



Housing in Action Mobilization Plan Revised November 14, 2009

Contents:

I.	Problem Statement	p. 1
II.	Research	p. 5
III.	Data Review, Outcomes and Analysis	p. 10
IV.	Hypothesis and Goal	p. 12
V.	Strategy and Resource Application	p. 12
VI.	Results and Measures	p. 16
VII.	Conclusions and Continuing Work Plan	p. 18

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Reducing Homelessness Mobilization Plan

November 2009 Revision

I. Problem Statement

A. Costly Problem

Homelessness is a costly problem for our community and devastating for the children and families involved. In 2005 over \$9 million in public and private funds were expended to support and manage the homeless services network in Dane Countyⁱ. At that time, there were more individuals as part of a family in shelter than single men.

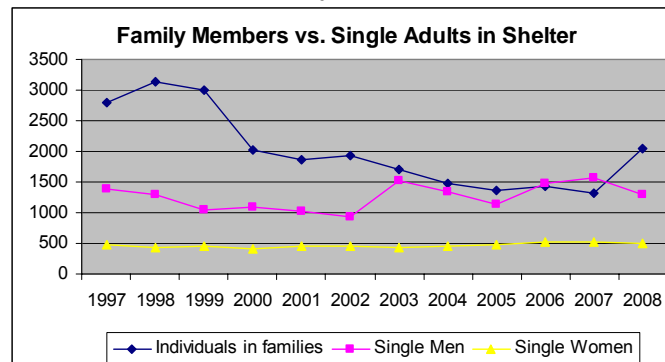
In the fall of 2005, a community leadership team was convened by United Way to develop a comprehensive plan to reduce the number of children in families who required emergency shelter. A Housing In Action Mobilization Plan was approved and put in place in 2006 that detailed a series of research-based strategies to address this problem. (An executive summary appears at www.unitedwaydanecounty.org)ⁱⁱ

In 2009, 43% of the now \$11.9 million in Dane County public and private funds has shifted to efforts to reduce homelessness largely because of changing public policy about the importance of prevention, including the early results of HALTs public awareness efforts. Following is a breakdown of those expenditures.ⁱⁱⁱ

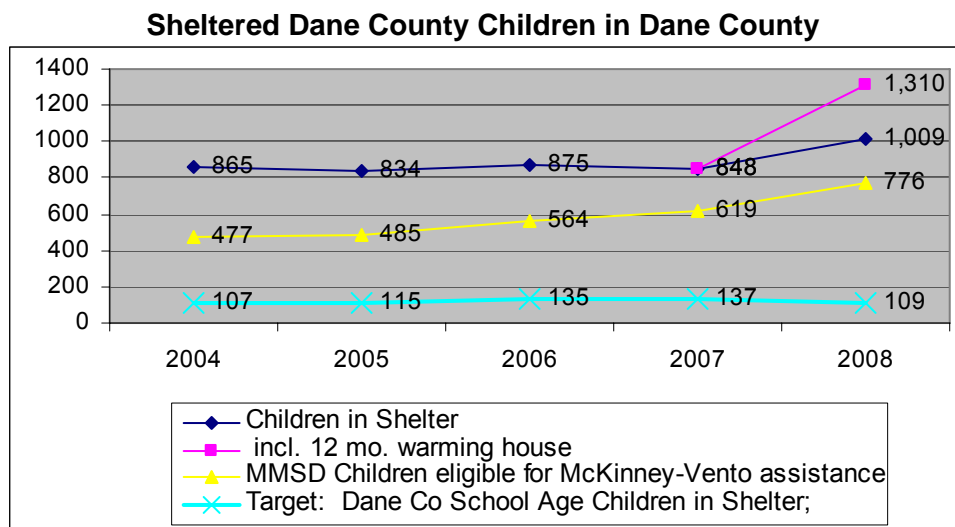
FUNDING FOR SHELTER AND EVICTION PREVENTION IN DANE COUNTY				
	2003 shelter related	2003 Prevent.	2009 Shelter	2009 prevent.
FEMA	\$44,010	23,236	\$74,145	\$85,000
County		\$ 4,546,000	2,232,281	173,820
City/CDBG, incl. HUD		\$ 1,244,000	673,518	1,392,429
School District (transp)	\$ 700,000		700,000	
United Way Dane Co	382,825	600,145	0	1,730,147+dd
Fees and donations		\$3,373,030	3,133,153	1,725,518
TOTAL by split:	1,126,835	623,381	6,813,097	5,106,914
	<i>9,163,030 unable to split</i>			
TOTAL:		\$10,936,000		11,920,011

B. Scope and Dimension of the Problem

The City of Madison maintains an annual report on homelessness that monitors the shelter services provided in Dane County. The following chart aggregates the available data on the numbers of people served in the nine homeless shelters in Dane County. (Historically, there has been some duplication within these numbers, although these are being made more accurate by increased use of the statewide data collection system for homeless persons.)



Since our focus is homeless families with minor children from Dane County, we have been refining our methods to measure the number of families in this group. The challenge is that the shelters track shelter stays, which duplicates the number of families when a family stays in more than one shelter. To achieve a more accurate measure, the Madison Metropolitan School District (MMSD) is helping us track homeless children. This is a strong measure because all of the homeless shelters in Dane County are in Madison, which means all school-age children living in shelter are attending MMSD schools. Beginning in September 2009, MMSD has developed a way to identify and track children within their data system who stay in shelter and attended MMSD or other Dane County district school prior to their stay in shelter. This refines the methodology we used in the past to ascertain this number. The table below shows this figure over the past five years and compares it with other available data.



When looking at this chart, note that the Housing In Action Mobilization Plan was approved in 2006 and United Way began to shift significant resources towards the three preventive measures that year as well as launch a small Housing First pilot. The good news is that we saw a modest decrease in the **number of children who required shelter placement** from 2006 (n=875) through 2007 (n=848). (Refer to the *dark blue line* above.) This trend continued into the beginning of 2008, but towards the end of 2008 the number of homeless children in shelter began to rise, in part because of a significant change in the shelter system: the Salvation Army decided to leave its “overflow shelter” open year-round, instead of only in the winter, which increased the supply of possible shelter placements and therefore the number of children and families in shelter. Reports indicate that 64% of the families in the overflow shelter were doubled up with friends or family prior to be in the shelter.

