

4. Promote awareness to local employers regarding flexible hours that are family friendly and encourage child care options.	Homelessness Administrator	In-kind	Starting in 2007	Increased employment options for at-risk and homeless persons with families.
5. Increase affordable transportation options.	City, County	\$150,000, plus	Starting in 2008	Greater accessibility to employment sites.
6. Provide job skills training for middle and high school students.	School Board of Alachua County	\$150,000 plus	Starting in 2008	Skilled workforce. Reduction in persons limited to minimum wage employment.

Objective 1C: Provide supportive services and other assistance for individuals and families at-risk of homelessness.

Strategies	Responsible Parties	Estimated Expense	Target Date	Desired Outcome
1. Provide counseling and support groups to address isolation, poverty, recovery, grief, and abuse.	U.F. Dept. of Counseling, providers, others	\$90,000	2007, ongoing	300 people counseled per year.
2. Educate and assist ex-offenders regarding successful return to employment, education, housing, etc.	Service providers, county, State	\$90,000, plus	2008, ongoing	Reduction in the number of newly released inmates who become homeless.
3. Increase current utility and rent/mortgage assistance programs.	GRU, Catholic Charities, Gainesville Community Ministry, Salvation Army	\$100,000 plus	2006-07, ongoing	Reduction in the number of people who have their utilities cut off. Reduction in the number of evictions and foreclosures.
4. Educate, mediate and assist landlords and tenants regarding eviction practices and win-win solutions.	City, County, public housing authorities, Alachua County Coalition for Homeless and Hungry, volunteer attorneys	In-kind	Starting in 2006	Improved relations. Reduction in evictions.
5. Increase availability of education regarding personal finances and debt for at-risk persons.	City, County	In-kind	2007, ongoing	Reduction in number of evictions and foreclosures.
6. Become an abuse prevention community, with multi-generational primary prevention educational programs for ending physical and psychological abuse.	Peaceful Paths, DELTA Violence Prevention Task Force, GPD, County Victim Services	In-kind	Start in 2006, ongoing	Reduction in the number of women (including women with children) and teenagers who become homeless due to abuse or violence. Primary violence prevention.

IMPLEMENTATION

Implement the Ten Year Plan to End Homelessness and improve coordination of services among providers.

Goal I:

Objective 1A: Create an Office of Homelessness.

Strategies	Responsible Parties	Estimated Expense	Target Date	Desired Outcome
1. Hire a Homelessness Administrator to manage the Office of Homelessness; implement the 10-year plan; facilitate public awareness; coordinate with the Implementation Committee, Steering Committee, Housing Trust, and other committees; search for funding; and recruit community volunteers.	City/County	\$50,000 – \$70,000	Spring of 2006	Paid staff responsible for the successful implementation of the 10-year plan.
2. Hire support staff and a grant writer.	City/County	Dependent on number of positions	2007 - 2009	Support staff to ensure successful implementation of 10-Year plan.

Objective 1B: Seek funding for homeless programs outlined in the 10-Year Plan.

Strategies	Responsible Parties	Estimated Expense	Target Date	Desired Outcome
1. Collaborate with City/County grant writers to identify potential funding	Homelessness Administrator	In-kind	2006, ongoing	Funding for homeless projects listed in 10-year plan.
2. Direct lobbying efforts to seek federal and state funds for homeless programs.	City/County	In-kind	2006-ongoing	Increased funding for homeless programs in Alachua County.
3. Evaluate creative funding options such as an allocation of a portion of development funds for homeless initiatives.	Homelessness Administrator, City/County	In-kind	2007 - 2008	Increased funding for homeless programs.
4. Approach Shands Healthcare and North Florida Regional Medical Center to assist with prevention and other health care programs for the homeless.	Homelessness Admin., Implementation Committee members	In-kind	2006	Increased funding for health care programs for homeless.
5. Change governmental priorities so homeless issues receive more support either monetarily or through staff dedication.	Homelessness Administrator, Implementation Committee members	In-kind	2006	Increased funding and staff assistance for homeless initiatives.

Objective 1C: Implement the Homeless Management Information System (HMIS) at the system-wide level to facilitate coordination of services.

