



**THE NATIONAL ALLIANCE TO END HOMELESSNESS, INC.**

# **Housing First For Families**

Research to Support the Development of a  
Housing First for Families Training Curriculum

Conducted on behalf of:  
The National Alliance to End Homelessness

Conducted by:  
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## I. Context

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In 2000, the National Alliance to End Homelessness (NAEH) published *A Plan, Not A Dream: How to End Homelessness in Ten Years*. The Plan issued a challenge to communities to tailor homeless service systems so that they meet the specific needs of different sub-populations of the homeless population. Housing First is one of two main strategies the NAEH has promoted to help people rapidly move out of homelessness.

Although organizations around the country have implemented Housing First-type programs with a variety of homeless populations, the NAEH has primarily promoted Housing First as a strategy for assisting families. While the current emphasis of federal policy is on those who are chronically homeless,<sup>1</sup> families with children comprise a much larger segment of the homeless population.<sup>2</sup> With declining numbers of affordable housing units and the erosion of public benefits and services, more families are one crisis – an illness or unplanned expense – away from homelessness; there is a growing need for programs to help homeless families become re-housed and reestablished.

Since the 1990s, the NAEH has played a key role in providing information and conducting research on the Housing First method. More recently, the Alliance has begun to support an on-line community of organizations that are interested in sharing information about the Housing First method. Recognizing the need to formalize their offerings to organizations that ask for advice, information, and support to implement Housing First, NAEH contracted with LFA (LaFrance Associates, LLC), a research and evaluation consulting firm to conduct more systematic research and develop a training curriculum and materials for organizations that are interested in adopting a Housing First approach.

The primary purpose of this report is to share initial findings with the NAEH. This research will inform the development of the Housing First training curriculum and materials and portions of this report will be augmented and re-packaged to share with organizations that are interested in implementing Housing First and others that are interested in supporting their efforts.

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<sup>1</sup> “Unaccompanied homeless individuals with a disabling condition who have either been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years,” Source: Notice of Funding Availability for the Collaborative Initiative to Help End Chronic Homelessness/Federal Register, Vol. 68, No. 17/Monday, January 27, 2003, 4019. This definition is shared by the U.S. Department of Housing and Urban Development, the U.S. Department of Health and Human Services, and the U.S. Department of Veterans Affairs.

<sup>2</sup> Source: Shinn, Marybeth and Beth Weitzman. "Homeless Families Are Different," in Homelessness in America, 1996. <http://www.nationalhomeless.org/families.html>

This report is based on interviews with providers who are using a Housing First approach and interviews with individuals who are likely candidates to implement a Housing First-type program in the near future. The providers contacted for this research were identified and selected by NAEH staff for one of several reasons: 1) they responded to a call for information from NAEH; 2) were involved with an organization that NAEH wanted more information about; and/or 3) had requested information from NAEH. In addition to conducting interviews, LFA reviewed program materials, websites, and evaluation reports from additional organizations that operate Housing First programs (see Appendix A for a complete list of individuals interviewed and organizations reviewed).

## II. Housing First Overview

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### Philosophy and History

The Housing First approach was pioneered and popularized by Beyond Shelter, a private nonprofit agency whose mission is to combat chronic poverty, welfare dependency, and homelessness among families with children. Beyond Shelter has operated its Housing First program since 1988 and began training interested providers in Housing First program components through the organization's Institute for Research, Training and Technical Assistance.

*"We were finding that homeless families going through transitional housing were really struggling with graduation in a tight housing market. There was nowhere to transition to from these programs. We saw people relapse. It led us...to rethink our programs. We wanted get people into permanent housing."*

- Bill Vanderwall, Lutheran Social Service

The common philosophy behind the diverse set of programs that are using a Housing First approach is simple: homeless peoples' primary need is for permanent housing. These programs place families as quickly as possible in permanent housing, and then provide intensive home-based case management and stabilizing support services to prevent a recurrence of homelessness. Unlike programs that are designed to help people become "ready for housing," 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 can help prevent them from entering or help them rapidly exit the homeless service system.<sup>3</sup>

### Why Housing First?

Driving forces behind the implementation of Housing First programs have taken many forms. Most communities that have launched Housing First programs did so when a key individual or group of individuals who were committed to ending family homelessness – housing advocates, activists, service providers, and funders – identified the limitations of existing services in reaching this goal.

In Los Angeles, California, Tanya Tull of **Beyond Shelter** developed two of the first emergency shelters (90 days) for homeless families. She quickly observed that, even with support, families who had reached the end of their stay in the short-term housing facilities were not easily moving into permanent housing.

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<sup>3</sup> Throughout this report the short-hand "Housing First programs" is used to refer to a diverse set of programs that use a Housing First approach, regardless of the name of the program.

At the same time, it appeared that homeless families were being recycled for months and sometimes years at a time through the homeless services system of Los Angeles, which was then in the early stages of development. Tull developed the concept for Housing First and left the agency she then headed in order to incorporate a new nonprofit organization, Beyond Shelter, Inc. The major goal of the new agency was to help homeless families move as quickly as possible back into permanent housing. Once in housing, families would be provided the services necessary to help them rebuild their lives and connect back to the community. Today, homeless families are referred to Beyond Shelter from emergency shelters, transitional housing and other agencies located throughout the County of Los Angeles.

In Montgomery County, Maryland, the **Montgomery County Coalition for the Homeless** – a homeless advocacy organization that was formed by a group of concerned citizens, government officials, and religious leaders – launched the Partnership for Permanent Housing. As the lead agency for this Housing First program, which is a collaboration with the Department of Human Services, the Partnership aims to “end homelessness for families effectively, by combining the case management component of transitional programs with quicker access to permanent housing.”

In 1988, **Tabor Community Services** started the Shelter to Independent Living Program in Lancaster, Pennsylvania. The program started in response to shelters in the area saying that they needed help finding people housing. The existing programs had been focused on providing shelter and weren't able to move people into permanent housing. Tabor Community Services was selected because the agency was a HUD approved housing counseling agency and had expertise in developing relationships with landlords and providing assistance to stabilize families following a housing placement, skills the existing shelters lacked.

In Columbus, Ohio, the **Community Shelter Board** launched the Family Housing Collaborative to provide “Direct Housing” after “one summer when the family [homeless service] system was overwhelmed, and there was a need to provide more intensive case management and immediate housing placement for families.” The Family Housing Collaborative was designed to help families become quickly re-housed and provide three to six months follow-up case management services.

At the same time that the city of Chicago, Illinois prioritized the issue of housing and homelessness, **Housing Opportunities for Women** began to reexamine its approach to working with homeless women, moving away from providing transitional services to focusing on permanent housing. Inspired by the work of Beyond Shelter and others, the Executive Director helped to shift the mindset of the board and



staff so that they understood “the problems inherent at attacking homelessness as a service issue rather than as a housing issue.”

In Santa Clara County, California, the Charles and Helen Schwab Foundation’s Homeless Program Officer Cassandra Benjamin brought people together from the largest homeless service providers – Emergency Housing Consortium, InnVision, and the San Jose Family Shelter – and the Santa Clara County Housing Authority to plan for the implementation of the **Housing First Collaborative** in the area.

## Program Implementation

As previewed above, Housing First programs are in operation in a variety of communities. Exhibit 1 provides an overview of programs that are referenced throughout this report.

**Exhibit 1**  
**Housing First Programs Cited**

<b>Program Name</b>	<b>Organization and/or Lead Agency</b>	<b>Location</b>
Beyond Shelter	Catholic Social Services	Anchorage, AL
Brainerd Hope	Lutheran Social Service of Minnesota	Crow Wing County, MN
Community Care Grant	The Community Partnership for the Prevention of Homelessness	Washington, DC
Family Housing Collaborative	Community Shelter Board	Columbus, OH
HomeStart	HomeStart	Boston, MA
Housing First	Beyond Shelter	Los Angeles, CA
Housing First Collaborative	Emergency Housing Consortium	Santa Clara County, CA
Housing First Initiative	The Salvation Army Booth Family Services	Grand Rapids, MI
Housing Opportunities for Women	Housing Opportunities for Women	Chicago, IL
Housing Services Program	St. Stephens Housing Services	Hennepin County, MN
It's All About the Kids	Lutheran Social Service of Minnesota	Minneapolis, MN
Partnership for Permanent Housing	Montgomery County Coalition for the Homeless	Montgomery County, MD
Permanent Access to Housing (PATH)	Seattle Emergency Housing Service	Seattle, WA
Shelter to Independent Living	Tabor Community Services	Lancaster, PA

Housing First programs are operated by a variety of organizations and collaboratives. In some instances, the “Housing First” program is the only service that is offered by the agency, as in the case of Housing Opportunities for Women, in Chicago, Illinois; in others, it is part of a larger social service or housing organization, such as Lutheran Social Service of Minnesota. Housing First programs are operated by single agencies, and they are also collaborative ventures that include several different nonprofit entities and/or nonprofit and public agencies, including local Housing Authorities and Departments of Human Services.

There are individuals who are committed to the idea of Housing First and there are programs using a Housing First approach in many parts of the country. Beyond Shelter has offered technical assistance workshops on Housing First since 1991, primarily in Washington D.C. and Los Angeles. Through semiannual two-day training workshops and presentations at the NAEH's annual conference, the organization has trained well over 1,000 people from approximately 450 different private and governmental organizations. The NAEH, itself, has been contacted by multiple organizations who have visited its website, joined the Housing First listserv, and communicated with staff members. Even if only a fraction of the individuals that have heard about Housing First and reached out for assistance have started programs, there is strong demand and great potential for further promoting and implementing the idea of Housing First.

### **Program Design**

Housing First program's goal is to help homeless people move into permanent housing as soon as possible. While the core intention behind Housing First programs is the same everywhere, each has evolved differently, influenced by the needs and assets of the local community, individuals who lead the implementation, and the timing of the implementation. At this point, the term "Housing First" describes a heterogeneous set of programs. Beyond sharing a similar goal, however, there are several key components that are found, to a greater or lesser degree, in all Housing First programs:

- § Initial crisis intervention;
- § Housing search to help participants obtain permanent housing;
- § Home-based case management to stabilize participants once they are re-housed; and
- § Direct financial assistance to assist with move-in and other costs associated with becoming re-housed.<sup>4</sup>

The following sections provide a basic overview of these program components, highlighting similarities among and identifying some differences in program designs. This brief summary is meant to provide a general description of program fundamentals rather than an exhaustive description of what is involved in operating Housing First programs.<sup>5</sup>

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<sup>4</sup> One program that does not provide direct financial assistance, Shelter to Independent Living, does help participants access funds. Through relationships with the Salvation Army and other partners, program participants are able to get help in paying for move-in costs.

<sup>5</sup> More detail on program design choices and examples of programs utilizing different designs are provided in Appendices B and D.

## **Crisis Intervention**

### **Crisis Intervention: Common Design Elements**

Once a family has been referred to a Housing First program and screened for eligibility, the program's immediate goal is to get them into housing as quickly as possible. Depending on the family's assets and needs, however, the process of finding suitable housing can take different lengths of time – from several days to several months. While families are looking for housing, most Housing First programs provide a basic level of crisis intervention services and do initial case management planning with clients. This involves identifying the family's immediate needs and helping to meet them during the transition period.

### **Crisis Intervention: Differences in Design Elements**

The type of crisis intervention services provided by Housing First programs varies based to some extent on referral source. Programs that receive referrals from emergency and transitional shelters can rely on the case management staff provided by those facilities to work with families during the transition time. Families who are doubled-up or in otherwise tenuous housing situations and who do not have ongoing access to a case manager or support network may require more ongoing assistance during this transitional phase.

## **Housing Services**

### **Housing Services: Common Design Elements**

Housing First programs are designed to help families end their homelessness by getting them into permanent housing as soon as possible. All programs assist participants (to varying degrees) to search for and obtain housing. Housing First programs employ staff who recognize that private market landlords, not just program participants, are their clients. Housing First programs generally include the following services in their housing search and support:

For participating families:

- š Clarify housing needs;
- š Help develop rental resumes;

- Š Assist in obtaining housing subsidies;
- Š Provide one-on-one and group tenant education workshops;
- Š Assist in locating appropriate housing;
- Š Negotiate lease terms with and on behalf of clients; and
- Š Assist with move-in costs and security deposits.

