scattered Site Tiny Home Model

One program that has operated in a similar fashion is [A Tiny Home for Good](#) in Syracuse. While VCP concentrates several dozen tiny homes in a village setting, “A Tiny Home for Good” disperses slightly larger tiny homes, across Syracuse. In both organizations, the homes have kitchens and bathrooms. Residents’ rent is based on their individual circumstances. The organization provides ongoing support by staff and partners with other organizations on care management to encourage long-term, safe, and permanent housing. One person per home is radically different from the typical affordable housing model that often forces difficult roommate situations.

A Syracuse University survey found that A Tiny Home for Good saves Onondaga County \$117,694 per tenant per year from decreased use of social and emergency services, food programs, overnight shelters, and jails. There is no data to suggest that the lower cost is a result of the scattered site approach. However, the program operators noted that a scattered site approach was easier for community members to get behind and easier for the City Council to approve. Additionally, it allowed for tiny homes to be purchased and installed over a longer timeline, allowing the operators to secure funding and identify additional locations.

Another pilot program in Portland, Oregon sought to test the legitimacy and sustainability of a scattered site accessory dwelling unit (ADU) program. [A Place for You](#) (APFY) was a test to determine the viability and scalability of using ADUs in homeowners’ backyards as an alternative to mass shelter and as a bridge to affordable housing for people living at 60% Median Family Income. The project was a collaboration between the Multnomah Idea Lab (MIL), the City of Portland, Multnomah County’s Joint Office of Homeless Services, the Meyer Memorial Trust, Enhabit, Portland State University, and A Home for Everyone. The pilot program found that there were many potential providers available, and Homeowner hosting interest was strong. However, site considerations made ‘fixed design’ difficult, and some locations experienced conflict between the housing owner and residents in the ADU. Additionally, siting and permitting are complex and make this model limiting.

RAPID REHOUSING

HUD defines Rapid Re-housing (RRH) as the provision of rental assistance and supportive services to households experiencing homelessness. HUD funded RRH may be limited to short-term (up to 3 months) or medium term (4-24 months) assistance. The goal of RRH is to help persons who have

recently become homeless to obtain housing quickly, increase self-sufficiency, and stay housed. When HUD funding is used, assistance is offered without preconditions such as employment, income, absence of criminal record, or sobriety. Programs using non-HUD funding sources to provide rental assistance are sometimes referred to as Rapid Re-housing but may adopt their own rules. It should be noted that Rapid Rehousing may not be effective for many persons living in encampments. These persons may have difficulty locating a rental unit even with the support of rental assistance. These individuals usually have significant barriers to housing, such as insufficient income (most property owners require renters to have income at 2-3 times the monthly rent amount), poor rental/credit history, and lack of furniture and other items.

The City of Concord contracts with Hope Solutions for the Rapid Rehousing program using Permanent Local Housing Allocation State Funding. (Shelter Inc provides rental assistance through CDBG-CV funding which sunsets in 2024). Hope Solutions facilitates outreach plan and materials for potential clients, community organizations, local property owners and the public, as well as referring partners in identifying unhoused individuals and households who are residents of Concord and confirm eligibility for program services. The Rapid Rehousing point of entry in Concord is CORE. In addition, there are County programs that provide short term rental assistance. RRH is sometimes confused with Homeless Prevention assistance, which may include payment of rent for persons currently housed but who are at risk of homelessness.

BUDGET

It is anticipated that start-up costs will be fully funded by the City. The purchase and maintenance of scattered site housing usually has a high cost per person served.