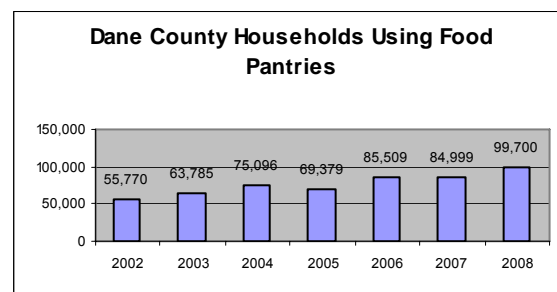
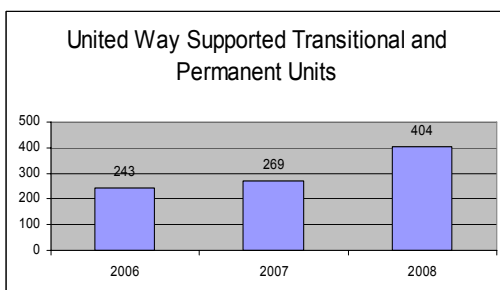
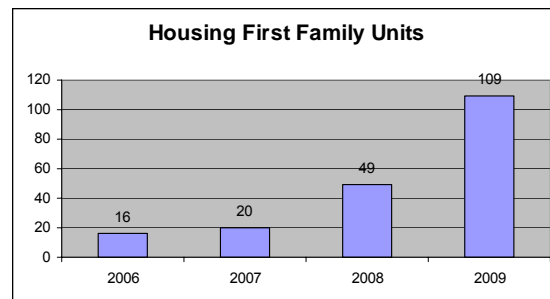
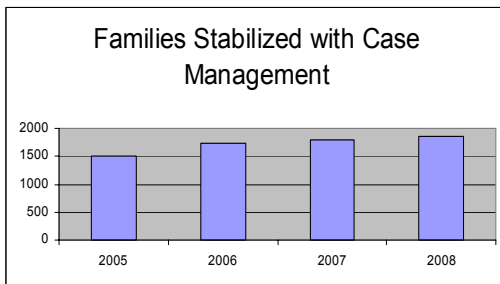
We also track the **number of school-aged children in the Madison Metropolitan School District from Dane County in shelter**. This is the metric we propose we use to track the effectiveness of our work. (Refer to the *light blue line* above.) This shows the number of Dane County children experiencing homelessness decreased from 2006 (n=135) to 2008 (n=109). This causes us to believe that our prevention and Housing First strategies may be showing success.

Yet it must be noted that the **number of children in the Madison Metropolitan School District with homeless / transportation issues** is rising: from 564 in 2006 to 776 in 2008. (Refer to the *yellow line* above.) It is unclear how much of this difference is the result of changed data collection methods at the school district, an increase in larger families, or an increase in the percent of families from outside Dane County entering the system. It is important to note that the definition of “homeless issues” for Madison Metropolitan School District includes children who are sharing the

housing of other persons due to loss of housing, economic hardship, or similar reason, and those awaiting foster care, a broader definition than those in shelters. The district is eligible for additional federal and state funding based on the number of children it classifies under this category, which provides an incentive to keep close track of all the student who may fall within this broad definition.

C. Progress has been made towards the initial goal

- From 2006 to 2008, there was a modest decrease in the total number of school aged children from Dane County who used the shelter system (from 135 in 2006 to 109 in 2008.)
- We now have 1,900 plus families participating in case management and eviction prevention work. This large number of families being served indicates the likelihood of many more families would be in shelter if our prevention strategies were not in place.
- HALT has increased the training, quality and quantity of case management.
- Beginning in 2006, we piloted Housing First model with 12 families -- 90% of these families are still in permanent housing.
- In 2009, we were able to implement Housing First on a larger scale as the result of a grant from the Henry J. Predolin Foundation. This grant of \$1.2 million over two years will allow us to provide housing and case management for 45 families per year (90 families over two years.)



D. Challenges in reaching the initial goal

- The total number of children in shelter has increased over the past 18 months. Much of this difference is due to the opening of the overflow shelter year-round (previously it was only open in the two coldest winter months) and an increase in the average size of the families being served.
- The community continues to view shelter as the first line of defense against homelessness, and has not been exposed to the evidence that shelters cost twice as much and are half as effective at ending homelessness as Housing First.
- Half of the families entering our shelter system are from outside this community. As such, they cannot benefit from the effective eviction prevention strategies we have implemented.
- The economic downturn of the community has resulted in more joblessness among the least trained and most unstable adults in the community who have the greatest likelihood of needing

shelter. The numbers of individuals facing unemployment and loss of housing is increasing at a greater rate than resources being added to address their needs.

- Identifying consistently available and reliable numbers of homeless children in Dane County has been a challenge, based on differing definitions and methods of data gathering between providers.

E. Strategies of the Initial Mobilization Plan

The initial Housing In Action mobilization plan had four primary strategies; three of them focused on prevention and one (Housing First) focused on those families in shelter or on the doorstep of shelter. The strategies included:

1. Landlord/ tenant connections and financial counseling
2. Improved case management
3. Food access
4. Direct access to permanent housing (Housing First)

The first three prevention strategies focused on families who live in Dane County. Since they help families housed in Dane County avoid homelessness; they can't help families who arrive in Dane County already homeless. We believe that shelter placement is reduced for families from Dane County who are connected to these strategies. Dane County families who become homeless and enter the Housing First program will also reduce demands on the shelter system because most do not become homeless again.

The Housing In Action Mobilization Plan, in its original form, and with the updated research and analysis of this update, provides evidence that the chosen strategies are effective. We are seeing positive results from these focused strategies that can reduce our dependence on family shelters as the primary vehicle to end homelessness in our community. We have effectively developed alternatives to shelter and our experience during the past 4 years and continuing local and national research verifies the chosen strategies.

The fourth strategy of the first mobilization plan was Housing First. Resources to address the key strategy of "Housing First" began with the Porchlight Project in 2006^{iv} and expanded significantly in January, 2009, with the infusion of a major grant from the Henry J. Predolin Foundation^v. The Housing First model is a cost effective, research based alternative to shelter for families whose homelessness was not avoided by the other prevention-focused strategies. This puts in place the most critical tool in our arsenal to significantly reduce the need to shelter families.

F. Strategies for families are working and will continue. We need to add strategy to reduce shelter as more effective alternatives are enhanced

The success of our current strategies underscores that we can make major reductions in the number of children in shelter when more government funding of the shelter system is shifted into the Housing First model and stable permanent housing. Our family shelter capacity has stayed the same for the last ten years (except the extended opening of the warming house), despite the increase in prevention strategies. Despite our continuing prevention expenditures, nearly 1,000 children spent at least one night in shelter in 2008, half of those families are new to Dane County. As long as the shelter is the first line of defense in responding to homelessness, it will continue to be the gauge by which this community measures and responds to family homelessness in Dane County. Emergency shelter is an important part of the continuum of response to family homelessness, but its capacity needs to reduce as we expand other more effective strategies to respond to family homelessness. Shelter is not meant to be a destination and should not be cannot be a magnet, it should be part of a larger network of support.

