




CITY MANAGER'S OFFICE

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DATE: October 18, 2018
TO: Mayor and City Commissioners
FROM: Greg Harrison, City Manager 
RE: **Recommendations for Pompano Beach Homeless Services**

As you recall, the City Commission tasked staff with identifying a permanent revenue source for homeless services. It was ultimately recommended that the City could raise the Utility tax from 6% to a maximum of 10%, which would raise an estimated \$800K per year. Prior to moving forward with any increase in the Utility Tax, staff had a consultant review homeless services currently being offered through the County and provide recommendations as to how the City could best leverage the additional monies for homeless services.

Attached for your review and consideration are recommendations for City action aimed at ending homelessness in Pompano Beach, prepared at our request by Org Code, Inc. Briefly outlined, the recommendations are:

Shift to a "Housing First" service orientation-Emergency shelters are critical to an effective crisis response system, but absence of rigorous housing focused services causes the unsheltered population to increase.

Dedicated City Homeless services- Establish a team to specifically address and target housing barriers to help clients self-resolve their housing crisis, access and navigate the homelessness response system.

Enhance Outreach-Outreach is critical to connecting people who are sleeping outside or in other places not meant for human habitation, with housing and support services. The ultimate goal of outreach is to help individuals obtain permanent housing.

Develop a Pompano Beach City Rapid Re-Housing Program - The primary focus of rapid re-housing is on helping households obtain permanent housing as quickly as possible.

- ❖ **Core Component #1: Housing Identification**-The primary focus of services in rapid re-housing is to provide help with finding housing and to troubleshoot barriers that prevent access to that housing.
- ❖ **Core Component #2: Rent and Move-In Assistance**-Rapid re-housing programs offer financial assistance to cover move-in costs, deposits, and the rental and/or utility assistance (typically for six months or less).
- ❖ **Core Component #3: Case Management**-Case management services as needed to supplement CoC case management and speed the placement process.

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- ❖ **Benchmark #1: Reduce the Length of Time Program Participants Spend Homeless**-Reduce the time spent homeless is the speed with which a rapid-rehousing program can identify and help households gain access to appropriate housing.
- ❖ **Benchmark #2: Permanent Housing Success Rates**-Permanent housing may include private, unsubsidized housing; subsidized housing; permanent supportive housing; or housing shared with friends or family in a sustainable living situation.
- ❖ **Benchmark #3: Reduce Returns to Homelessness**-Reduce the number of households returning to homelessness following soon after an exit from a rapid re-housing program.

Attached is the study for your review. The study provides an explanation for the recommendations and a detailed budget.

The study is very informative but I think the most profound statement is included in the last paragraph of page-4: "Each chronically homeless person in your community costs more than \$46,000 per year to keep them homeless. To house and support that same chronically homeless person only costs \$22,000 per year, a nearly 50% return on investment. Ending homelessness, rather than managing it, saves money."

While the Report outlines "teams and services," please keep in mind that there are various options to executing homeless services rather than adding a number of new City employees. We look forward to meeting with each of you individually to hear your thoughts and discuss any questions.

cc: Brian Donovan, Assistant City Manager
Mark Korman, Compliance Manager

g: 2018 corresp. Homeless Services Recommendations 10-18-18



The City of Pompano Beach, FL Recommendations for New Resources



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Introduction

The City of Pompano Beach asked OrgCode Consulting, Inc. (OrgCode) to review recent system-level reports, data and assessments made by the National Alliance to End Homelessness (NAEH) and others regarding the type, delivery and outcome measurements of homeless services by the Broward County Continuum of Care (CoC). Upon the NAEH's recommendation of OrgCode to the City, we undertook a review and analysis in order to recommend a best practice approach that would help guide the City as plans for its homeless program are finalized.

Pompano Beach has already identified a potential revenue stream to fund its program. OrgCode conducted its review and analysis and makes recommendations in this report with an understanding of potential funding levels. Our goal was to suggest the route most likely to assure implementation of a cost effective, high impact program to end homelessness in Pompano Beach. That route maps a best practices approach to address CoC service gaps aligned with CoC activity without duplicating it, and does so in a manner taking into account City-specific circumstances and opportunities.

