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Balancing Competition and Collaboration within a Homeless Services Provider Network: Brookfield County's Continuum of Care

Nonprofit human service organizations operate in an environment that is simultaneously collaborative and competitive. Most human service organizations, like the homeless service providers featured in this simulation, are joined in collaborative relationships through formal or informal networks. Despite this collaboration, nonprofits operate in an environment of resource scarcity and thus they also find themselves in competition with one another for contracts and grants, donors, new clients, and for qualified staff, volunteers, and board members. This simulation provides students with an opportunity to work through a common scenario that occurs among local homeless and housing service providers as they are forced to manage their complex and ongoing competition-collaboration dynamics. This simulation also demonstrates the challenge of balancing short-term needs against long-term interests when making decisions about human service delivery.

Background on Continuum of Care Networks

This simulation takes place in the context of a local Continuum of Care (CoC). A Continuum of Care is a local or regional system of service provision that ensures people who are homeless or at imminent risk of homelessness have access to a range of services in the community, from homeless prevention to emergency shelter to permanent housing. In 1995, the U.S. Department of Housing and Urban Development (HUD) implemented the Continuum of Care approach to streamline the existing competitive funding and grant-making process under the McKinney-Vento Homeless Assistance Act and to encourage community service providers to coordinate in the planning and provision of housing and homeless services.

This simulation was a winner in our 2011-12 "Collaborative Public Management, Collaborative Governance, and Collaborative Problem Solving" teaching case and simulation competition. It was double-blind peer reviewed by a committee of academics and practitioners. It was written by Kelly LeRoux of University of Illinois at Chicago. This simulation is intended for classroom discussion and is not intended to suggest either effective or ineffective handling of the situation depicted. It is brought to you by E-PARCC, part of the Maxwell School of Syracuse University's Collaborative Governance Initiative, a subset of the Program for the Advancement of Research on Conflict and Collaboration (PARCC). This material may be copied as many times as needed as long as the authors are given full credit for their work.

There are more than 500 federally recognized Continuums of Care throughout the U.S., and while they vary in their size, scope, composition, and governance characteristics, they all share a common mission. The two key purposes of CoCs are 1) To develop a long-term strategic plan and manage a year-round planning effort that addresses the identified needs of homeless individuals and households, and 2) To prepare and submit applications for competitive grants awarded through the McKinney-Vento Homeless Assistance funding stream. In short, all local homeless service providers applying for federal funding must send their applications through the local CoC (which is typically made up of leaders from the providers themselves) and all applications must fit with the long-range plan to address homelessness in the community.

Although this simulation is built around a fictitious location and set of actors, the collaboration challenges they are presented with are highly representative of those encountered by CoC network participants, and draw upon realistic scenarios observed within CoCs of several different counties in three states.

Instructions for Using This Simulation

This simulation deals with themes of collaboration, competition, negotiation, conflict resolution, decision-making, and leadership, and is therefore appropriate for teaching modules that deal with these themes. Each group is faced with the simultaneous imperatives of protecting and advancing their own organizational interests, and advancing the collective goals of the CoC which are linked to the objectives of the long-range strategic plan to end homelessness in the county. This situation involves six nonprofit housing providers, whose leaders make up the governance body of the CoC. Several of the organizations anticipate submitting applications for HUD grants in the next funding cycle, but CoC doesn't have a realistic chance of getting more than two awarded, and must thus make some difficult decisions. The CoC participants must figure out amongst themselves how to prioritize the organizations' funding requests, and must make a collective decision about which of the organizations will be approved to submit funding applications to HUD in this funding cycle.

This simulation can be implemented in 1.5 to 3 hours, depending on the number of students participating and the length of time the instructor allows for each step (suggested ranges are provided below). The exercise can be implemented with as few as 6 students, but is ideal for class sizes of 18-30, so that students can work in small groups of 3-5 students per group. The simulation should be implemented as follows:

1. Students should read through the simulation before arriving to class.
2. During the class session in which the simulation is scheduled to take place, students should be divided into six groups, one group for each of the organizations represented in the CoC. Students are instructed to discuss the scenario and plan their action strategy for the upcoming CoC meeting. The amount of time needed for this portion of the exercise will vary, but a minimum of 20-30 minutes is recommended. Each group should appoint a representative to speak on behalf of the organization in the subsequent CoC meeting deliberation.
3. The organizational representatives will assemble in front of the class and simulate a CoC meeting, according to the motivations and characteristics described for each in the organizational

role descriptions. Each organizational representative will present their funding request at the meeting, along with their rationale for the request, and describe how the funding would help fulfill the current year's objectives related to the long-term strategic plan. No more than two proposals will be sent up to the feds from the CoC this year, so the group must deliberate on the merits of the various proposals and ultimately reach consensus on which two applications will get priority. The group may decide to combine organizational requests into one proposal to seek a collaborative funding award, but only if the organizational actors are willing to take this approach. All six of these organizations are well-established providers and experienced government grantees, so capacity to carry out the grant and to act as good stewards of the funds is assumed equal. Other criteria the CoC should consider in making their collective decision is which applications will move them furthest toward the goals in the strategic plan. The amount of time needed for this portion of the exercise will vary depending on how quickly the group reaches a reasoned consensus, but instructors should plan for anywhere from 30-60 minutes for this portion.

4. After the group has reached consensus, the instructor should hold a large-group discussion with the entire class to debrief on the exercise and to solicit feedback from students about what they learned. The length of time needed for this will range anywhere from 15-45 minutes, depending on students reactions and whether the instructor plans for linkage of the simulation experience with course reading materials.

Brookfield County's Continuum of Care (CoC)

History and Background on CoC Networks

A Continuum of Care is a local or regional system of service provision that ensures people who are homeless or at imminent risk of homelessness have access to a range of services in the community, from homeless prevention to emergency shelter to permanent housing. In 1995, the Department of Housing and Urban Development (HUD) implemented the Continuum of Care approach to streamline the existing competitive funding and grant-making process under the McKinney-Vento Homeless Assistance Act and to encourage community service providers to coordinate in the planning and provision of housing and supportive services for homeless people.

There are more than 500 federally recognized Continuums of Care throughout the U.S., and while they vary in their size, scope, composition, and governance characteristics, they all share a common mission. The two key purposes of CoC's are 1) To develop a long-term strategic plan and manage a year-round planning effort that addresses the identified needs of homeless individuals and households, and 2) To prepare and submit applications for competitive grants awarded through the McKinney-Vento Homeless Assistance funding stream. In short, all local homeless service providers applying for federal funding must send their applications through the CoC (which is typically made up of leaders from the providers themselves) and all applications must fit with the long-range and on-going plan to end homelessness in the community.

The McKinney-Vento Act (named after its now-deceased chief sponsor, Representative Stewart B. McKinney (R) of Connecticut and co-sponsor Bruce Vento (D) of Minnesota), was first

signed into law by President Ronald Reagan in July of 1987. Prior to the McKinney Act, most programs to address problems associated with homelessness were created, funded, and administered at the local level. In the view of the Reagan administration, states and local jurisdictions were best suited to handle their own homeless problems, rather than the federal government. In 1983, the first federal task force on homelessness was created in an effort to provide information to local governments and interested parties on how to obtain surplus federal property. Yet this effort by itself proved insufficient. Throughout the Reagan administration, pressure was growing to address the problems of homelessness with a vision of the federal government as an active participant in addressing local needs of the homeless. In 1986 Congress passed the Homeless Persons' Survival Act which provided funding for emergency relief provisions for shelter, food, mobile health care, and transitional housing.

Local response to the program was overwhelmingly positive, and demands for the funds increased. After an aggressive campaign to expand the program, the McKinney-Vento Act was passed by large bipartisan majorities in both houses of Congress in 1987. The Act originally consisted of fifteen programs providing a range of services to homeless people, including the Continuum of Care Programs. Today, the main Continuum of Care funding programs include Supportive Housing Program, the Shelter Plus Care Program, the Single Room Occupancy Program, as well as the Emergency Shelter Grant Program.

