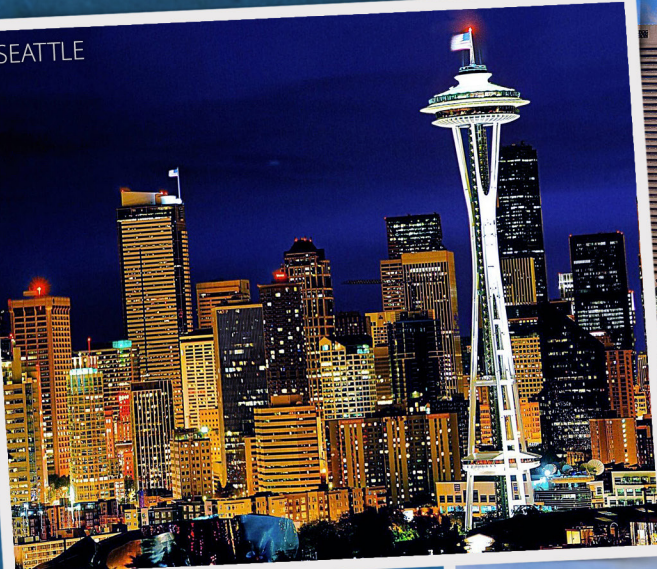


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SEATTLE



BALTIMORE



HOUSTON



# Solutions for Homelessness: Creating Change through Innovation and Investment

Funded by

**WELLS  
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Prepared by  
Integrated Organizational  
Development, Inc.



**RETHINK  
HOMELESSNESS**  
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This research study could not have been possible without the input and support of many individuals and organizations within Central Florida. The funding for this research and the release of this report *Solutions for Homelessness: Creating Change Through Innovation and Investment*, was made possible by a generous donation from Wells Fargo Bank.

The Central Florida Commission on Homelessness thanks Wells Fargo for being a great community partner!

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"Wells Fargo is proud to join the Central Florida Commission on Homelessness to tackle the critical issue of homelessness in Central Florida," said Larisa Perry, Central Florida region president for Wells Fargo. "Our goal is to learn from best

practices throughout the country in order to significantly reduce homelessness locally. Through collaborative efforts between the business community and local nonprofits, we can make Central Florida a better place to live and work."



Larisa Perry  
Central Florida Region  
President of Wells Fargo

---

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Integrated Organizational Development (IOD), Inc. is a firm that specializes in building organization capacity through strategic development, research and evaluation.

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Jill Shargaa



*William Johnson, age 62,  
homeless 17 months.*

*William travels between west  
Orange County and  
Downtown Orlando to  
receive a variety of services.*

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*This report was prepared exclusively for*



An initiative of the Central Florida Commission on Homelessness



# Executive Summary

The face of homelessness is the same nationwide but cities with significant reductions in homelessness built a response based on three distinct funding Pillars.



**T**his report, *Impact Homelessness: A Study of Funding Best Practices* was commissioned by the Central Florida Commission on Homelessness, funded by Wells Fargo Bank and conducted by Integrated Organizational Development (IOD), Inc. to research the funding models used by cities recognized as best practice cities in reducing homelessness. The research study was designed to collect information on funding models that could be used to help leverage capacity in Central Florida, thus serving as the basis for developing a funding model to achieve a greater collective impact to significantly reduce homelessness in the region.

Integrated Organizational Development (IOD), Inc. is a firm that specializes in building organization capacity through strategic development, research and evaluation.