Scattered Site Interim Housing Budget

Start Up Cost		
Item	Cost	Notes
Purchase of 3 homes	\$2,400,000	Purchase and operate 3 homes (4+ bedrooms), housing 4-6 persons per home
Annual Operating Cost		
1 Full time and one half time case manager	\$120,000	

1 Half time administrative staff	\$50,000	
Utilities, water, sewer, trash	\$17,000	Utilities cost based on the Contra Costa Housing Authority utility allowance schedule for 4 BR home.
Maintenance and repair of homes	\$45,000	\$15,000 per home
Insurance	\$10,000	This cost is an estimate based on consultants' experience with other similar tiny house-style projects.
Total Annual Operating Cost	\$232,000	

Centralized Tiny Homes Budget

Contra Costa County is in the process of developing a Tiny Home community in Antioch that will be composed of 50 single person units and 12 two-person units (serving 74 individuals), using [Pallet Shelter homes](#). The units will offer electricity and air conditioning. There will be shower/bathroom trailers on site. The community will be located on a vacant parcel to be improved with landscaping, fencing, walkways, storage containers, picnic areas, bike racks and community rooms. Total cost for purchase and installation of the units, bedding, electric and air conditioning is \$990,450 (\$13,385 per person). Site development is estimated at \$3,300,000 for a total cost of \$4,290,450 (\$57,979 per person). Operational costs are not available at this time.

Start Up Cost		
Item	Cost	Notes
Purchase and installation	\$300,000	Purchase and install 15 units, housing 30 persons (2 per unit).
Heating/Cooling	\$200,000	Install electricity, heat and air conditioning

Mobile bathroom/shower trailer	\$250,000	
Fencing and lighting	\$100,000	
Total Start Up Cost	\$850,000	
Annual Operating Cost		
2 Full time case managers	\$160,000	
1 Half time administrative staff	\$50,000	
Security staff	\$300,000	
Electricity	\$12,000	
Insurance	\$10,000	This cost is an estimate based on consultants' experience with other similar tiny house-style projects.
Total Annual Operating Cost	\$522,000	

Scattered Site Tiny Homes Budget

This budget was drafted based on the scattered site pilot program, A Place for You (APFY), in Portland, Oregon. APFY was a test to determine the viability and scalability of using ADUs in homeowners’ backyards as an alternative to mass shelter and as a bridge to affordable housing for people living at 60% Median Family Income. This budget was based on installation of 4 units serving 8 persons. This budget assumes no compensation to property owners for space, utilities, security, insurance or other costs.

Start Up Cost		
Item	Cost	Notes
Purchase and installation	\$215,000	Purchase/install 4 units serving 8 persons.

Annual Operating Cost		
1 Half time case manager.	\$60,000	
1 Half time administrative staff	\$50,000	
Total Annual Operating Cost	\$110,000	

Rapid Re-Housing Budget

Provision of housing assistance, including deposits, rental assistance, and utility assistance. The budget below anticipates assisting 20 households for one year.. The one year timeline is an estimate. The City may opt for a shorter or longer term of assistance. The budget is based on the average cost of monthly rental assistance provided by the City’s current Rapid Re-Housing program operated by Hope Solutions. In addition to rental assistance, Hope Solutions provides supportive services to their clients. The budget anticipates adding an additional case manager specifically for the homeless individuals assisted with this funding source. The Working Group may choose to expand upon the City’s current contract with Hope Solutions or create a new program with available funding. The average cost per assisted family in the current program is approximately \$2,000 per year, plus assistance for deposits. The following budget anticipates assisting 20 households at a time.

Start Up Cost - No start up costs are anticipated if funding is applied to an existing program. Start up cost below only applies if creating a new program.		
Item	Cost	Notes
Computers, software and other office supplies.	\$10,000	
Annual Operating Cost		
1 Full time City staff person	\$100,000	This position will be required if the City opts to administer the program. If providing additional funds to Hope Solutions or another organization, the funding would go to the organization for program administration.
1 Full time Case Manager	\$100,000	

Rental assistance	\$480,000	Anticipate assisting 20 households for one year plus \$2,000 per household for deposits.
Deposit assistance	\$40,000	
Total Annual Operating Cost	\$720,000	

RESOURCES NEEDED

Interim Housing Resources Needed

Scattered Site Resources Needed

Locations – Willing Sellers of Homes: Identifying suitable locations for scattered site housing is the foundational step in providing interim housing for vulnerable individuals and families. It involves a collaborative effort to locate properties that are both available for purchase and strategically situated to serve the needs of the target population.