OrgCode's recommendations are inclusive of appropriate interventions identified in available materials and informed by *National Best and Promising Practices*, and a sample budgetary framework for effective implementation. The following resources and materials were used:

- *Corporation for Supportive Housing Report: Framework to Inform the Broward County's Plan to End Homelessness*
- *National Alliance to End Homelessness Report and Presentation:*

Recommendations for Broward County's Crisis Response System

- *Lambert Advisory Report: Housing Study & Strategy Summary Findings*
- *Pompano Beach Assistant City Manager Memo: Strategic Plan – Homeless Task Force*
- *National Alliance to End Homelessness: Recommendations for Implementation of the Federal HEARTH Act 2013*
- Discussion with Kristi Schulenberg, National Alliance to End Homelessness

Clear themes emerged as the review and analysis progressed, leading us to approach the issue with two key considerations in mind:

Financial Capacity: When new resources are allocated by a community to help end homelessness in that community, identification of activities that are most likely to create broad, system-wide impact and sustainability is paramount.

City Specific Impact: The available materials focused on regional, Broward County evaluation and recommendations. As stated in the Introduction, this report is focused on filling regional program delivery gaps through use of City resources, which bolster regional efforts as a byproduct.

Accompanied by 56% of other cities and counties in the United States, Broward County has experienced an increase in chronic and unsheltered homelessness. While substantial work remains, there is already substantial regional involvement, investment, and a shared understanding that the system here requires a shift from present services and delivery processes to a “Housing First” service orientation. The Housing First approach seeks to implement HUD’s move in that direction, facilitating clear outcome

measurement and consistent programming focused on reaching the objective that all should be properly housed.

The Housing First approach is aimed at breaking down barriers that keep people from getting the housing and services they need. It increases access to emergency shelter through systems navigation and demands “low-barrier” shelter access, thereby increasing available housing-focused services that increase the number of exits to permanent housing. This is accomplished primarily through identification of and increased capacity in housing resources and capacity throughout the County.

The desired outcome of Housing First is a “functional end” to homelessness. A functional end to homelessness does not mean that homelessness is no longer an issue within a community, but it does mean that there has been a shift away from managing homelessness to ending it.

In other words, everyone who needs and wants a home should have one.

Pompano Beach seeks to ensure that its investment in pursuit of this outcome incorporates today’s best and most promising practices. Work to end homelessness acknowledges that housing is a fundamental human right and need, and that it is a sound investment. Each chronically homeless person in your community costs more than **\$46,000 per year** to keep them homeless. To house and support that same chronically homeless person only costs **\$22,000 per year**, a nearly **50% return** on investment. Ending homelessness, rather than managing it, saves money¹.

¹ Ly, A., & Latimer, E. (2015). Housing First Impact on Costs and Associated Cost Offsets: A Review of the Literature. *Canadian Journal of Psychiatry. Revue Canadienne de Psychiatrie*, 60(11), 475–487.

Based on the analysis of the materials provided and taking into consideration financial and community impact, OrgCode provides the following recommendations for Pompano Beach's allocation of new resources.

Recommendations for Allocation of New Resources

➤ Recommendation #1: Develop a Team to Provide Dedicated Services that Supports Homeless Initiatives in Pompano Beach

The lack of vacant, affordable housing in Pompano Beach remains an ongoing challenge to the goal of accessing safe, permanent housing solutions to households experiencing homelessness; however, this can be offset by allocating resources that reduce the inflow to the system. By providing a team to oversee system flow, and who specifically address and target barriers, you can support consumers with services that assist them to self-resolve their housing crisis, access and navigate the homelessness response system and provide the necessary supportive services for reducing barriers and accessing permanent housing.

Housing & Social Services Manager

Initiatives require innovation, experience, and strong leadership. This position can serve as the primary contact and representative for the Broward County Continuum of Care and help assure a cohesive, collaborative and coordinated system of care in Pompano Beach that creates a seamless, client-centered system. It will create City capacity to

extend the reach of resources available to Pompano Beach's homeless population.

The Housing & Social Services Manager will oversee staffing, the administrative and program functions of a Rapid re-housing (RRH) program, monitor grant and contract compliance, and undertake activity to maintain assurance of files, data and evaluation.

As funding allows, the Housing & Social Services Manager will be responsible for continuous quality improvement of Homeless Management Information System (HMIS) data with respect to Pompano Beach clients, support for local Coordinated Entry Services (CES) initiatives, and the implementation of CES policies and procedures, and further integration of subpopulation supports (including people experiencing chronic homelessness, youth and veterans).

Housing Navigator

The Housing Navigator's job is to work with and support persons experiencing homelessness throughout Pompano Beach, by helping them locate and secure appropriate housing through the Coordinated Entry System (CES).