The Housing In Action Mobilization Plan of 2006 committed our community to addressing family homelessness first, before tackling the homelessness of single adults in our community. That focus on children continues to be the benchmark by which we measure how we reduce homelessness. Based on the escalating cost and impacts of homelessness, the conclusion of the updated Mobilization Plan of 2009 underscores the need for diligence of addressing homelessness by the at-scale implementation of these focused strategies.

II. Current Research

A. Updated National Research

1. Housing First Research

The data on the Housing First model is compelling: it has an 80% success rate in keeping families who have been homeless settled in permanent housing – as compared to a 37% rate for families who have stayed in shelter – and it costs only 66% as much as serving a family in shelter.

a. Housing First as a key strategy^{vi} findings:

- Critical elements to create permanent change are initial planning, encouraging risk-taking, providing learning opportunities and training for front-line staff
- Move away from practices based on housing readiness principles
- Subsidies are the most important factor in housing stability
- Working with landlords as a “trusted intermediary”
- Incorporating harm reduction practices
- Importance of after care programs for children
- Keep parents connected
- Consciously promote the Housing First Model
- The four most important components of case management:
 - Change client perspectives
 - Help clients with housing search
 - Raise client incomes
 - Work with landlords

b. The University of Michigan^{vii} findings:

- Homeless families are particularly vulnerable to economic or housing market conditions
- Housing subsidies are critical in helping families achieve stable housing
- There is a strong relationship between access to services and stability, especially case management for families with multiple problems. System capacity and eligibility standards kept some families from accessing needed services.
- For some families, mental illness, depression, substance abuse, or domestic violence are seriously complicating issues

2. Quality Case Management Research

a. Value of Case Management

Drew University of Medicine and Sciences^{viii} conducted a nationally acclaimed study on case management for homeless families and concluded that assertive outreach and support result in greater housing stabilization. Gary Morse^{ix} reviewed implications for practice, policy and research based on empirical analysis of homelessness and case management in 2003. His conclusions:

- Case management is an effective tool to reduce homelessness.
- Specific case management approaches and models and tools are most effective

- There is strong support for the effectiveness of case management to help homeless people with severe mental illness into needed services, including stable housing.
- Frequent service contacts are critical to treatment retention and housing outcomes.

b. Targeting Case Management Services

1999 research^x validates what does and does not work in helping people to leave homelessness. The research concluded that eviction prevention programs show promise. More recent research published in 2006^{xi} strengthen these conclusions and emphasizes the importance of targeting efforts to households with specific risks of becoming homeless.

3. Eviction Prevention: Building Bridges, Financial Management

a. Importance of Early Permanent Housing and Eviction Prevention

Systematic research^{xii} was conducted on programs operating under the ‘housing first’ model. All programs analyzed placed families as quickly as possible in permanent housing, and then provided intensive home-based case management and stabilizing support services to prevent a recurrence of homelessness. Unlike programs designed to help people become “ready for housing,” these Housing First programs’ first priority is to stabilize people in the short-term and help them get housed immediately. By helping participants become housed and connected to mainstream services, Housing First programs help prevent them from entering or help them rapidly exit the homeless service system. Their results demonstrated that 80% of families moved into permanent housing retained their housing for at least one year.

2007 conclusions^{xiii} confirmed earlier research and added:

- homelessness serves as an important marker of risk for children
- more effective strategies address families who are already feeling the crisis of potential homelessness rather than intervening ‘too early’ in the crisis
- Effective strategies include conflict mediation, financial assistance and management
- Prevention of imminent homelessness is likely best focused on those who request shelter

b. Eviction Prevention Research

Real World Solutions^{xiv} conducts ongoing comparisons of housing stability based on levels of support provided to formerly homeless families. Families that received financial assistance, case management and financial counseling workshops had the highest stability. The level of housing stability was significantly influenced by the degree of comprehensive support.

4. Research of Impact of Increased Access To Surplus Food

Access to Surplus Food as a Housing Strategy

John Arnold, from the Second Harvest Gleaners Food Bank of West Michigan, developed and implemented a model to significantly increase access to surplus food. Research shows that low income families with ready access to surplus food can decrease their monthly food-related costs by \$384, thereby effectively allowing an informal rent subsidy. The methodologies to increase access to surplus food include:

1. People in need should be able to access food pantries as often as needed
2. In-take and screening at a pantry including screening for eligibility for federal food subsidy programs should be done in a welcoming dignified manner
3. Clients should have ability to select from all products available versus receiving pre-packaged selections
4. Enough food pantries must exist within a accessible distance of clients to meet need

One of the most highly effective new strategies, according to Arnold in 2009, is the establishment of mobile food pantries in isolated neighborhoods or where extraordinary need and poverty exists.

5. Research of Successful Section 8 Housing Stabilization Efforts

Facts about Section 8 users

Austin, Turner and Kinglsey (in the policy primer from the Department of Housing and Urban Development) created benchmarks for median stay in public housing based on certain characteristics. Their research on programs that help families in public and Section 8 housing increase work income and self-sufficiency provides guidance for a local program:

- Nationally the median length of stay in public housing is only 4.7 years, and the median voucher household receives assistance for 3.1 years.
- The medians for families with children are only 3.2 years in public housing and 2.6 years in the Section 8 voucher program.
- The Jobs Plus Initiative enhances the impact on employment and incomes among recipients.
- The Jobs-Plus Initiative rigorously tested the effectiveness of saturating a public housing development with high-quality work supports and changing rent rules and subsidy formulas to encourage work.
- The Family Self-Sufficiency (FSS) program provides case management that arranges for services aimed primarily to help participants find jobs, build assets, clean up credit histories, and take other steps to increase their incomes.

Supporting research from The Urban Institute and an evaluation of the demonstration of Atlanta Housing Authority (AHA) in October, 2008 shared successful incentives that create a culture of work and self sufficiency that will inform local program development.