For landlords:

- Š Conduct ongoing and specific outreach to recruit landlords; and
- Š Mediate conflicts between landlord and tenants, as appropriate.

*“Landlords have a stake in this program. [You] need to learn about the landlord...understand the landlord’s side...learn how much it costs to fix a hole in the wall.”*

- Sue Roedl, St. Stephens

### **Housing Services: Differences in Design Elements**

Programs’ housing search components differ in these ways: the availability of housing subsidies, landlord incentives, and who provides search support.

Housing search components are significantly affected by whether or not they have housing subsidies to offer participating families. Participants’ access to Section 8 and other housing subsidies can affect the process of helping families find housing, the length of time it takes families to find housing, the housing choices available, and the client population the organization can serve.

Housing First programs use a variety of creative ways to make the program more attractive to area landlords. One program offers to pay filing fees for landlords if their tenants break lease agreements and they want to start an eviction process. In some programs, including the Montgomery County Coalition for the Homeless, the organization is the initial lease-holder; after a period of time (generally one year) the lease is put into the participant’s name. This is used in situations when clients have particularly challenging credit and eviction histories and it makes it easier for organizations to help them find suitable housing.

In some programs, the same staff who provide the housing search component also serve as the case managers. In other programs, these functions are the responsibility of different staff members. In collaboratives, housing search services are sometimes provided by a different organization than that which provides the case management component.

## Case Management

### Case Management: Common Design Elements

Many families who become homeless or have trouble getting out of homelessness need support and assistance so that they are able to stay in permanent housing once they obtain it.

For this reason, all Housing First programs provide home-based case management services. Distinct from transitional

and emergency housing programs in which family's participation in services and interventions is often a precondition for obtaining housing and in which case management services end once families are housed, Housing First programs' case management services are designed to help families *after* they are in permanent homes.

*"We really focus on individuals' needs. We try to move away from a 'program' of here's what everyone's going to get. We focus on individual family members."*

- Bill Vanderwall, Lutheran Social Service

Most Housing First programs provide home-based case management services to:

- § Link participants with mainstream social services;
- § Ensure children are enrolled and attending school;
- § Provide crisis management assistance; and
- § Help participants work toward case management goals developed at the outset of program participation.

### Case Management: Differences in Design Elements

Programs' case management services vary in these ways: the length of time case management services are available, whether case management services are mandatory, and who provides the case management services.

Most programs include more intensive case management services at the outset. For some programs, case management services end after 60 days. Other programs provide case management for up to 18 months.

In most Housing First programs, case management services are voluntary. Upon enrollment in these programs, participants may be asked to sign a contract that confirms their willingness to participate in case management, but there are no consequences if they do not participate. In other programs, case

management services are mandatory for some period of time. In the most extreme cases, participation in case management services is actually a component of participants' lease agreements. Mandatory services that result in evictions for failure to comply are inconsistent with a Housing First approach.

As described above, in some programs, the same staff who provide the housing search component also serve as the case managers.

## **Direct Financial Aid and In-Kind Assistance**

### **Direct Financial Aid and In-Kind Assistance:**

#### **Common Design Elements**

Across Housing First programs, one of the most significant barriers participants experience is that they can not afford the cost of moving into a new home. Move-in costs can be particularly out of reach for tenants who landlords perceive as high risk: those with prior evictions, poor credit, inconsistent income histories, and criminal histories.

Housing First programs help their participants overcome this barrier by providing small amounts of funds for discretionary purposes such as current and previous utility bills, moving costs, rental deposits. None of the programs provide a set amount of assistance; instead, they have a spending limit per family. Some families may receive less than the amount "allotted" for them, if they have savings or other resources that make the financial assistance less necessary.

In addition to providing financial assistance, Housing First programs also help participants obtain furniture, food, and other goods that they need to set up their homes. While some programs offer this directly to their clients, others have developed a referral network so that they are able to help their clients get their needs met by working with other community-based organizations. By helping participants get access to donated items, Housing First programs can help participants become established without expending limited resources or going further into debt.

*"Having access to direct client assistance funds is an important program element. It's very flexible, and can be used for many things – from moving costs to move-in costs. Whatever's deemed to be directly related to helping them obtain and maintain housing...."*

*"Providing a landlord with some assurance that the first month's rent and security deposit are paid is important. In many cases, the landlord will also require the last months' rent. The Family Housing Collaborative can pay those costs."*

*- Tom Albanese, Community Shelter Board*

**Direct Financial Aid and In-Kind Assistance: Differences in Design Elements**

Programs financial aid and in-kind assistance vary in these ways: the amount of assistance participants are granted and who receives financial assistance. As is shown in Exhibit 2, programs provide different levels of direct financial assistance to participants.

**Exhibit 2  
Examples of Financial Assistance for Move-in Costs**

<b>Program</b>	<b>Average Amount per Family</b>
Community Care Grant	\$3,000 <sup>6</sup>
It’s All About the Kids	\$2,500
Housing First Collaborative, Santa Clara County	\$2,000
Housing Opportunities for Women	\$1,500
HomeStart	\$1,028
Brainerd Hope	\$1,000
Booth Family Services	\$800

While most programs provide direct financial assistance for their Housing First program participants, Beyond Shelter uses private and government funds for its rent assistance program. Acting as the central coordinating agency in Los Angeles County for the federally funded Emergency Food and Shelter Rent Assistance Program and periodically other government rental assistance programs, Beyond Shelter processes requests for move-in assistance for Housing First clients as well as the clients of about 100 other organizations in Los Angeles County. Through this mechanism, Beyond Shelter has been able to provide clients with financial assistance ranging from \$500 to \$1,500.

**Program Staffing**

All Housing First programs have staff members who have the core responsibilities outlined in Exhibit 3.

**Exhibit 3  
Housing First Staffing**

<b>Function</b>	<b>Responsibilities</b>	<b>Competencies</b>
Program Administration	<ul style="list-style-type: none"> <li>§ Provides general program administration: planning, fundraising, hiring, etc.</li> <li>§ Coordinates partner agencies (if</li> </ul>	<ul style="list-style-type: none"> <li>§ Strong management and leadership skills.</li> <li>§ Able to develop trusting and collaborative relationships with referring agencies.</li> <li>§ Manages financial tracking system that enables staff to</li> </ul>

<sup>6</sup> Not all is spent on “move-in” costs; some goes to rent costs over several months. The “average” move-in cost is likely closer to \$1,500 with the rest going to help with rent.



Function	Responsibilities	Competencies
	<ul style="list-style-type: none"> <li>applicable)</li> <li>§ Conducts outreach and training of referral agencies</li> <li>§ Administers direct financial assistance</li> </ul>	<ul style="list-style-type: none"> <li>access funds for participants in a timely fashion.</li> </ul>
Housing Search	<ul style="list-style-type: none"> <li>§ Assists participants in finding appropriate housing</li> <li>§ Provides tenant education</li> <li>§ Conducts outreach to landlords</li> </ul>	<ul style="list-style-type: none"> <li>§ Understands the needs, interests, and concerns of landlords.</li> <li>§ Able to help participants identify their housing needs.</li> <li>§ Knowledgeable about landlord-tenant law and can advise landlords and tenants about their mutual rights and responsibilities.</li> <li>§ Recruits and develops strong relationships with landlords.</li> </ul>
Case Management	<ul style="list-style-type: none"> <li>§ Provides home-based case management</li> <li>§ Links participants to community support services</li> </ul>	<ul style="list-style-type: none"> <li>§ Utilizes a case management approach that empowers individuals to define and work towards goals.</li> <li>§ Willingness to work off-site and outside of the regular 9-5 work day.</li> <li>§ Able to engage and interest families in taking advantage of case management (particularly in programs where case management is voluntary).</li> </ul>

When asked what made their program effective, nearly every person interviewed from a Housing First program referenced the quality, knowledge, and flexibility of the staff who provide direct assistance to participating families. Several program managers said that it was much less important to have staff with the “right” college or social work degrees than it was to have staff who could relate well to program participants and tailor their case management to individual families’ needs.

<p>General competencies expected of staff:*</p> <ul style="list-style-type: none"> <li>§ Skills in working with diverse populations</li> <li>§ Experience working with families with multiple needs</li> <li>§ Respect for personal and professional and personal roles and responsibilities</li> <li>§ Knowledge of the culture and language of the clients served</li> <li>§ Ability to establish trusting relationships with clients and be able to handle crisis situations.</li> </ul> <hr/> <p>* Source: Drug Free Families of Pinellas County Replication Manual</p>
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While all Housing First programs have staff who perform the same functions and who share key competencies, programs divide responsibilities differently and have different staffing structures depending on the number of clients they serve, whether they are part of a larger housing and/or service agency, and program design. On average, Housing First programs have a ratio of approximately 1:25, one case manager for 25 families. The ratio of housing specialists to clients varies from program to program based on program design and these staff persons’ job descriptions. Exhibit 4 provides an overview of different program staffing models.

**Exhibit 4  
Staffing Models and Levels**

<b>Program</b>	<b>Details</b>	<b>Case Management Case Load</b>	<b>Housing Search Case Load</b>
Housing First (Beyond Shelter)	<ul style="list-style-type: none"> <li>§ Splits case management and housing relocation specialist function</li> </ul>	<ul style="list-style-type: none"> <li>§ Case managers have a case load of 25 participating families</li> </ul>	<ul style="list-style-type: none"> <li>§ Housing relocation specialists have a case load of 50 families</li> </ul>
Family Housing Collaborative	<ul style="list-style-type: none"> <li>§ 1 PT program manager from the Community Shelter Board, the lead agency/funder</li> <li>§ Three FTE case managers, one from each of three organizations that are part of the collaborative</li> <li>Case managers are also responsible for housing search</li> </ul>	<ul style="list-style-type: none"> <li>§ Case managers have a case load of 10-20 families at a time; over the course of a year, each case manager works with a total of 90 families</li> </ul>	
Housing Opportunities for Women	<ul style="list-style-type: none"> <li>§ 1 Intake Coordinator</li> <li>§ 5 FTE Case Managers</li> <li>§ 2 FTE Recovery Specialists</li> <li>Housing Department (1 FTE Housing Director, 2 FTE housing resource staff: transition coordinator and property management coordinator)</li> </ul>	<ul style="list-style-type: none"> <li>§ Case managers have a case load of 25 families</li> </ul>	<ul style="list-style-type: none"> <li>§ Housing resource staff responsibilities are split by function; they are not assigned a set number of clients to work with</li> </ul>
It's All About the Kids	<ul style="list-style-type: none"> <li>§ 1 program manager</li> <li>§ 3 FTE case managers</li> <li>§ 2 FTE landlord recruiters</li> <li>§ 0.3 FTE intake coordinator</li> <li>§ 0.5 FTE volunteer coordinator</li> </ul>	<ul style="list-style-type: none"> <li>§ Case managers have 20 clients at a time</li> </ul>	<ul style="list-style-type: none"> <li>§ Landlord recruiters have a case load of ~ 30 clients</li> </ul>
Shelter to Independent Living	<ul style="list-style-type: none"> <li>§ 1 FTE program manager</li> <li>§ 4 FTE case manager/housing specialists</li> </ul>	<ul style="list-style-type: none"> <li>§ Case managers have a caseload of ~ 30 families at a time</li> </ul>	
Housing First Collaborative	<ul style="list-style-type: none"> <li>§ 1 FTE program manager</li> <li>§ 2 FTE case managers</li> <li>§ 1 FTE housing search specialist</li> </ul>	<ul style="list-style-type: none"> <li>§ Case managers have a case load of ~ 25-30 families at a time</li> </ul>	<ul style="list-style-type: none"> <li>§ Housing search specialist works with all program participants</li> </ul>

**Community Linkages**

There are two distinct types of community linkages that are critical to the success of Housing First programs: 1) linkages to referral agencies; and 2) linkages to mainstream service providers.

Housing First programs have developed different kinds of referral networks – one agency works with social workers in the school system to identify families, most get referrals from transitional and emergency facilities for families. Others are situated in communities that have a central intake for

homeless families, which serves as the programs' referral source. Depending on the community or specific target population of the Housing First program, different referral sources may be more or less appropriate. Exhibit 5 provides some examples of programs and their main referral source(s).