Strategies	Responsible Parties	Estimated Expense	Target Date	Desired Outcome
1. Finalize and adopt the HMIS user documents.	Alachua County Housing Authority (ACHA), Alachua County Coalition for the Homeless and Hungry (ACCCH), HMIS subcommittee	In-kind	2006	Established uniform, standard guidelines for HMIS providers.
2. Address privacy issues related to sharing of information on HMIS.	ACHA, ACCHH, and other providers	In-kind	2006	Agreed upon guidelines on information sharing will eliminate provider reluctance to utilize HMIS. All service providers will be linked and utilizing the HMIS system.
3. Implement HMIS data collection for agencies receiving homeless assistance funds.	ACCCH, service providers	In-kind	2006, ongoing	
4. Generate statistical reports to accurately assess needs, gaps in services, program outcomes for more effective utilization of resources.	Alachua County Housing Authority's HMIS Administrator	In-kind	2006-07, ongoing	Improved analysis and reporting on current services and gaps.
5. Incorporate universal client outcome level data for short term and longitudinal data analysis.	Alachua County Housing Authority's HMIS Administrator	In-kind	2006	Better coordination among providers. Eliminate duplication of services.
6. Conduct client satisfaction surveys to evaluate needs and services.	Service providers, Alachua County Coalition for the Homeless and Hungry	In-kind	2006-07, ongoing	Improved services for homeless individuals and families.

Objective 1D: Enhance public awareness regarding the plight of the homeless.

Strategies	Responsible Parties	Estimated Expense	Target Date	Desired Outcome
1. Create a publicity campaign to educate the public and dispel negative stereotypes of homeless individuals and families.	Homelessness Administrator, Alachua County Coalition for Homeless and Hungry	In-kind	2006 - 2008	Greater awareness and empathy for homeless persons.

Appendices

- I. Acknowledgements
- II. Ten Year Plan Committee Memberships
- III. Local Homeless Housing Resources
- IV. What is a Housing Trust Fund?
- V. Model Programs
- VI. Glossary
- VII. Citations & Background Materials

Appendix I: Acknowledgements

Gainesville and Alachua County's Ten Year Plan to End Homelessness represents the work of a broad range of individuals from both the public and private sectors. Over one hundred people served on seven committees (including the Steering Committee). Site visits to model programs in Pinellas and Broward Counties were instrumental in developing our plan. We are also grateful to other cities that shared their ten-year plans and best practices.

On the national level, the U.S. Interagency Council on Homelessness has been an excellent resource during our planning process. Executive Director of the Interagency Council on Homelessness, Mr. Philip Mangano, gave the keynote address at both of our Homelessness Summits (March 2005 and December 2005). We are also grateful to the U.S. Department of Housing and Urban Development for providing technical assistance and on-going support.

Several local agencies provided meeting space including: Alachua County Housing Authority, Alachua County Board of County Commissioners, Alachua County Health Department, Bartley Temple United Methodist Church, City of Gainesville, Faith Missionary Baptist Church, Gainesville Area Chamber of Commerce, Holy Trinity Episcopal Church, Meridian Behavioral Healthcare, Inc., Santa Fe Community College, and State Attorney's Office, Eighth Judicial Circuit.

The work of the Committees was enhanced by capable staff from the following agencies: Alachua County Housing Authority, City of Gainesville, and the Alachua County Poverty Reduction Program.

The volunteer participation on the committees was invaluable. Professionals from local businesses, city and county government, social services, school board, higher education, law enforcement, courts, criminal justice agencies, health care centers, veteran's administration, and homeless service providers made significant contributions. Neighborhood associations, libraries, realtors, faith-based organizations and members of the homeless community were represented and contributed to the plan. A list of the committee membership is included in the appendix.

Appendix II: Ten Year Plan Committee Memberships

Steering

Committee

Commissioner Rodney Long, Co-Chair
Alachua County Commission

Mayor Pegeen Hanrahan, Co-Chair
Gainesville City Commission

Positive Banks
Community Representative

Chief Norman Botsford
Gainesville Police Department

Commissioner Bonnie Burgess
Alachua City Commission

Alfred Cason, Sr.
Community Representative

State Attorney Bill Cervone
State Attorney's Office

Brent Christensen
Gainesville Chamber of Commerce

Thomas Cronk
Sunrise SRO/Community Rep.

Commissioner Jack Donovan
Gainesville City Commission

Vivian Filer
Spring Hill Comm. Neighborhood Assoc.

Judge Walter Green
Alachua County Courts

Sol Hirsch
Alachua Co. Library District

Jack Hughes
Gainesville Downtown Owners & Tenants Assoc.

Tony Jones
Gainesville Police Department

Dr. Maggie Labarta, CEO
Meridian Behavioral Healthcare, Inc.

Dr. Sally Lawrence, Facilitator
S.J. Lawrence Consulting

Judge Martha Lott
Alachua County Courts

Fred Malphurs, Director
Veterans Administration Medical Center

Commissioner John Martin
Hawthorne City Commission

Commissioner John Martin
Hawthorne City Commission

Dr. Ken McGurn
McGurn Investment Co.