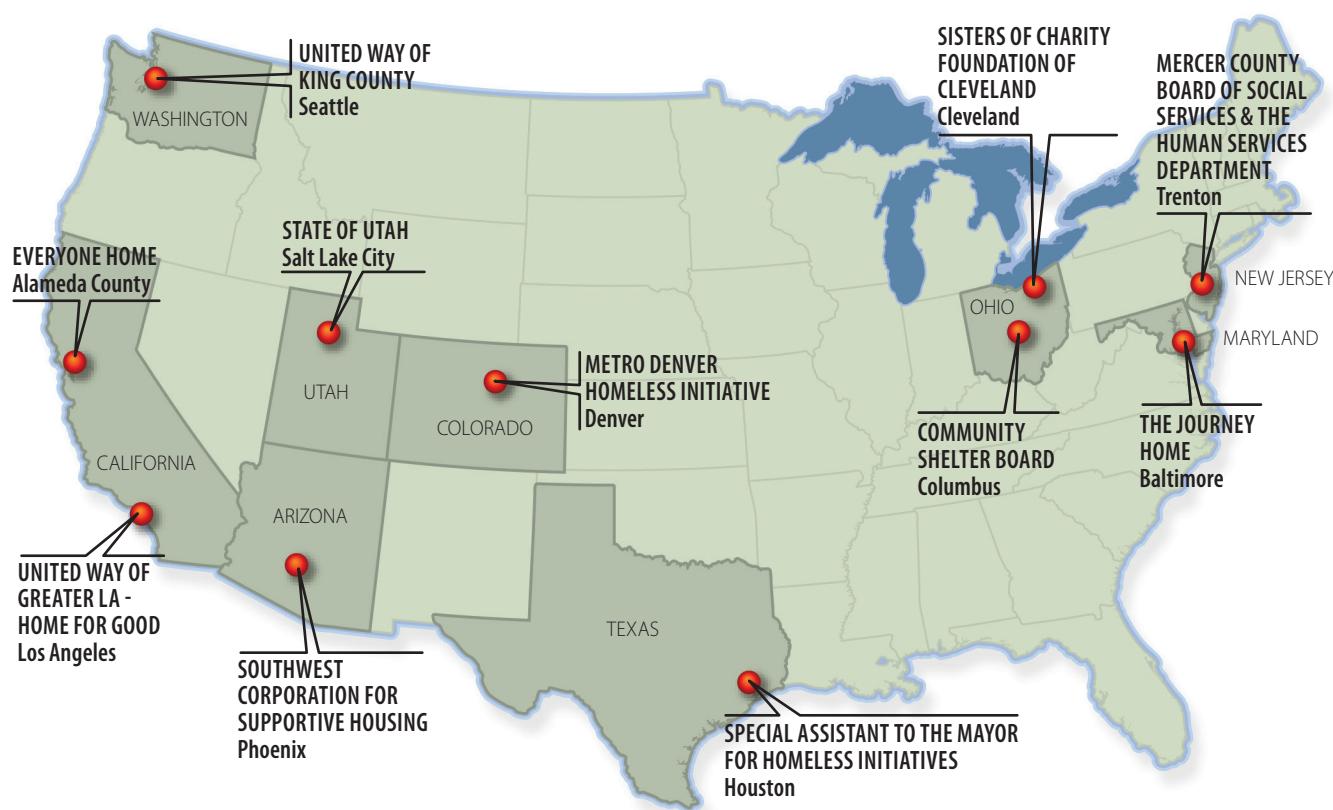
During the course of research for

this study, four overarching themes emerged. First, best practice cities were able to create collaborative approaches to funding homelessness. Second, it takes coordination of various systems in order for funding initiatives to produce both effective and efficient results. Third, it is important to document outcomes as it translates into securing additional funding. And fourth, is the need for a community to continually invest in community awareness for the public to align support, resources and overcome resistance to funding homelessness. There is also a need for communities to understand the difference between preventing and ending homelessness.

The findings of this research have been summarized into three pillars of funding: **“Champions Lead the Way”**; **“Funding to Create Change”**; and **“Strategies that Produce Measureable Results.”**

# Overview of Best Practice Cities Interviewed

For this research study, 12 people representing “best practice cities” in reducing homelessness were interviewed. The agencies they represented varied in that they included a number of government offices and nonprofit agencies. The interviewees and the agencies they represent are:



• Elaine deColigny is the Executive Director of Alameda County, CA's **Everyone Home** project. Everyone Home was established in 2007 to coordinate the implementation of a ten-year plan to end homelessness and function as the Continuum of Care lead agency. The project

has a 25-member board consisting of a diverse collection of stakeholders. Everyone Home has made a big impact on ending chronic homelessness and family homelessness, with a goal of getting to “functional zero” by 2020. Website: <http://www.everyonehome.org/index.html>

• Adrienne B. Breidenstine is the Executive Director of Baltimore, MD's program to end homelessness, **The Journey Home**. The Journey Home project

## THE JOURNEY HOME

*Baltimore's Plan to Make Homelessness Rare and Brief*

was originally adopted in 2008. Ms. Breidenstine is based in the Mayor's Office of Human Services, as is the Homeless Services Office which serves as the Continuum of Care. The Journey Home Board was recently created to serve as a community-wide advisory group that also serves as the Continuum of Care Board. Website: <http://www.journey-homebaltimore.com/help/donate.php>



SISTERS of CHARITY FOUNDATION  
OF CLEVELAND

• Sister Leslie Strnisha is with the **Sisters of Charity Foundation of Cleveland**. The Sisters of Charity Foundation of Cleveland is a Healthcare Conversion Foundation. Most of the Foundation's endowments accrue from the sale of assets from a hospital. Sisters of Charity, a religious order, is part of the larger organization of health systems, Sister of Charity Health System. The county Office of Homeless Services, which operates the Continuum of Care, approached the Foundation seeking funding to a new shelter, but decided to focus on permanent supportive housing in collaboration with the Enterprise Foundation. After an extensive campaign to educate political leaders, service providers, and non-profits on the merits of permanent supportive housing, Sisters of Charity Foundation opened its first permanent housing project in 2006. Since then they have reduced the homeless population by 72%. Website: <http://www.socfcleveland.org/>



• Although not an official representative of the **Community Shelter Board** of Columbus, OH, Barbara Poppe was given permission to speak with us regarding the organization. The Community Shelter Board was created as a public/private partnership to create collaborations, innovative solutions, and high quality programs in order to end homelessness in Columbus and Franklin County, Ohio. The initial focus of the organization was on providing emergency shelters so that no one was homeless for even one night. In 1997/98 the initiative became a community-wide systems response with components that included prevention and, more importantly, the Community Shelter Board began to address the problem of long-term homelessness and street homelessness through an initiative that focused on the

development of permanent supportive housing. The Board also created partnerships with mainstream organizations such as the Child Welfare System, the Human Services Public Assistance Program, the Alcohol Drug Addiction and Alcohol Services Board, and their public housing authority. Website: <http://www.csb.org/>



• Gary Sanford is the Executive Director of the **Metro Denver Homeless Initiative** (MDHI). The Metro Denver Homeless Initiative serves as the Continuum of Care for the seven-county area that makes up the Denver Metropolitan Area. As a Continuum of Care, Metro Denver Homeless Initiative's mission is to help support all of the local initiatives as well as promote regional collaboration. Website: <http://mdhi.org/>



• Mikkel Beckman is the Director of **Heading Home Hennepin**, Hennepin County, MN which is housed within the Department of Health and Human Services. Heading Home Hennepin is the City of Minneapolis and Hennepin County community's 10-year plan to end homelessness by 2016. Heading Home Hennepin brings together more than 120 local nonprofit organizations, as well as government agencies, faith-based alliances, businesses, and concerned citizens to champion the issue of reducing homelessness. To date, the project has implemented 5,000 new housing opportunities as well as new shelters for families. Website: <http://www.headinghomeminnesota.org/>

