System Design Workshop: Creating a Systemic Approach to Ending Homelessness

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National Alliance to END HOMELESSNESS
The National Alliance to End Homelessness is the leading national voice on the issue of homelessness. The Alliance analyzes policy and develops pragmatic, effective policy solutions. The Alliance works collaboratively with the public, private, and nonprofit sectors to build state and local capacity, leading to stronger programs and policies that help communities achieve their goal of ending homelessness. The Alliance provides data and research to policymakers and elected officials in order to inform policy debates and educate the public and opinion leaders nationwide.

Working with a strong network of innovators, the National Alliance to End Homelessness identifies and evaluates hundreds of policy and program strategies and their impact on homelessness. The Alliance’s Center for Capacity Building helps communities replicate and customize the best of those strategies. The Center focuses on strategies that are cost effective, data driven, and can be implemented at a scale that can significantly reduce homelessness.
1. Welcome and Introductions with Homeless Simulation Activity
2. Homeless System Overview
3. Data and Performance Measurement
4. Crisis System Necessary Interventions
5. Role of Coordinated Entry
6. Performance Measurement and Reallocation
7. Role of Governance
8. System Design Planning
Welcome and Introductions
ACTIVITY
Describe your System

2 minutes

• Color 1: What is working well?

• Color 2: What needs to be improved?
DESCRIBE YOUR SYSTEM
Homeless Simulation Game
Homeless Simulation

A very simplified version of how homelessness assistance systems work

Designed using actual data for outcomes of programs in different communities across the country.
Before We Start

Each Table Represents a Community Homeless Assistance System (Continuum of Care)

Sit with persons from different CoC’s or organizations

Eight (8) persons at each table

Wait until you receive instructions to begin
Object of the Game

Place as many beads as possible into permanent housing

Prevent beads from exiting your system into unsheltered homelessness
All decisions for the game must be made by consensus within the time allotted.

Each round will be timed - 6 minutes long.

When a system change is made, you will have 3 minutes to make the decision before starting the round.

If decisions are not made when the facilitator announces the time, you must move on to the next round.

If you finish a round or make a system decision prior to the announcement, feel free to move ahead.
BREAK
Designing Your System

System Overview
An effective homeless crisis response system places a systemic focus on helping individuals and families access and sustain permanent housing as quickly as possible when the housing crisis occurs.

- Service participation is client driven and voluntary.
- Permanent housing Interventions are low demand, and targeted to those with the highest need.
- All programs screen in those with highest needs in, not out.
Are You a Housing First Community?

• All interventions are housing-focused
  • Focus on permanent housing starts at the front door
  • Rapid re-housing is “rapid”
  • Housing interventions are low demand – no drug testing or sobriety requirement
  • Programs screen in and not out
  • PSH is targeted to the most vulnerable populations

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Activity
Are We a Housing First Community?
Ending Homelessness
Housing First Approach

HEARTH Act

“Opening Doors”

Goals and strategies are based on best practices proven to effectively reduce homelessness

Homelessness is rare, brief, and non-recurring in Florida

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HEARTH Act Objectives

- Reduce the number of people who become homeless
- Reduce length of homelessness
- Reduce return to homelessness
- Increase jobs and income
- Other accomplishments on reducing homelessness
- Thoroughness in reaching homeless population

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HEARTH Act Measures

- Targeted Prevention Diversion
- PSH Stabilization Prevention
- Rapid Re-Housing

- New Entries
- Repeat Episodes
- Length of Episodes

National Alliance to End Homelessness
"Opening Doors"
Federal Strategic Plan to End Homelessness

GOAL

Retool the homeless response system by transforming homeless services to crisis response systems that prevent homelessness and rapidly return people who experience homelessness to stable housing.

National Alliance to End Homelessness
“Opening Doors”
Federal Strategic Plan to End Homelessness

Four Goals

1. Finish the job of ending chronic homelessness in 5 years (2017).
2. Prevent and end homelessness among veterans in 5 years (2015).
3. Prevent and end homelessness among families, children and youth in 10 years (2020).
4. Set a path to ending all homelessness in 10 years (2020).
This takes work to include all homeless service providers, including the faith based and non-federal funded providers to make homelessness rare, brief, and non-recurring.
Designing Your System
Data Matters
Good data is essential to plan to end homelessness, evaluate programs and properly (re-)allocate resources.