Gail Monahan
Alachua County Housing Authority

Wanda Nelson
Lazarus Restoration Ministries

Sheriff Stephen Oelrich
Alachua County Sheriff's Office

Rick Parker, Public Defender
Public Defender's Office, 8th
Judicial Circuit

Commissioner Lee Pinkoson
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Tina Pinkoson
Alachua County School Board

County Manager Randall Reid
Alachua County

Jackson Sasser, President
Santa Fe Community College

Michelle Sherfield
Office of State Rep. Ed Jennings

Jennifer Smith
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Cecil Talbot
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Deborah Talbot
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Florida Dept. of Children & Families

Rev. Father Gordon Tremaine
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Elder Ted Welcome
Church of God in Christ

Bev White, Program Admin.
Florida Dept. of Children & Families
Substance Abuse & Mental
Health Program Office

Commissioner Bryan D. Williams
High Springs City Commission

Janie Williams
Porter Quarters Neighborhood Assoc.

Law Enforcement, Courts, Jail & Institutional Discharge Committee (Public Safety Committee)

State Attorney Bill Cervone, Chair
State Attorney's Office,
8th Judicial Circuit

Tom Barnes
FL Dept. of Children & Families

Mary Belmore
Shands at Vista

Chief Norman Botsford
Gainesville Police Dept.

Florida Bridgewater-Alford
UF Community Relations

Thelma Clayton
Partnership for Strong Families

Judge Mary Day Coker
Alachua County Courts

Gerie Crawford
Alachua County Court Services

Sadie Darnell
Gainesville Police Department

Captain Mike Fellows
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Homeless & Hungry

Judge Walter Green
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Joe Jackson
U.F. College of Law

Thomas Johnson
House of Hope

Tony Jones
Gainesville Police Dept.

Amber Kelly
Critical Resistance

Georgene Leighton
Formerly homeless, Fire of God
Ministries

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Dr. Elizabeth McMahon
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McGurn Investment Co.

Steven Murphy, CEO
Partnership for Strong Families

Sheriff Stephen Oelrich
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Rick Parker, Public Defender
Alachua Co. Public Defender's Office

Captain Caleb Prieto
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Laurie Reisman
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Bob Ellenberg
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dent

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Bishop James McKnight
Church of God by Faith

Pastor Horace Mingo
Jesus People Life Changing
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Pastor Earl Parker
First United Methodist Church of
Gainesville

Rev. Clifford Patrick
Bartley Temple United Methodist
Church

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Mt. Zion AME Church

Rev. Moses Simmons
Jesus People Life Changing
Church

Rev. David Swanson

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Church

Pastor Kevin Thorpe
Faith Missionary Baptist Church

Rev. Dr. Gordon Tremaine
Holy Trinity Episcopal Church

Pastor Shirley Watts
Community Praise Center

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Appendix III: Local Homeless Housing Resources

Gainesville/Alachua County Housing for People Experiencing Homelessness as of November 2005

Provider Name	Facility Name	Target Population*	Bed Capacity Individuals	Families w/ Children
Component: Emergency Shelter				
Arbor House	New Beginnings	FC	N/A	4
St. Francis House	St. Francis House	FC	9	21
The Salvation Army	The Salvation Army (scattered facilities)	SM	24	0
Interfaith Hospitality Network	Interface Youth Shelter	FC	N/A	15
Corner Drug Store	Gallenkamp Shelter	YMF	20	N/A
Peaceful Paths		FC, DV	N/A	30
		Subtotal	53	70
Component: Transitional Housing				
St. Francis House	Homes & Jobs	FC	N/A	15
Peaceful Paths	Transition House	FC, DV	N/A	10
Malcolm Randall Veterans Affairs Medical Center	Dogwood @Bailey Village	SM, VET	9	N/A
Meridian Behavioral Healthcare	HOPE	SMF	5	2
Pleasant Place	Pleasant Place	FC	N/A	16
VETSPACE	The Mac House & S.S.	SMF, VET	29	N/A
Veterans Affairs Medical Center	Compensated Work Therapy	SM, VET	7	N/A
Arbor House	Mom's Place	FC	N/A	16
The PRESERVE	The PRESERVE	YM	5	N/A
Chrysalis Community	Chrysalis Community	SF	4	N/A
House of Hope	House of Hope	Ex-felons	7	N/A
Lazarus Restoration Ministries	Lazarus House	FC	N/A	4
		Subtotal	66	63
Component: Permanent Supportive Housing				
St. Francis House	Sunrise Apts. SRO	SMF	33	N/A
Gainesville Housing Authority/VETSPACE	VETPORT S+C	SMF, VET	21	N/A
GHA/Meridian Behavioral Healthcare	PATH S+C	FC	N/A	32
		Subtotal	54	32
	Total		173	165

*Target Populations
 FC: Families w/ Children
 SM/SF: Single Males/Females Only
 YMF: Unaccompanied Youth (Male/Female)
 DV: Domestic Violence Victims
 VET = Veterans

Section 8 Vouchers
Gainesville Housing Authority (GHA)
 has 1,227 Section 8 Vouchers.