• Mandy Chapman Semple is the First Special Assistant to the Mayor of Houston for Homeless Initiatives. **The City of Houston's** plan involves ending chronic and veteran homelessness by 2015, followed by family homelessness by 2020. The City of Houston has defined ending homelessness by "when a system can handle the volume of people that are becoming homeless and rapidly returning them to housing within that 30 days." Houston recognized the need to create a paradigm shift and restructured their system. That shift involved putting a governance structure in place, which, in turn, created a single table for strategic investment and planning. The City of Houston put resources together to create a vast number of permanent supportive housing units and to expand rapid rehousing opportunities. Website: <http://houston.cbslocal.com/2013/01/23/semple-appointed-as-first-special-assistant-for-homeless-initiatives-in-houston/>



• Christine Marge is the Director of **Home for Good**, an initiative of the United Way of Greater Los Angeles. The goal of the Home for Good project is to end chronic and veteran homelessness in L.A. County by 2016. Launched in December 2010 by the Business Leader's Task Force on Homelessness, a partnership of United Way of Greater Los Angeles and the Los Angeles Area Chamber of Commerce, Home for Good is working at the systems level to bring about change. Home for Good has a solid base of leadership from business, philanthropy, nonprofit and government sectors and believes three factors are needed for its project

to succeed: 1) a foundation of resources to fund solutions to homelessness; 2) a functional system that's able to move people from streets into housing; and 3) an excellence in execution from the ground up. Website: <http://www.unit-edwayla.org/home-for-good/>



• Frank Cirillo is the Director of the Mercer County Board of Social Services and Marygrace Billek is the Director of the Mercer County Department of Human Service. Mercer County is located in New Jersey. Their departments support the work of the **Mercer Alliance to End Homelessness**. The Board of Social Services is a quasi-independent agency that provides a variety of social programming including all TANF funding, general assistance, and financial eligibility for Medicaid as well as services for the homeless, adult protective services and various family services. The Department of Human Services provides funding but does not provide very many direct services. Several years ago, Mercer County formed the Mercer Alliance to End Homelessness, which included community-based groups and various board members from the community and the governmental agencies. The Alliance examined its programs to determine if it was optimizing the use of its resources in terms of supporting the homeless population and has now changed its focus to a Housing First model. Now, the board is providing approximately \$18 million in homeless emergency assistance dollars and the Continuum of Care was redesigned so that the focus is on providing permanent housing as a solution for individuals. Website: <http://www.merceralliance.org/>

• Charlene Flaherty is the Director of the Southwest Corporation for Supportive Housing (CSH). CSH is a national non-



profit that works with cities and communities to solve homelessness and is focused on solutions to house vulnerable populations. CSH focuses not only on supportive housing, but on all of those systems to fund, produce, streamline and target individuals to be able to access housing resources with supportive services. Charlene has worked with the United Way of Maricopa County, City of Phoenix for almost four years. Five years ago the United Way and CSH teamed up to address the issue of increasing resources and access to permanent supportive housing for special needs populations, specifically ending chronic homelessness. Since that time, hundreds of units of supportive housing have been brought on-line and in 2014 significant changes to public policy were implemented to enable the fast-forwarding application of supportive housing, which included the Arizona Department of Housing creating a supportive housing set aside. Website:



<http://www.csh.org/>

• Lloyd Pendleton is Director of the Homeless Task Force and works for the **State of Utah** in the Department of Workforce Services, which is the Department of Labor. The Department also manages TANF funds, as well as Medicaid eligibility. HUD funding for various programs is funneled through the state and resides under the Department of Labor. In 2005, the State of Utah developed a 10-year plan that ensured that everyone had access to safe, decent, affordable housing with the needed resources and support for self-sufficiency and well-being. The State of Utah has

committed that all chronically homeless individuals have housing opportunity by the end of 2015. Since 2005, Utah has reduced its chronic homeless population by 72%. Website: <http://www.encore.org/lloyd-pendleton>