To be most effective, a Housing Navigator should first seek to serve consumers who are in shelter. This increases both individuals and the capacity of shelter, as it supports individuals and families in exiting homelessness as quickly as possible through the identification of safe, permanent housing. Partnering with outreach teams to support unsheltered households, the Housing Navigator works to connect consumers to the CES's access point(s) for screening and support households through their journey out of homelessness.

A Housing Navigator guides participants to the services that are currently available within the emergency shelter and by outreach programs that support a rapid exit out of homelessness. Available housing solutions may be CoC or City-funded rapid re-housing (RRH), or Permanent Supportive Housing (PSH) units.

The Housing Navigator can also identify housing resources that may be available within a person's life (self-resolution) and more general, creative housing solutions like shared housing. He or she also works across systems to locate housing opportunities in specialized housing sectors. For example, senior and family systems may be available and most appropriate. Other community solutions are also available. Also, this position can support CES partners by assisting clients with the required "document readiness" for housing, as well as a seamless transition of supportive services throughout the housing process.

High-acuity, or highly vulnerable, persons experiencing unsheltered homelessness tend to be matched with a HUD funded CoC housing resources such as Rapid re-housing or Permanent Supportive Housing through the Continuum of Care. However, low or mid-moderate acuity households often get 'stuck' in shelter because they aren't being provided with the appropriate supportive services necessary to identify solutions to their housing crisis.

It is within best and promising practices to serve greater vulnerability households, first and prioritize those households for housing as it becomes available². However, when prevention and diversion have proven

² <https://www.hudexchange.info/resources/documents/Coordinated-Entry-Core-Elements.pdf>

unsuccessful, and a household's barriers aren't a high priority, these lower acuity households often experience extended shelter stays as they lack the financial resources and networking skills that are needed to exit shelter. Housing Navigators can be very helpful with this group's needs, in addition to landlord recruitment and alternative housing solutions as the situation dictates.

Housing Locator

Many people experiencing homelessness are not in "high acuity" and/or in shelter, but they are still in the midst of a severe crisis, unable to reasonably search and apply for their own housing. The most effective way to support this group is through the more focused help in quickly obtaining housing through use of a Housing Locator.

Housing Locators support the housing search process by cultivating relationships with new landlords, maintaining regular contact with landlords currently working with programs, and supporting households to access mainstream housing resources when possible to make homelessness rare, brief, and non-reoccurring. Communities like Broward County that have high-cost and low-vacancy markets are more effective in housing people with histories of homelessness with the use of a Housing Locator.³

There are some shelter users with a plethora of co-occurring complex needs, long histories of trauma, and both personal and institutional realities that interfere with quick passage into housing. It is easiest, in these instances, to focus on those with fewer issues or to resign oneself

³ Taken from The National Alliance to End Homelessness: Recommendations for Broward County's Crisis Response System

that people with such circumstances have to be in shelter until a permanent supportive housing opportunity becomes available. That is demeaning and nonsense.

Communities need to learn what non-homeless individuals and families with the same needs, histories and realities do to find and stay housed and replicate those strategies. That means boots on the ground intelligence. That means going to lower-income neighborhoods and speaking with tenants about how they figured out their housing needs without being homeless. That means seeing the strengths of the dozens, hundreds or even thousands of people in your community as local community experts that can teach you how to overcome the obstacles that you saw in the people you are sheltering.⁴

This unique role must have the skill set to work with vulnerable and marginalized populations in a way that is trauma-informed and culturally competent, as well as be able to negotiate housing and tenancy agreements with landlords and property owners. In the event of a crisis or emergency at one of the units, this position can serve as liaison and advocate for the landlord, while the consumer's Case Manager or Housing Navigator provides support and advocacy.

A clear delineation of roles is important to establish in order to support all vested stakeholders in housing programs and promote housing stability and the sustainability of the affordable housing stock.

⁴ Excerpt from: Housing Focused Sheltering: Thoughts from OrgCode

➤ Recommendation #2: Enhance Outreach

Homeless outreach plays a critical role in connecting people who are unsheltered, sleeping outside or in other places not meant for human habitation with housing and support services. Outreach workers often engage people who are highly vulnerable and may need several engagements before they accept assistance. Outreach assists people who do not wish to or cannot enter shelter to survive by offering items such as blankets and water. As with all other roles, the ultimate goal of outreach is to help individuals obtain permanent housing.

Outreach workers should engage people experiencing unsheltered homelessness, assess persons at the time of contact and refer them directly to coordinated entry and connection to permanent housing resources. The need for outreach is a particularly important function in Broward County, where close to **34%** of people experiencing homelessness identified during the 2016 Point-in-Time Count were unsheltered.