Alachua County Housing Authority
 (ACHA) has 472. Neither agency is accepting applications for Section 8 currently, and each anticipates the waiting list to be at least 4 years long.

Public Housing
GHA has 635 public housing units (180 one-bedroom). The agency is not accepting any applications for one-bedroom units and does not foresee any openings in coming years.

ACHA has 316 public housing units, (32 one-bedroom), but no openings for any one-bedroom units.

The **Housing Wage** in Alachua County is \$11.81/hr. That is, a person would have to earn \$11.81/hr working 40 hours per week, to be able to afford a modest, two-bedroom apartment at the federally set Fair Market Rent using the generally accepted definition of "affordable housing," for which one spends no more than 30% of his or her income. Alternately, a minimum-wage worker in Alachua County would have to work 77 hours a week to afford that same 2-bedroom apartment (National Low-Income Housing Coalition 2005 "Out of Reach" report: <http://www.nlihc.org>).

Appendix IV: What is a Housing Trust Fund?

Housing Trust Funds: An Overview

Housing trusts intend to serve the unmet existing housing needs of an area's lowest-income residents through a variety of methods: the rehabilitation or production of affordable units for rental or ownership; the preservation of affordable housing in gentrifying neighborhoods, the provision of cash-match requirements for grant monies; or rental assistance to residents on the brink of homelessness. In communities planning redevelopment and in those where private investment drives gentrification, housing trusts can provide financing to acquire properties key to preserving affordability. In escalating housing markets, the funds can subsidize renters while other affordable housing opportunities are developed to meet long-term needs.¹

The Housing Trust model proposed by the Sustainable Housing Committee for the 10-year plan will function as a 501(c)(3) non-profit entity, under the oversight of an independent Board of Directors. Such structuring maintains the benefits of typical housing trusts (those established governmentally or through public/private partnerships), but also allows the trust to offer tax incentives for private donations and other charitable contributions while remaining capable of capturing the dedicated revenue source

upon which most trusts rely. Housing trusts are flexible and can be used to support innovative ways of addressing many types of housing needs. Some extend this mission to moderate-income; others focus exclusively on the needs of the homeless or other special groups.²

The striking reduction in federal support for assisted housing has driven the rapid evolution of the housing trust fund more than any other factor. Federal funding for low-income housing has plummeted from \$71.2 billion in 1978 to \$16.3 billion in 1997.³

Programs:

Housing trust funds can be utilized to take advantage of unique opportunities and address specific needs that exist within a community. A growing number of housing trust funds have been created specifically to benefit the homeless population, and have designed their programs accordingly.

Existing trusts support virtually any housing activity that serves the targeted beneficiaries. They fund new construction and rehabilitation, as well as community land trusts, mobile home parks, and first time homeowners. Others support "safety net housing," such as shelters and transitional housing programs for the homeless.

Homeless-specific trusts are often used to provide gap financing (funds to complete a financial package when all other funding sources are secured), loan sourcing (start-up funds for development) and leveraging of additional resources (matching funds).⁴ Using a U.S. Dept. of Commerce model, the Center for Community Change found local housing trust funds leverage an average of \$9 from private, non-profit and other non-governmental sources for every \$1 spent by the housing trust.⁵

Most housing trust funds contain various components to help achieve specific objectives; basic programmatic issues are defined by ordinance, legislation, or by-laws. Staff and board members then develop the application cycle, program requirements and administrative rules. For example, they may include programs to increase the capacity of nonprofit organizations so that they can better engage in housing development activities; often require that the units supported remain affordable to the intended beneficiaries for the longest possible period; and typically encourage leveraging of other public and private resources. Funds are made available as loans or grants through a competitive request for proposal process; projects then are ranked on a number of pre-established criteria.⁶

Administration:

The Alachua County Housing Trust will function initially under the general direction of the Alachua County Housing Authority. As the fund's assets increase, so too will the level of staff commitment necessary to maintain its daily operations. Ultimately, the trust could operate as a stand-alone non-profit organization, under the direct oversight of a Board of Directors comprising individuals with expertise in real estate, development, finance and/or service provision, as well as housing advocates, homeless/formerly homeless individuals, and members of the community.