B. Updated Local Research

1. Cost Effectiveness of Housing First vs. Shelter

The cost analysis of Housing First vs. Shelter affirmed the early research and data analysis of Housing First. Local cost benefit analysis was completed to affirm the value of Housing First vs. Shelter.^{xv} (Attachment 4 presents the detailed value proposition.) The conclusions of that data follows:

Cost Cete	Expenses for one family served in the homeless shelter system	Housing First Model Expenses for a family served for one year
Just Shelter	Cost for average 90 day shelter stay for one family: \$6,210	Cost for Security Deposit and five month start up rent for one housing first family: \$4,800
Services	Services in shelter for one family for the 90 day maximum stay: : \$5,844	Case Management for one family/yr, with average caseload of 20 families, \$3,000
Items	Replacing lost household items as families need to be re-housed \$1,000	when shelter is avoided, these items are not lost
Foster Care	2 children in foster care per year (7% of homeless families have children in foster care, figured over 5 year period: \$238	Children in foster care,.6% of general population, prorated over 5 years \$20
Police costs	Transport 1/5 families to shelter: \$30	When shelter is avoided, this cost is not incurred
Total:	Max. shelter cost (90 days) plus annual costs for foster care: \$13,322	Cost for one family served for a year in Housing First: \$7,820

2. Focus Groups (Spring 2009)

In February and April, 2009, three focus groups were conducted with voters and thought leaders in the community assessing their understanding and support of Housing First. GKA provided the oversight and sourcing of the individuals for the first two voter groups and managed the process for the third group. Dean Health Systems and the Lafollette Institute students conducted two focus groups as a part of the Day of Caring in August, 2009. The results of those five sessions

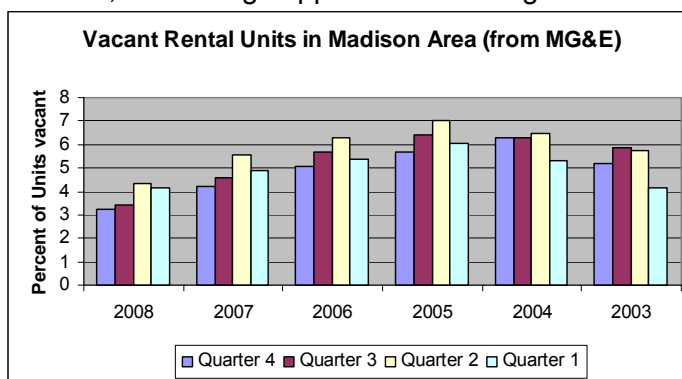
confirmed the public acceptance of the Housing First model and strengthened our messaging efforts.

3. Application Rejection Analysis

The Housing In Action Leadership Team (HALT) reviewed the reasons that 111 applicants for vacant affordable apartment units were rejected during the first three months of 2005. The team concluded through this analysis of data that there is a strong need for financial education and support, including knowledge about the process of applying for rental units and the importance of credit. From this research analysis the plan to provide a “Bridge Builder” strategy evolved, that would include methods for improving landlord and tenant connections.

4. Availability of Affordable Units

HALT members analyzed apartment vacancy rates in Dane County. The data review and analysis conclusions were that there are a slightly increased of percentage of affordable 1 and 2 bedroom apartments. There are consistently decreasing numbers of affordable 3 bedroom and larger apartments. The team concluded that until the vacancy rates decline, an effective strategy is improving the rent ability of individuals seeking permanent housing and improving connections between landlords and tenants, continuing support for the ‘Bridge Builder’ model.



5. Increasing Supply of Affordable Housing

The HALT team analyzed the features of the many independent efforts going on in our community to increase affordable (typically subsidized) housing, through application of federal and local tax supports and charitable organizations. Termed “hybrid vigor” they identified the features that led to the most successful of these efforts with an intent to share and encourage these features in future development efforts. Among the most consistent features of successful efforts were clear and achievable visions, consumer involvement in design, and community engagement prior to finalization of plans. The hypothesis of this effort is that our community will be able to advance more affordable housing initiatives if we share and support the many independent efforts. Three new community housing opportunities are being developed as a result of the new partnerships. In Stoughton, for example, Rural Development became a viable partner in a new housing development.

6. Design Laboratory Research

The team conducted a Design Laboratory in June, 2005. Over 62 developers, property managers, non-profit service providers and leaders in our community examined the issues that preclude placement of families in existing vacant properties and identified ideas with promise. The major findings of this laboratory were the need to provide technical assistance for tenants and landlords, the importance of access to emergency funds to prevent eviction and the importance of ready access to financial counseling before families reach a crisis in their credit problems. Property managers need to know about community resources to support their tenants. Two subsequent

eviction prevention seminars have been provided to landlords and property managers in Dane County.

7. Data from Application Rejection Analysis:

The local analysis of individuals rejected from apartments is detailed in the following table.

Major Reason for Rejection	% of applicants rejected
Unfavorable credit	56.7%
Inaccurate/incomplete information	45%
History of rental agreements	45%
History of non-payment of rent/utilities	43.5%

Only 10.8% were rejected based on a history of criminal activity. The conclusion that 32.4% had only one basis of rejection identified this as a target population for a bridge builder strategy with landlords that could successfully result in placement in vacant apartments.

8. Domestic Violence and Homelessness

The team conducted a Design Laboratory in May, 2009. Over 50 providers in housing, and domestic abuse system providers and funders met to explore the relationship between homelessness and domestic violence to affirm the appropriateness of the existing strategies and special needs of this population. The major findings of this laboratory were the need to reduce the dependence on shelters, integrate domestic abuse support and services in housing services, increase outreach to Latino families, and train housing providers and law enforcement on these special needs.

9. Community Leader Bus Tours

In June, 2007, over 60 community leaders viewed a dozen affordable housing operations in Dane County. In May, 2008 a similar tour was held for 56 Stoughton area community leaders. The purpose of these tours was to identify the potential for more affordable housing opportunities and to share the components of successful stable housing. As a result of these tours, the leaders' interest in expanding financial literacy and quality case management is reinforced and there is increased interest in creating more affordable housing opportunities with new partners.

10. Section 8 Composition

In August of 2009, an analysis of the local users of Section 8 subsidy was reviewed. The ratio of terminations to the overall number of households in each program is about the same – both City of Madison and Dane County Housing Authority terminate roughly the same percentage of families.

Reason for termination	Dane County		City of Madison	
	'08 Total	1 st 6 mo '09	'08 Total	1 6 mo '09
REASONS				
Failed to comply w/Recert.	2	2	14	3
Requested/Self Terminate	15	9	30	7
Over Income 180 days			5	2
Deceased	16	13	15	3
Skipped	11	2	10	1
Evictions	25			
Nursing Home	3	4		
Criminal Activity	2		18	4
Program Violations	19	7	29	3
Total for 18 months	72	44	121	23

11. Donor Research

In 2008, United Way conducted research with 300 donors to ascertain their level of support for key strategies to address homelessness. The most supported strategies in order of support were money management, efficient programs that can be put in place, preventing evictions, and supporting landlord efforts for early identification of families in housing crisis.