Local CoCs are expected to plan for and address the full spectrum of homeless needs in the community. This requires the planning and collaborative service delivery efforts of multiple community agencies, often a combination of public and private nonprofit organizations, other times they are comprised only of nonprofits. Each local CoC is expected to provide the following components: prevention; outreach, intake, and assessment; emergency shelter; transitional housing; permanent housing; permanent supportive housing; and supportive services. HUD makes funding available for all these services through four key grant programs:

1. **Supportive Housing Program** - helps develop housing and related supportive services for people moving from homelessness to independent living. Funds from this program help homeless people live in a stable place, increase their skills or income, and gain more control over the decisions that affect their lives.
2. **Shelter Plus Care Program** - provides rental assistance with a requirement that it be combined with social services. This combination of resources provides supportive housing for homeless people with disabilities and their families. The program allows for a variety of housing choices such as group homes or individual units, coupled with a range of supportive services. Grantees must match the rental assistance with supportive services that are at least equal in value to the amount of HUD's rental assistance.
3. **Single Room Occupancy (SRO) Program** - provides Section 8 rental assistance for moderate rehabilitation of buildings with SRO units, single-room dwellings, designed for the use of an individual that typically do not contain food preparation or sanitary facilities.

- 4. Emergency Solutions Grant** (formerly Emergency Shelter Grant Program) – these funds are available for street outreach, emergency shelter, homelessness prevention, rapid re-housing assistance, and data collection through the Homeless Management Information System (HMIS).
- a. *Street outreach* funds may cover costs related to essential services for unsheltered persons (including emergency health/mental health care, case management, etc.).
 - b. *Emergency shelter* funds may be used for renovation of emergency shelter facilities and the operation of those facilities, as well as services for the residents (including case management, child care, education, employment assistance and job training, legal, mental health, substance abuse treatment, transportation, and services for special populations).
 - c. *Homelessness Prevention and Rapid Re-Housing* funds housing relocation and stabilization services (including rental application fees, security deposits, utility deposits or payments, last month's rent and housing search and placement activities). Funds may also be used for short- or medium-term rental assistance for those who are at-risk of becoming homeless or transitioning to stable housing.
 - d. *HMIS* funds may be used to pay the costs for contributing data to the HMIS designated by the Continuum of Care for the area. Eligible activities include (computer hardware, software, or equipment, technical support, office space, salaries of operators, staff training costs, and participation fees).

The Setting

Brookfield County is located within a large metropolitan statistical area in a Midwestern state. It is a large suburban county (with a population just under 1 million) situated adjacent to the county containing the central city. Historically, the population of Brookfield County has been middle to upper-middle class. However, the county has experienced rapid demographic diversification over the last five years, and like many other places affected by the suburbanization of poverty, has witnessed an increase in the growth of its low-income population along with increased demands for social services. In 2010, the median household income was roughly \$65,000, although 10% of the population was living below the federal poverty level.

The CoC Participants of Brookfield County

There are six key providers of homeless and housing services in Brookfield County, all of which are nonprofit human service organizations. These organizations collectively provide the services that make up the Brookfield County CoC. The six participants organized in the mid-1990's as an informal consortium to meet the HUD requirements of establishing a long-range strategic plan to end homelessness and to create a structure for submitting federal grant applications. An appointee from each of the six organizations serves on the CoC Executive Committee that meets monthly, and serves as the ultimate decision-making body for approving funding applications to the feds. In 1997, the Brookfield County CoC created its first 10 year strategic plan, and at the

end of 2007, the CoC participants and local civic leaders celebrated the achievement of meeting many of its goals. Based on an assessment of community housing needs, the CoC issued a new 10 year plan in 2008, which it is currently five years into at this point.

Brookfield's CoC has been very successful in bringing federal housing funds into the county, with a track record having roughly 80% of its federal funding applications approved by HUD over the past 15 years. The CoC has also worked together to bring in state funding to the various providers from the state Housing and Development Authority. The CoC's success can be attributed to several factors including a history of collaborative norms among the members of the CoC Executive Team, having a somewhat "easier" to serve homeless population, aligning its funding applications very closely with the goals of the strategic plan, and demonstrating a high level of success in meeting grant requirements and performance outcomes. Yet recent demands on the provider system created in part by state and county budget cuts and created in part by demographic shifts, have created new challenges for the CoC. Moreover, there have been some changes in key leadership of the provider agencies recently which have further exacerbated the collaboration problem.

A notice of funding availability (NoFA) has just been released from HUD and all local CoCs are encouraged to apply for increased funding for the core funding streams (supportive housing, shelter plus care, single room occupancy, and emergency solutions grants). For the first time in many years, the CoC leadership is having great difficulty in reaching consensus on which organizations' proposals should get priority in this year's funding cycle.