Revenues:

One distinguishing factor of the local trust is the lack of a dedicated public revenue source. Of the 350+ housing trusts in place nationwide, very few lack a guaranteed funding stream, instead relying on municipalities to identify and commit or reallocate a fee or tax.⁷ Alachua County's trust will operate much as any other not-for-profit organization, constantly seeking sources of funding through private or corporate donations and through local, state, federal and foundation grants. The trust's structure will leave it capable of capturing a dedicated source of revenue, dependent upon the future public and political will to provide affordable housing in the community.

Research conducted by the National Low-Income Housing Coalition (NLIHC) identifies linkage programs as the most common revenue source for city housing trusts. These are impact fees placed on non-residential developers to offset the impact of their development's employees on the housing supply, and often are part of a city's zoning ordinances. Along with linkage fees, inclusionary zoning in-lieu fees also are used by many jurisdictions. Other cities have committed various fees, including condominium conversion fees, demolition fees, property taxes, real estate excise taxes, and hotel and motel taxes.

The most common revenue source for a county housing trust fund is document recording fees. NLIHC identifies this as not only the best source for county trusts, but also one of the few revenue sources counties can commit. Other sources used by counties have included sales taxes, developer fees, and real estate excise taxes.⁸

New sources are constantly being secured, such as unclaimed utility deposits, gaming revenues, interest from rainy day funds, and others. Housing trust funds can also receive appropriations and/or special allocations of funds to augment existing dollars, such as surplus budget funds or excess TANF funds.⁹

History:

Before the advent of dedicated public funds for affordable housing, precedents of dedicated funding existed in other areas. Interest on lawyer trust accounts (IOLTA) has been collected in states throughout the country to support legal services programs. States commonly earmark some tax collections for specific purposes, e.g. dedicating motor fuel taxes to highway and other transportation programs. Property tax revenues at the local level have long been used to support local school systems. Housing Trusts extend this concept and apply it to the provision of housing for low-income residents of an area.

Two of the earliest sources for housing trust funds were real estate transfer taxes (paid at the time real estate is transferred) and linkage fees (paid by commercial or industrial developers to offset the impact of additional employees on the local housing supply). While they built upon concepts that were becoming commonplace within zoning approval processes, these first trust funds recognized that development had a direct impact on the housing supply.¹⁰

Conclusion:

Lack of safe, affordable housing has an enormous impact on communities. High housing costs force families and individuals to choose between paying rent or other bills, and around the nation, the number

of families with "worst case" housing needs continues to grow, while the inventory of affordable housing shrinks.¹¹

Every community has a different set of affordable housing needs and priorities. Housing trust funds provide a secure and flexible way to fund needed housing. For many private developers, building affordable units without some type of low-interest loan or grant is not financially feasible. An effective housing trust fund has the potential to bring the community-wide goal of a safe, decent and affordable home within reach of all local residents.

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10. "Issues: Housing and Communities: What are Housing Trust Funds?" Center for Community Change. <http://www.communitychange.org/issues/housing/trustfundproject/whatarehousingtf/>. Accessed Aug. 30, 005
11. HUD households with "worst case needs" are defined as unassisted renters with incomes below 50% of Area Median Income who pay more than half of their income for rent or live in severely substandard housing; America's shrinking affordable housing stock was noted in the prepared testimony of Mel Martinez, Secretary-Designate, U.S. Dept. of Housing and Urban Development to the Senate Banking Committee, January 17, 2001.

Appendix V: Model Programs

Broward County Model for Public Safety: The City of Fort Lauderdale, Broward County, Florida has created a Homelessness 101 training for police officers. Homelessness 101 is designed to reinforce the Police Department's policy on the homeless and to raise the awareness of police officers to the reality of homelessness, its causes and the most effective and productive way to address this prevalent social problem. Homeless 101 training became necessary, as it was evident that one of the issues that had plagued the homeless was the traditional police response. The homeless were being arrested for minor offenses such as sleeping in public, violations of alcohol related ordinances, urinating in public and trespassing in parks after closing hours. These arrests made it much more difficult for the homeless to become employed, save money, become self-sufficient or have any hope of independence. Furthermore, the homeless became problems for the police in that arrests were merely a short-term resolution to the immediate problem. Over 200 Fort Lauderdale police officers have benefited from this training.

For additional information on Broward County's innovative public safety response to homelessness visit their website: <http://ci.ftlaud.fl.us/police/homeless.html>

Mobile Medical Unit: The Mobile Medical Van provides outreach medical and dental care to the homeless population of Pinellas County. The van visits shelter, soup kitchens, drop-in centers, and other location where the homeless are known to congregate. The van contains an examination room, wheel chare lift, interview area medical equipment and records, cellular phones, a fax machine and laptop computers. There are no drugs on-board. The Mobile Medical Team consists of a medical director, program supervisor, physician nurses, social worker and social work assistants/drivers. Approximately 25% of the operating funds for the Mobile Medical Van have been provided by federal grant money through the Bureau of Primary Health Care.