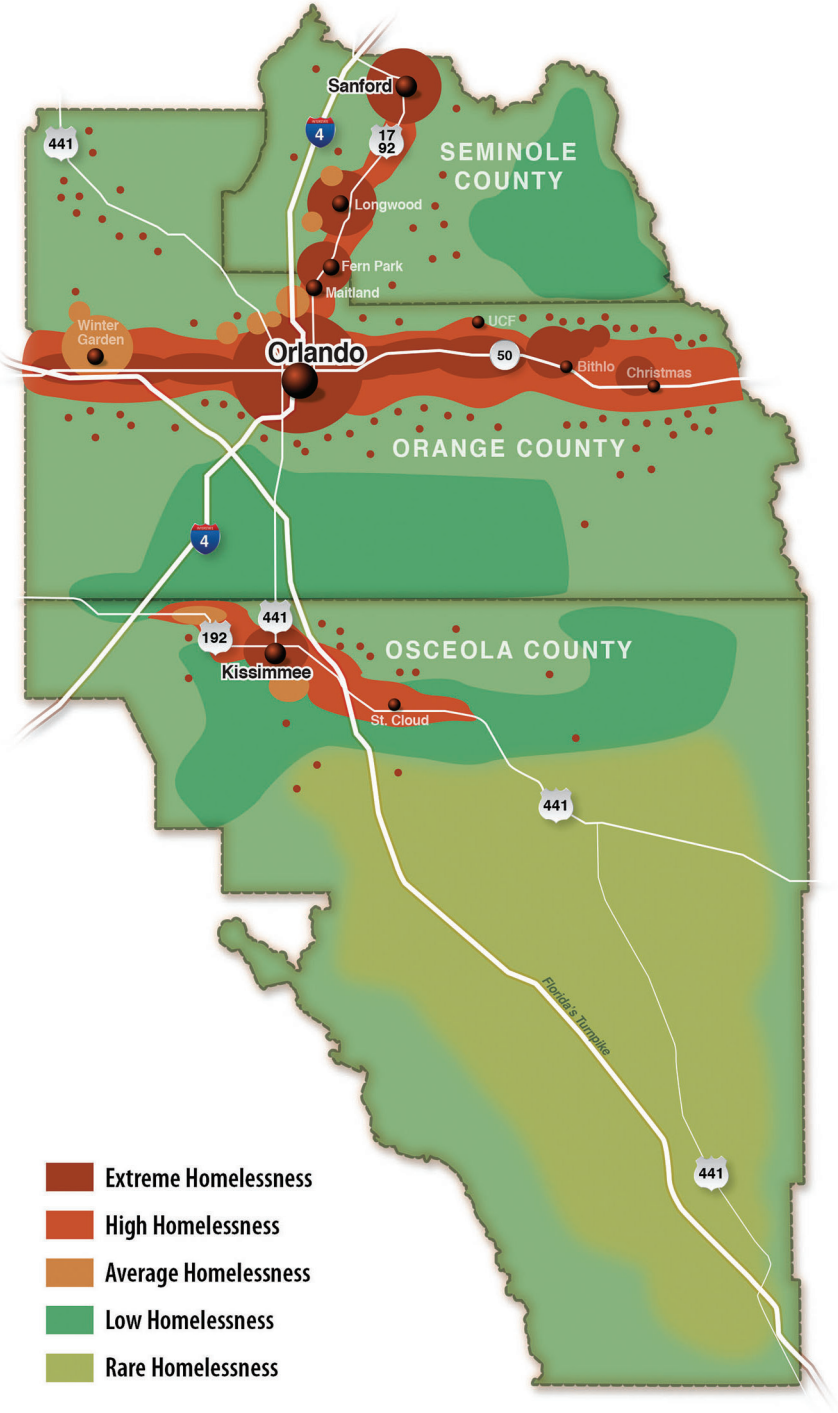


• Since 2008 Neil Powers has served as the Manager of the **Campaign to End Chronic Homelessness**, a program of the United Way of King County in Seattle, WA. The United Way collaborated with the City of Seattle, the county government, the Seattle Housing Authority, and the King County Housing Authority to create a memorandum of understanding where they committed to work together to end chronic homelessness. The United Way contributed to the program to cover on-site services. The partnership has brought approximately 2,000 new units online. Of those, the United Way helped to fund the on-site services of approximately 1,000 of the individuals in those units. Website: <http://www.uwkc.org/our-focus/homelessness/>



# Concentration Areas of Long-Term Homelessness in Central Florida

*This map represents concentrations of varying degrees of homelessness. It is not meant to be an exact measurement. The information was compiled by The Central Florida HOPE and PATH Teams.*



# First Pillar of Funding Champions Lead the Way



**RESEARCH FINDINGS** – As mentioned previously, the research findings of this study have been summarized into themes that are now deemed as the “Three Pillars of Funding”: **Champions Lead the Way; Funding Used to Create Change;** and **Funding Strategies Produced Measureable Results.** The research findings are presented below by funding pillar.

## FINDING 1: CHAMPIONS LEAD THE WAY

In order for the cities and communities researched in this study to make both substantive and sustainable change in terms of reducing homelessness, someone stepped forward to champion the initiative. It wasn't just anyone that stepped forward, the champions that lead the way in these best practice cities were recognized leaders in public sector for the most part and standout representatives from the private sector to a lesser extent. Through their sponsorship of the initiative to solve homelessness they became influential change agents that were able to both create excitement for the initiative and align and build financial support within their communities. Who are these champions?

Those interviewed as part of this research were quick to identify high-ranking government officials as key change agents.

### Examples:

- Denver, CO – Mayor Michael Hancock continues to build on the work of former Mayor and now Governor John Hickenlooper's initiative - Denver's Road Home.
- State of Utah – The Governor is very visible in his vision and support for implementing long-term solutions to ending chronic homelessness. The Lt. Governor serves as the Chair of the state's Homeless Coordinating Committee by legislative action.
- Houston, TX - The Executive Director of the City of Houston's initiative serves as a Special Assistant to the Mayor of Houston

and is specifically housed in the Mayor's Office to ensure that collaboration takes place both within and across government offices in addressing Houston's homelessness population.

**It also takes notable champions from the private sector to create support for funding models to end homelessness.**

### Examples:

- Columbus, OH - Members of the Community Shelter Board play a prominent role in stimulating funding to end homelessness.
- Los Angeles, CA – A high-level business leader task force created by the LA Chamber of Commerce and philanthropic groups support the work of the region's Home for Good program.



- Seattle, WA – Philanthropic work of the Bill and Melinda Gates Foundation helps build sustainable funding models
- Cleveland, OH – Sisters of Charity's philanthropic work helps build community support for support of sustainable funding models

In addition to having influential change agents who create excitement and are able to align and build support for funding within their communities, this research found best practice cities had governance structures that served to create and support innovative approaches to funding to address homelessness. A key finding in this area is the ability of Departments of Human and Housing Services to effectively collaborate. This was mentioned in every interview conducted. The research also found that the role of the Public Housing Authority as a partner in the initiative to end homelessness was essential. In addition to learning about the importance of collaboration between the departments of Human and Housing Services and the role

that Public Housing Authorities play in programs to end homelessness, this research identified the need for top-level public and private individuals to govern and guide leadership boards. A clear example of this was found in the Everyone Home program of Alameda County, CA which has a very diverse collection of 25 stakeholders that sit on its leadership board.