The Broward County Sheriff's Homeless Outreach Team is a great example of government employees whose jobs include homeless outreach because they are most often the first point of contact.

Because there are anywhere between **780** people sleeping outside or in their car on any given night in the County, more capacity should be added to the outreach staff to increase engagement with coordinated entry activities that support housing focused services, including⁵:

⁵ Taken from The National Alliance to End Homelessness' Recommendations for Broward County's Crisis Response System

- Follow-up on referrals on clients who have been matched with housing through the Coordinated Entry System;
- Continue participation in and follow-up on tasks within the CoC;
- Participate, with CoC coordinated entry staff and participating providers, to case conference for permanent housing placements identified by the CES;
- “Warm” hand-offs to longer term permanent supportive housing case managers, and
- Make connections to RRH providers so clients are integrated into CES and relationships are built with those RRH providers, particularly with respect to clients who require supportive care in order to successfully live on their own.

On a regular basis, the Pompano Beach Housing & Social Service team, in collaboration with the CoC, should review and analyze the following data to ensure effective program evaluation:

1. Geographic locations of first contact so that people can be found if their names come up on a housing list;
2. HMIS Universal Data Elements;
3. VI-SPDAT/assessment tool score (unless the person does not wish to be assessed);
4. Total persons who are document ready;
5. Average time from homelessness to move in to permanent housing;
6. Number of persons the Rapid re-housing program engages that obtain a permanent housing placement;
7. Number of persons the Rapid re-housing program engages that moved into permanent housing and then returned to homelessness;

8. Analyze outcomes by subpopulation corresponding to the PIT count classifications.
9. Numbers of persons successfully connected to permanent housing without using coordinated entry housing interventions
10. Destination exit after homelessness for those who were engaged by the Rapid re-housing program and not placed in permanent housing.

➤ **Recommendation #3: Develop a Pompano Beach Rapid Re-Housing Program**

The development of a Pompano Beach Rapid Re-housing program would have a dramatic and immediate impact on ending homelessness within the City as well as increase resources for all partners within the Broward County Continuum of Care. Referrals would be made through the Broward County Coordinated Entry System based on the thresholds outlined within the Broward County CES Policies and Procedures regarding prioritization for rapid re-housing resources.

The City should develop written standards to guide the operation in accordance with standards and processes that are outlined in detail in the CoC's Coordinated Entry System manual. This will improve transparency and help assure meaningful coordination of services for persons experiencing homelessness in Pompano Beach and throughout Broward County.

Rapid Re-Housing Practice Considerations⁶

Primary focus on helping households obtain permanent housing as quickly as possible

Consistent with a Housing First approach, rapid re-housing programs focus on the goal of helping households obtain permanent housing as quickly as possible without first requiring household members to meet behavioral prerequisites like sobriety and treatment adherence. This supports moving consumers directly from the street or shelter into safe, permanent housing.

From the moment households experiencing homelessness are encountered, rapid re-housing programs engage them around where and how to obtain permanent housing and flexibly provide “just enough” financial assistance and supportive services to help the household become stable. Choice is a key consideration in the housing search.

Accessible to households experiencing homelessness

Rapid re-housing must be highly accessible to households experiencing homelessness. Programs should have a means of quickly reaching households that become homeless in a wide variety of settings where they are likely to seek help, including emergency shelters, food pantries, and social services programs.

Communities that have coordinated entry and assessment systems and information lines (e.g. the Broward County Homelessness Hotline) should integrate rapid re-housing screening and triage into these systems to

⁶ <https://www.hudexchange.info/resources/documents/Rapid-Re-Housing-Brief.pdf>

identify households in need of Rapid re-housing assistance and engage them in the re-housing process as soon as possible.

Assistance is guided by assessment of housing barriers, strengths, and preferences

All assistance provided in rapid re-housing should be guided by a housing plan, which is developed based on an assessment of housing barriers and in partnership with households.

Upon first contact, an initial assessment is conducted to identify households housing needs and preferences, strengths, and barriers to housing, and to identify possible alternatives and resources. This assessment should be primarily focused on assessing housing needs rather than service needs.

Regular reassessments, provided through follow-up, should be built into the housing plan to determine if the level of assistance should be increased, decreased or discontinued once households enter permanent housing.