Owner/Operator Experience: Selecting an owner/operator with relevant experience is paramount to the success of the scattered site housing project. The chosen entity should possess not only the financial resources but also the operational capacity and expertise necessary to identify, acquire, maintain, and efficiently manage the homes.

Ongoing Funding Plan: Securing sustainable, long-term funding is essential to maintain the provision of services at scattered site housing locations. A robust funding plan should encompass not only the acquisition and renovation costs of the homes but also the ongoing operational expenses, including staff salaries, maintenance, utilities, and supportive services.

Resource Development: To efficiently manage and sustain the scattered site housing project, the allocation of human resources is pivotal. The creation of two critical positions, a full-time City staff person for administration and a half-time grant writer with an annual budget of \$150,000, demonstrates a commitment to resource development.

Tiny Homes Resources Needed

Zoning: Securing an appropriate site zoned for tiny home development is a foundational requirement. Alternatively, emergency declarations may temporarily allow the use of specific locations for this purpose.

Homes/Sheds: Acquiring or constructing tiny homes or sheds to serve as living spaces for individuals and families is a fundamental component. These structures should be designed for durability, comfort, and safety while maximizing the efficient use of space.

Trailer/Office (if services are to be provided onsite): If the project intends to offer on-site services, such as case management or counseling, a trailer or office space is necessary.

Furniture/Bedding: Equipping the tiny homes with essential furniture and bedding is crucial for residents' comfort and well-being. Basic furnishings, such as beds, chairs, tables, and storage solutions, should be provided to create functional living spaces.

Utilities: Depending on the chosen site, utilities may need to be established or connected. This could involve setting up electricity, water, and sewage systems to ensure that the tiny homes have access to essential services.

Security: Security measures are essential to create a safe and secure environment for residents. This may include installing fencing, adequate outdoor lighting, and security cameras to deter trespassing and enhance the overall safety of the community.

Hygiene Facilities: Providing access to hygiene facilities is critical for maintaining residents' health and dignity. This includes mobile shower trailers with bathing facilities and portable toilets to meet basic sanitation needs.

Support Staff: Dedicated support staff, including case managers, and security personnel, are essential to ensure the well-being of residents. These professionals play a vital role in providing guidance, assistance, and security within the tiny home community.

Resource Development: The creation of two critical positions—a full-time City staff person for administration and a half-time grant writer with an annual budget of \$150,000—demonstrates a commitment to resource development. The administrative staff will oversee day-to-day operations and project coordination, while the grant writer will seek additional funding sources to sustain the project and potentially support future programs or projects.

Rapid Re-Housing Resources Needed

- Staffing
- Software/computers

THE EVIDENCE AND DATA

Interim Housing

Friends of the Mission in Woodland have operated Scattered Site interim housing for individuals, families, and youth who are in need, but especially the homeless population in Yolo County, for over 25 years. Friends of the Mission built and helped operate 5 permanent supportive housing units in West Sacramento for Fourth & Hope and West Sacramento homeless clients. This project cost \$1.8 million to develop, with additional costs for ongoing case management support.

A tiny home community may provide similar services to the Centralized Resource Center, although many do not. Services would require a trailer/office for services and staffing. The “shed-type” tiny home is not a permanent structure, and this would be a short term strategy only. The counties of Sutter and Yuba, in addition to the City of Chico, have operated very financially sustainable tiny home communities for persons experiencing homelessness. One successful project is 14 Forward serving Yuba County, which began operating in July 2016 and is still currently underway. In one year, the program housed 589 individuals in 20 two-person shed-type shelter units and offered a variety of services to assist in moving people experiencing homelessness toward permanent housing.