Point-in-time (PIT) and Housing Inventory Count (HIC) data
- Identifies at any one time numbers and characteristics
- Identifies trends

System-wide data
- Continuously collected
- Used to assess cost; to plan solutions; to implement prevention measures; and to measure outcomes.

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Why Data?

Using Data to Design Your System

• Is the CoC using HMIS data to monitor and manage their programs and make (re-) allocation decisions based on what your system needs?

• Are agencies using HMIS data to monitor and manage their program?

  • If not, what can the HMIS do to provide agencies with useful information they can use?
Critical System Measures

- Number who become homeless
- Returns to homelessness
- Duration of homeless episodes
“Right Sizing” Your System

- Outcome
- Data
- Funding Allocations
- Stakeholder Feedback

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If you are currently NOT housed, when do you expect to be housed?

- This month: 12.7%
- Next month: 9.5%
- Within 3 to 6 months: 30.2%
- In more than 6 months: 3.2%
- I don't know: 44.4%
Consumers are prioritized for housing, financial assistance, and services based on their needs.
Funding and service decisions in our community are prioritized to focus on permanent solutions to homelessness.
# System Assessment

This worksheet analyzes the points of entry to your shelter system and to your prevention system for comparison purposes. This table allows your community to compare the points of entry of people served within the shelter system to those served in the HPRP Prevention Program.

It draws from the answer choices for the HMIS Universal Data element 3.9 - Residence Prior to Program Entry. See instructions in the table for how to combine point of entry answers.

## System Entry Analysis

<table>
<thead>
<tr>
<th>Prior Living Situation</th>
<th>In Shelter</th>
<th>HPRP (Prevention Only)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Persons in Families</td>
<td>Singles</td>
</tr>
<tr>
<td>Already in Homeless System (answer choices 1-3, 18 in HMIS)</td>
<td>16</td>
<td>197</td>
</tr>
<tr>
<td>Institutional Setting (Answer choices 4-7, 15)</td>
<td>3</td>
<td>159</td>
</tr>
<tr>
<td>Unsubsidized rental or home (Answer choices 10-11)</td>
<td>11</td>
<td>43</td>
</tr>
<tr>
<td>With Family or Friends (Answer choices 12-13)</td>
<td>107</td>
<td>1028</td>
</tr>
<tr>
<td>Hotel/Motel (Answer choice 14)</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Subsidized Housing (19-21)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other (21)</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
Investments by Program Type

- **SHELTERS**, $4,734,069, 40%
- **PH**, $3,628,577, 30%
- **TH**, $2,806,546, 23%
- **SSO**, $721,028, 6%
- **RRH**, $78,350, 1%
Lunch
Designing Your System
Necessary Crisis Response
System Interventions
Activity
Draw your current crisis response system.
WITHOUT SPEAKING

• What is your inventory?
• How do people enter?
• How do people move through your system?
• How do people exit?
• Where do people exit to?
Necessary Interventions in a Crisis Response System

- Coordinated Entry that includes diversion and targeted prevention
- Crisis Response Housing and Crisis Services
- Rapid Re-housing
- Permanent Supportive Housing

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Crisis Housing and Crisis Services

**Definition:** Temporary, **short-term** services and housing to alleviate people’s **immediate** housing crisis as a first step to being quickly and permanently re-housed that includes:

- Crisis beds (emergency shelter, interim or bridge housing, motel vouchers)
- Street outreach and engagement
- Emergency health
- Other crisis services
Best Practice: Crisis/Emergency Shelter

PATH TO PERM. HOUSING
LOW BARRIER – HOUSING FIRST
YEAR- ROUND ACCESSIBLE 24/7
LINKED TO COORD. ENTRY
STREET OUTREACH

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Rapid Re-housing

**Definition:** A permanent housing intervention designed to return households to permanent housing quickly through the use of temporary rental assistance, voluntary home-based case management, and connection to mainstream resources.
System Perspective

✓ Major component of the crisis response system portfolio, not just a “program”
✓ System-wide policies and procedures
✓ Progressive engagement with a housing first approach
✓ Short-term, individualized, shallow subsidy
✓ Rapid re-housing is rapid
Permanent Supportive Housing

**Definition:** Housing units (scattered-site or congregate) used in concert with housing vouchers and intensive wraparound services to successfully house a community’s most vulnerable people with the housing first approach.
Best Practice: Permanent Supportive Housing

System Perspective

✓ Houses the most vulnerable
✓ Uses system-wide policies and procedures
✓ Prioritizes chronically homeless people
✓ Screens people in, not out – low demand
✓ Practices a Housing First approach for all units