The last major finding that emerged within the first pillar of "Champions Lead the Way" is how best practice cities recognized that doing the "right thing" (i.e., ensuring that a homeless individual or family had shelter for a night, a week or a month) may have been a socially correct solution, but not necessarily the best solution. These best practice cities moved from doing the "right thing" to doing the "smart and right thing." More specifically, best practices cities found that 20% of the chronic homeless population accounted for 80% of the available resources used to address homelessness. In every one of the best practice cities the "smart and right" solution to ending homelessness was identified as permanent supportive

housing. Permanent supportive housing is primarily designed to address the chronic homeless and other highly vulnerable homeless families and individuals, many of which are dealing with psychiatric disabilities or chronic health challenges. The permanent supportive housing model not only provides decent, safe, affordable, community-based housing, but it also provides its residents with support services such as mental health counseling and substance and alcohol abuse treatment. By transitioning from a focus on the social case to a combined business and social model, best practice cities were able to better utilize resources and reduce homelessness in the community to a much greater extent. Not only were existing resources better able to address homelessness through permanent housing solutions, communities actually found savings in other areas. For instance, King County, WA was able to delay building another jail because homeless people, whom would normally be incarcerated were now being housed in permanent housing, at a much-reduced cost to incarceration.

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*Orlando Mayor Buddy Dyer and other Central Florida leaders visited Houston in October, 2014 as part of a task force.*

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*Robert "Tiny" Evans, age 57, homeless 12 years. Robert lives in the woods because he doesn't have to deal with as many people. He has a severe distrust of people after suffering abuse as a child. Photo by Judy Watson Tracy.*

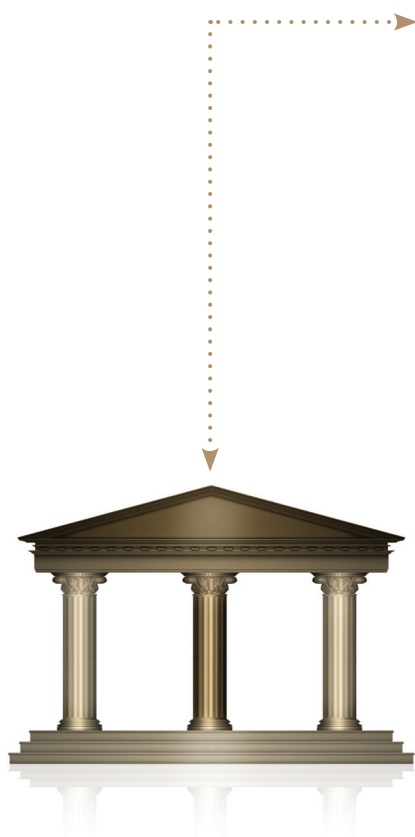


# Second Pillar

## Funding to Create Change

This section of the report details the research findings related to the second pillar of funding, “Funding to Create Change.” Three themes emerged in this category. First, the public sector is the primary investor in funding solutions that reduce homelessness. Second, visible private sector support results in alignment of investments

that creates a marketplace for best practices and measured solutions. Third, innovative approaches are used to support the funding of initiatives to reduce homelessness. Following is a synopsis of the specific findings within each of the three themes and then some key points of the funding models used in each of the best practice cities.



### FINDING 2: FUNDING TO CREATE CHANGE

#### Theme 1: Public Sector is the Primary Investor

- Approximately 85% to 95% of funding used to support homeless initiatives represents public sector funding. The vast majority of this public funding comes from State and Federal Government agencies, and to a much lesser extent from city and county government agencies.
- The McKinney Vento Federal Assistance Grants program (HUD Continuum of Care) represents the primary source of federal funding for programs serving the homeless populations. Best practice cities optimize the allocation of their Continuum of Care budgets.

- States provide Low-Income Housing Tax Credits (LIHTC) which encourage investment by builders to construct affordable permanent supportive housing units.
- Several best practice communities enacted local tax mileage assessments dedicated to reducing homelessness.
- Many best practice communities are taking advantage of State Housing Trust Funds. States and state-designated entities are eligible to apply for grants from the National Housing Trust Fund, a fund that was established through the U.S. Department of Housing and Urban Development (HUD) to complement existing efforts to create a supply of decent, safe and sanitary affordable housing opportunities.

- Another HUD-funded program that best practice communities have utilized is Emergency Solutions Grants (ESG). According to the HUD Exchange website, ESG funding can be used to address the following needs of the homeless population:
- Engage homeless individuals and families living on the street;
- Improve the number and quality of emergency shelters for homeless individuals and families;
- Help operate these shelters;
- Provide essential services to shelter residents;
- Rapidly re-house homeless individuals and families; and
- Prevent families and individuals from becoming homeless.

## Theme 2: Visible Private Sector Support, Alignment and Investments Create a Marketplace for Best Practices and Results

While private sector funding was found to range from 5% to 15% of the best practice communities' total investment to address homelessness within their region, private sector support was deemed as being essential to the success of these communities. For one, ending homelessness cannot

be entirely funded by the public sector. In addition, the visible support of the private sector was needed to create the marketplace for best practice in funding. Through relationship building with private sector partners, philanthropy was made possible through education about the reasons and solutions for solving homeless and funders were willing to invest in the cause foundations and organizations such as the Bill and Melinda Gates Foundation, Wells Fargo Bank, the Conrad Hilton Foundation, and the Robert Wood Foundation were seen as investing in catalytic change. In addition, faith-based support came from the Sisters of Charity Foundation and the Church of Jesus Christ of Latter Day Saints. The United Way and other philanthropic organizations helped to fund best practice cities' initiatives as well.

## Theme 3: Innovative Approaches to Supporting the Initiative

The third and final theme under the pillar "Funding to Create Change" identified what can be considered innovative approaches to funding homeless initiatives. Listed below are a few of the more frequently-used approaches by best practice cities.