A description of each organization, the interpersonal dynamics at play, and the organizations' current funding requests being brought before the CoC is provided below. After being assigned to a small group representing one of these organizations, your task is to prepare for the upcoming CoC Executive Committee meeting, in which one member of your group will represent the organization. As you prepare for the upcoming meeting, your group should consider the following questions/points:

1. You should present your funding request as persuasively as possible in an attempt to win over your peers, but remember that they will be trying to win you over as well. Each of you has an incentive to be fair and open-minded in your consideration of all the requests on the table.
2. Examine your motives for your funding request. Is there any reason your peers might suspect you of putting your organization's self-interests above those of the network's broader interests?
3. Read through the strategic plan (Appendix 1). Does your organization's request clearly fit into the strategic plan? Does it appear to fit in more so, or less so, than others' requests?
4. If the negotiations do not seem to go your way, what are you willing to give up? Is there a way to compromise?
5. What (if any) possibilities can you think of for submitting a collaborative funding proposal with another provider? Compare the advantages of submitting a collaborative proposal in this cycle, versus waiting another year or two to try getting your solo proposal through the CoC again. Are there more advantages to a joint application this year, or waiting?

6. How much value should be placed on funding costlier long-term investments (the HMIS system, permanent housing) when there are so many clients with immediate needs (street outreach, emergency rent and utility payments to prevent eviction, etc.)? How should the CoC prioritize their short and long-term objectives?

7. In what ways do the providers seem to be in competition with one another? What strategies would you recommend to these leaders for better managing the competitive aspects of their relationships?

8. How much are interpersonal dynamics likely to play a role in the ultimate outcome of the meeting? What can the CoC members do to work through the interpersonal issues before these dynamics hinder the collaborative work of the group any further?

By the end of the deliberations, the CoC must reach consensus on two applications to submit. While members of the Executive Committee can take vote if needed, the members have always been able to arrive at consensus in the past through discussion. Having a formal vote would depart from tradition, and may further upset the collaborative norms that have existed for so long within the CoC.

Residential Opportunities, Inc.

Residential Opportunities is the largest provider of housing and homeless services in the county, and these services are their sole mission. Their key roles in the CoC include providing permanent housing (home ownership, group home placements, and long-term leasing, all through a combination of state and federal funds), permanent supportive housing through shelter plus care funds, and serving as the county-wide manager of the Homeless Management Information System (HMIS). They also offer a number of programs aimed at preventing homelessness including a security deposit program, emergency rental payment, emergency utility payments, and money management classes. These programs are funded through a combination of federal emergency solutions grants, and a smaller grant that comes from Brookfield County government.

The organization has an annual budget of roughly 14.5 million, 90% of which comes from government (including federal, state, and county grants and contracts). Their budget has steadily increased over the years, but they are concerned about proposed state and local budget cuts. While all of your clients are low-income, a core group of persons with developmental disabilities served by your organization come from supportive, upper-middle class families who contribute regularly to the organization, and their donations provide a much-needed source of discretionary income.

You are Chris Jones, the long-standing Executive Director of Residential Opportunities. You provided the original leadership in organizing the CoC back in 1995 when the HUD rules changed to require systematic planning at the local level, and you are considered to be a housing expert throughout the county and region. Historically you've been highly regarded by other members of the CoC. However, some tension has been created recently among you and Nola Baker, the Director of Midwest Center for Mental Health (MCMH), due to the fact that you hired one of her key staff, Jane Masters to serve as your new Director of Supportive Housing Programs. While Jane applied for the job without your encouragement, you did make her an offer she couldn't refuse by increasing her salary 12% over what she was making at MCMH, for what was essentially a lateral move. Even though this was a bit of a stretch for your personnel budget, you felt it was necessary to get Jane to make the move, and she brings nine years of experience and expertise with her from MCMH. Nola has remained cordial to you, but you can detect the unspoken resentment about your decision to hire Jane, and suspect that a few of the other agency directors in the CoC are questioning the integrity of your decision.

You want to apply for \$200,000 in emergency solutions grant funds to upgrade the current HMIS system and to fund an MIS staff person for a three year contract. Your VP of Operations is currently responsible for managing the HMIS system in addition to her other duties but you feel the time is right to hire a true data management expert; plus you would like to free up your VP's time for more fundraising and development work. You are convinced this investment would benefit all the CoC providers by enabling tracking of clients between the agencies as they move through the service continuum, creating longer-term efficiencies within the system. The updates would also allow for quicker processing of performance data and more timely feedback to CoC members on their progress toward the strategic plan goals. All of this, you argue, will lead to better management and decision-making capabilities for all members of the CoC.