<http://www.pinellascounty.org/SocialServices/services.htm#mobile>

Massachusetts Housing and Shelter Alliance Model for Discharge Planning: Massachusetts Housing and Shelter Alliance (MSHA) developed a model program for discharge of person from hospitals, community-based treatment facilities, incarceration, and foster care. The characteristics of an effective discharge planning service include a comprehensive needs assessment for each individual; effective matching of needs with post-discharge options, and a high level of coordination and collaboration between and among governmental agencies. The plan requires a designated discharge planner. For more information see: Moving Beyond Serving the Homeless to Preventing Homelessness (at the Interagency Council on Homelessness Web site) which contains a section on Characteristics of an Effective Discharge System

A Turning Point: Homeless & Substance Abuse Emergency Intervention Services:

The Turning Point is a 56-bed inebriate intervention facility and the largest provider in Pinellas County of stabilization and placement services to homeless persons with both substance-related and mental health conditions. It was created in response to the communities need to address the overwhelming numbers of individuals in St. Petersburg who were inebriated, mentally ill, and homeless. The program accepts clients from all over Pinellas County and attempts to case manage them and connect them with other treatment services or housing within the County.

Services provided include:

- Police Referral Receiving
- Assessments & Referrals
- Crisis Intervention
- Physical Health & Mental Health Referral
- Substance Abuse Education
- Peer Support Groups
- Life Skills Training
- Housing Placement

The cost of program is approximately \$450,000. Source of income/revenue: A mix of local government funding, state, and criminal justice funding.

Pathways to Housing: Founded in 1992, Pathways to Housing offers scattered-site permanent housing to homeless individuals with psychiatric disabilities and addictions. Despite the challenges this population presents, Pathways is unique in what it does not require of its residents: "graduation" from other transitional programs, sobriety, or acceptance of supportive services. The vast majority of clients are moved directly from the streets into permanent, private market housing. The program then uses Assertive Community Treatment (ACT) teams to deliver services to clients in their homes. The ACT teams help clients to meet basic needs, enhance quality of life, increase social skills, and increase employment opportunities. The program currently serves over 400 people.

Pathways to Housing staff assist clients in locating and selecting private market rental housing. The housing department keeps logs of new vacancies and the over 200 landlords they work with, and works to negotiate leases and complete Section 8 applications. The greatest challenge to the program is finding vacant apartments at fair market rent. Landlords are amenable to renting to Pathways' clients because they get guaranteed rental payments. Tenants pay 30% of their income towards rent, and Pathways pays the remaining amount if the client does not have a section 8 voucher. The agency also leases two transitional apartments for use by clients who have been accepted into the program, but have not yet found an apartment of their own. The average length of stay in these units is 15 days.

Funding for the Pathways program comes in two parts: housing subsidies and services. Around 65 tenants have Section 8 vouchers, and the remainder are subsidized by grants from the HUD Shelter Plus Care program and the New York State Office of Mental Health. The latter also provides funding for the ACT teams. Each unit costs approximately \$20,000 per year. Internal program evaluation data from 2000 showed that 88% of the program's tenants remained housed after five years. <http://www.pathwaystohousing.org>

Clearwater Homeless Intervention Project (CHIP): Located in Pinellas County, Florida the facility includes a shelter, transitional housing facilities, a Clearwater Police Department substation and offices for various private, city and county groups that provide services on site. There is a soup kitchen next door and the Pinellas County mobile medical/dental van make regular stops at CHIP.

ID program: The CHIP program issues participants a program ID card which allows card holders access to CHIP benefits such as counselors, washers, dryers, showers, etc. As an alternative to arrest, law enforcement officers can take away the client's CHIP card for minor offenses. This suspends the client's access to services at CHIP for an increasing period of time depending on how many times they have been suspended previously.

Warrants clearance: Representatives from the Public Defenders Office visit the CHIP facility several times a week to address minor offenses. If one of the shelter clients has a failure to appear warrant for open container the Public Defender can work out an arrangement for community service to clear the warrant and charges on the spot. The penalty is frequently 30-40 hours community service. The client can perform the community service hours at the shelter if they chose, thereby keeping the shelter costs down. This frees up jail space, court dockets and officers' time as well as clearing warrants.