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Crisis Response System

Centralized or Coordinated Assessment for families with a housing crisis

Targeted Prevention and Diversion

Temporary Shelter
- Crisis Stabilization & Housing Search Support
  - Family does not find housing within short period, e.g. 7-10 days
  - Family exits shelter on own
  - Family retains housing or gains new housing, bypassing shelter stay

Rapid Re-housing & Links to services

Transitional Housing with Services
  - Family for whom RRH and/or TH is unsuccessful and have high needs

Community-Based Permanent Housing
  - (Includes market rate and subsidized)
Community-based Services and Supports
Permanent Supportive Housing

Families with highest needs
Designing Your System

Coordinated Entry
Coordinated Entry

- Diversion
- Crisis Resolution

People With Housing Crisis Seeking Shelter

- Re-housing
- Shelter
Coordinated Entry: Why?

Multiple programs and processes without true coordination + lack of resources result in severe hardships of people experiencing homelessness

- Go from program to program
- Different intake and assessment processes
- Long waiting times to receive assistance
- Screened out depending on program
- Enrolled in programs that may not be the most appropriate intervention
Coordinated Entry: Goals

• Helps prioritize assistance based on vulnerability and severity of needs

• Meets consumers needs with appropriate intervention first

• Increases exits to permanent housing

• Reduces length of homelessness and returns to homelessness

• Provides information about service needs and gaps to help communities plan their assistance and identify needed resources

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Coordinated Entry: Access

- **Standardized access:** All coordinated entry locations and methods (phone, in-person, online, etc.) offer the same assessment approach and referrals using uniform decision-making processes.

- A person presenting at any coordinated entry location receives the same types of assessment and referral processes.

- Incorporates all sub-populations, (though each may have its own access point).
Coordinated Entry: Diversion

Where did you stay last night?

Why did you have to leave where you stayed last night?

Are there any resources available that would help you stay there again?

Is there any one I can contact that might be able to give you a place to stay for the next few nights?
Coordinated Entry: **Assessment and Prioritization**

- **Phases the assessment process**
  - Prevention and Diversion (20-30%+)
  - Chronic homeless eligibility
  - Housing Barriers
  - Vulnerability

- **Prioritizes** people who are most vulnerable or have the most severe service needs

- **Does not** serve people on a first-come basis
Don’t assume that choosing an assessment tool and assigning people to programs will be enough to change outcomes

- Change program rules and eligibility criteria if needed: Watch for programs with entrance requirements that screen out those needing assistance the most.
- Figure out what your system really needs to meet the needs of your homeless population.
- If programs are still picking from a pot of available people, nothing has changed in your system to make it better.

Evaluate
Designing Your System
Performance Measurement
and Reallocation
Performance data is essential to plan and evaluate the effectiveness of programs in reaching your systemic goal to make homelessness rare, brief and non-recurring, and strategically allocate resources towards ending homelessness.
HEARTH
Performance Measures

1. Reduce the number of people who become homeless
2. Reduce length of homelessness
3. Reduce return to homelessness
4. Increase jobs and income
5. Other accomplishments on reducing homelessness
6. Thoroughness in reaching homeless population
Performance Improvement Process

1. **Identify Performance Indicators**
2. **Set Performance Targets**
3. **Measure Performance**
4. **Report Performance**
5. **Make Improvements**

The cycle starts with identifying performance indicators, followed by setting performance targets, measuring performance, reporting performance, and finally making improvements. This cycle is repeated continuously to improve performance.
Permanent Housing Exit Rates for Shelters

6 programs meet/exceed benchmark
Benchmark: 30%
Sector Average: 25%

Return to Homelessness

Permanent Housing Exit Rates for Transitional Housing

15 programs (48%) meet/exceed benchmark or progress goal
Benchmark: 80%
Sector Average: 63%
Next Steps

Make sure you have the right interventions and programs... working as a system
Next Steps

1. Set system performance targets
2. Measure and reward performance
3. Reallocate from low performing strategies to effective strategies
4. Make sure your “pie” is cut correctly
5. Engage all funders in your strategy
6. Measure and adjust
Develop a resource allocation strategy which includes reallocation to cost effective interventions with successful housing outcomes.