**Exhibit 5**  
**Referral Sources**

Program	Referral Source
Family Housing Collaborative	<ul style="list-style-type: none"> <li>š Central intake/primary shelter provides a referral to the Family Housing Collaborative within one week of admission</li> </ul>
Shelter to Independent Living	<ul style="list-style-type: none"> <li>š Transitional housing facilities and emergency shelters</li> <li>š Other homeless service providers including mental health service providers and the school system homeless programs</li> </ul>
It's All About the Kids	<ul style="list-style-type: none"> <li>š School social workers</li> </ul>

In general, the function of the case managers in Housing First programs is less to provide one-on-one or group services to clients, and more to link clients with existing services in their communities. This is a cost-effective method of helping clients meet their needs, and it also ensures that clients can continue to get the services they need after the short-term (generally one year or less) case management services associated with the Housing First program end.

**The Role of the Public Sector in Housing First Programs**

Most Housing First programs rely to some extent on public funding for program operating expenses. Beyond that, however, in most Housing First programs, government agencies play a minimal role. The following examples provide some detail on Housing First models that involve a public-private partnership.

- š **Housing Authorities:** Some Housing First programs provide eligible participants with Section 8 and other housing vouchers. Programs that help all or some participants obtain housing vouchers include:
  - š Housing First (Beyond Shelter), Los Angeles
  - š Housing Services Program, Hennepin County
  - š Housing Opportunities for Women, Chicago
  - š It's All About the Kids, Minneapolis
  - š Housing First Collaborative , Santa Clara County

One program, Housing First in Santa Clara County, is a collaborative of two nonprofit homeless service providers and the Housing Authority of Santa Clara County. One of the four-member Housing First team, the Housing Search Specialist, is an employee of the Housing Authority of Santa Clara County.

In Montgomery County, Maryland, Department of Human Services staff provide case management services to families in the Partnership for Permanent Housing program.

In Washington, D.C. The Community Care Grant program receives funding from the Department of Human Services for initial housing and case management costs and leverages public funding for ongoing case management services from the Family Support Collaboratives that house the families and are part of the District’s Child and Family Services Administration.

**Funding**

Housing First programs have been supported by a range of public and private funding sources. There is no single funding source that specifically supports programs that use a Housing First strategy. Some examples of different programs funding sources is provided in Exhibit 6, alongside sample costs per participant.

**Exhibit 6  
Funding Sources and Costs per Participating Family**

<b>Program</b>	<b>Funding Sources</b>	<b>Cost per Participant*</b>
Housing First, Beyond Shelter	<ul style="list-style-type: none"> <li>§ Federal Department of Housing and Urban Development (HUD), particularly the Supportive Housing Program (SHP)</li> <li>§ A variety of local, state, and federal contracts and private foundation funding</li> </ul>	§ \$5,000 per family
Housing Opportunities for Women	<ul style="list-style-type: none"> <li>§ HUD Supportive Housing Program (SHP)</li> <li>§ HUD Shelter + Care Program (S+C)</li> <li>§ Community Development Block Grant (CDBG)</li> <li>§ Chicago Low Income Housing Trust Fund (CLIHTF)</li> <li>§ Private foundations and individuals</li> </ul>	§ Not available
It’s All About the Kids	<ul style="list-style-type: none"> <li>§ Private foundations</li> <li>§ Faith community and private donors</li> <li>§ Minneapolis CDBG</li> <li>§ Family Housing Fund</li> <li>§ Minneapolis Public Housing Authority (provides vouchers)</li> </ul>	§ \$7,800 <i>per housed family</i>
Shelter to Independent Living	<ul style="list-style-type: none"> <li>§ HUD Supportive Housing Program (SHP)</li> <li>§ Private foundations, individual, and business donors</li> <li>§ Emergency Shelter Grant</li> <li>§ Lancaster County CDBG</li> </ul>	§ \$1,138 per client (2002)

Program	Funding Sources	Cost per Participant*
	§ State dollars through HSDF (Human Service Development Funds)	
Community Partnership	§ DC Department of Human Services	§ \$7,186 per family
Family Housing Collaborative	§ Franklin County United Way § Ohio Housing Trust Fund § Ohio TANF Housing Program	§ \$1,835 per family

\* Cost does not include housing subsidies that are not part of the programs direct financial aid to participants.

As shown above, the cost per participating family varies a great deal. Programs that are more expensive provide a higher level of direct financial assistance and longer period of case management services. Even the most expensive programs, however, cost about as much or less than the amount that it costs to house a family in an emergency shelter for four months.<sup>7</sup>

### Tracking Program Progress and Outcomes

The Housing First approach has been successful in a number of settings. All of the following programs listed in Exhibit 7, with the exception of HomeStart, serve families who are homeless or at risk of becoming homeless.<sup>8</sup> As shown below, programs have extremely high success rates in helping families obtain and maintain permanent housing.

#### Exhibit 7 Housing First Results

Program	Results
Beyond Shelter	§ Assessed three years after housing placement, § 88% were still in permanent housing § 66% were still in their same apartment. Participants who had moved were living in similar or improved housing. § 80% were paying their rent on time.
Rapid Exit Program <sup>9</sup>	§ Assessed two years after program entry, 85% of families remained in permanent housing. § For families who did return to homelessness, homeless episodes were reduced from 30 to 10 days.

<sup>7</sup> The cost of providing shelter to families varies by location. In Washington, DC, the cost of the Community Partnership's Community Care Grant program is "about \$7,186 for every family successfully housed, which is equivalent to the cost of 116 days in an emergency shelter (where the average stay exceeds six months)." The Center for the Study of Social Policy, "Homelessness: An Assessment of the District of Columbia's Community Care Grant Program," 2003. <http://www.cssp.org>

<sup>8</sup> HomeStart, located in Boston, MA, serves homeless individuals who are difficult to serve. It is important to keep in mind the differences in the populations that are served by each program in comparing evaluation results.

<sup>9</sup> All families in the Hennepin County funded family shelter are screened for the "Rapid Exit Program," the county's housing first program of which St. Stephen's is a part. The outcome data reflects the outcomes of all families receiving Rapid Exit services. More information on the Rapid Exit Program is available at: <http://www.endhomelessness.org/best/rapidexit.htm>

Program	Results
HomeStart	<ul style="list-style-type: none"> <li>§ Placed 359 people into permanent housing in 2002.</li> <li>§ 86% of individuals placed by HomeStart in FY '01 are still housed one year later.</li> </ul>
Community Partnership for the Prevention Homelessness	<ul style="list-style-type: none"> <li>§ Placed 199 homeless families in permanent housing in from FY 2000-02.</li> <li>§ 77% of all families (199 out of 259) served were housed in permanent, safe, and stable housing.<sup>10</sup></li> </ul>
Family Housing Collaborative	<ul style="list-style-type: none"> <li>§ Between July-December 2002, 128 households were served.</li> <li>§ 51 of 71 families who exited the program (80%) were in permanent housing at time of exit.<sup>11</sup></li> <li>§ Moves families out of shelter within an average of 17 days.<sup>12</sup></li> </ul>
Shelter to Independent Living	<ul style="list-style-type: none"> <li>§ In 2003, 78% of families who entered the program moved into permanent housing.</li> <li>§ On average, 70-80% of the families move into permanent housing. Of these, 70-80% retain their housing for at least one year.</li> </ul>
Housing Opportunities for Women	<ul style="list-style-type: none"> <li>§ FY 01 10 households, 100% retention of housing rate, additionally, 100% maintained sobriety</li> <li>§ FY 02 36 households, 97% retention of housing rate, additionally 96% maintained sobriety</li> <li>§ FY 03 45 households, 95% housing retention rate, additionally 100% maintained sobriety</li> </ul>

Most of the Housing First programs profiled for this report are relatively young and, therefore, do not have extensive outcome data. Because programs have different funding sources and different program designs, there is no single set of indicators tracked across programs that would allow for comparison of program effectiveness. While no cross-program analysis is possible at this point, in the future it would be beneficial to do this kind of assessment to learn if some practices are more effective than others.

<sup>10</sup> Source: Homelessness: An Assessment of the District of Columbia's Community Care Grant, Center for the Study of Social Policy

<sup>11</sup> Source: Community Shelter Board: 2002 Program Evaluation

<sup>12</sup> Family Housing Collaborative, Policies and Procedures Manual, p. 6.

### III. Barriers to Implementing and Sustaining Housing First Programs

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Individuals who are interested in starting Housing First programs and those who are sustaining them have encountered a similar set of barriers. Although these barriers present significant challenges to those trying to do this work, many individuals and communities have found ways to overcome them.

§ **Finding funding to support this model.**

§ Almost every Housing First program contacted said that funding this model was an ongoing challenge. Housing First programs generally rely on a complex combination of public and private funding and there is no single source, at this time, that Housing First programs can look to for ongoing support.

*“How do you keep this funded? You see the cost effectiveness when you compare it to the cost of sheltering families. Although it would be easier to get dollars if we were facility-based, this is the model that is best for the clients.”*

- Kay Moshier McDivitt, Shelter to Independent Living

§ **Contractual obligations that prohibit or inhibit change.** In some instances, service providers have found that their current contractual agreements with HUD to provide transitional or emergency shelter limit their ability to shift to a Housing First approach.

§ **Shifting to a “Housing First” mentality.** Some, but not all, of the programs that shifted from more traditional transitional or emergency housing programs to Housing First programs encountered some challenges in getting staff to adopt the philosophy of Housing First and this has been a major barrier that has prevented some communities from implementing Housing First. Opponents of Housing First assume that homeless people need more support than they will receive in Housing First programs and that they need a variety of life skills training and other support services before they are “ready to be housed.” Implementing Housing First means that at least some of a community’s resources for serving homeless families will shift from providing emergency shelter

*“Our providers and community are stuck in the rut where they are not sure that the first priority is to get [families] re-housed. They think the first priority is to fix them....A lot of our shelters are operating as detox, psychiatric, substance use facilities....*

*“There are a lot of people here who don’t believe there is an inherent right to housing. Overcoming...those views has been difficult. A lot of our case managers and our providers are standing in our way.*

*“It is threatening to them that we would be handling homeless people in a different way. I have been trying to encourage them that they could make it a part of what they do, [but] there may not be as much money in it for them. Our shelters are charging \$50 or \$60 per person per day per bed.”*

to helping families acquire homes, from providing on-site services to providing home-based case management services. As a result, organizations who may lose funding and staff who may have their job descriptions changed may resist it, regardless of how effective the program model is for serving homeless families.

š' **Lack of affordable housing.** This is a problem to a greater or lesser extent everywhere that Housing First programs operate. Successful programs overcome the lack of affordable housing in one of the following ways: finding ways to subsidize participants' housing costs, developing strong relationships with landlords, focusing on increasing participants' incomes so that they are able to afford more expensive accommodations, and developing affordable housing. It is undeniable that the lack of affordable housing is a large and growing problem, and it makes finding appropriate housing for participants very difficult. However, this is a constraint that programs are learning to work within.

The Philadelphia Committee to End Homelessness is working to combat the notion that the only solution to helping homeless families is waiting for more affordable housing to be built. Citing the success of Housing First in Los Angeles and New York, where there is an even greater dearth of affordable housing than in Philadelphia, the organization is shifting from a focus on "*Build more affordable housing*" to "*Tap into Philadelphia's existing resources.*"

*"It's not as catchy a phrase, but across the country it has been the most successful means to move homeless into housing without roadblocks and waiting lists."* -- Philadelphia Committee to End Homelessness, Philly.com (November 17, 2003)

š' **Hiring staff with the right skills to serve as housing search/resource specialists.** Most Housing First programs are developed by organizations that have offered transitional and emergency housing services in the past. These organizations tend to have staff who are skilled in case management and are generally comfortable with this aspect of implementing the program. But Housing First programs also rely on housing search/resource specialists who have a different skill set, including: advocating for the needs of landlords, selling the program to them, helping clients find appropriate housing, and negotiating deals with landlords to decrease move-in costs. Organizations that start Housing First programs need to hire new staff and/or re-train current staff to fulfill these essential responsibilities.