Central Brookfield Shelter (CBS)

CBS is a 65 bed shelter, the largest in the county and centrally located in the county seat. Its roles in the continuum are to provide emergency shelter, transitional housing, and supportive services that enable housing re-entry. CBS offers temporary shelter (up to 90 days) for those who have just become homeless or are in transition between housing arrangements. During their stay, shelter occupants are provided with lodging, meals, transportation, and housing supportive services to include housing information and referrals, job placement assistance, budget management, and referrals/linkages to other social services.

The organization's annual budget, which has remained relatively stable over the past several years, is roughly \$650,000. The organization currently receives about 2/3 of its funding from federal HUD grants, and the remaining monies come from local congregations. The demands for your services have increased over the past 2-3 years. While five years ago your beds were only full during the coldest of nights, the shelter is now more often full than not throughout the year. What is most troubling to you is the change in clientele coming through your door. You're no longer just serving the chronically homeless who cycle in and out of the streets, but you have gotten a significant increase in families coming in to stay at the shelter. Some of the individuals you're serving now were gainfully employed a year ago, but forced out of their homes by foreclosure.

You are Mattie Davis, Executive Director of CBS. You intend to persuade the CoC that CBS should be allowed to apply for \$120,000 in emergency shelter grant funds to support two additional case managers for a period of two years. Your organization currently relies heavily on volunteers in addition to your limited paid staff, and you are convinced that additional staffing will allow you to provide the supportive services necessary to place many of your shelter occupants in permanent housing and equip them with the resources necessary to prevent future instances of homelessness. Your organization did not submit any new grant applications in the last two federal funding cycles, so you are determined that CBS gets an opportunity to apply this time.

El Centro de Comunidad

El Centro de Comunidad is a multi-service organization, for whom housing is just one component. The agency serves as a full-spectrum human service provider and community center primarily for the county's rapidly growing Latino population, although the agency serves clients of other ethnicities as well. El Centro's main role in the CoC is to provide transitional housing for those moving from one permanent housing arrangement to another (provided through a six-bed home owned by the agency), and homeless prevention services by providing emergency assistance for delinquent rent payments, utilities, etc.

The organization has an annual budget of roughly \$3 million, and the most diverse revenue portfolio of all the providers in the CoC. The organization receives about half of its income from government (a small amount of which comes from HUD for transitional housing and homeless prevention), while the rest comes from foundations, individual donors, and investment income.

You are Alma Roberts, the new Executive Director of El Centro. You stepped into your current position just six months ago, after the retirement of the agency's long-term Executive Director. While there was a succession plan in place and some grooming that occurred, the former Director was having difficulty letting go up until her very last day of work, so you are still "learning the ropes." At 32 years old, you are not only the youngest member of the CoC, you are the youngest Executive Director of any human service organization in the county. Your age, combined with your lack of experience with housing and lack of history with the other CoC Directors means that you will have to work hard to earn their respect and trust. You are concerned that you may have already caused some discord between you and Al Smith, the Director of Crisis Center/Refuge (CCR), by accepting a donation from one of his major corporate sponsors. You were just doing your job when you approached AllSystems Corp. for a contribution, and didn't even realize they were a sponsor of CCR.

Given that you are still learning about housing and weighing its relative importance in the scheme of your organization's mission, you have decided not to make any funding requests in this cycle. Realizing you still have say in which agencies get authorized to apply, you might be most likely to support CBS if they choose to apply for funds, since many of your clients and other members of the Latino community have used their shelter in the past year. On a personal level, you feel indebted to Nola Baker, who has been a good source of professional advice and has become somewhat of an informal mentor to you. On the other hand, supporting Al's funding request may simply be the best thing for smoothing over the misunderstanding about AllSystems.

St. James Housing Ministry

St. James Housing Ministry is a subsidiary of St. James Catholic Church. They have historically played a very small, but important role in the CoC by engaging in street outreach and administering a 28 bed emergency shelter. The Housing Ministry has become an official part of the CoC just in the past few years; it originally began as an all-volunteer effort of parishioners. They began by providing temporary emergency shelter and meals in the church basement on a seasonal basis (November-February). The Ministry has a budget of roughly \$350,000. In serving a more rural region of the county, the shelter filled an important niche in the homeless services continuum, and was thus invited to join the CoC three years ago. As a result, the Housing Ministry was able to get a small portion of the federal housing funding in the county. The program is now funded about 50% by emergency shelter grant funds, while the rest is covered by the church. The shelter now operates on a year-round basis, in a nearby building that is leased by the church.