III. Data Review, Outcomes and Analysis

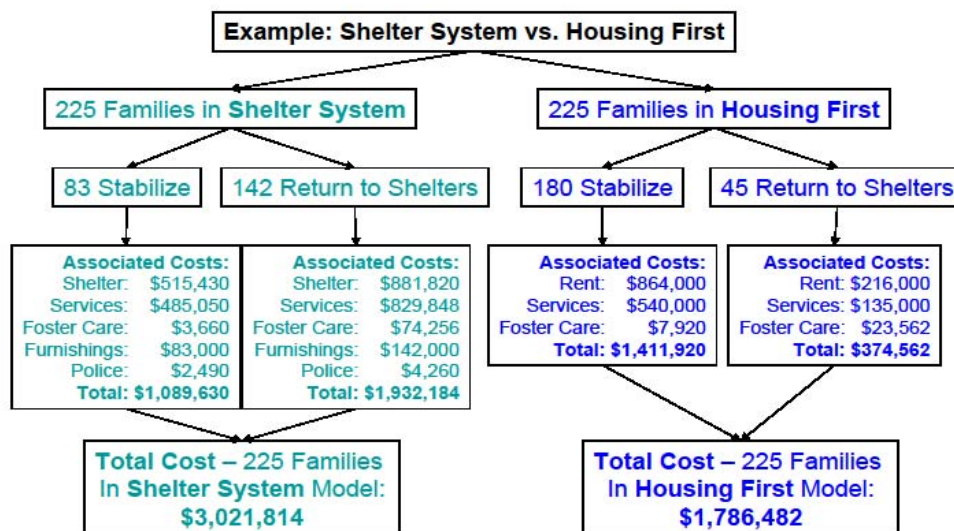
The implementation of the Housing In Action Mobilization Plan has concentrated on the four main strategies of Building Bridges and Case Management, Access to Food and Housing First. The team reviewed current local data on the supply side and demand sides of housing and homelessness in our community and the results of strategies implemented during the first four years of the housing mobilization plan.

A. Data on 'Housing First Model

When the Housing In Action plan was approved in 2006, there were no active Housing First program options for families in Dane County. All homeless families were screened at the Salvation Army and referred to shelter as beds were available. Other families were denied.

As of January, 2006 case management began to be provided to non-sheltered residents. Sixteen families were diverted from shelter to Housing First with a pilot funded by United Way and provided by Porchlight with coordination and referrals from Madison Metropolitan School District. Beginning in 2008, HUD funding was received for two housing first efforts. Beginning in January 2009, the Henry J. Predolin grant began funding an effort to annually place 45 families from shelter into stable housing in the community under the Housing First model.

There were 450 families served in the family shelter system in Dane County in 2007, with a total of 1,000 children. If a Housing First program had been available for half of the families placed in shelter that year, the following graphic compares the cost between the two models, based on actual data on success rates and related expenditures for sheltered families versus those provided the "Housing First" model.



¹Police and furnishing costs listed in the shelter system are not included in housing first because the program intends to avoid loss of housing, therefore police intervention is avoided and furnishings are not lost.

²This is just an annualized cost. Projecting this out over two and three years increases the differential as homelessness is not repeated for the housing first folks and greater stability is obtained.

³This chart does not address the children's outcomes that are significantly improved in the housing first option, including success in school and not repeating the cycles of homelessness across generations.

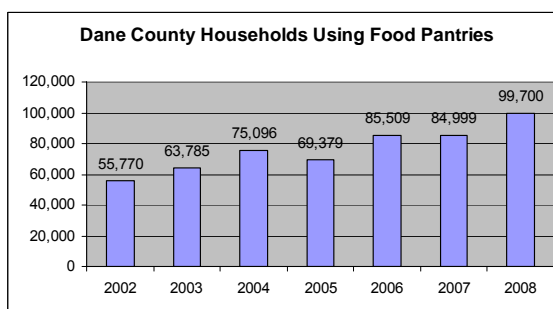
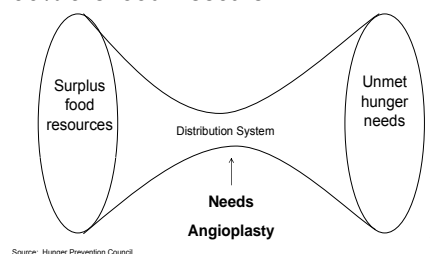
Impact on Children

In addition to, and even more significant than the cost savings is the fact that 315 of the 500 children who are served just by the shelter system (63%) cycle back through homelessness and 23 of the 500 children end up in foster care, separated from their families. For the 500 children who are provided the Housing First model, only 7 children are placed in foster care and their school success and health status are greatly improved. Only 100 of the 500 (20%) end up with another episode of homelessness.

B. Data on Access to Surplus Food as a Housing Strategy

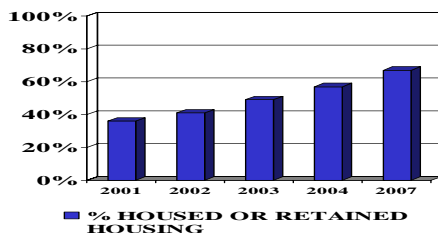
52,615 residents of Dane County were in poverty in 2008, up from 38,815 in 2005. It takes 12 million pounds of food to feed those persons for a year. Mobile food pantries, according to the research, are a highly efficient strategy to help meet this need. The Henry J. Predolin Foundation grant to United Way expanded the mobile food pantries by 3 starting in 2009, in Marshall, Blue Mounds and Bayview Neighborhood. In 2009, 162,000 pounds of food will be provided through these three food pantries to families in Dane County at risk of homelessness. Also, in 2009, there will be an additional 15,000 pounds of cereal, 40,000 pounds of fresh produce, pallets of fresh juice and other nutritious food made available through the Henry J. Predolin Foundation grant to reach the greatest number of poor and hungry children in Dane County.

83% of food pantry users
spend 35%+ of income on rent,
90% are food insecure



C. Data on from Eviction Prevention Research

A *Housing Stability Evaluation* by Real World Research on the housing stability rates shows the increasing effectiveness of financial assistance and case management. Detailed data analysis shows success rates at 18 months for clients served, through 2007.