*"We hired one housing resource specialist and we had to let him go. Part of it is sales. He couldn't sell the program. Someone has to look at the landlord and get them to do what they haven't done before."*

- Program Director, Housing First program

š' **Encouraging transitional and emergency shelters to refer clients promptly.** Programs that rely on transitional and emergency shelters for referrals say that one of their ongoing challenges is



convincing facilities to refer families as soon as they enter the shelter, rather than at the end of their stay. Even Housing First programs with the fastest turnaround times take several weeks to find the average family a suitable place to live. In programs where participants can access housing subsidies, it can take up to three months to get them into permanent housing. When transitional and emergency shelters wait until the end of families allotted time in the residence to refer them to a Housing First program, it can be difficult for program staff to find them appropriate housing on such a tight timeframe. This may mean that the programs are not able to cut short the length of time that families are homeless. Therefore, it is important to incorporate housing need assessment and referral into initial shelter admission and housing planning processes.

*“Our biggest struggle is getting shelters to shift their mindset...to work with us to move people out of the homeless system.”*

§ **Keeping families engaged in case management services after they have entered housing.**

Housing First programs with voluntary case management components sometimes find it challenging to maintain families’ involvement in the program once they are in their own homes. Because home-based case management services are a critical component of successful Housing First programs, program managers are concerned when participants “drop out” of services early. Programs have dealt with this challenge in different ways, but most have tailored their case management services so that they are very individualized and relevant so that families are motivated to stay involved. Others ensure that families do not use all of their direct financial assistance dollars up front, so that they have an incentive to stay involved with the case management services so that they can access more dollars if needed.

§ **(For organizations that are the lease-holders) being the landlord.**

A subset of Housing First programs initially sublease apartments to program participants. These programs encounter unique challenges related to serving as the participants’ landlord: they need to have staff with specialized expertise in landlord-

*“We haven’t had to go to housing court for a legal eviction process. We have had a handful of clients we’ve helped to relocate instead. We want a positive outcome regardless of whether it’s in our housing program or not. Legal support is really important to understanding the grounds for eviction and issues related to that. We put energy into mediation instead.”*  
- Britt Shawver, Housing Opportunities for Women

tenant law and, on rare occasions, have found themselves in the position of evicting program participants who do not comply with their lease terms. This is particularly problematic as some Housing First providers recommend that if a housing placement fails and the person is evicted or otherwise forced to leave, the Housing First provider should continue to work with them in another

placement and continue to work until he/she succeeds. This of course, will be more difficult if the Housing First provider is the person who evicted the individual.

## IV. Steps in Launching a Housing First Program

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The following implementation steps were culled from interviews with individuals who have implemented Housing First programs. The process of program design and implementation is more iterative than linear; however, the following steps are listed in a manner that approximates an appropriate sequencing of activities.

- 1. Understand and adopt the Housing First philosophy.** Organizations that have successfully adopted a Housing First approach went through a period of researching, learning about, and considering the Housing First concept. This is a critical step for organizations that want to adopt a Housing First approach.
- 2. Define target population.** Across the country, the Housing First approach has primarily been used to rapidly re-house homeless families. Some providers have used Housing First only for homeless families with minimal barriers, others have advocated for the use of Housing First with a range of homeless populations including those with mental health and substance use issues. Housing First programs are designed to provide short-term services to help families become re-established in permanent housing; individuals and families who need ongoing services and support may be more appropriately served by permanent supportive housing programs that are based on a philosophy of “housing first” but that provide a broader array of long-term support services. At the outset of designing a Housing First program, it is essential to identify the specific target population for the program, assess the level of need that exists in the community to be served, and consider implications for the type of staffing and program resources that will be required.
- 3. Assess existing community programs to enable streamlining and avoid duplication.** Most Housing First programs have been implemented in areas where there are already existing services for homeless families. In developing a new program, it is important to assess the landscape of services that are already available, how to coordinate with them, and how to avoid duplication of services.
- 4. Identify funding.** Housing First programs rely on a complex mix of public and private funding sources to support their work. The primary costs associated with the program are staff salaries and direct financial assistance. Programs have found different sources of funding to support the case management, housing resource/search specialist, and direct financial assistance. Because resources differ from community to community, and the availability of resources changes over time, at the

outset of launching a Housing First program, it is important to do a full scan and assessment of the community assets that could support the effort. The following are some examples of public sources of funds to support existing Housing First programs. This is meant to be illustrative, rather than a complete listing of potential support.

**Exhibit 8**  
**Examples of Public Funding Sources to Support Housing First**

<b>Funding Sources</b>	
§	HUD - Continuum of Care
§	Community Development Block Grants
§	Temporary Assistance to Needy Families (TANF)
§	Departments of Housing and Community Affairs
§	Neighborhood Tax Assistance Programs

5. **Get buy-in from board, staff, and funders.** Housing First programs often require a paradigm shift for board, staff, and funders who have been involved with programs that are designed to help homeless families become “housing ready.” Particularly for organizations that are shifting their program from a more traditional design to a Housing First design, making this change requires that the organizational leaders sell this idea to internal and external stakeholders. One organization, Lutheran Social Service, went through an internal planning process that resulted in a changed mission statement. The new statement reflects the fact that the organization is working towards ending homelessness rather than focusing on helping people while they remain homeless. Housing Opportunities for Women (HOW) also engaged in a strategic planning process to shift the organization’s focus. This process engaged board and staff in rethinking the organization’s strategy. HOW also took the critical step of reaching out to funders and keeping them informed about programmatic changes. While the organization lost some funders in this process, they were able to bring others with them as they went through this change.
  
6. **Develop program goals.** Individuals who have launched Housing First programs set ambitious goals for the number of families to be re-housed and supported through home-based case management services. Defining program goals and intended client outcomes at the outset, including those related to recidivism and time from initial referral to housing placement, will guide choices about program design and implementation.
  
7. **Define program design.** While most providers who use the term “Housing First” share a common philosophy and some common program design elements, there are some significant differences

among programs that are using a “Housing First” approach. There are five important areas where programs’ designs differ:

- § Separate v. Integrated Housing Search and Case Management Services
- § Voluntary v. Mandatory Case Management Services
- § High-level v. No Involvement in Participants’ Financial Management
- § Participant Holds Lease v. Agency Holds the Lease for Transition Period
- § Program is Operated by a Single Entity v. Program is a Collaborative Effort

Detail on these different program designs is provided in Appendix B, as well as examples of programs that fall into each of the different categories.

**8. Hire and/or (re)train staff.** Determine your staffing configuration and define job descriptions based on your program design. Housing First programs rely on staff who are oriented more towards empowering participants than serving them and on staff who take an individualized rather than generalized approach to working with clients. If staff are being re-trained, during a process when an organization is transitioning its programs to a Housing First model, particular attention should be given to making sure they understand and are “on-board” with the Housing First philosophy and strength-based, client-centered services.

**9. Develop community linkages.** The type of linkages that are critical to program success include:

- § **Referral sources:** Identify where your clients will come from. Train referral agencies on program eligibility requirements and the programmatic approach.
- § **Mainstream services:** Housing First programs provide home-based case management services that connect participants with existing resources in their communities. Identify community resources, inform them about the program, and determine ways to partner with them.
- § **Employment, income assistance and benefits programs:** Housing First programs provide short-term support services. In order to stay in their housing, most families will need to increase their incomes. Linking with services that provide this kind of support to families is critical to help them maintain permanent housing.

**10. Conduct outreach to landlords:** Housing First programs depend on strong relationships with local, private landlords who are willing to rent to formerly homeless families. Successful Housing First programs use creative approaches to recruit and sustain the involvement of these landlords so that they are able to rapidly re-house program participants. Developing partnerships with existing subsidized housing resources also expands the housing choices available to clients and can improve outcomes.

**11. Track program success and challenges.** The Housing First method is still relatively new, and while it is gaining in popularity, there are still a number of skeptics. For both internal reflection and planning, as well as communicating the value of the program to community stakeholders and funders, it is essential at the outset of a new Housing First program to develop a data collection system that will enable evaluation of program outcomes.

## **Alternate Approaches**

Beyond Shelter and other Housing First providers recognize that the idea of starting a Housing First program from scratch or transforming an existing homeless service provider can be daunting. They identified the following options for communities that want to move toward a Housing First approach:

- Š Transitional housing shelters should consider working with at least a subset of their clients, if not all, to move out of the transitional facility before the end of their allotted stay.
- Š Housing First providers can work with existing emergency and transitional shelters, providing staff for housing relocation assistance to clients and/or subsequent home-based case management services.

Housing First programs do not have to be standalone entities; in fact, it may be possible to affect the system of care for homeless families on a greater scale if the program is integrated into existing systems and programs.

## V. Resources to Support Housing First Replication

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When Beyond Shelter implemented its Housing First program in 1988, they were pioneering a new and unorthodox approach to working with homeless families. At this point, the term “Housing First” has been adopted and adapted by a number of different organizations, programs, and communities to describe their focus on helping the homeless become housed.

Some of the existing and potential resources to support new organizations and individuals who want to bring Housing First to their community include:

- š **Beyond Shelter** has been and likely will continue to be a driving force in helping individuals and organizations implement Housing First. Nearly all of the individuals interviewed for this research who are now operating Housing First programs have received technical assistance, training or participated in a workshop offered by Beyond Shelter. *The Housing First Program for Homeless Families Methodology Manual* provides detail for providers on how to provide home-based case management and housing resource assistance, staffing a Housing First program, and using community resources.
- š **Many of the individuals interviewed for this report** indicated a high level of interest in supporting others to implement a Housing First approach and in participating in a network of providers who are operating Housing First programs.
- š **Communities across the country** have responded to the 10 year plan issued by the NAEH. Many of these plans have Housing First components. Appendix C identifies the plans that specify their focus on Housing First. If Housing First programs are not already in operation in these areas, it is likely that there are organizations that want and need help in implementing the Housing First method and who have the community backing to do so.



## **VI. Conclusion**

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Many individuals and organizations throughout the country are committed to the idea behind Housing First. This research focused on just a handful of the most prominent, those who have been in contact with or that have come to the attention of the NAEH or Beyond Shelter in recent months. Scores more individuals have attended workshops and conference sessions about the Housing First method, indicating that the philosophy - what homeless people need most are homes – is compelling and is catching on.

At this point “Housing First” describes a diverse set of programs that have implemented and adapted the approach pioneered by Beyond Shelter. This research identifies common elements, potential challenges, and basic steps in implementing a Housing First program. While those who have implemented or wanted to implement this type of program have encountered several major barriers, there are many who have paved the way and found a number of different paths in order to do so. This research, which will inform the development of a training curriculum and materials, confirms that there is nothing particularly complicated about the Housing First concept, program design, or implementation process. While it does require an idea champion, the process of implementing a Housing First program is very much like that of implementing many other types programs. Drawing on the experiences and considering the possibilities identified by those who have already implemented these programs, the NAEH is in a strong position to help foster new Housing First programs for homeless families.

## Appendix A

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Names and organizational affiliations of individuals interviewed for this report:

- Š Sharan London, Partnership for Permanent Housing , Montgomery County Coalition for the Homeless, Montgomery County, Maryland
- Š Bill Vanderwall, It's All About the Kids and Brainerd Hope, Lutheran Social Service of Minnesota, Minneapolis, Minnesota
- Š Sue Roedl, Housing Services Program, St. Stephens, Hennepin County, Minnesota
- Š Tom Albanese, Family Housing Collaborative, Community Shelter Board, Columbus, Ohio
- Š Kay Moshier McDivitt, Shelter to Independent Living, Tabor Community Services, Lancaster, Pennsylvania
- Š Laura Hansen, Florida Coalition for the Homeless , Our Way Home, Broward County, Florida
- Š Britt Shawver, Housing Opportunities for Women, Chicago, Illinois
- Š Tanya Tull, The Housing First program, Beyond Shelter, Inc., Los Angeles, California
- Š Betty Zylstra, Housing First Initiative , The Salvation Army Booth Family Services, Grand Rapids, Michigan
- Š Cathy Newton, Housing First Initiative , The Salvation Army Booth Family Services, Grand Rapids, Michigan
- Š Steve Cleghorn , Community Care Grant, The Community Partnership for the Prevention of Homelessness, Washington, DC
- Š Kelly Hemphill, Housing First Collaborative, Emergency Housing Consortium, Santa Clara County, California
- Š Sandi Douglas, Housing First Collaborative, Santa Clara Housing Authority, Santa Clara County, California
- Š Will Evans, Community Connections, Clay County, Florida
- Š Susan Price, City of Long Beach, California
- Š Will McCoy, Second Chance Mission of Hope, Jacksonville, Florida

Additional organizations included in this survey of Housing First programs:

Š` Beyond Shelter, Catholic Social Services, Anchorage, AL

Š` HomeStart, Boston, MA

Š` Permanent Access to Housing (PATH), Seattle, WA

## Appendix B: Program Design Choices

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There are six key areas where Housing First program designs differ. These are described below, along with examples of model programs.