Inebriation room: The CHIP facility has an "inebriation room" where law enforcement can take inebriated individuals to sleep it off (as long as they are medically clear). This is not a Marchman act. The person is free to go whenever they wish. It does however provide a safe place for the person to sober up enough to be less vulnerable to victimization.

Homeless Emergency Project (HEP): Located in Clearwater, Florida this facility is a very large, state of the art facility that covers several blocks. HEP is operated by Everybody's Tabernacle church. The facility includes: temporary shelter for singles, families and disabled, transitional housing and permanent housing (up to five years), a kitchen, community hall, dental clinic, vocational training, and a thrift store which generates income for the shelter (over \$200,000.00 a year).

Common Ground Community: Common Ground is a recuperative care transitional residence that breaks the cycle of hospital recidivism and shelter use for the medically frail homeless in New York City. The program addresses the needs of homeless individuals who are ready to be discharged from the hospital, yet require additional medical care for complete recuperation. Length of stay will average 90 days to allow patients to achieve medical recuperation, secure available benefits, and engage in the exploration of transitional or permanent housing alternatives. The Respite Center takes a unique, integrated approach to recovery and the concept of health care for the homeless.

Common Ground's respite health care program in New York City seeks to achieve the following goals:

- Link chronically homeless individuals to appropriate permanent living arrangements, transitional living communities, and necessary treatment programs en route to permanent housing;
- Improve whole-person health care services for chronically homeless individuals by expanding and integrating the range of available medical and social services;
- Provide a cost-effective alternative to extended hospitalization for the homeless and reduce their incidence of repeat hospitalization;
- Provide a cost-effective housing alternative to long-term shelter use; and
- Increase the number of homeless individuals who receive Medicaid and Social Security Income (SSI).

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

WestCare Nevada Community Triage Center: A "one-stop" drop-off site for individuals in need of detoxification and mental health screening. The Community Triage Center provides local law enforcement and emergency services personnel with a drop-off point for drug-addicted individuals, chronic public inebriates and individuals experiencing mental health crises. The project alleviates hospital emergency department overcrowding and provides law enforcement and emergency services personnel with a "one-stop" drop-off site for individuals in need of detoxification and mental health screening. The majority of persons served are indigent or homeless.

Services provided include:

- Crisis Stabilization
- Intake, Assessment and Treatment Referral
- Drug and Alcohol Detoxification/Civil Protective Custody (CPC)
- Mental Health Evaluation and Treatment
- Homeless Outreach Services
- 24-hour Transportation Support System

Source of income/revenue: Local governments, hospitals and State of Nevada

<http://www.westcare.com/slnevada.htm>

Appendix VI: Glossary

Alachua County Coalition for the Homeless and Hungry:

Formed as a committee in 1995 to address homeless issues in Gainesville and Alachua County, the Coalition includes representatives from community and faith-based organizations, mental health, substance abuse, emergency shelter and permanent, transitional and affordable housing providers; veterans service organizations; food/nutrition providers; law enforcement agencies; public housing authorities; city and county government agencies; local businesses; and legal services providers, as well as grassroots organizations, homeless and formerly homeless persons and citizen activists. From its inception, the Coalition has worked with the City of Gainesville and the Alachua County Housing Authority to prepare grant applications for the funding of homeless programs, and provided technical support, oversight and assistance for member agencies, resulting in funding awards totaling more than \$4.3 million from the U.S. HUD.

Chronic Homelessness:

A chronically homeless individual is one with a disabling condition who has either been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years. These individuals constitute approximately 20% of Alachua County's homeless population.

Community Development Block Grant Program (CDBG):

CDBG provides eligible metropolitan cities and urban counties (called "entitlement communities") with annual direct grants that they can use to revitalize neighborhoods, expand afford-

able housing and economic opportunities, and/or improve community facilities and services, principally to benefit low- and moderate-income persons.

Continuum of Care:

This community and most others in the country currently provide homeless services via a Continuum of Care (CoC) approach. A CoC has two main components: (1) a strategic planning process to identify and coordinate strategies addressing homelessness in the community; and (2) a process for screening, selecting and prioritizing applications for three funding sources: the Supportive Housing Program, the Shelter+Care program, and the Section 8 Moderate Rehabilitation Single-Room Occupancy (SRO) program. After entering the continuum through outreach or an intake assessment, an individual moves from emergency shelter to transitional housing while receiving supportive services, then on to permanent or permanent supportive housing, depending on the individual's needs.

The primary goal is well-being, including but not limited to residential stability. It is predicated on an understanding that homelessness is not caused merely by lack of shelter, but involves a variety of underlying unmet needs - emotional, physical and social. The methodology is to create a broad range of interventions to move people through the system at their own pace, tailored to their needs. The CoC approach was designed to allow localities to address homelessness through a coordinated, community-based process of identifying local needs and building systems to best address them.