You are John Connolly, Director of St. James Housing Ministry, and you are faced with a rare opportunity to develop 8 new permanent housing units. After successfully completing a capital campaign, the church is set to break ground on building a new rectory. Rather than demolish the old one, you would like to see it rehabbed into single-room units which would provide permanent housing for 8 individuals that are currently homeless.

You will ask the CoC to give you their blessing in submitting an application in the amount of \$820,000 to HUD's single-room occupancy program. This amount would cover both the renovation costs, as well as the rent subsidy payments for 8 individuals for a 10 year period. You suspect a few of the CoC members will be surprised by this request, given that the Housing Ministry has been a minor player in the continuum up to this point. However, the county is in desperate need of more permanent, low-income housing units and your proposal would help to fill that need. Your experience with running the emergency shelter over the past three years has made you realize you've only been putting a band-aid on the problem. You enter the CoC meeting firm in your resolve to do something that will have a more permanent impact on the homelessness problem in the county, which means you must get approval for your proposal.

Crisis Center/Refuge

Crisis Center/Refuge is a large mental health and housing services provider. They function as the central intake and assessment point for persons experiencing a crisis or psychiatric emergency and they make referrals for services as necessary. Their main roles in the CoC include street outreach for homeless persons through their mobile crisis team, providing housing referrals and linkages for those with housing needs who present for a psychiatric intake/assessment, and providing emergency shelter for homeless/runaway youth through Refuge, their 14 bed shelter for youth and teens.

Crisis Center/Refuge has an annual budget of \$12 million, about 75% of which comes from government funding and the remainder comes from private contributions and corporate partnerships. A very limited amount of your budget is devoted to housing programs (street outreach program and the Refuge shelter), but you would like to increase the organization's housing revenue. Your overall revenue has declined just slightly over the last two years due to lower annual donations and now it looks like one of your main corporate sponsors is reducing their annual financial commitment to your organization. You recently learned that in an effort to spread their contributions around a bit more, one of your key corporate sponsors, AllSystems Corp., has just formed a partnership with El Centro de Comunidad. Although they will continue to support your organization AllSystems is reducing their sponsorship by 30% next year.

You are Al Smith, Executive Director of Crisis Center/Refuge. You had not planned to submit a funding request this year, but recent events have compelled you to make a case for funding to increase your street outreach program. Although reducing the number of chronic homeless individuals is identified in the strategic plan, the CoC has historically accorded lower priority to this population since they are generally the most difficult to serve. Moreover, persons living on the streets have represented a fairly small share of the homeless in Brookfield. However, you believe the timing is perfect to expand your street outreach program, because the most recent HMIS reports have suggested this population is growing. Coincidentally, you have a new staff person on board in your crisis screening department, who you think can help improve your outcomes with this population. If you had the ability to expand your street outreach grant, you'd be able to cover some of this new staff's salary under the new grant. You enter the meeting prepared to make the case that now is the time for the CoC to approve a funding request for expanded street outreach services.

Midwest Center for Mental Health

Midwest Center for Mental Health (MCMH) is a large provider whose primary mission is behavioral health care for persons with psychiatric and developmental disabilities. Housing is a natural concern for your organization, as your client population is primarily persons with severe and persistent mental illness who require ongoing support. The key roles of MCMH in the CoC include providing permanent supportive housing through a variety of funding sources including shelter plus care funds and a county funded rental subsidy program, and supportive services (case management) to several hundred clients, which aids in housing stability/prevention of homelessness.

MCMH has an annual budget of roughly \$19 million, about \$4 million of which is spent on housing services for persons with mental illness. The organization is funded entirely by government (federal, state, and local contracts and grants) to include a combination of Medicaid fee-for-service payments and federal, state and local housing grants. Among their many successful housing programs, MCMH currently provides permanent supportive housing to 25 individuals with chronic mental illness through a renewable Shelter Plus Care grant. Through this program you have provided housing stability for 25 formerly homeless people who had previously spent years cycling in and out of jail and emergency shelters.