Flexibility and adaptability of assistance

Periodically reassessing the preferences, needs, and abilities of households assisted by rapid re-housing is critical because it allows for the determination of whether the levels of both financial assistance and services need to be either increased or decreased

Rapid Re Housing Core Components^{7 8}

Core Component #1: Housing Identification

The goal is to find housing for people quickly, and the primary focus of services in rapid re-housing is to provide help with finding housing and to troubleshoot barriers that prevent access to that housing.

Housing identification services encompass helping households find appropriate rental housing in the community. This help includes location and recruitment of landlords to provide housing opportunities for individuals and families experiencing homelessness and addressing potential barriers to landlord participation such as concern about short-term nature of rental assistance and tenant qualifications.

Also included would be assistance to households in completing applications and preparing for interviews with landlords, help with document readiness and assisting with plans for the eventual move into a home.

It may also include identifying co-housing with a friend or family member if that is the most appropriate option for permanent housing. One critical aspect of this step is choice: make sure the individual or household has a choice in their housing.

Core Component #2: Rent and Move-In Assistance

A primary barrier to permanent housing for many families experiencing homelessness is their limited finances. To address this barrier, rapid re –

⁷ <https://endhomelessness.org/rapid-re-housing-works/>

⁸ <https://www.hudexchange.info/resources/documents/Rapid-Re-Housing-Brief.pdf>

housing programs offer financial assistance to cover move-in costs, deposits, and the rental and/or utility assistance (typically for six months or less) necessary to allow individuals and families to move immediately out of homelessness and stabilize in permanent housing.

This assistance should not be delivered using a standard “package” – it must be flexible to meet unique client needs. In some instances, households may need and qualify for longer term rental assistance, such as through a Housing Choice Voucher (i.e., “Section 8”). This will help assure a permanent escape from homelessness and achieve housing stability. In such a circumstance, rapid re-housing may serve as a form of bridge housing until the voucher is secured. Following are examples of important elements of assistance in a rapid re-housing program:

- While the program participant is still experiencing homelessness, focus solely on housing and meet at least weekly, in-person whenever possible;
- Refer zero income households to County and/or Social Security office immediately to apply for benefits;
- Help households address credit history, arrears, legal, and other tenancy issues;
- Help households negotiate manageable and appropriate lease agreements with landlords;
- Ensure that the housing unit passes a Habitability Assessment before move-in;
- Complete a rental assistance agreement between the tenant, property management, and provider;
- Providers may not discharge households from rapid rehousing before being housed, unless they cannot find the household after diligent efforts; and

- Providers should start by providing households with the lowest amount of assistance possible and then increase over time, as is needed, as determined by assessing household acuity and stability over time.

Component #3: Case Management

Case management services are provided by the City as needed to supplement CoC case management in order to speed the placement process. It should be client-directed, respectful of individuals' right to self-determination, and voluntary.

Unless basic, program-related case management is required by statute or regulation, participation in non-financial services should not be required to obtain or maintain rapid re-housing assistance. Because rapid rehousing is a short-term crisis response program, case managers typically do not attempt to directly address all the service need, instead working through broker services that connect participants to community-based services that already exist.

Rapid re-housing assistance should end, and the case closed, when the individual or family is no longer facing the threat of homelessness. Of course, case management may continue if appropriate or requested.

Steps to rapid re-housing:

- Create a Housing Stability Plan/Case Plan which is informed by the full SPDAT or another objective-based assessment tool;

- Make appropriate and time-limited services and supports available to households to allow them to stabilize quickly in permanent housing;
- Refer to resources that help improve their safety and well-being and achieve their long-term goals; and
- Provide client-directed services, respectful of individuals' right to self-determination, and voluntary. Unless basic, program-related case management is required by statute or regulation, participation in services should not be required to receive rapid rehousing assistance.

Rapid re-housing Case Manager

In partnership with the Broward County CES and the Pompano Beach Homelessness Initiatives Team, the Rapid re-housing Case Manager can support the primary functions of a rapid re-housing program to support households with the necessary housing stability support services to retain housing.

This position provides objective-based case management, together with tenancy and housing stability focused support. Case management services can also monitor participants' housing stability after securing housing and during program participation through home visits and communication with the landlord.

Case Managers are available to resolve housing-related crisis, should they occur, acting as the advocate for the consumer in partnership with the Housing Locator and Housing Navigator, as needed. Case management can also assist households with connecting to resources that help them improve their safety and well-being and achieve their long-term goals.