Emergency Shelter Grant (ESG):

A federal grant program designed to help improve the quality of existing emergency shelters for the homeless, to make available additional shelters, to meet the costs of operating shelters, to provide essential social services to homeless individuals, and to help prevent homelessness.

Homelessness:

The U.S. Department of Housing and Urban Development (HUD) defines as homeless someone who resides in one of the following places:

1. In places not meant for human habitation, such as cars, parks, sidewalks, abandoned buildings (on the street)
2. In an emergency shelter, or transitional or supportive housing for people who originally came from the streets or emergency shelters
3. In any of the above places, but is spending a short time (up to 30 consecutive days) in a hospital or other institution
4. Is being evicted within a week from a private dwelling unit and no subsequent residence has been identified, and the person lacks the resources and support networks needed to obtain housing
5. Is being discharged within a week from an institution, such as a mental health or substance abuse treatment facility or a jail/prison, in which the person has been a resident for more than 30 consecutive days and no subsequent residence has been identified, and the person lacks the resources and support networks needed to obtain housing
6. Is fleeing a domestic violence housing situation and no subsequent residence has been identified, and the person lacks the resources and support networks needed to obtain housing

Housing First: "Housing first"

(HF) is an alternative to the current Continuum of Care system of emergency shelter/transitional housing, which proponents say tends to prolong the length of time that families remain homeless. The methodology is premised on the belief that vulnerable and at-risk homeless individuals and

families are more responsive to interventions and social services support after they are in their own housing, rather than while living in temporary/transitional facilities or housing programs. With permanent housing, these individuals and families can begin to regain the self-confidence and control over their lives they lost when they became homeless.

Low Income:

Income that does not exceed 80% of area median income.

McKinney Act:

The Stewart B. McKinney Act, 42 U.S.C. § 11301 (1994), considers homeless one who "lacks a fixed, regular, and adequate nighttime residence and has a primary nighttime residency that is: (A) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (B) an institution that provides a temporary residence for individuals intended to be institutionalized, or (C) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings."

The educational subtitle of the McKinney-Vento Act states that the term 'homeless child and youth' (A) means individuals who lack a fixed, regular, and adequate nighttime residence.. and (B) includes (i) children and youth who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to lack of alternative adequate accommodations; are living in emergency or transitional shelters; are abandoned in hospitals; or are awaiting foster care placement; (ii) children and

youth who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings.

Public Housing:

Apartments for low-income people operated by local housing agencies. Public housing is limited to low-income families and individuals. HUD sets the lower income limits at 80% and very low income limits at 50% of the median income for the area A Public Housing Authority (PHA) determines tenant eligibility based on: 1) annual gross income; 2) whether the applicant qualifies as elderly, a person with a disability, or as a family; and 3) U.S. citizenship or eligible immigration status. If the applicant is determined to be eligible, the PHA will check references to make sure the individual and/or family will be good tenants. PHAs will deny admission to any applicant whose habits and practices may be expected to have a detrimental effect on other tenants or on the project's environment.

Section 8 Housing Choice Vouchers:

Issued to tenants by Public Housing Authorities (PHAs) to allow individuals to find his/her own place to rent, using the voucher to pay for all or part of the rent. To be eligible, individuals can earn no more than the Housing Assistance Payments Program, authorized by the Housing and Community Development Act of 1974.

Shelter Plus Care (S+C):

The Shelter Plus Care Program provides rental assistance for hard-to-serve homeless persons with disabilities in connection

with supportive services funded from sources outside the program. Shelter Plus Care (S+C) is a program designed to provide housing and supportive services on a long-term basis for homeless persons with disabilities (primarily those with serious mental illness, chronic problems with alcohol and/or drugs, and acquired immunodeficiency syndrome (AIDS) or related diseases) and their families who are living in places not intended for human habitation. The program allows for a variety of housing choices, and a range of supportive services funded by other sources, in response to the needs of the hard-to-reach homeless population with disabilities.

Single-Room**Occupancy (SRO):**

The Supportive Housing Program promotes the development of supportive housing and supportive services, including innovative approaches that assist homeless persons in the transition from homelessness and enable them to live as independently as possible. SRO programs are often renovated motels or boarding houses that have linked the rooms to Section 8 housing assistance for people transitioning out of homelessness.

Transitionally Homeless:

Individuals or families who have had a housing crisis, but move through the system of support services relatively quickly en route to attaining housing and rarely, if ever, return to homelessness. In Alachua County, these individuals and families constitute approximately 80% of our homeless population.

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