During 2009, the providers of eviction prevention services in Dane County were brought together to identify criteria for effective service delivery and identify best practices for their efforts. They identified the need to:

- Share program efforts and outcomes among local service providers
- Review research-based best practices
- Identify common intake criteria and shared best practices

- Identify need to continue shared work to implement and monitor use of best practices as well as explore opportunities for using a common data base on eviction prevention

D. Data on Foreclosures in Dane County

The Housing In Action Leadership Team evaluated the impact of increased foreclosures on homelessness in Dane County. Several meetings were held locally to assess and respond to this need. The Local Emergency Food and Shelter Board, managed by United Way of Dane County, determined that we should support the collaborative efforts going on to address foreclosures and support the funding of mortgages for very low income families facing foreclosure. A local collaborative team has managed a community wide event and website to provide and share information with the community. (<http://www.daneforeclosurehelp.blogspot.com>) A packet on community resources was provided to conference participants and available on the website.

IV. Hypothesis and Goal

By expanding eviction prevention strategies and providing direct access to stable housing for families facing homeless, we will reduce our reliance on shelter as the first line of defense for these families. Our strategies will focus on landlord/tenant connections and financial counseling, case management, access to food and Housing First. The leading indicator of Dane County school age children in shelter which will decrease from 109 to 54 by 2015.

The HALT team review of this hypothesis wishes to place an emphasis on the results of the strategies first and the use of the chosen indicator to demonstrate the efficacy of these research-based strategies. Their conversational statement of the hypothesis would be:

We will reduce our reliance on shelter as the first line of defense for Dane County homeless families with minor children. We will expand eviction prevention strategies and provide direct access to stable housing for families facing homelessness. Our strategies focus on landlord/tenant connections and financial management, access to food and Housing First. To demonstrate the efficacy of these strategies, our key indicator will be the number of Dane County school age children in shelter, which will decrease from 109 to 54 by 2015.

(Original hypothesis/goal from 2006: *By instituting strategies focused on landlord and tenant connections, financial counseling, food access and direct access to permanent housing we can reduce the number of homeless families with minor children in Dane County by 50% in five years.*)

V. Strategies and Resource Application

A. Prioritized strategies

The mobilization plan continues the four key strategies supported by research for which updated data reports are earlier in this report and adds two more: community education and engagement to shift the community focus and support and using Section 8 vouchers more effectively. The strategies are:

1. Housing First

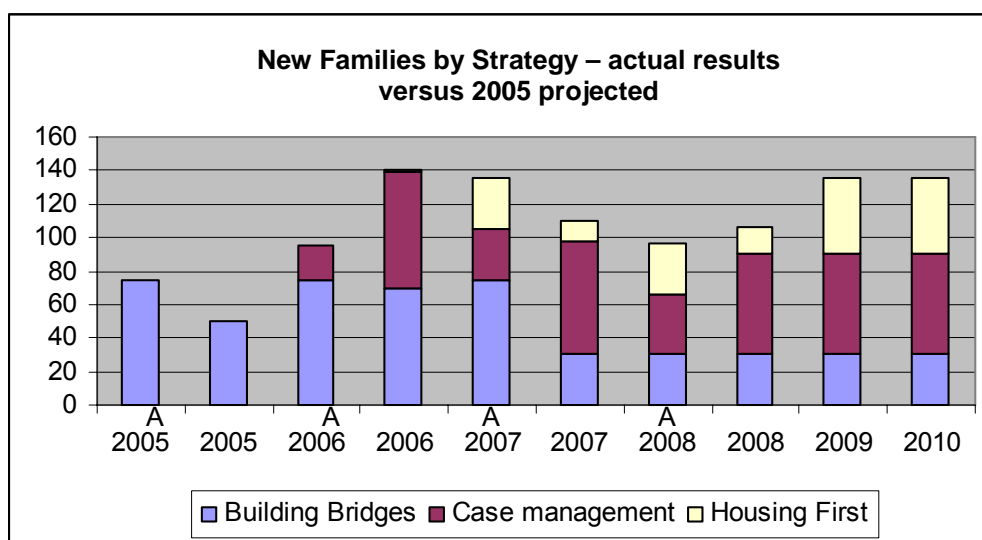
The ability to reach the goal of reducing homelessness among children by 50% in five years was dependent upon successfully placing 150 homeless families within five years in Housing First. We were able to marshal the resources to create a scalable model to provide Housing First with the

Predolin Grant in 1/1/09. That model will provide 45 families with Housing First each year, allowing us to reach this goal. Following is a graph that summarizes that cumulative impact of the three key strategies (not including access to food, a tactic that supports all of the other strategies) over the five years of implementation.

We have learned that the size of shelter needs to be controlled to achieve this goal. As long as our community continues to support the existing capacity of family shelter, we will be unable to marshal the community resources to maintain the Housing First model, at scale and actually reduce our dependence on shelter as the first line of defense.

The receipt of the major Housing First Predolin Grant has allowed for capacity building of this new resource before shifting funding from current shelter resources. After 10 years of the HALT plan and five years of capacity building in Housing First, the capacity of the Homeless Shelter Network to serve families will be able to be reduced by 50%, given the shortened stay for families served and the numbers who will not recycle through the shelter.

By year 11, (2016) the annual cost of funding the Housing First resource of 45 beds per year will be borne by using only 25% of the funds currently spent on shelter beds.



2. Quality Case Management

The two components of quality case management are a) continuing to expand the quantity and quality of case management and b) integrating the skill base and best practices across the delivery sites. Ongoing case management symposiums provide the system education and integration to achieve the quality and continued strong support for this valuable service addresses the quantity.

3. Financial Counseling and Building Bridges with landlords

This strategy provides continuing support for landlords by sharing eviction prevention sessions and knowledge about strategies to avoid eviction. The credit repair and financial counseling efforts will be focused in areas where consistent with community need, such as the specific Allied Drive effort to assure residents gain the financial stability to increase their access to affordable housing.

4. Access to Food

The primary tactics of this strategy are to strengthen and support the two local food banks and increase the enrollment in food stamps and other community resources to help families not have to choose between paying rent and putting food on the table. Access to Earned Income Tax Credits,

energy assistance, free and reduced lunch are among the specific tactics that also support this strategy.

5. Community Engagement and Education to reduce reliance of shelter as a strategy for Dane County families

This is a new strategy in this revised mobilization plan. There are three parts to the community engagement plan.

a. Community Engagement

The goals of the community engagement plan are to broaden community awareness of Housing First and the value compared to shelter, to position the public and leaders in the community to shift existing local funding for shelters into support of Housing First.