- § Separate v. Integrated Housing Search and Case Management Services
- § Voluntary v. Mandatory Case Management Services
- § Provision of Housing Subsidies v. No Housing Subsidies Provided
- § High-level v. No Involvement in Participants' Financial Management
- § Participant Holds Lease v. Agency Holds the Lease for Transition Period
- § Program is Operated by a Single Entity v. Program is a Collaborative Effort

### Separate v. Integrated Housing Search and Case Management Services

Among the programs profiled for this report, about as many programs separate the housing and case management function as those that integrate them. Programs that separate them do so because the skill set required of the housing search specialist is different from the skill set required of the case manager. Because the housing resource specialist is most oriented toward the landlord and the case manager is most oriented toward the participant, organizations that have split the functions between two departments say this helps staff focus on the group to whom they are primarily responsible. Organizations that have staff who play both roles think this is extremely beneficial because it allows staff to really get to know the client and understand the type of housing situation that will work best for them.

**Appendix Exhibit A**  
**Separate v. Integrated Housing Search and Case Management Services**

Approach	Separate	Integrated
<b>Program</b>	<b>It's All About the Kids</b>	<b>Housing Services Program</b>
<b>Organization</b>	Lutheran Social Service of Minnesota	St. Stephens
<b>Location</b>	Minneapolis, MN	Hennepin County, MN
<b>Year Established</b>	2001	1993
<b>Target Population</b>	Homeless families who are referred through social workers in the public school system	Homeless families
<b>Program Design</b>	Landlord recruiters: <ul style="list-style-type: none"> <li>§ Identify appropriate housing,</li> <li>§ Do credit, eviction, and criminal</li> </ul>	<ul style="list-style-type: none"> <li>§ Same staff person provides case management and housing search.</li> <li>§ Staff is responsible to advocating for both</li> </ul>

Approach	Separate	Integrated
	background checks, § Create rental resumes with participants § Provide tenant education  Case managers: § Develop a case management plan § Works with families for up to 1 year § Connects them to volunteers § Makes regular (but non-mandatory) visits	the client and the landlord, serving as a mediator between the two when issues arise.
<b>Rationale</b>	§ The job requirements of the case manager and housing search positions are quite different.	§ Staff get to know the participants very well and are able to provide individualized attention and support. § “There is nobody between [staff] and the landlords. They can be flexible.”
<b>Other examples</b>	§ Beyond Shelter, Housing First § Emergency Housing Consortium, Housing First Collaborative	§ Community Shelter Board, Family Housing Collaborative § Tabor Community Services, Shelter to Independent Living

### Factors that Affect This Program Design Choice

At this point, it isn't clear that one approach – separating or integrating the case management and housing search functions – is more effective. In different situations, one or the other approach makes more sense.

For example, the integrated approach is appropriate:

- § At the **start-up** of a project, when there are fewer staff members involved serving a smaller client population.
- § When projects do not have housing subsidies, and thus **less specialized knowledge** is required of the housing search specialist.

Separating the case management and housing search functions may be more appropriate when:

- § The Housing First program is a **collaborative venture**, in which some agencies have deeper experience in one of the two function.
- § If the agency operates a number of housing-related services, such that having staff with a **specialized skill set** is particularly important.

## Voluntary v. Mandatory Case Management Services

Beyond Shelter set the expectation for Housing First programs to offer case management services voluntarily, rather than make them mandatory. Some programs have incorporated mandatory case management services into their program design. Both approaches emphasize getting families into housing immediately and providing post-placement case management to stabilize participants.

### Appendix Exhibit B Voluntary v. Mandatory Case Management Services

Approach	Voluntary	Mandatory
<b>Program</b>	<b>Family Housing Collaborative</b>	<b>Booth Family Services</b>
<b>Organization</b>	Community Shelter Board	The Salvation Army
<b>Location</b>	Columbus, Ohio	Grand Rapids, Michigan
<b>Year Established</b>	1999	2002
<b>Target Population</b>	Homeless families who have or are able to earn or receive income that will enable them to maintain housing	Homeless families with some current income, with head of household who is willing/able to seek employment
<b>Program Design</b>	<ul style="list-style-type: none"> <li>§ Front-door shelter operated by the YWCA provides referral and case coordination</li> <li>§ Case management services are provided by three agencies that are part of the collaborative: Jewish Family Services, Salvation Army, and Catholic Social Services</li> <li>§ Participants are not required to participate in case management.</li> <li>§ Case managers generally work with families a maximum of 90-180 days.</li> </ul>	<ul style="list-style-type: none"> <li>§ Provide six months of intensive case management</li> <li>§ Case management services are mandatory</li> <li>§ The case remains open after six months, but contact is less intensive and regular</li> </ul>
<b>Rationale</b>	<ul style="list-style-type: none"> <li>§ Case management services are an opportunity, not an obligation for families.</li> <li>§ The purpose of the program is to keep families housed, some families will need extensive support to do so and others won't. The program aims to tailor services to the needs of the families rather than assuming that they need this assistance.</li> </ul>	<ul style="list-style-type: none"> <li>§ The program is supported by TANF dollars.</li> <li>§ To adhere to the state-imposed requirement, the program must provide 6 months of case management services to participants.</li> </ul>
<b>Other examples</b>	<ul style="list-style-type: none"> <li>§ Beyond Shelter, Housing First</li> <li>§ Lutheran Social Service, It's All About the Kids</li> </ul>	<ul style="list-style-type: none"> <li>§ Montgomery County Coalition for the Homeless Partnership for Permanent Housing</li> <li>§ The Community Partnership for the Prevention of Homelessness, Community Care Grant</li> </ul>

## Factors that Affect This Program Design Choice

Most Housing First programs involve voluntary case management. Those that require case management services generally report they do so because of one of two reasons:

- § They serve a **high-risk population** and **are concerned** that participants that are not required to participate in case management services **will not be able to stabilize** on their own.<sup>13</sup>
- § Some **funders** require a set amount of case management services. For example, Booth Family Services' funding requires that the program provides six months of case management services to program participants.

## Provision of Housing Subsidies v. No Housing Subsidies Provided

Many homeless service providers have wrongly assumed Housing First only works in situations where organizations can provide participants with housing subsidies or permanent housing vouchers. In fact, a number of Housing First programs do not have access to Section 8 or other housing subsidies; they have found different ways to help homeless families find homes without this type of assistance. Most commonly, programs without housing vouchers have done the following:

- § Provide families short-term financial assistance which is used to offset the cost of renting a new home while they become reestablished; and/or
- § Focus on a subset of homeless families with incomes from work or benefits who are likely to be able to afford and maintain housing once they are re-housed.

Programs that do not have a special relationship with the local PHA or have housing subsidy set-asides work with program participants to get on waiting lists and apply for housing subsidies.

### Appendix Exhibit C Provision of Housing Subsidies v. No Housing Subsidies Provided

Approach	Housing Subsidies	No Housing Subsidies
Program	It's All About the Kids	Community Care Grant Program
Organization	Lutheran Social Service	The Community Partnership for the Prevention of Homelessness
Location	Minneapolis, MN	Washington, DC

<sup>13</sup> Many Housing First providers do serve high-risk populations, and still do not make case management services mandatory. Beyond Shelter successfully serves high risk, vulnerable, single-female-headed households in which 75% have a history of substance abuse and/or domestic violence.

Approach	Housing Subsidies	No Housing Subsidies
<b>Year Established</b>	2001	1998
<b>Target Population</b>	Homeless families referred through school district social workers	Homeless families
<b>Program Design</b>	<ul style="list-style-type: none"> <li>§ Once families have participated in the orientation and tenant education program, they are issued a section 8 voucher and have 4 months to find housing.</li> <li>§ Each family can also access up to \$1,000 for: <ul style="list-style-type: none"> <li>○ Damage deposits</li> <li>○ Application fees</li> <li>○ Moving costs</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>§ The program does not offer housing subsidies.</li> <li>§ The program provides \$3,000 in direct financial assistance to participating families. This assistance can be used to off-set rent initially.</li> <li>§ Participating families are required to participate in case management services.</li> </ul>
<b>Rationale</b>	<ul style="list-style-type: none"> <li>§ Initially, Lutheran Social Service started this program without any housing vouchers. While they tried to work with the PHA to get access to vouchers, it was not until the program developed a relationship with the local school district that this happened. Their work with one public agency led to their relationship with the PHA.</li> <li>§ The local PHA had housing vouchers with specific limitations (they could only be used in non-poverty impact neighborhoods.) The PHA had been having difficulty using these vouchers because of their limited applicability.</li> </ul>	<ul style="list-style-type: none"> <li>§ The program was designed by the Community Partnership to serve families seeking shelter.</li> <li>§ The Partnership developed agreements with community-based agencies and provided grants on a per family basis. They were provided \$7,500 (case management and housing dollars) to help families find a place to stay and get resettled.</li> <li>§ Flexible funds provided for each family provides a temporary housing subsidy.</li> </ul>
<b>Other examples</b>	<ul style="list-style-type: none"> <li>§ Beyond Shelter, Housing First</li> <li>§ Emergency Housing Consortium Housing First Collaborative in Santa Clara</li> <li>§ Montgomery County Coalition for the Homeless, Partnership for Permanent Housing</li> </ul>	<ul style="list-style-type: none"> <li>§ Tabor Community Services, Shelter to Independent Living</li> <li>§ Family Housing Collaborative, Community Shelter Board</li> </ul>

### Factors that Affect This Program Design Choice

The only factor that significantly affects this program design choice is the **availability of housing vouchers** from local PHAs and **funding**. For example, Lancaster, PA is one area with a homeless preference for Section 8. Theoretically, 20% of the areas' vouchers will be available for homeless families. However, in 2003, there were no new Section 8 vouchers available in the community.

Given the choice of offering housing vouchers to their participants, all programs would likely jump at the opportunity. Despite this, there are a few downsides to the use of Section 8 vouchers that are worth mentioning briefly:

- § Assisting participants to obtain Section 8 vouchers is very complex. It requires some **specialized knowledge and savvy**. Programs that have had the opportunity to utilize the program for participants have found that it requires a lot of staff time to help clients acquire and use the vouchers.



§ There are regulations that govern how PHAs can distribute housing vouchers, and this may affect the population that can receive vouchers and therefore the **target population** that is served by the program. Based on the rule that families must be served on a first-come first-serve basis, one program had to determine a method for screening families from the thousand-strong Section 8 waiting list (which was several years old) in order to find the small number who were homeless and therefore met other program eligibility criteria. Not only did this require a huge amount of staff time but it also meant that the program was serving a population that could be found several years after signing up for Section 8, who tended to be more “at risk” of homelessness than actually homeless at time of program entry.

### **No Oversight v. Total Oversight in Participants’ Financial Management**

Only one of the agencies profiled for this report included protective payee services in its Housing First approach. As with mandatory case management services, this approach is different from the fundamental Housing First design. It is presented here because it is one organization’s approach to assuring landlords of participants’ ability to afford housing and helping participants get back on firmer financial footing.

**Appendix Exhibit D**  
**No Oversight v. Total Oversight in Participants’ Financial Management**

<b>Approach</b>	<b>No Oversight</b>	<b>Total Oversight</b>
<b>Program</b>	<b>Beyond Shelter</b>	<b>Shelter to Independent Living</b>
<b>Organization</b>	Housing First Program	Tabor Community Services
<b>Location</b>	Los Angeles, CA	Lancaster, PA
<b>Year Established</b>	1988	1988
<b>Target Population</b>	Homeless families referred by a variety of agencies	§ Homeless families referred from shelters and transitional housing facilities as well as other agencies.