One successful Tiny Home project is 14 Forward, serving Yuba County. The program began operations in July 2016 and is still currently underway. In one year, the program housed 589 individuals in 20 two-person shed-type shelter units and offered a variety of services to assist in moving people experiencing homelessness toward permanent housing. Services include healthcare, meals, employment services, showers, personal hygiene items, legal assistance, animal services, and mental health services. Most individuals stay for less than 30 days, although some reside in the units for several months. Over 40% of residents meet the HUD definition of chronically homeless (long term homeless individuals with a disability). Over 350 persons had no income when they arrived, and 27% of these secured a source of income before they left the program. Over 80% exited the program to either a permanent or temporary housing situation (such as a shelter bed), while 22 individuals gained entry into either a hospital or residential treatment facility. Tiny home communities operated in Yuba and Sutter County and the project in Chico have been successful primarily due to extensive participation by county services, especially behavioral health.

A study published in December 2022 as a collaboration between the Center on Budget and Policy Priorities, the National Alliance to End Homelessness, the National Health Care for the Homeless Council, the Housing Justice Collective, the National Low Income Housing Coalition, the Urban Institute and the National Coalition for the Homeless encourages the use of interim housing rather

than the traditional emergency shelter model to assist persons experiencing homelessness. [Reimagining Interim Housing: Tools for Strengthening Current Interim Housing Programs and Services](#) promotes a low barrier, housing focused approach, such as non-congregate interim housing, “to better respond to public health crises, provide healthier environments, and to create more welcoming and efficient systems.”

Rapid Re-Housing Assistance

According to the National Alliance to End Homelessness, [Rapid Re-Housing](#) has been “demonstrated to be effective in getting people experiencing homelessness into permanent housing and keeping them there.”

[Homelessness Prevention and Rapid Re-Housing Program \(HPRP\): Year 2 Summary](#), a report published by HUD in 2011 examines the first two years of HUD funding for this type of emergency rental assistance. The report states, “the data shows that after receiving homelessness prevention and/or rapid re-housing assistance, program participants were most likely to exit the program to permanent housing.”

In the City of Concord, Hope Solutions currently provides Rapid Rehousing services to unhoused individuals and families who are residents of the City through the Rapid Rehousing for Unhoused Residents program. Hope Solutions facilitates the outreach plan and materials for potential clients, community organizations, local property owners and the public, as well as referring partners in identifying unhoused individuals and households who are residents of Concord and confirm eligibility for program services. They provide housing navigation to qualified households in order to locate, apply for and secure rental housing; working with households, landlords, and housing providers to negotiate lease agreements and lease terms and prepare and submit rental applications.

Hope Solutions provides a level of financial assistance based on household need, providing 6 - 12 months of rental subsidy paid directly to property owners for security deposit and rental Subsidy. They also assist individuals with navigating and applying for support services, developing a livable budget, researching and securing housing opportunities. Hope Solution keeps track of expenses to ensure sufficient funds for clients served and monitor account for appropriate expenditure of funds. This includes the submission of monthly reports to City detailing clients served and outcomes and monthly Request for Reimbursement, including sources and uses detailing financial assistance provided and operational expenses. Hope Solutions estimates 10 to 15 Households in FY 2023/24.

IMPLEMENTATION

INTERIM HOUSING

Scattered Site - In the current housing market, it may take some time to identify suitable homes at a reasonable price.. The total number served over the period of a year will depend on the average length of stay. Individuals with significant barriers to housing, such as long term homelessness, poor credit, limited income and/or substance use, or mental health issues may require longer stays to become housing ready.

- Hire staff - 3 months
- Purchase first home - 6 months
- Activity likely will take 2-3 years to reach full implementation

Tiny Homes - The most difficult step will be locating an acceptable site for installation of the tiny homes. Once a site is obtained, a tiny home community can be ready for occupancy in 3-6 months.

- Hire staff (and security for a centralized tiny home community - 6 months
- Homes installed and ready for occupancy - 9 months

RAPID REHOUSING

- Expansion of the City's current contract with Hope Solutions could take place in 1-2 months.
- Selecting a new non-profit via RFP and developing a new program will take 6-8 months.