- The Department of Housing and Urban Development defines a chronically homeless individual as "someone who has experienced homelessness for a year or longer

or who has experienced at least four episodes of homelessness in the last three years and has a disability." In most cases having a disability entitles the chronic homeless to Supplemental Security Income (SSI). As a result, in some best practice cities the chronic homeless are required to use a portion of their SSI benefit toward their rent.

- In some cases best practice cities found that they were able to use Temporary Assistance for Needy Families (TANF) funding to help pay a portion of the cost of providing housing to the homeless even if they did not qualify for TANF benefits. According to the TANF guidelines, families do not have to be receiving TANF cash assistance in order to qualify for housing services. Those receiving a cash grant may use TANF assistance to pay for housing.

- By collaborating with the Public Housing Authorities, best practice cities were able to negotiate having a number of Section 8 Housing Vouchers dedicated to supporting housing for the homeless.
- In Houston, mainstream resources are underfunded and overburdened. (This is most likely the case in all the best practice cities, just not mentioned in the interviews.) Houston was able to apply for and use the 1115 Medicaid Waiver, along with a local match from the City to contract with local health center to become the primary health care service provider to the homeless living in supportive housing. Normally this would not be allowable under the Medicaid regulations.



*Pictured at left, one of Houston's supportive housing apartments.*

The following information provides a simple synopsis of the funding models for each of the best practices in this research study. It should become apparent that there is a great degree of variability between the cities in their approaches to funding homelessness.

- Alameda County, California**  
*Everyone Home*
- Everyone Home is the Continuum of Care
  - \$75 million overall budget (80% public funded)
  - \$25 million HUD funded
  - \$5 million Emergency Solution Grants
  - Smaller amount of public funding from local cities
  - Statewide Millionaire Tax
  - (150) Section 8 vouchers dedicated to Permanent Supportive Housing

- Baltimore, Maryland**  
*The Journey Home*
- Housed in the Office of Human Services and functions as the Continuum of Care
  - \$30 million in public funding
  - \$0.5 million in private funding
  - Up to (650) Section 8 Vouchers dedicated to Housing First

- Cleveland, Ohio**  
*Sister of Charity*
- One of the first to implement permanent supportive housing (PSH)
  - Works in partnership with Cleveland’s Office of Homeless Services
  - Makes use of 9% Low-Income Housing Tax Credit (LIHTC)
  - Almost every PSH project receives an allocation from the Federal Home Loan Bank
  - Every PSH project has a city allocation of home dollars
  - Everyone pays rent from SSI benefits

- Mental health services provided through Frontline which bills Medicaid for services
- Receive HUD vouchers and subsidies to fund building operations and maintenance
- Ohio Trust Fund dollars used to support front door secured accessed entry system
- Receive (52) Section 8 Vouchers for PSH

- Columbus, Ohio**  
*Community Shelter Board*
- Public funded support amounts to 64% of total budget
  - United Way and other private support accounts for 21% of total budget
  - Other funding sources account for the remaining 15% of the total budget
  - Do have support through Section 8 Vouchers

- Denver, Colorado**  
*Metro Denver Homeless Initiative*
- Continuum of Care Office
  - Budget consists of:
    - o \$16 million HUD Funding
    - o \$10-\$15 million City and County of Denver
    - o \$2-\$3 million City and County of Boulder
    - o TANF dollars for case management services
    - o S-O-A-R to expedite receiving disability benefits
    - o Private funding amounts to \$7.7 million
  - Having difficulty getting landlords to

accept Section 8 Vouchers because the influx of people caused by legalized marijuana has created a housing shortage

- Hennepin County, Minneapolis, Minnesota**  
*Heading Home Hennepin*
- Director of Homeless – salary funded by city
  - Receive foundational support to cover salaries and cost of other employees working on project
  - HUD support
  - Heading Home Minnesota Project dollars
  - Housing Trust Fund

- Houston, Texas**  
*Office of Mayor*
- Permanent supportive housing primarily supported through public funding
    - o City housing and community development dollars (received from federal government)
  - Housing and homeless bond money
  - Tax increment finance resources
  - Housing authorities provide dollars for development of permanent supportive housing and almost all of the operating subsidies
  - (2,000) Choice Vouchers provided by Housing Authority for PSH
  - Low-Income Housing Tax Credit Program (LIHTC)
  - Private dollars large and local foundations that were developed through relationships



- Utilizing an 1115 Medicaid waiver and local match provided by our city

### **Los Angeles, California**

#### ***Home for Good – The United Way of Greater LA***

- Operating expenses of Home for Good are funded by the Conrad Hilton Foundation and the United Way
- The Funders Collaborative is made up of a partnership of public and private funders, foundations, corporate funders and government agencies
- \$212 million in funding (about 95% comes from the public sector, including housing subsidies from our housing authorities as well as services dollars for retention)
- The private sector accounts for about \$6.7 million of funding that primarily goes for staffing infrastructure, coordination, operating the coalition's building, outreach, and move-in dollars

### **Mercer County, Trenton New Jersey**

#### ***Mercer Alliance to End Homelessness***

- Division of Mental Health block grant money reallocated about (50) vouchers for Housing First clients.
- State Housing Trust allocate housing vouchers
- State Division of Mental Health block grant allocated the funding for (30) vouchers to provide case management services while the community, including the continuum of care and Mercer County and the United Way, fund services to the remaining clients
- Received a federal Rapid Rehousing Grant
- Additional funding support through the Board of Social Services and TANF dollars
- Continuum of Care funding amounts to \$3 million in continuum of care dollars plus another \$3 million in state and federal money