Approach	No Oversight	Total Oversight
<b>Program Design</b>	<ul style="list-style-type: none"> <li>§ Beyond Shelter provides case management services and support to help clients become financially stable and to budget effectively.</li> <li>§ Budgeting and money management counseling are integral components of the program.</li> </ul>	<ul style="list-style-type: none"> <li>§ To supplement the intensive ongoing budget counseling and education that the program offers as part of case management services, the program provides protective payee services for clients with a poor credit history. This is <u>not</u> a representative payee program.</li> <li>§ Participants voluntarily deposit their income in the Protective Payee Program and that money is held in trust. The client works out a budget with their case manager who authorizes monthly payments for rent and utilities until the client is able to manage their own budget</li> <li>§ Depending on the landlord, the protective payee program may be included in the rental agreement.</li> <li>§ The program is a “short term” tool to allow clients to learn to live within their budget and manage money, with a maximum participation period of one year. If longer-term financial support is needed, clients are referred to other community agencies that offer representative payee programs.</li> </ul>
<b>Rationale</b>	<ul style="list-style-type: none"> <li>§ Beyond Shelter prioritizes the autonomy of the participating families. While the organization does not sign participants’ leases or manage their dollars, contact is maintained with high-risk families on a regular basis, particularly regarding payment of rent and managing their money.</li> </ul>	<ul style="list-style-type: none"> <li>§ Both clients and landlords have provided positive feedback to program providers of the protective payee program, reporting it has been a critical tool to help clients manage their money and has lead to the clients’ long-term success maintaining their housing.</li> <li>§ Tabor believes regular budget counseling and case management are key to long term stability and money management and must be provided in conjunction with a protective payee component.</li> </ul>
<b>Other examples</b>	<ul style="list-style-type: none"> <li>§ All other programs profiled for this report</li> </ul>	

### Factors that Affect This Program Design Choice

Only one of the programs profiled for this report included this design element: Shelter to Independent Living, Tabor Community Services. This program offers payee protection services to clients that are not in its Housing First program. Shelter to Independent Living program participants do not receive housing subsidies; by providing a higher level of financial oversight, the program ensures **that participants will be able to make their rent payments and recruit private sector landlords** who might be more difficult

to involve in the program without this protection. This is not a mandatory service that every client participates in, just those with very poor credit and prior evictions.

**Participant Holds Lease v. Agency Holds the Lease for Transition Period**

The “traditional” Housing First design emphasizes the importance of having the participant hold the lease. Because participants are in permanent housing for which they are the lease-holder, they have a level of autonomy that allows them to determine the level of case management services and support they desire. Some organizations that have adopted a Housing First approach are a “transition in place” model. Participants in these programs typically receive housing subsidies, which are transportable after one year; landlords rent to the social service agency and/or the social service agency develops its own affordable housing, and the participant sub-leases the property. At the end of a specific time period, typically six months to one year, the tenant has the option of taking over the lease and/or using the housing subsidy to find another housing unit.

*In Seattle, Permanent Access to Housing (PATH) offers families the opportunities to transition in place. During a six-month transitional program, “families, with support of their case manager, work toward their goal of becoming self-sufficient. Families pay progressively more rent over six months, until they reach market rate in their seventh month. If they choose to, families may continue as permanent tenants for as long as they like.”*

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*\* Source: Seattle Emergency Housing Service, [http://www.emergencyhousing.org/housing\\_program.html](http://www.emergencyhousing.org/housing_program.html)*

**Appendix Exhibit E  
Participant Holds Lease v. Agency Holds the Lease for Transition Period**

<b>Approach</b>	<b>Participant Holds Lease</b>	<b>Agency Holds Lease</b>
<b>Program</b>	<b>Brainerd Hope</b>	<b>Housing Opportunities for Women</b>
<b>Organization</b>	Lutheran Social Service of Minnesota	Same as above
<b>Location</b>	Crow Wing County, MN	Chicago, IL
<b>Year Established</b>	2000	Program redesign implemented in 2002
<b>Target Population</b>	Homeless and “at risk” families living in a rural county with no support system or shelters	Homeless women
<b>Program Design</b>	<ul style="list-style-type: none"> <li>§ Provides direct rental assistance to program participants for first months rent and other short-term financial needs</li> <li>§ Refers to private landlords with open units</li> <li>§ Minimal case management and housing search support</li> </ul>	<ul style="list-style-type: none"> <li>§ HOW shifted to a housing first approach from a transitional housing program</li> <li>§ HOW has developed two buildings that house 6 families and have 50 scattered site units</li> <li>§ HOW is the lease holder while families participate in the program</li> <li>§ After participants complete the program, they are able to remain in the permanent housing units</li> </ul>

<b>Approach</b>	<b>Participant Holds Lease</b>	<b>Agency Holds Lease</b>
<b>Rationale</b>	<ul style="list-style-type: none"> <li>§ Serving a rural area with no infrastructure to support homeless families</li> <li>§ The program can only provide minimal, short-term financial support for participants</li> </ul>	<ul style="list-style-type: none"> <li>§ By serving as the landlord, HOW mitigates the credit issues and other barrier that would keep participants out of housing</li> </ul>
<b>Other examples</b>	<ul style="list-style-type: none"> <li>§ Beyond Shelter, Housing First</li> <li>§ Community Shelter Board, Family Housing Collaborative</li> <li>§ The Community Partnership, Community Care Grant</li> </ul>	<ul style="list-style-type: none"> <li>§ Montgomery County Coalition for the Homeless, Partnership for Permanent Housing</li> <li>§ Permanent Access to Housing</li> </ul>

### **Factors that Affect This Program Design Choice**

As with programs that provide payee protection, programs that serve as the lease-holder report that they do so because the population that they serve would otherwise be very difficult to house.

### **Program is Operated by a Single Entity v. Program is a Collaborative Effort**

Housing First programs also have different organizational structures. While most Housing First programs are operated by a single organization, Exhibit F provides an overview of two different Housing First Collaborative models.

#### **Appendix Exhibit F Examples of Housing First Collaboratives**

	<b>Example 1</b>	<b>Example 2</b>
<b>Program</b>	<b>Community Shelter Board, Family Housing Collaborative</b>	<b>Housing First Collaborative, Santa Clara</b>
<b>Details</b>	Community Shelter Board funds and manages the collaborative which includes: <ul style="list-style-type: none"> <li>§ YWCA Interfaith Hospitality Network (front-door shelter)</li> <li>§ Jewish Family Services (1 case manager)</li> <li>§ Salvation Army (1 case manager)</li> <li>§ Catholic Social Services (1 case manager)</li> </ul>	The collaborative includes two of the largest homeless service providers in Santa Clara County and the local Housing Authority. The project is housed by InnVision and staffed as follows: <ul style="list-style-type: none"> <li>§ Emergency Housing Consortium: 1 program director, 1 case manager</li> <li>§ InnVision: 1 case manager</li> <li>§ Housing Authority: 1 housing search specialist</li> </ul>
<b>Rationale</b>	A total of nine agencies were part of the original collaborative, but this was too difficult to manage and not cost-effective, so the collaborative was reduced to the current set of participants. The current configuration includes agencies that offer a range of social	With the goal of changing the system of care for homeless families in Santa Clara County to a “housing first approach” the Charles and Helen Schwab Foundation funded two of the largest homeless service providers in this joint-effort. The

	<b>Example 1</b>	<b>Example 2</b>
	services that are appropriate for participants of different faiths and backgrounds. They can offer counseling, job training, and other assistance to program participants.	project aims to foster collaboration and to help to shift both agencies toward the Housing First approach more broadly. Involving the Housing Authority enabled agencies to play to their strengths, and also afforded the project Section 8 vouchers to use for a subset of program participants.

Most of the programs profiled for this report are operated by single entities. Factors that have encouraged the implementation of Housing First as a collaborative include:

- š Housing First communities that are implemented in urban areas are entering a field of **existing services and service providers**. In such areas, Housing First programs have been initiated as collaboratives that encompass several existing homeless service providers.
- š In the case of the Housing First program in Santa Clara County, one **funder**, the Charles and Helen Schwab Foundation, was instrumental in developing the collaborative that is operating the program; the Foundation issued the RFP, selected the team, and is the lead funder on the project.

## **Appendix C: State and Local Plans with A Housing First Component**

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The following areas have developed 10 year plans to end homelessness. A summary of the part of the plan that calls for a Housing First approach is provided. As the NAEH and others work to support the spread of the Housing First method, it will be important to monitor what is happening in these communities in which Housing First is part of the communities overall plan for ending homelessness.

**Appendix Exhibit G**  
**Examples of State and Local Plans with A Housing First Component**

<b>Area</b>	<b>Plan Name</b>	<b>Housing First Component Summary</b>
Chicago, IL	Getting Housed, Staying Housed: A Collaborative Plan to End Homelessness	§ Implementing a housing first approach that helps people back into permanent housing as quickly as possible, and then links them with mainstream service to support them in maintaining their new housing and achieving self-sufficiency.
Clark County, WA	The Strategic Housing Plan	§ Multi-year housing plan based on the housing first approach where federal, state, local and private resources are used to obtain up to 1,250 new subsidized housing units through both rental assistance and housing production.
Columbus and Franklin County, OH	10-year Plan to End Chronic Homelessness	§ A multi-faceted plan stemming from the housing first approach that includes developing permanent housing for the chronically homeless, increasing the amount of affordable housing and providing financial assistance and housing resource services to aid homeless individuals and families in moving out of shelters.
State of Georgia	Homeless Action Plan to End Homelessness in Ten Years	§ Ten-year plan centered on NAEH's four key steps to end homelessness including "Open[ing] the Back Door" where people are provided with immediate, permanent housing and linked with mainstream services and "Build[ing] the Infrastructure" that focuses on systematic changes in the availability of affordable housing, income levels and services provided for the very poor.

Area	Plan Name	Housing First Component Summary
Indianapolis, IN	The Blueprint to End Homelessness	§ Integrating housing first and housing plus (housing + intensive services) approaches to shorten homelessness and match services with needs, in addition to attaining privately owned rental housing and building up to 1,700 housing units within five years.
Maricopa County, AZ	Regional Plan to End Homelessness	§ Embraces the housing first model in its regional goals to end homelessness which include increasing permanent, affordable housing and services for the homeless and very poor and developing a standardized planning strategy for individuals who are leaving the correction system.
Montgomery County, MD	Beginning to End	§ Plan involves three important steps, including “Open[ing] the Back Door” where people are moved quickly out of homelessness and into housing that is appropriate for them.
New York, NY (NYC Department of Homeless Services)	Strategic Plan for Homeless Services	§ “Permanency” is one of four strategies in this plan that focuses on achieving successful, permanent housing for homeless people through a series of actions including the creation of a rental-assistance program and supportive housing initiatives, the revamping of Section 8 of EARP, and the establishment of an Interagency Coordinating Council.
Philadelphia, PA (Greater Philadelphia Urban Affairs Coalition)	Blueprint to End Homelessness	§ Outlines several strategies to create and sustain affordable, permanent housing including the development of a Philadelphia Housing Plan, collaboration with state and city agencies to coordinate housing and services, and the promotion of important public resources to fund housing development.
Philadelphia, PA (Philadelphia Committee to End Homelessness)	2010 Plan to End Homelessness	§ This plan consists of eight components, the first and most essential being “A House to Live In” based on the housing first concept for which they cite research indicating the positive results of securing permanent shelter as the first priority.
State of Rhode Island	Plan to End Homelessness (name of plan not clearly marked)	§ Asserts intent to move toward a “housing first model” that finds permanent housing for homeless people in addition to providing services and connecting individuals and families to the surrounding community.