Rapid re-housing Benchmarks for Performance⁹

Pompano Beach can positively impact the lives of City residents experiencing homelessness by developing a robust rapid re-housing program as reflected in overall system target performance measures. To do this, Pompano Beach would establish performance benchmarks to determine the effectiveness of Pompano Beach's Rapid re-housing Program. Rapid re-housing's goal is to make homelessness rare, brief, and non-reoccurring. Recommendations are as follows:

Performance Benchmark #1: Reduce the Length of Time Program Participants Spend Homeless

The first goal of rapid re-housing is to reduce the amount of time individuals and families spend homeless. The primary opportunity for a Rapid re-housing program to impact how much time a household spends homeless is the speed with which it can identify and help households' access appropriate housing options.

If a household is experiencing literal homelessness in an Emergency Shelter or Transitional Housing program, it is considered homeless. The program can track reductions in length of time homeless by activities that:

- Identify date a household becomes known to the RRH program through CES referral;
- Identify date a household gets housed in permanent housing (not Transitional Housing);

⁹ <http://endhomelessness.org/wp-content/uploads/2016/02/Performance-Benchmarks-and-Program-Standards.pdf>

- Average = Sum of number of days from program entry to move in date for all households ÷ Total Number of Households

Performance Benchmark #2: Permanent Housing Success Rates

Households can exit into permanent housing with or without a subsidy. A Rapid re-housing program can impact permanent housing success through the combination of an appropriate housing placement, financial assistance, and effective case management and services. Permanent housing may include private, unsubsidized housing; subsidized housing; permanent supportive housing; or housing shared with friends or family in a sustainable living situation.

Permanent housing does not include shelter, a transitional housing program, jail, prison, or treatment.

For a rapid re-housing program to meet this performance benchmark, participants must receive robust, housing focused case management that results in at least 80 percent of them exiting to permanent housing within 60 days or less after Coordinated Entry System intake; 90 days for households with the highest level of barriers, as identified through the CES assessment and prioritization process.

Performance Benchmark #3: Reduce Returns to Homelessness

The third goal of a rapid re-housing program is to reduce the number of households returning to homelessness following soon after an exit from a Rapid re-housing program. The primary opportunities for a Rapid re-housing program to impact the success of a household in remaining housed is through the combination of securing appropriate housing and effective case management and services.

Pompano Beach should set its own target performance measures within Rapid re-housing Program of 0% exits into homelessness. In addition, we recommend the City strive to meet the following additional outcome targets over time:

- 25% of participants can increase their income through employment from program entry to exit
- 80% of all participants can be stably housed at program exit
- 85% of participants who were stably housed at exit cannot enter shelter within 6 months after their exit from rapid rehousing assistance (as evidenced in HMIS)
- 75% of participants who were stably housed at exit cannot enter shelter within 12 months after their exit from rapid rehousing assistance as evidenced in HMIS.

Utilization of the Homeless Management Information System (HMIS)

HMIS is a shared data system designed to provide an unduplicated count of homeless individuals, information on the number of people who are homeless, related demographics and their needs over time. Participation allows for programs and community track the entire process for households experiencing homelessness: where they are located, what services they receive, and how quickly they are identified and housed. Pompano Beach wants to end homelessness for all stakeholders – residents, business owners, and for their neighbors experiencing homelessness. Ending homelessness requires a coordinated effort from beginning to end, as well as a coordinated exit out of homelessness. The data entered into HMIS by Outreach, Housing Navigator, Housing Locator, and Rapid re-housing staff will support a seamless transition through and out of the crisis of homelessness. HMIS data also supports commitment to the ongoing evaluation of program performance.

VI-SPDAT

The VI-SPDAT is an evidence-informed approach to assessing an individual's or family's acuity. The tool, across multiple components, prioritizes who to serve next and why, while concurrently identifying the areas in the person/family's life where support is most likely necessary in order to avoid housing instability. The VI-SPDAT series of triage tools (VI-SPDAT for Single Adults, F-SPDAT for Families, and the TAY-VI-SPDAT for Transition Age Youth (18-24) are used to determine acuity and assist with decisions about prioritization and matching for available housing resources.

Rationale

For homelessness to be addressed with the intention of ending it, it is fundamental that all programs and interventions within the CoC function as a *system* of care. While there are services specifically located within the City of Pompano Beach, they are part of a larger system response. We know that individuals and families experiencing homelessness do not stay within city limits and are often highly mobile as they seek out basic needs and shelter.

Upon reviewing the documents for this report, it became clear that improvements to current sheltering models within the Broward County CoC, including the City of Pompano Beach, is necessary to improve up how persons experiencing homelessness access the homelessness response system, and how they are served once they do. For homelessness to be rare, brief, and non-reoccurring shelters should function as a process, not a destination.