- Mercer County established a Homeless Trust Fund to address homelessness

### **Phoenix, Arizona**

#### ***Southwest Corporation for Supportive Housing***

- Attempt to tie funding to specific permanent supportive housing units – which currently total almost (1,600)
- Low-Income Housing Tax Credits provide for a supportive housing set-aside
- Continuum of Care funds help subsidize rent, including 100% subsidy for chronic homeless
- Small pool of privately-funded rental subsidies
- Housing Authorities, Maricopa County, in particular, have prioritized vouchers for permanent supportive housing
- The United Way is supporting service
- Working toward having 40% to 50% of support services to the homeless financed through Medicaid

### **Salt Lake City, Utah**

#### ***The State of Utah***

- The following funding sources (budgets) are all under the control of State of Utah Department of Workforce Services
  - o Homeless Coordinating Committee
  - o Emerging Solutions Grant
  - o Community Services Block Grant
  - o Community Development Block Grants
  - o Housing Trust Fund for the State of Utah to support tenant-based rental assistance
- Receive about \$8 million from the State of Utah for homeless initiative
- Homeless Trust Fund has raised about \$3.5 million

- Private funding from the Church of Latter Day Saints provides furnishing and beds for new permanent supportive housing units as they are brought on-line


- Private funding in total ranges from 10% to 15% of total budget
- Homeless shelters are about 40% to 50% privately funded by way of donations from public and philanthropic organizations
- Largest shelter in Salt Lake City annually has ten radio stations broadcast for three days at the shelter, raising \$1 million dollars in the month of December

### **Seattle, Washington**

#### ***United Way of King County***

- The City of Seattle, the county government, Seattle Housing Authority, and the King County Housing Authority entered into a memorandum of understanding to collaborate to work toward ending chronic homelessness
- The United Way has contributed \$20 million for on-site services
- Of the 2,000 permanent supportive housing brought on-line, the United Way has funded the on-site services for approximately 1,000 of those units
- Seven years ago, the City of Seattle passed a property tax ballot measure that has raised \$145 million, with the majority of that directed toward solving homelessness
- The city can provide 25% of the cost to construct 50 new units
- Matching funds came from 9% Low-Income Tax Credit investments
- HUD-Veterans Affairs Supportive Housing (HUD-VASH) program combines Housing Choice Voucher (HCV) rental assistance for homeless Veterans with case management and clinical services provided by the Department of Veterans Affairs (VA)





*Lestat Pierce, age 20, homeless 7 years. Lestat has been homeless since the age of 13. He left home because his parents could no longer afford to care for him.*

*Photo by Judy Watson Tracy.*



# Third Pillar of Funding

## Strategies that Produce Measurable Change

This section of the report details the research findings related to the third pillar of funding, “Strategies that Produce Measureable Change.” Four overarching themes emerged from this study. They are:



**FINDING 3:**  
**STRATEGIES THAT PRODUCE MEASURABLE CHANGE**

**Theme 1: Collaborative Funding**

As noted by Lloyd Pendleton of Utah, simply having money does not solve homelessness. Cities and communities need a plan that is aligned and in place before investing in homeless projects. This research found that best practice cities were successful because they created funding models that aligned resources focused on permanent housing options for the homeless.

**Examples:**

- Community Shelter Board, Columbus, OH - Aligned funding through a funders collaborative as well as through its Board of Directors that is comprised mainly of community leaders. The Community Shelter

Board differs from many of the other communities in this research because its board has no elected officials or city staffers on its membership

- Oakland Housing Authority, Alameda County, CA - Prioritized Section 8 Vouchers to support tenants of permanent supportive housing thereby enabling the city to target homelessness with capital dollars
- Mercer County, Trenton NJ - Noted that to establish collaboration among investors it’s important to show that solving homelessness makes good business sense, especially when it costs more for transitional shelter compared with permanent supportive housing

This research also found that with data-driven results best practice cities were successful in repurposing existing funding into best practice housing





*Names: Cheyenne, Randall and Samantha. Ages: 13 months, 31, and 27. Homeless: 4 weeks.*

models. In other words, collaborative funding was not all about creating new funding.

#### **Examples:**

- Since Arizona does not utilize many general fund investments, Phoenix explored the re-utilization of existing mainstream dollars. As a result, through collaboration with local housing authorities, Phoenix was able to repurpose Section 8 Vouchers into permanent housing projects.
- Salt Lake City also repurposed Section 8 Vouchers into permanent supportive housing projects.

- Alameda County, CA converted \$1.2 million of supportive services-only grant funding to one-half permanent supportive housing and one-half rapid rehousing for families.

## **Theme 2: Coordinated Systems**

In part, the theme “Coordinated Systems” emerged from statements focusing on the need of cities and communities to develop and implement integrated assessment and entry systems for those living on the streets.

#### **Examples:**

- Alameda County, CA; Cleveland, OH; Denver, CO; Houston, TX and Phoenix

AZ either have or are in the process of developing coordinated assessment and entry systems. Many of the other communities interviewed expressed the need for such systems. An integrated assessment and entry process enabled best practice cities to identify and prioritize homeless individuals and families for support housing. In addition, the coordinated assessment process enabled Continuum of Care agencies to participate in central intake and accept people without conditions into housing units as well as determine the exact supportive services needed by individuals and families.

In addition to a focus on integrated

assessment and entry systems, partnerships with key community players including the public housing authorities, the Veterans Administration and Continuum of Care were identified as critical pieces to success.

**Examples:**

- Alameda County, CA - Negotiated with regional housing authorities to speed up the leasing process to reduce the time a homeless person (or family) waits for housing
- Los Angeles, CA - According to Christine Marge, Director of Los Angeles County's Home for Good Funders Collaborative, the coordinated entry system will enable leadership in all eight Los Angeles County Service planning areas to know all homeless people in their region by name and begin systematically matching them to the right permanent housing option... thereby maximizing precious resources

Many of the best practice cities function within a region and needed to find regional solutions to homelessness, which requires breaking down silo programs and, instead, working together toward solutions.