IV. FUND DEVELOPMENT/ RESOURCE COORDINATION STAFFING

SUMMARY

Many smaller non-profit organizations are focused on the services they provide and do not have the capacity to seek additional funding. Grant writing and management are very technical skills that many organizations do not have and it can be a very time consuming process. It is recommended that the City fund two positions to provide grant writing support and resource development coordination. These positions would leverage current resources and support ongoing operations and future sustainability. Resource development support would assist with identification of available funding and writing grants for City supported projects. Funding for two fund development/resource coordination positions is expected to be \$300,000 per year. In future years, the City may consider funding a portion of this activity from grant administration grant fees.

Examples of Funding Available for Ongoing Operational Support and/or Future Projects

- Donations and foundation/private grants
- Community Development Block Grant (CDBG) - U.S. Department of Housing and Urban Development (HUD) funds provided to the City
- California Advancing and Innovating Medi-Cal (CalAIM) - State funds
- Homeless Housing, Assistance and Prevention (HHAP) - State funds provided to the Continuum of Care (CoC)
- Continuum of Care Competition - HUD funds provided to the local CoC
- Emergency Solutions Grant (ESG) - HUD funds provided to the local CoC
- HOME-ARP - HUD funds provided to the State dedicated to providing homeless services and housing
- Homekey - State funds
- No Place Like Home - State funds
- Permanent Local Housing Allocation (PHLA) - State funds

V. PROJECT IMPLEMENTATION APPROACH

As noted above, any of the strategies under consideration will require an experienced operator with the capacity to dedicate sufficient experienced and trained staff to ensure a successful program that will be a benefit to the entire Concord community. Understandably, the City does not have the staffing, experience, and infrastructure in place to implement the strategies. However, the City can be an extremely valuable partner by facilitating project development, providing funding, and offering resource development support. However, the City may wish to adopt standards to ensure that program operators provide the level of care desired by the community, such as the Alameda County [Shelter Standards](#).

As stated, Contra Costa County will be a willing partner for select strategies listed above. The County has a strong internal infrastructure to manage projects and can add additional in kind resources to most initiatives. A non-profit or faith-based organization is also a viable option as an operator of homeless programs or projects. Nonprofits and faith-based organizations (referred to as Non-profit Operators in the following discussion) are able to solicit donations and are eligible for funding sources that are not available to governmental agencies or to a for-profit developer. They also may bring existing resources and community support to the project to leverage City funding. The City would be able to place requirements on the Non-profit Operator such as location, hours of operation, services required, staffing, security, and ensuring no negative impact on neighbors.

Depending on the source of funding, the City may be required to solicit the Non-profit Operator through a federally compliant procurement process or may be allowed to negotiate directly with the desired organization.

VI. STRATEGIES FOR FUTURE CONSIDERATION

The Working Group deliberated on many different strategies. Members of the Working Group supported the following ideas, but determined to focus on the three strategies noted above.

PREVENTION SERVICES

The Working Group had a robust discussion regarding the need for services for the prevention of homelessness. However, this strategy was not pursued by the Working Group. Prevention services can vary. Examples include legal services to avoid eviction, financial assistance to pay back rent, financial assistance to a household in crisis (car repairs, medical expenses), or housing search assistance for persons who must seek a new housing situation. Most of these services are offered by local agencies when funding is available. The City operates a rapid re-housing program providing and recently enacted a residential tenant anti-harassment ordinance and a residential tenant protection program. The City provides financial assistance to persons in danger of eviction through the Shelter Inc. rental and deposit assistance program.

FOSTER YOUTH/TRANSITIONAL AGE YOUTH (TAY) INTERVENTION

It is recommended that this component be considered for a future endeavor. Although this target population has specific needs, funding will be focused on the general homeless population. Regional and statewide organizations like Fred Finch Youth and Family Services and Environmental Alternatives may be potential future partners for this focus area.