Emergency shelters are a critical component of an effective crisis response system because people experiencing a housing crisis or fleeing an unsafe situation need to access a safe and decent place to stay for a brief period until they can obtain permanent housing. In an effective homeless crisis response system, anyone experiencing a housing crisis should easily access shelter and housing supports without pre-requisites or access appropriate support to retain their current housing situation or identify a safe, appropriate alternative, so they do not have to enter emergency shelter. The goal of emergency shelter is to focus on re-connecting people to housing as quickly as possible.¹⁰

Shelters are shelters. They are not rehab centers. They are not health care facilities. They are not counselling centers. If you are economically poor (including on assistance), live with a mental illness or substance use disorder, or have barriers like being a registered sex offender, having poor credit, or less than ideal tenancy history – you are more likely to be housed than homeless. You are also more likely to be in the private market without any sort of subsidy. You are likely to live in housing that would pass inspection¹¹. The current shelter model in Pompano Beach provides basic needs but limited supportive services. Over capacity, without rigorous housing focused services, the unsheltered population in the city is increasing as persons experiencing homelessness are either unable to access shelter, or unable to exit.

Shelters do not end homelessness. Rapid re-housing does.

¹⁰ Taken from The National Alliance to End Homelessness' Recommendations for Broward County's Crisis Response System

¹¹ Excerpt from: Housing Focused Sheltering: Thoughts from OrgCode

In the absence of a housing strategy, shelters are the place where people get stuck. **OrgCode, the HUD SNAPS office and the National Alliance to End Homelessness have all agreed that if a community is going to add more shelter beds, for every shelter bed added six housing units (through RRH or otherwise) are required. Developing shelter capacity without enhancing housing options through the likes of RRH is foolish and a waste of money.**

Communities often mistakenly believe that emergency shelter is a quick fix to get people off the street. While some people use shelter, it is voluntary; people cannot be forced to accept shelter. This leads to community frustration and underutilized assets. Consider Hawaii for example. They have among the highest unsheltered population in the nation and have unused shelter spaces every night of the year.

Investment in RRH goes further than investment in shelter. Consider that a **\$100,000 investment in RRH can pay for one case manager and the ability for 20 clients to exit homelessness with a six-month subsidy that allows them to transition to stable, independent living. A \$100,000 investment in shelter can pay for more staff, but the same 20 people are still homeless.**

RRH has been used effectively in high-priced markets where there is scarce affordable housing including the likes of Los Angeles, Hawaii, San Francisco and urban areas of Florida like Hillsborough and Pinellas Counties where their SSVF RRH programs is hailed by the VA as one of the best programs in the country, or Palm Beach County where they have transformed their system to place RRH as the centerpiece of the system response to homelessness.

For the overall system to improve, of which Pompano Beach is a part, all program components across the system of care must improve and align to

support an increase access to housing focused services, establishing target performance measures, and tracking of housing stability outcomes for program and system effectiveness and ongoing evaluation.

A system of care is only as strong as its programs, staff, and commitment to consumers. Allocating new resources must be thoughtful and intentional and it's imperative that the systems and shelters that already exist within Pompano Beach are operating at full capacity before additional shelter beds would make any possible difference.

While the City of Pompano Beach cannot make direct changes the to the services provided within a County funded shelter, providing ancillary resources at both the 'front end' of service delivery through the development and addition of supportive services as well as the development of 'back end' resources of rapid re-housing units, the City can support the principles of a coordinated entry *into*, and thus a coordinated exit *out of* the homelessness response system.

Budget Estimate

Line Item – Personnel	Cost Per Item	# of Items	Total Budget	Line Item Detail
Homelessness Initiatives Coordinator	\$60,000	1	\$60,000	
Housing Navigator	\$45,000	1	\$45,000	
Housing Locator	\$45,000	1	\$45,000	
Rapid re-housing Case Manager	\$45,000	1	\$45,000	
Outreach Worker	45,000	2	90,000	
Benefits (20% of salary)	\$39,000		\$57,000	Health care, life insurance, 403B
Tablets/Phones	\$800	6	\$4,800	one-time, start-up