**Examples:**

- Denver, CO - The 13 housing authorities began to collaborate, rather than work independently, so that they could maximize limited resources to effectively address homelessness.

**Theme 3: Documented Outcomes**

In 2009, the McKinney-Vento Homelessness Assistance Act was amended and reauthorized as the Homeless Emergency Assistance and Rapid Transition to Housing Act (HEARTH). In addition to other changes, the HEARTH Act placed an increased emphasis on

performance measurements of which Continuum of Care is subject to. For the most part, each of the best practice cities interviewed for this study adopted the HEARTH performance criteria as performance measures indicators of their success in addressing homelessness.

**Examples:**

- Alameda County, CA – By refocusing from reporting outputs to outcomes, their region has “unleashed” creativity among nonprofits as opposed to “bean counting”. In doing so, the region now measures its success on clinical goals, such as improved mental health, family reunification, reentering the job market, and not returning to prison; all of which are all likely to improve with stable housing.
- Baltimore, MD - Adopted many of the HEARTH metrics as its measures of success including reducing the total number of people who are homeless as well as those returning to homelessness; reducing the number of people experiencing homelessness for the first time; increasing the number of people being enrolled in Medicaid; and increasing the number of people receiving some form of income.

Being able to document outcomes and demonstrating success in reducing homelessness was found to translate into additional funding.

**Examples:**

- Alameda County, CA - Their Board of Supervisors set aside some property tax funds for rapid rehousing.
- Houston, TX - As public funding sources aligned, they were able to leverage private dollars. This alignment was facilitated using HUD regulations to establish a set of performance measures that allowed the community to participate in goal and milestone setting.

**Theme 4: Continuous Community Awareness**

Investment in continuous community awareness is an extremely important part of educating the public in order to align support, resources and overcome resistance to funding homelessness.

**Examples:**

- Baltimore, MD – There is a focus on educating funders on system gaps in hopes that they will provide the funds needed to fill them.
- Columbus, OH – Public and private sectors alignment with funding of permanent supportive housing.
- Los Angeles, CA – Education on why it is important to address chronic homelessness since that population utilizes a bulk of the resources.
- Phoenix, AZ – Schedules peer-to-peer visits to other communities in order for its private funders to see first-hand examples of supportive housing that works.

Among the issues that best practice cities viewed as important to elevate with the community is the difference between preventing and ending homelessness. As Mercer County, NJ pointed out, just moving people into brick-and-mortar doesn't end homelessness. There will always be someone homeless. The key is for how long. In Houston, the goal is to return the homeless to housing within 30 days. In every one of the best practice cities, the goal is to end homelessness, not to prevent it. They understand that the circumstances leading to becoming homeless are many and out of their control. According to Mandy Chapman Semple of Houston, “ending homelessness means that someone has a place to live. A system that prevents homelessness in some ways is an



*Phyllis is a Vietnam Veteran who has been homeless for six years prior to receiving a HUD-VASH subsidy for an apartment.*

**2014 Fair Market Rent as established by HUD for the Orlando-Kissimmee MSA is: \$697/month for a 1-bedroom and \$983/month for a 2-bedroom. According to HUD the affordability standard is 30% of gross monthly income for rent.**



**What is required  
to afford a 2-bedroom  
apartment:  
\$19.14 an hour**

**Which is equal to:  
\$3,318 a month  
Or:  
\$39,811 a year**



entirely different system. There are a lot more factors that contribute to becoming homeless.”

A final area that emerged from the interviews related to “continuous community awareness” involves maintaining permanent supportive housing, rapid rehousing and best practice innovations. For communities to be successful in addressing homelessness, they must find ways to generate the political will to support the cause. In doing so, best practice cities were able to accelerate the conversation regarding

aligning funding and investing resources to address homelessness.

#### **Examples:**

- Mercer County, NJ – Using data, demonstrated to private funders of transitional housing programs that the model may not be the best long-term decision for the homeless like but rather a short-term stop-gap. The community helped funders understand that the goal should be to integrate people back in the community and be productive

including getting jobs through permanent supportive housing. That dramatic change in thinking was important because of the impact on a greater number of people, rather than just a contribution to a shelter or transitional housing.

- Seattle, WA – Educated investors that placing the chronic homeless into permanent supportive housing would result in fewer people using jails and emergency wards, thus saving money.



# Conclusion



**This research found that every city focused on permanent supportive housing because it was not only the socially “right” thing to do, it was also the “smart” thing to do.**



**A**s pointed out in this research report, there will always be homelessness because there is no system currently in place that can prevent an individual or a family from losing their housing. What is under the control of cities and communities is their ability to end homelessness, meaning that a homeless individual or family should not be without shelter for even one night and should be placed into decent, safe, affordable, community-based housing that provides tenants with the rights of tenancy and links to voluntary and flexible supports and services. This research explored 12 best practice cities to learn how they funded their programs to address homelessness. While each city has a unique approach to funding its solution, this research found that every city focused on permanent supportive housing because it was not only the socially “right” thing to do, it was also the “smart” thing to do. When recognizable champions stepped forward to lead the initiative and create a market place for funding, extraordinary results happened. As seen in one city, with the right people, program and funding homelessness among the chronic homeless was reduced by 74%. The challenges these cities faced in addressing homelessness are not that much different from any other city. What is different is how they approached solving it. This study provides insights on how to create the funding that can be coupled with the right people and programs to end homelessness.



*Name: Eric Sullivan  
Age: 19  
Homeless: 1 year*



[www.ReThinkHomelessness.org](http://www.ReThinkHomelessness.org)



An initiative of the Central Florida Commission on Homelessness

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