Focus groups and meetings with thought leaders in the community have taken place in 2009 to position this public engagement campaign. The deliverables include community and service club presentations, the media, and meetings with public officials during 2009 and 2010. By 2011, public budgets will be demonstrating the beginning of this shift to absorb the cost of Housing First and the decreased need for shelter for local families.

b. Reduction in Shelter beds for families

We have achieved outside funding for this Housing First Model for years 1-5.

At that point, we will have put in place the new system for addressing family homelessness without the strong reliance on shelters. In effect, we will have built the capacity to shift funding from support of shelters to maintaining the Housing First model.

Nearly \$2 Million of city and county expense supports the emergency shelter system. The Housing First model requires approximately \$600,000 per year at full implementation. That is only one third of the public funding that is currently spent to support shelters.

When public support is achieved for this new model that better serves families and costs less, some of this funding can be shifted into long term support of Housing First, as we continue to demonstrate that the families that formerly relied on emergency shelter are now served with the Housing First model.

c. Public shift in funding to subsidized housing for Housing First

We cannot wait until the demand for shelter decreases but must draw down the size of shelter as the other, more effective model is implemented. The demand for shelter will not be expected to reduce based on the larger societal reliance on shelter as a primary line of defense to address homelessness. We must proactively create and respond to requests for shelter by providing the Housing First model and the other effective prevention of homelessness strategies. The saved funding will support Housing First into perpetuity.

6. Use Section 8 vouchers more effectively

The Housing in Action Leadership team will develop tactics for two specific groups of Section 8 users, in collaboration with the local agents of the Department of Housing and Urban Development:

- a. People who receive Section 8 subsidies that lose them due to non compliance. They too often end up in homeless shelters. We will provide financial and crisis counseling and support to improve their housing stability.
- b. People who benefit from Section 8 subsidy, have the potential to earn more income, but decide not to do so because they are afraid to lose the safety net provided by Section 8. When these families use the subsidy for an extended period, it means another family remains on the waiting list for vouchers. The program was designed to be a relatively short-term subsidy until a family could be self-sufficient. We propose to work with selected families to help them explore how to

increase their economic independence. By doing so, we plan to free up Section 8 subsidies for new families.

B. Resources and Impact on Targeted Families

Strategy	Resources Directed	Impact on Targeted Families
Bridge Builder	<p>\$50,000 annually—began in late 2005, with \$30,000 which included funds for eviction prevention. Focus shifted to intensive support for Allied Drive residents for new city housing.</p> <p>We have identified the criteria for eviction prevention support and best practices⁸.</p> <p>Beginning in 2010 shift focus to avoiding eviction for most vulnerable Section 8 families, those facing homelessness.</p>	<p>25 families per year for the Building Bridges program</p> <p>Over 1,000 families/year get eviction prevention funding Identify # and focus on most vulnerable 50 families facing eviction for family mgt issues</p>
Case Management	\$200,000 for 5 additional case managers in 2006. We also began investing in skills development with two educational symposium annually and identification of faithful implementation and best practices	Impact on all families in housing case management (1,860/yr with 60 new families annually)
Housing First	\$500,000 annually beginning in 2009 to support 45 families in Housing First program as well as private sector leverage support of 35 new households with HUD Housing First programs. United Way resources have also been added to support the Hope House and Housing and Hope, a Housing First project of The Road Home.	16 total families in the pilot program started in 2006. 45 new families annually in the Predolin program. 35 total households served with the HUD program.
Food access	Annual increases in United Way funding to this resource. We have seen a 34% increase in food distribution since HALT began. Now also includes \$150,000 annually through the Predolin grant to provide nutritious food to families with minor children through the two food banks in Dane County.	100% of homeless families assisted in meeting housing cost through access to food and other community resources incl. earned income tax credit.
Community Engagement	Community Engagement and Education plan implemented, including focus groups, community thought leaders, public and public officials, media and service groups	Saturation of community awareness of Housing First Creation of talking points and communication plan ⁵
Section 8 Pilot	Develop support and approval from HUD to pilot a Section 8 program in Dane County that encourages increased economic independence and successful termination of Section 8 subsidies to families.	Decreased noncompliance failures and evictions from housing supported through Section 8.

Following is a summary tracking of the metrics of all of the implemented strategies starting with the Implementation of HALT in 2006.^{xvi}

	2006	2007	2008	2009
Affordable Housing in the Community				
Transitional units at YWCA and Porchlight	63	66	66	
Permanent units w/ support serv. YW & Porchlight	152	181	313	
Habitat for Humanity Homes	+16	+12	+ 20	
Urban League Rent to Own Program	+6	+3	+5	
Building Bridges + Eviction Prevention				
Earned Income Tax Credits Filed	4218	5218	5,948	
EFSP FEMA Housing Vouchers funding	\$51,600	\$61,970	\$81,161	\$158,253
# of EFSP FEMA vouchers + ARRA	299	307	369	445+253
% of Total FEMA funds spent on Eviction Prevention	29.50%	32.10%	36.10%	44.30%
Families w/ UWDC funded Eviction Prevention	1300	1420	1610	
HH w/ Financial education at Financial Ed. Center		742	1,347	
Best Practices in Housing Case Management and Access to Food and Benefits				
Households receiving UWDC funded Case Mgt	1,722	1,790	1,798	
Case Managers w/ quality case mgt raining	445	+198	+145	
SSI-SSDI Benefit Processing: ↓ time, ↑ numbers	23	16	46	
Tons of Surplus Food Distributed	4.9 M	4.7 M	5.1 M	
Households using food pantries	85,509	84,999	99,700	
Housing First for Families Units (not families through those units)				
Porchlight Housing First for Families	4	+ 4		+ 4
Henry J. Predolin Fdtn Housing First Grant				+45
House-ability (HUD)			+26	
Second Chance Apartments	12			+6
Housing and Hope				+4
UWDC supports Hope House				+3
Dollars spent on Housing First through UWDC	\$35,966	\$54,661	\$79,661	\$500,258

VI. Results and Measures

A. Objective

The objective of the measurement is to monitor the rate of homelessness for families from Dane County. We have identified a consistently available data set that measures homelessness among families with minor children in Madison public schools. The data is cumulative and unduplicated over a time period, indicates how long the families have resided in Dane County and is clear and consistent with its definition and use of the term 'homeless.' We will work to develop a parallel data base for the other school districts in Dane County.

B. The history of identifying a metric

When the Housing in Action Leadership Team (HALT) Mobilization Plan was being developed, we considered several ways to measure the number of homeless families. The first and most obvious was homeless shelter data. Unfortunately, that proved unreliable because the definitions of "homeless" were different for different shelter providers, the figures duplicated families that stayed with more than one shelter provider, and there was inconsistency in the way the different providers counted the number of persons who were turned away.