				expense
Desktop Computers	\$500	6	\$3,000	one-time, start-up expense
Office Supplies	\$600	6	\$3,600	\$50/monthly per staff
Data Plans	\$1,200	6	\$7,200	\$100/monthly per staff for phones/tablets
Staff Travel	\$3,000	6	\$18,000	\$250/monthly per staff
Professional Development/Training	\$1,500	6	\$9,000	
Line Item – Programming				
Assistance with Moving Costs	\$1,200	18	\$21,600	Move in costs for 18 RRH participants including deposit and moving assistance such as truck, etc. (assuming around 20% turnover)
RRH Program Supplies	\$250	18	\$4,500	Program materials related to case management and housing stability services
Outreach Supplies	\$500		\$6,000	\$500/monthly Outreach supplies and materials
Employment/Education Assistance	\$150	18	\$2,700	work or educational related fees for 18 RRH participants for
Food	\$250	18	\$4,500	groceries for 18 RRH participants
Transportation	\$150	18	\$2,700	gas/bus/train cards for 18 participants
Rental Assistance*	\$1,190	18	\$257,040	1 BR FMR caps at \$1,190 this reflects cap 1BR rent for 18 RRH participants – see below for detail
			Total	\$755,304 Including 10% Admin

* FMR for Efficiency units in Pompano Beach is between \$800 and \$1,070; ranging from \$980 to \$1,190 for a One Bedroom. All Housing Choice Voucher programs operated in the Fort Lauderdale, FL HUD Metro FMR Area can use Small Area FMRs as defined by ZIP codes. In metropolitan areas, HUD defines Small Areas using ZIP Codes within the metropolitan area. Using ZIP codes as the basis for FMRs provides tenants with greater ability to move into “Opportunity Neighborhoods” with jobs, public transportation, and good schools. They also provide for multiple payment standards within

a metropolitan area, and they are likely to reduce need for extensive market area rent reasonableness studies. Lastly, HUD hopes that setting FMRs for each ZIP code can reduce overpayment in lower-rent areas.¹²

FMR Area – Pompano Beach

Efficiency \$800 – 1,070

1 BR \$980 – 1,190

12 Months Annual Budget (up to 24 months available)

15 units for Single Adults

Efficiency Range: \$144,000 – 192,600

1 Bedroom (single) \$176,400 – 214,200

The table above outlines a sample template of an annual, rapid re-housing budget for 18 Single Adult households, assuming a full subsidy for up to 24 months.

Best and promising practices support a 1:15 case load. Although some households may need the full 24-months of assistance to stabilize, most will not. This provides budget flexibility to serve more or less households composed of singles, families, etc. This flexibility supports the needs of participants on an individualized basis.

Please see **Appendix A** for a sample HUD Budget template of Eligible Activities. It reflects activity in a budget design that incorporates development and management of a rapid re-housing program with seamless management and the possibility of HUD funding.

Rapid re-housing programs need strong leadership and supervision by someone who is committed to fidelity to the rapid re-housing model, using data to make informed decisions, and rigorously evaluation in support continuous program enhancements.

¹² https://www.huduser.gov/portal/datasets/fmr/fmrs/FY2018_code/2018summary.odn

Finally, Pompano Beach staff whose duties include the City's initiatives to end homelessness should be trained in *Evidence Based Best and Promising Practices*. This should be considered in any program budget to ensure that this is a part of staff orientation and ongoing development and improved competencies in the following:

- Trauma Informed Care
- Motivational Interviewing and Stages of Change
- Housing First and Housing Focused Service Delivery
- SPDAT or other Objective-Based Assessment Tool
- Harm Reduction
- CPR and First Aid
- Boundaries in Human Services

In Conclusion

The City of Pompano Beach has the unique opportunity for significant, positive impact on both its homeless and housed residents and businesses. Allocation of funds to provide dedicated staff, services and a rapid re-housing program unique to Pompano Beach will not only benefit the community, but the CoC's program overall. Pompano Beach can potentially establish itself as a role model, substantially influencing implementation of best and promising practices throughout Broward County.

By developing and adopting the recommended standards of operation and target performance measures, Pompano Beach can be a leader in developing creative solutions to ending homelessness.

Appendix A

Eligible Costs*	Quantity and Description	Annual Assistance Requested
1. Assessment of Service Needs+		
2. Assistance with Moving Costs		
3. Case Management		
4. Child Care		
5. Education Services		
6. Employment Assistance		
7. Food		
8. Housing/Counseling Services		
9. Legal Services		
10. Life Skills		
11. Mental Health Services		
12. Outpatient Health Services		
13. Outreach Services		
14. Substance Abuse Treatment Services		
15. Transportation		
16. Utility Deposits		
17. Operating Costs		