## **Appendix D: Housing First Program Models**

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Based on provider interviews, the following program tables were developed to provide a common set of information across programs. Programs are listed in the following order:

- Š Brainerd Hope, Lutheran Social Service of Minnesota, Crow Wing County, MN
- Š Community Care Grant, Washington, DC
- Š Family Housing Collaborative, Community Shelter Board, Columbus, OH
- Š Housing First, Beyond Shelter, Los Angeles, CA
- Š Housing First Collaborative, Emergency Housing Consortium, Santa Clara County, CA
- Š Housing First Initiative, The Salvation Army Booth Family Services, Booth County, MI
- Š Housing Opportunities for Women, Chicago, IL
- Š Housing Services Program, St. Stephens Housing Services, Hennepin County, MN
- Š It's All About the Kids, Lutheran Social Service of Minnesota, Minneapolis, MN
- Š Partnership for Permanent Housing, Montgomery County Coalition for the Homeless, Montgomery County, MD
- Š Shelter to Independent Living, Tabor Community Services, Lancaster, PA



## Brainerd Hope

<b>Program</b>	<b>Brainerd Hope</b>
<b>Organization</b>	Lutheran Social Service of Minnesota
<b>Contact person</b>	Bill Vanderwall
<b>Location/Area served</b>	State of Minnesota – rural program
<b>Date established</b>	2000
<b>Program Overview</b>	<ul style="list-style-type: none"> <li>§ Lutheran Social Service is a large human service agency that covers the entire state – housing is one component of multiple programs               <ul style="list-style-type: none"> <li>○ Refugee resettlement</li> <li>○ Employment</li> <li>○ Financial counseling</li> <li>○ Mental health counseling</li> <li>○ Services for homeless youth</li> <li>○ Group homes for people with development disabilities</li> <li>○ Volunteer services for seniors</li> </ul> </li> </ul>
<b>Context</b>	<ul style="list-style-type: none"> <li>§ Operates in a rural area with no services, no shelter, and huge need.</li> <li>§ There are no other programs for homeless people in this area</li> </ul>
<b>Number of families served</b>	§ 215 per year
<b>Staffing</b>	<ul style="list-style-type: none"> <li>§ .3 FTE program manager</li> <li>§ 1 FTE case manager</li> </ul>
<b>Partnerships</b>	<ul style="list-style-type: none"> <li>§ Brainerd Housing and Redevelopment Authority, for Section 8 and subsidized units</li> <li>§ Advisory group that is mandated, including community action programs, Legal Aid and other providers</li> </ul>
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Families (but will also work with individuals and youth)</li> <li>§ Can only accommodate one out of two that come to the program</li> <li>§ Self-referral and referral from community agencies</li> </ul>
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ Use funding for financial assistance/subsidy</li> <li>§ Once families have gone through the self-assessment process (1 week), they are helped immediately, referred to housing that is known to be available</li> <li>§ Program cuts checks for first months rent</li> <li>§ Short-term financial assistance up to \$1,000 for rent, utility assistance, flexible use</li> <li>§ No long-term subsidies</li> <li>§ The staff are aware of the units that are available that are affordable</li> <li>§ Staff maintains relationship with the landlords</li> </ul>
<b>Case management component</b>	§ None
<b>Budget/Cost per participant</b>	<ul style="list-style-type: none"> <li>§ \$675/family/yr</li> <li>§ Program budget is \$140,000, of this \$50,000 is used for direct rental assistance</li> </ul>

### Community Care Grant Program

<b>Program</b>	<b>Community Care Grant Program</b>
<b>Organization</b>	The Community Partnership for the Prevention of Homelessness
<b>Contact person</b>	Steve Cleghorn
<b>Location/Area served</b>	Washington, DC
<b>Date established</b>	1998
<b>Program Overview</b>	In 1998, the Community Partnership created the Community Care Grant program for families seeking shelter. The Partnership made agreements with community based agencies – particularly family support collaboratives – to provide grants per family. They were provided case management and housing dollars, with the agreement that they would help families find a place to stay and get resettled rather than moving into emergency shelters.
<b>Context</b>	§ The program was developed in response to the large number of families that were on waiting lists for emergency shelters in the city of Washington, DC. Once in shelters, families spent an average of 4-6 months before either moving on with an unknown outcome or being placed in permanent housing. Rather than create more shelter units, that would provide limited relief for homeless families and do nothing to help them prepare for the onset of welfare reform, this program was designed to prevent families from entering the shelter system altogether. A demonstration project using state TANF resources was approved and the Community of Care Grant Program was established.
<b>Number of families served</b>	§ Between 1998 and 2002, the organization served over 275 families.
<b>Staffing</b>	§ Case managers from partner agencies
<b>Partnerships</b>	§ Family support collaboratives – mainstream service providers – are responsible for providing culturally appropriate, neighborhood-based services
<b>Target population</b>	§ Homeless families
<b>Housing component</b>	§ Families agree to a “housing spending plan.” The program does not offer housing subsidies.
<b>Case management component</b>	§ Families are required to participate in case management services
<b>Other benefits to families</b>	§ \$3,000 in direct financial assistance
<b>Budget/Cost per participant</b>	§ \$7,000 per family, the cost of six months in an emergency shelter, but at the end of the time period the family is in permanent housing. § The Community Partnership provides \$4,000 directly to agencies to provide each family case management and \$3,000 for direct financial assistance.
<b>Funding sources</b>	§ DC Human Services Funds
<b>Strengths</b>	§ Placed 199 homeless families in permanent housing in from FY 2000-02. § 77% of all families (199 out of 259) served were housed in permanent, safe, and stable housing. <sup>14</sup> § The Center for the Study of Social Policy identified the following as “programmatic strengths”: neighborhood service delivery system; community relationships; case management; flexible funds; and resources, guidance, and family motivation.

<sup>14</sup> Source: Homelessness: An Assessment of the District of Columbia’s Community Care Grant, Center for the Study of Social Policy

### Family Housing Collaborative

<b>Program</b>	<b>Family Housing Collaborative</b>
<b>Organization</b>	Community Shelter Board (lead agency/funder)
<b>Contact person</b>	Tom Albanese
<b>Location/Area served</b>	Columbus, OH
<b>Date established</b>	1999
<b>Program Overview</b>	<ul style="list-style-type: none"> <li>§ The Family Housing Collaborative serves homeless families who have credit and/or legal barriers to obtaining permanent housing but have or are able to obtain adequate income (through employment or benefits) to maintain permanent housing. The front-door shelter is supposed to provide the referral within the first week that a family is in the shelter</li> <li>§ Once the Family Housing Collaborative accepts a family, they meet with them in the shelter and establish a housing plan.</li> </ul>
<b>Context</b>	<ul style="list-style-type: none"> <li>§ The Family Housing Collaborative is a program of the Community Shelter Board, a private nonprofit that re-grants funds from the city, county, and local United Way to provide outreach, prevention, shelter, permanent supportive housing, and direct housing programs. The Community Shelter Board provides grantees with technical assistance to support implementation and evaluation. The program was developed in order to cope with an overflow in the family shelter system and a need to provide more intensive case management and housing placement to families at the front-door shelter.</li> </ul>
<b>Number of families served</b>	<ul style="list-style-type: none"> <li>§ 180 new families total per year</li> <li>§ 60 new families per provider per year</li> <li>§ Case managers each serve a total of 90 families per year</li> </ul>
<b>Staffing</b>	<ul style="list-style-type: none"> <li>§ 1 case manager from each of the collaborating agencies</li> <li>§ Staff do both case management and housing search</li> </ul>
<b>Partnerships</b>	<ul style="list-style-type: none"> <li>§ Community Shelter Board is the lead agency</li> <li>§ The YWCA Interfaith Hospitality Network serves as the front-door shelter for families in Columbus and provides referrals to the Family Housing Collaborative</li> <li>§ The following three agencies provide case management/staffing: <ul style="list-style-type: none"> <li>○ Jewish Family Services</li> <li>○ Salvation Army</li> <li>○ Catholic Social Services</li> </ul> </li> </ul>
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Homeless families</li> <li>§ Must have or be able to earn or receive income to maintain permanent housing</li> <li>§ If there is suspected substance use and/or mental health issues, families have to be willing to participate in appropriate services</li> </ul>
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ Provide landlord assurance that the first month and security deposit is paid. The collaborative is also able to assist with last month's rent or subsequent month's rent if needed, along with other housing placement related costs.</li> </ul>
<b>Case management component</b>	<ul style="list-style-type: none"> <li>§ No minimum time that a case manager works with a family</li> <li>§ Case managers work with families for a maximum of 90-180 days</li> <li>§ If a family needs more, this issue is brought up at the weekly collaborative meetings and extensions are generally approved.</li> <li>§ Case managers have a caseload of 10-20 families at a time.</li> </ul>
<b>Other benefits to families</b>	<ul style="list-style-type: none"> <li>§ Direct client assistance – the Community Shelter Board administers DCA to vendors, including landlords, utilities, moving company, etc., upon request from case management staff.</li> <li>§ Provides access to material assistance to help families get housed</li> <li>§ Provide \$800-900 per family – on an as needed basis</li> </ul>
<b>Budget/Cost per</b>	<ul style="list-style-type: none"> <li>§ \$1,046 per family</li> </ul>

<b>Program</b>	<b>Family Housing Collaborative</b>
<b>participant</b>	
<b>Funding sources</b>	§ United Way, Ohio Housing Trust Fund, Ohio TANF Housing Program
<b>Strengths</b>	<ul style="list-style-type: none"> <li>§ Collaborative model, the agencies have different approaches, are able to serve diverse families</li> <li>§ The case managers have a network of landlords, there are a few apartment complexes where many of the families have found housing</li> <li>§ The collaborative includes agencies that provide a variety of social services – counseling, job training, other types of assistance that can be accessed by participants</li> <li>§ Linkages to community resources</li> <li>§ Diversity of philosophies and approach – some families better served by some agencies than others</li> <li>§ Providing case supervision from CSB itself</li> </ul>
<b>Challenges</b>	§ Seeing more families that have exhausted welfare benefits and lack adequate job skills and income for long-term housing stability. Working to expand partnerships with local housing authority and privately owned subsidized housing.
<b>Lessons Learned</b>	§ Collaborative started as a group of 9 agencies. This was too large a group to administer and it was not efficient because each agency had direct costs for the project
<b>New program</b>	§ CSB is funding a case manager position at the front door shelter who provides the same types of services to families, but particularly for families who need long-term subsidized housing. This program includes a partnership with the local housing authority and other privately owned subsidized housing developments.

### Housing First Initiative, Salvation Army Booth Family Services

<b>Program</b>	<b>Housing First Initiative</b>
<b>Organization</b>	Salvation Army Booth Family Services
<b>Contact person</b>	Betty Zylstra
<b>Location/Area served</b>	Grand Rapids, MI
<b>Date established</b>	2002
<b>Program Overview</b>	The program was started as a pilot project in 2002.
<b>Context</b>	The Salvation Army Booth Family Services operates eight social service programs, four of which are housing programs. The organization serves as the community's clearinghouse for persons who need emergency shelter or are in a housing crisis. Because the organization is the "gatekeeper" for homeless families, it was a good fit for starting a Housing First program.
<b>Number of families served</b>	§ 105 families
<b>Staffing</b>	§ 1.25 FTE
<b>Partnerships</b>	§ Shelter providers provide case management to program participants prior to their move-in to permanent housing.
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Homeless families with some current income, with head of household who is willing/able to seek employment.</li> <li>§ Families can not be more than 2 months behind in their rent</li> <li>§ Families can not have already gone to court for their eviction</li> <li>§ County residents</li> <li>§ If families are at-risk of homelessness, they have to have been in their current housing for at least six months.</li> </ul>
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ The program helps families stay in housing that they are at risk of losing and helps families who are homeless find permanent homes. Of 105 served last year, one-third were homeless at time of program entry, two-thirds were "at risk" of becoming homeless.</li> <li>§ Families look for housing on their own.</li> </ul>
<b>Case management component</b>	<ul style="list-style-type: none"> <li>§ The case remains open after six months, but contact is less intensive and regular after that point.</li> <li>§ The program is supported by TANF dollars.</li> <li>§ The program is required to provide 6 months of case management services to participants</li> </ul>
<b>Other benefits to families</b>	§ Provides up to \$1,400 per family for direct financial assistance. The program has flexibility to provide up to \$2,000 per family, and averages about \$800 per family.
<b>Budget/Cost per participant</b>	§ \$249,000 for program operations, \$147,000 is allotted for direct financial assistance.
<b>Funding sources</b>	§ TANF
<b>Strengths</b>	<ul style="list-style-type: none"> <li>§ High staff: client ratio</li> <li>§ Of the first 105 clients served, 100% maintained permanent housing for the duration of the follow-up period</li> <li>§ Landlords have been very willing to work with the program.</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>§ Some of the participating families (those at-risk of homelessness rather than homeless upon program entry) are not used to having a case manager, and they don't like the fact that these services are mandatory.</li> <li>§ The program's eligibility criteria has screened out many people who are in need of assistance, because they can only serve families in which someone is working.</li> </ul>
<b>Lessons Learned</b>	§ Retain some dollars to help families beyond what you provide for move-in