SAFE CAMPING/SAFE PARKING

Camp Hope was opened in Martinez during the pandemic and served approximately 50 individuals. It closed in late 2022. Safe camping/parking sites are generally temporary as there are no state or federal funding sources dedicated to these types of programs. Although some safe camping sites offer limited support services, many do not, as these types of programs are simply intended to provide homeless individuals a safe place to dwell. They are not geared towards moving people towards sustainable housing solutions.

PERMANENT SUPPORTIVE HOUSING

Permanent supportive housing (PSH) is affordable rental housing with supportive services onsite and is limited to persons with a disabling condition. The Working Group contemplated PSH in a scattered site format, but it was removed from consideration due to the small number of persons that could be served with the limited resources available (estimated 12-18 persons).

PSH units are limited to persons with a disability. The HUD definition of disability includes persons experiencing physical or mental impairment that substantially limits one or more major life

activities. Some projects also limit tenancy to persons exiting homelessness. Projects have lower barriers to entry than most affordable housing. For example, they may accept tenants with poor rental or credit history. Due to the requirements of most funding sources, projects are not able to limit tenants to Concord residents only and cannot require tenants to attend services.

Supportive services offered often include case management, meal/food distribution, substance abuse/mental health counseling, employment assistance, life skills classes, and recreational activities. Studies show that PSH helps to promote housing stability and reduces the costs associated with hospital and institutional care for persons with disabilities. For individuals with chronic patterns of homelessness, PSH provides a significant reduction in the use of expensive acute care services such as emergency shelters, hospital emergency rooms, and detoxification and sobering centers. [Fourth and Hope](#), a non-profit based in Woodland, has operated a financially sustainable scattered site PSH program for nearly 30 years. [Goodness Village](#) in Livermore offers 28 tiny home, single occupancy PSH units.

The [UCSF study](#) notes that permanent supportive housing can be very helpful when working to house persons with complex behavioral health needs. However, long term funding for supportive services can be difficult to secure. In a report entitled [Permanent Supportive Housing as a Solution to Homelessness: The Critical Role of Long-Term Operating Subsidies](#) published in June 2023, the Turner Center for Housing Innovation at UC Berkeley notes, “how PSH is managed influences the success of the model; the “supportive” component of PSH is critical to keeping people stably housed.” When compiling the report, the authors conducted extensive interviews with staff operating a number of PSH sites, and the report continues, “Interviews with staff at these organizations highlight that the current level of resources are insufficient for providing the staffing and supports that are needed to manage these properties effectively and meet residents’ needs.”

On its website, the Center for Evidence-Based Solutions to Homelessness states, “Providing permanent affordable housing to individuals with chronic patterns of homelessness has also proven to significantly reduce use of expensive acute care services such as emergency shelters, hospital emergency rooms, and detoxification and sobering centers.”

VII. DOCUMENTATION OF EVIDENCE-BASED STRATEGIES

ADDITIONAL LINKS:

Street Medicine:

<https://www.chcf.org/publication/ca-street-medicine-landscape-survey-report/>

<https://www.chcf.org/wp-content/uploads/2023/03/CAStreetMedLandscapeSurveyReport.pdf>

<https://www.chcf.org/publication/ca-street-medicine-landscape-survey-report/>

<https://www.chcf.org/publication/how-share-data-practical-guide-health-homeless-care/>

Medicaid and MediCal:

<https://www.chcf.org/blog/innovation-intersection-health-care-homelessness/>

<https://www.chcf.org/publication/housing-related-community-supports/>

Scattered Site and Tiny Homes:

<https://friendsofthemission.org/index.php/programs-and-services/>

<https://www.smartcitiesdive.com/news/tiny-houses-homeless-veterans-2-approaches-Kansas-City-Syracuse-Colorado/690835/>

https://static1.squarespace.com/static/5c09890aaf209696cd2ec9fa/t/61f2dff5324f93bda220246/1643307005734/THG_MPA+Capstone_Final.pdf

https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/A%20Place%20for%20You%20One%20Pager_Aug2018.pdf