Right-size your system
1. Strategic resource allocation
2. Ending chronic homelessness
   a. Increase permanent beds for chronically homeless
   b. PSH is offered without any preconditions such as sobriety or service participation (Housing first)
3. Ending family homelessness
   a. Increase rapid re-housing
   b. Reallocate existing SSO and TH projects to rapid re-housing
4. Removing barriers to CoC interventions
   a. Review system and project level eligibility criteria to remove barriers to accessing services
   b. Implement centralized or coordinated assessment system
   c. Encourage CoC’s to review TH models to determine if rapid re-housing may be a better model
4. Maximizing use of mainstream resources  
   a. CoC’s should use mainstream resources for services and HUD funding for housing related costs  
   b. Look for funding through mainstream sources  
   c. Actively prepare for implementation of the Affordable Care Act  

5. Building partnerships  
   a. Engage PHA to create homeless preference or adopt strategies to assist current participants to access resources  
   b. Engage philanthropic organization to maximize and increase resources toward ending homelessness  

6. Other priority populations  
   a. Veterans – work closely with the local VA to coordinate VA funded resources  
   b. Homeless Youth – Identify needs of homeless youth
Create a Long-Term Reallocation Plan

### Chart 1: Allocation of Funding

<table>
<thead>
<tr>
<th>Strategies</th>
<th>Total</th>
<th>Next 12 Months</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>New Funding</td>
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<tr>
<td>Total</td>
<td>$2,645,000</td>
<td>$230,000</td>
</tr>
<tr>
<td>Temporary Housing</td>
<td>$320,000</td>
<td>$50,000</td>
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<tr>
<td>Emergency Shelter *1</td>
<td>$100,000</td>
<td>$50,000</td>
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<tr>
<td>Overflow/Seasonal Shelter</td>
<td>$0</td>
<td>$0</td>
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<tr>
<td>Year-Round Shelter</td>
<td>$220,000</td>
<td>$50,000</td>
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<tr>
<td>Transitional Housing *2</td>
<td>$850,000</td>
<td>$0</td>
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<tr>
<td>Site-Based Programs</td>
<td>$150,000</td>
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</tr>
<tr>
<td>Scattered-site Transition in Place (TIP)</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>Scattered-Site (not TIP)</td>
<td>$700,000</td>
<td>$0</td>
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<tr>
<td>Permanent Housing</td>
<td>$1,000,000</td>
<td>$100,000</td>
</tr>
<tr>
<td>Permanent Supportive Housing</td>
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<td>$100,000</td>
</tr>
<tr>
<td>Homelessness Prevention</td>
<td>$0</td>
<td>$25,000</td>
</tr>
<tr>
<td>Services</td>
<td></td>
<td>Reduced Funding</td>
</tr>
<tr>
<td>Employment</td>
<td>$200,000</td>
<td>$50,000</td>
</tr>
<tr>
<td>Outreach</td>
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<td>$-25,000</td>
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<tr>
<td>Child Care</td>
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<td>$0</td>
</tr>
<tr>
<td>Health/Medical/Clinic</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>Substance Use Treatment/Services</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>Mental Health Treatment/Services</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td>Oversight</td>
<td></td>
<td>New Annual Spending</td>
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<tr>
<td>Data/HMIS</td>
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<td>$50,000</td>
</tr>
<tr>
<td>Coordinated Assessment</td>
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<td>$30,000</td>
</tr>
<tr>
<td>Coordination/Planning</td>
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<td>$0</td>
</tr>
<tr>
<td>Other</td>
<td>$0</td>
<td>$0</td>
</tr>
</tbody>
</table>

### Chart 2: Funding Sources

- CoC
- County Funding Source A
- United Way
- Private Foundations
- CDBG
- ESG
- HSG
- Other Sources
Rate of Return to Homelessness Within 12 Months of Exit for 7 Communities

Source: Data from seven Continuums in four states that prepared Evaluators for National Alliance to End Homelessness Performance Improvement Clinics in 2011-2012 compiled by Focus Strategies
Reallocation Tips

• Use an objective performance scorecard to rank projects

• Reallocate from underutilized projects and interventions to necessary interventions – right size

• Reallocate from TH and SSO to PSH and RRH

• Use reallocation to shift to a best practice crisis response system – meet the vision
Strategies to Avoid

✓ Using a secretive, subjective ranking process

✓ Skimping on planning and data
Next Steps
Restructuring to a Crisis Response System

- Identify the specific needs of those experiencing homelessness within the CoC
- Define what and how much of each intervention is necessary to meet those needs
- Determine how resources are used to implement the strategies to best meet those needs through a crisis response system
- Set systemic measures that are analyzed regularly
- Adjust as necessary to reach the goal of ending homelessness

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Designing Your System

Role of Continuum of Care Governance
What does Continuum of Care mean?