We decided instead to track children who are enrolled in the Temporary Education Program – a special program targeted to homeless children – of the Madison Metropolitan School District. We thought this would give us an accurate count of the number of homeless school-aged children from

the shelter system in the Madison schools. Unfortunately, we learned that this number represents primarily children new to the district. Therefore, it does not help us understand the impact of our work on the population we have served – local families.

Over the past year we systematically reviewed a few new approaches to measure homelessness among families. These included the following:

- Using MMSD student addresses to track homeless children using the shelter as an address. This did not work because addresses are not consistently changed at the children's home school to reflect their living situation.
- We also measured the number of school-aged children from Dane County referred to MMSD by the Salvation Army Shelter Gatekeeper – the person all families enrolling in shelter in Madison must register with to be placed in the shelter system. Unfortunately, that data source is not consistently available.

We also explored whether Dane County Human Service would be able to provide the data we need, but found that homelessness does not determine or effect eligibility for county benefits and is therefore not collected. We asked the Dane County Parent Council to help us, but discovered that fewer than 5% of the homeless families in Dane County have young children and are enrolled in Parent Council programs. So this also is not statistically valid for tracking purposes.

C. The refined metric

Beginning in 9/2009, MMSD has implemented a system to individually track the children who come from within the District and stay in shelter. Accordingly, we track the number of children in the shelter system with a prior connection to Dane County. This refined metric will allow us to define more completely the group of MMSD children who are doubled up, or in other less than stable environments and monitor that separately. This is our leading indicator.

We will work to develop parallel data from all Dane County School Districts. Since the family homeless shelters are all in Madison, however, we are in fact capturing those families who spend time in shelter with our current measure.

We will start reporting on two additional metrics to track the impact of this expanded plan.

1. Measuring the need for family shelter beds

We have developed a base line of the number of family shelter beds and will monitor this to measure the reduction of need by 2015 to achieve the goal.

Facility	2009	2015
Regular Shelter (Sal Army, Road Home, YWCA)	62+14+30 = 106	46
Warming House (Salvation Army)	15	15

2. Measuring public funding of Housing First family programs in Dane County

Section 8 is an important community resource to provide housing stability for very low income families. Since most Section 8 funding is tenant/resident specific, those funds will not be included in the public funding reported. Rather, public funding will include local, state and federal funding directed to the specific programs.

Program	Baseline 2009
Porchlight Housing First	\$65,000 case management via City of Madison and HUD
Predolin Housing First	UWDC funded
Housabiity	\$375,095 HUD funded via City of Madison
Home for Good	\$52,024 or 23% of HUD grant via City of Madison focused on families
Housing and Hope	Privately and UWDC funded
TOTAL:	\$492,119

VII. Conclusion and Continuing Work Plan

Our work plan for implementing these strategies within Dane County is outlined below. The *specific activities are in blue italics, results in purple*. We will be continuing our efforts on the four continuing strategies and the community engagement strategy that began in 2009 and begin work on the Section 8 strategies new to this revised plan.

Data results are incorporated annually in the Dane County-wide plan to Prevent and End Homelessness and in reports to the Board of Directors.

Strategy	2010	2011	2012	2013	2014	2015
Building Bridges	<i>Shift Building Bridges neighborhood Financial Literacy faithful implementation</i>				80% EITC enrollment	
Case Management	<i>Domestic Violence focus Continuing Case Mgt Symposiums</i>		Faithful implementation of best practices by new staff and new research findings implemented.			
Food Strategy	<i>Food stamp outreach to all food pantries</i>				All choice pantries 85% eligible on food stamps	
Housing First	<i>Base of 96 units on 7/09 +45 Predolin Grant in 2009 New +4 in Sun Prairie in '10</i>	<i>Expand support for models currently funded</i>			400 successful Graduates Increased public support	
Community Engagement	<i>Focus groups and thought leader groups complete. Development of materials Talking points Communication plan developed</i>	<i>Sessions with public and public officials, media and service groups Communication plan implemented</i>		Saturation of community awareness	Public funds support Housing First Continued growth of housing first and decreased reliance on extended shelter stays	
Section 8 Pilot	<i>Develop support and approval from HUD to pilot incentive program Study and analysis of data on current residents Focus Building Bridges on this population</i>	<i>Implement HUD approved model</i>	<i>Develop, implement, manage and report on specific strategies targeted toward these two goals.</i>			Decreased non compliance failures and evictions Increased successful terminations

ENDNOTES

ⁱ Listing of Government Funding, including HUD that flows through County and City of Madison, plus United Way resources that flow through the Homeless Consortium agencies. Attachment 2 to report

ⁱⁱ Housing in Action Leadership Team Mobilization Plan, May, 2005, approved by team and United Way Board of Directors in June, 2005.

ⁱⁱⁱ See endnote #1 Above, Attachment 2 to report for details

^{iv} Porchlight Family Housing First Program, initiated in September, 2006 with Breakthrough funding from United Way of Dane County, continuing into 2009 with 15 out of 16 successful long term placements of families referred by Madison Schools, on the verge of shelter entry.

^v Henry J. Predolin Grant to United Way for implementation of the Housing First Program to place 45 families with minor children, from Dane County, out of shelter into stable housing with the partnership of YWCA, Salvation Army and The Road Home.

^{vi} , 2007, Summary of Evaluation Results and Case Studies www.lfagroup.com , Charles and Helen Schwab Foundation

^{vii} Center for Local, State and Urban Policy Report: Reforming the System of Care: April, 2008, (Gerber, Haradon, and Phinney)

^{viii} Heslin, Anderson and Gelberg in 1997

^{ix} Gary Morse

^x Marybeth Shinn and Jim Baumohl in 1999 research focused on Housing First results in 8 communities

^{xi} Martha Burt's Homelessness: Prevention, Strategies Effectiveness published in Nov, 2006,

^{xii} In 2000 LaFranc Associates

^{xiii} In 2007, LaFranc Associates presented updated results at the national Symposium on Homeless Research

^{xiv} A Housing Stability Evaluation by Real World Research in Madison, Wisconsin in 2002-3, was based on 6-month, 12-month and 18-month stability analysis. Continuing results, including 2008 data review, affirm these conclusions.

^{xv} Value Proposition. Full analysis is attachment 4 to full report.

^{xvi} Reviewing the Metrics and Assessing Impact, Attachment 10 to full report.