You are Nola Baker, CEO of MCMH. You plan to request authorization from the CoC to apply for \$350,000 to fund 10 additional Shelter Plus Care units. Based on your success with the existing 25 clients, the county has agreed to put up the necessary matching funds you need to provide the supportive services. You are prepared to argue that your proposal helps to fulfill the need for more permanent housing in the county. You are also prepared to argue that additional Shelter Plus Care units saves the county money in the long-run by reducing the burden on emergency shelters and the county law enforcement system. While you are convinced your proposal is the most logical one to fund, you're aware through casual conversations with other CoC participants that there will be several requests on the table this time so you will try to keep an open mind. However, you've decided you will not support any requests made by Chris Jones. You've known Chris a long time but you're beginning to find him overbearing these days and are concerned his mindset is shifting from one of a team player to a power wielder.

Appendix 1:

Strategic Plan Goals

*Note: This is a highly abbreviated version of the current strategic plan to end homelessness in Brookfield County. The goals are broad, long-range visions that the CoC is working toward over the next 10 years. The objectives listed are for the current year, and are designed to push the CoC toward accomplishment of the 10 year goals.

Goal 1: Increase the supply of affordable, permanent housing units

- Objective 1: The number of permanent housing placements with supportive services will be expanded by 10%.
- Objective 2: The number of single-room occupancy units shall be increased by 5%.
- Objective 3: Identify fifteen additional landlords willing to take tenants with rental subsidies.

Goal 2: Prevent homelessness

- Objective 1: Support services will be available and accessible to 100% of clients who require these services in order to obtain and maintain permanent housing.
- Objective 2: Prevention services will be available and accessible to 100% of those in a housing crisis or at imminent risk of homelessness.
- Objective 3: Inter-agency collaborative partnerships that address the causes of homelessness will be developed with providers of mental health, medical care, substance abuse prevention and treatment, and health insurance. These partnerships will be assessed quarterly to identify performance and gaps in services by a special committee of the CoC.
- Objective 4: Expand the capability for linking clients to services that increase their income including job training and job placement to ensure that those capable are employed in positions that require adequate wages, and those who are eligible for income support programs such as SSI/SSD, etc. are linked to these programs in a timely manner. This objective will be delegated to a special committee of the CoC who will report to the Executive Committee quarterly.

Goal 3: Reduce chronic homelessness through specially trained teams that will offer street-based services

- Objective 1: One hundred unsheltered, persons will be housed for an initial period of 90 days. After 90 days, at least 75% of those housed will remain in sponsored housing.
- Objective 2: There will be a 10% reduction in the arrest rate for nuisance crimes committed by those living on the streets.
- Objective 3: 100% of outreach teams will include individuals experienced in mental health, health care, veterans' services, and interaction with chronically homeless persons.
- Objective 4: Increase the number of specialized outreach teams by 1-2.

Goal 4: Public information and accountability

- Objective 1: All CoC service providers will participate with in Homeless Management Information System in the development and implementation of standards of care as often as necessary, and in on-going data collection, process monitoring, and outcomes assessment.
- Objective 2: The System Manager will convene an annual meeting for CoC providers, client representatives, and other stakeholders to report on outcomes for the past year and prioritize plans for improvement in the next year.
- Objective 3: Enhance support and participation for the HMIS system to better establish housing and services capacity and gaps, and to more accurately gauge and monitor outcomes from which cost data can be generated.

Teaching Note

The following list of readings may be useful in preparing students for this simulation. Readings should be assigned ahead of time to maximize students' awareness of strategies that may be effectively used to negotiate a satisfactory outcome for each participant.

Suggested Readings:

Bardach, Eugene. 1998. *The Culture of Joint Problem Solving*, Chapter 7 in *Getting Agencies to Work Together*. Washington, D.C.: Brookings Institution Press.

Fisher, Roger, William Ury, and Bruce Patton. 1991. *Getting to Yes: Negotiating Agreement Without Giving In*. Houghton-Mifflin Company.

Linden, Russell M. 2010. *Leading Across Boundaries: Creating Collaborative Agencies in a Networked World* by. San Francisco, CA: Jossey-Bass.

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Shell, G. Richard. 2006. *Bargaining for Advantage: Negotiation Strategies for Reasonable People, 2nd Edition*. New York, NY: Penguin Books.

Ury, William. 1993. *Getting Past No*. New York, NY: Bantam Books.