The local “Homeless Assistance System” including all providers; *not referring to just the CoC funded*

“a community plan to organize and deliver housing and services to meet the specific needs of people who are homeless as they move to stable housing and maximize self-sufficiency. It includes action steps to end homelessness and prevent a return to homelessness.”

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Channeling Change: Making Collective Impact Work

LARGE-SCALE SOCIAL CHANGE REQUIRES BROAD CROSS-SECTOR COORDINATION, YET THE SOCIAL SECTOR REMAINS FOCUSED ON THE ISOLATED INTERVENTION OF INDIVIDUAL ORGANIZATIONS.

By John Kania & Mark Kramer

Illustration by Martin Jarrie
• Common Agenda
• Shared Measurement Systems
• Mutually Reinforcing Activities
• Continuous Communications
• Backbone Support Organizations
• **Common Agenda**
• **Shared Measurement Systems**
• **Mutually Reinforcing Activities**
• **Continuous Communication**
• **Backbone Support Organizations**

...individuals and families who become homeless return to permanent housing within 30 days.

Homelessness will be rare, brief, and non-recurrent.
- Common Agenda
- Shared Measurement Systems
- Mutually Reinforcing Activities
- Continuous Communication
- Backbone Support Organizations

- Reduce the number who become homeless
- Reduce length of homelessness
- Reduce return to homelessness
- Common Agenda
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National Alliance to End Homelessness
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**Operate the CoC**

1. Hold meetings at least semiannually
2. Invite members publicly
3. Adopt a written process to select a Board
4. Appoint committees, subcommittees, and workgroups
5. Adopt a governance charter
6. Establish systemic performance targets and monitor performance (and take action against poor performers)
7. Evaluate CoC and ESG projects
8. Establish and Operate a Coordinated Assessment
9. Establish written standards for providing assistance

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Establish Written Standards (#9)

Establish:

1. Eligibility for Assistance

2. Prioritization standards for transitional housing assistance

3. Prioritization standards for rapid re-housing assistance

4. Financial assistance standards for rapid rehousing participants

5. Prioritization standards for permanent supportive housing

6. Coordinated entry policies and procedures consistent with written standards

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Role of Governance in Reallocation

1) Develop the strategy and identify the process
2) Non-conflicted members make the funding decisions
3) Work with other funders
   • Develop funders collaborative to utilize same criteria and plan for all funding streams
Designing Your System

System Planning Activity
System Design Vision:
Homelessness will be rare, brief and non-recurring

What changes should our community expect to see when our vision is realized?

- How will we decide how to spend our resources?
- What outcomes will we measure?
CoC Members divide into 2 groups

Each group will have 10 minutes to develop steps to accomplish in the next 90 days to develop a plan for the following:

- How will we decide how to spend our resources?
- How will we use data and performance including identifying the right outcomes to measure?

After 10 minutes, rotate and next group takes 10 mins to add anything
The vision for our CoC is to implement a crisis response system that makes homelessness rare, brief, and nonrecurring by:

- Resource allocation strategy…
- Outcomes measurement…

After last rotation, entire group will finalize the statement and identify the next steps the governance needs to take to make the vision a reality.
Wrap Up
Crisis Response System
Best Practice Design
Designing Your System
Reflection

➢ “Aha” Moments

➢ Challenging Moments

➢ What is the first thing you will do tomorrow in response?

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Designing Your System
Next Steps

• What does our system look like?
• What do we need to restructure?
• What will we measure?
• What do we have vs. what do we need?
• What do we need to change to have coordinated entry?
Need assistance?

If you have any questions or need additional assistance, contact the Florida Housing Coalition:

- **Dedicated toll-free line to answer questions**: (844) 280-2683, M-F, 9am-5pm
- **Email**: info@flhousing.org
- **On-site Technical Assistance**: For a one-day site visit, email us to request assistance and we will find a convenient time to meet with you
More to Come!

WEBINAR #4: May 5th: Coordinated Entry and System Change

RAPID REHOUSING WORKSHOP:

May 19 – Ft Lauderdale
May 20 – Orlando
May 21 – Jacksonville

Registration open now at WWW.FLHOUSING.ORG
Questions?

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