Program	Housing First Initiative
	<p>costs. It helps keep families engaged in case management services and with crises that arise later.</p> <ul style="list-style-type: none"> <li>§ Learn about the eviction process.</li> <li>§ Contact city office to learn if the landlord has any housing code violations.</li> <li>§ Make sure that you check-in with other agencies in the area so that you partner rather than duplicate their services – the program is partnering with an agency that specializes in working with families on budgeting and family skills.</li> </ul>

### Housing First, Beyond Shelter

<b>Program</b>	<b>Housing First</b>
<b>Organization</b>	Beyond Shelter
<b>Contact person</b>	Tanya Tull
<b>Location/Area served</b>	Los Angeles, CA
<b>Date established</b>	1988
<b>Program Overview</b>	“The program methodology facilitates the move into permanent housing for homeless families and then engages the newly-housed family in a progressive set of individualized case management activities and interventions for a limited period of time, as they move toward improved social and economic well-being. The ‘housing first’ methodology is premised on the belief that multi-problem and at risk families are often more responsive to interventions and support after they are in their own housing, rather than still living in housing programs that are temporary or transitional.” <sup>15</sup>
<b>Context</b>	Beyond Shelter pioneered the Housing First approach in 1988, after starting the first transitional housing facility for homeless families in Los Angeles County.
<b>Number of families served</b>	Š In 2002, 600 referred, 400 enrolled.
<b>Staffing</b>	<ul style="list-style-type: none"> <li>Š Splits the case management and housing relocation functions. Staff specialize in their own fields while collaborating to provide the combination of services and resources each client family requires.</li> <li>Š 1 case manager per 25 families</li> <li>Š 1 housing relocation specialist per 50 families</li> </ul>
<b>Partnerships</b>	Š N/A
<b>Target population</b>	Š Homeless families are referred by agencies (emergency shelters, battered womens shelters, transitional housing programs, social welfare department, community action agencies, support groups for recently released offenders, sober living homes, local schools, hospitals)
<b>Housing component</b>	<ul style="list-style-type: none"> <li>Š Beyond Shelter Housing Relocation staff...assists families in relocating to affordable, rental housing in residential neighborhoods throughout Los Angeles County, usually within three months of enrollment.</li> <li>Š Families are assisted in negotiating leases, accessing move-in funds, and overcoming the barriers of poor credit history, prior evictions, and discrimination based on ethnicity, family size and income source.</li> <li>Š When available through targeted Section 8 programs, approximately 75% have been assisted in obtaining a Section 8 subsidy.</li> <li>Š Beyond Shelter builds and maintains close working relationships with private sector building managers, non-profit affordable housing providers, local state and federal housing assistance programs. The fact that there exists a support system for their tenants motivates many private landlords to participate in the program.</li> </ul>

<sup>15</sup> Methodology Manual, p.3.

<b>Program</b>	<b>Housing First</b>
<b>Case management component</b>	<ul style="list-style-type: none"> <li>Š Each family is...assigned a case manager, who provides individualized case management support as the family carries out its Family Action Plan.</li> <li>Š This support begins during the housing relocation phase and continues with home-based case management after the family has moved into their new home. Case management services are time-limited and transitional.</li> <li>Š The primary function of case management is assessing the needs of the family, developing a plan of action to attain identified objectives, linking families to community resources and advocating on their behalf, and monitoring the progress of families. Families are supported as they reorient to stable living patterns, and are provided assistance with homemaking, nutrition, parenting education, money management, child care, job training, job placement, and job retention.</li> <li>Š After initial, intensive contact, the focus is on linking families to mainstream programs and resources to meet their on-going and/or special needs.</li> </ul>
<b>Other benefits to families</b>	<ul style="list-style-type: none"> <li>Š Direct financial assistance</li> </ul>
<b>Budget/Cost per participant</b>	<ul style="list-style-type: none"> <li>Š N/A</li> </ul>
<b>Funding sources</b>	<ul style="list-style-type: none"> <li>Š Originally funded primarily through demonstration program funding from the U.S. Department of Health and Human Services (HHS), primary funding for the Housing First Program has been provided since 1996 primarily through the Federal Department of Housing and Urban Development (HUD), particularly the Supportive Housing Program (SHP), supplemented by a variety of local, state, and federal contracts and private foundation funding.</li> </ul>
<b>Strengths</b>	<ul style="list-style-type: none"> <li>Š Beyond Shelter has promoted the Housing First method through its Institute for Research, Training and Technical Assistance.</li> <li>Š Named one of "25 US Best Practices," representing the United States at the United Nations Conference, Habitat II, held in Istanbul, Turkey in 1996</li> <li>Š Named one of "100 International Best Practices," chosen by The United Nations Centre for Human Settlements (Nairobi, Kenya) in 1996 for dissemination worldwide.</li> <li>Š Awarded Non-Profit Sector Award, National Alliance to End Homelessness, 1996</li> </ul>



### Housing First Collaborative, Emergency Housing Consortium

<b>Program</b>	<b>Housing First Collaborative</b>
<b>Organization</b>	Emergency Housing Consortium
<b>Contact person</b>	Kelly Hemphill
<b>Location/Area served</b>	Santa Clara County
<b>Date established</b>	2003
<b>Program Overview</b>	The Emergency Housing Consortium is the lead agency for this collaborative which includes InnVision and the Santa Clara Housing Authority.
<b>Context</b>	The Charles and Helen Schwab Foundation led the development of a planning group of homeless service providers and the Housing Authority to implementing Housing First in Santa Clara County. The Foundation issued a targeted RFP to the agencies that were part of the Planning Group.
<b>Number of families served</b>	§ The program aims to serve 125 families per year.
<b>Staffing</b>	§ 1 FTE program manager (EHC) § 2 FTE case managers (EHC and InnVision) § 1 FTE housing relocation specialist (Housing Authority)
<b>Partnerships</b>	§ The project is a collaborative effort.
<b>Target population</b>	§ First-time homeless families with minimal barriers to finding and sustaining housing
<b>Housing component</b>	§ The project was initially afforded 100 Section 8 vouchers. The housing relocation specialist assists participants in locating and obtaining housing.
<b>Case management component</b>	§ The case managers provide intensive case management for the first three months of program participation. Case management services continue for up to 1 year. § Case management services are voluntary, but strongly encouraged.
<b>Other benefits to families</b>	§ Families are eligible to receive up to \$1,500 in financial assistance. § Families are also able to access donated items, food and other items from EHC and InnVision
<b>Budget/Cost per participant</b>	§ N/A
<b>Funding sources</b>	§ The Charles and Helen Schwab Foundation § Sobrato Family Foundation § Housing Industry Foundation
<b>Strengths</b>	§ It is too early in program implementation to determine strengths and challenges.
<b>Challenges</b>	

### Housing Opportunities for Women

<b>Program</b>	<b>Housing Opportunities for Women</b>
<b>Organization</b>	Same
<b>Contact person</b>	Britt Shawver, Executive Director
<b>Location/Area served</b>	Chicago
<b>Date established</b>	<ul style="list-style-type: none"> <li>§ Shifting focus from transitional services to housing first approach began with strategic planning in 2000.</li> <li>§ Has transformed all of its programs to focus on permanent housing.</li> </ul>
<b>Program Overview</b>	<ul style="list-style-type: none"> <li>§ Housing Opportunities for Women has developed two buildings that house 6 families each and they have 90 scattered site units.</li> <li>§ HOW is the lease holder while families participate in the program.</li> </ul>
<b>Context</b>	<ul style="list-style-type: none"> <li>§ HOW had been a transitional housing program. Based on an internal review of program outcomes, it was clear that the transitional housing model was no longer succeeding in providing permanent solutions to homelessness.</li> <li>§ The organization commenced a process to convert all of its housing to permanent supportive housing in 1998 as a result of this internal analysis.</li> <li>§ The conversion was successful in part due to the concurrence with local planning priorities in Chicago's continuum of care.</li> </ul>
<b>Number of families served</b>	<ul style="list-style-type: none"> <li>§ FY 03 46 households</li> <li>§ FY 04 108 households</li> </ul>
<b>Staffing</b>	<ul style="list-style-type: none"> <li>§ Support Services (25 households per case manager)</li> <li>§ Housing Department (3 staff members - 1 housing director and two housing resource staff members)</li> </ul>
<b>Partnerships</b>	<ul style="list-style-type: none"> <li>§ Works through formal and informal mechanisms with a number of front end providers for referral into the permanent supportive housing program</li> <li>§ Member of a child care provider network as well as linked to local childcare services</li> <li>§ Linkage with local mental health provider for psychiatric and counseling services</li> </ul>
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Homeless women with and without and children</li> <li>§ Women with and without disabilities</li> <li>§ No entering income eligibility</li> <li>§ In addition, has a time-limited program targeting under-employed women with incomes of \$15,000 – 25,000.</li> <li>§ Participants are referred from community or public agency</li> </ul>
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ The Housing Department housing resource staff: <ul style="list-style-type: none"> <li>○ Do a housing assessment</li> <li>○ Help with all issues related to finding, securing, leasing, and property management. Also provide move in and furnishing support.</li> <li>○ Work is divided among staff according to function – the transition coordinator and the property management coordinator. The property management coordinator helps with the mechanics of lease-up and ongoing ensuring HUD quality standards, collects rent</li> </ul> </li> </ul>

Program	Housing Opportunities for Women
<b>Case management component</b>	<ul style="list-style-type: none"> <li>§ While women are on the waiting list, they meet with the intake coordinator and the case manager to facilitate rapid housing once a subsidy frees up.</li> <li>§ Case managers meet with women weekly for 3 months and thereafter on a case-by-case basis with a twice a month home visit minimum.</li> <li>§ Service participation varies from program to program but includes: <ul style="list-style-type: none"> <li>○ Comprehensive individualized assessment and transition planning</li> <li>○ Individual case management</li> <li>○ Group work</li> <li>○ Skill development groups</li> <li>○ Recovery support</li> </ul> </li> <li>§ Families leave the program when they complete their goal plan. They assume control of the lease and transition out of the program</li> </ul>
<b>Other benefits to families</b>	<ul style="list-style-type: none"> <li>§ The housing department and support services meet once a week in a blended management structure and make joint decisions about how to work with families</li> <li>§ The program has not had to evict any clients; they have found alternative solutions for families who were not able to meet program requirements.</li> </ul>
<b>Budget/Cost per participant</b>	<ul style="list-style-type: none"> <li>§ N/A</li> </ul>
<b>Funding sources</b>	<ul style="list-style-type: none"> <li>§ Subsidies differ depending on the population served. After staff do the preliminary screening, clients go on the waiting list and the staff matches to available subsidies as they become available.</li> <li>§ Funding sources include: <ul style="list-style-type: none"> <li>○ Shelter Plus Care</li> <li>○ McKinney SHP Transitional Housing</li> <li>○ Private subsidies</li> <li>○ Chicago Low Income Housing Trust Fund subsidies</li> <li>○ Private funder supporting a pilot program</li> <li>○ CDBG funding</li> <li>○ Privately raised by foundations and individuals</li> </ul> </li> </ul>
<b>Strengths</b>	<ul style="list-style-type: none"> <li>§ Individualized case management approach</li> <li>§ The program provides individual assessment and support; they have been able to tailor the program to meet individual needs.</li> <li>§ The case manager acts as an advocate for the participant; housing staff are advocates for the landlord. Sometimes they do not harmonize, but there is a healthy tension between case management and housing staff.</li> <li>§ The scattered site model utilizes the existing housing stock and allows HOW to bring subsidies to market quickly</li> <li>§ The organization has a committed board of directors who are on the same page as the staff</li> <li>§ The organization involved key people who helped them envision the transformation that the organization needed to undergo.</li> <li>§ Funders have supported the transition</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>§ Developing the housing capacity that was new to the agency. The organization had to learn how to be property managers and landlords. The legal issues of managing property and serving as landlords – this was new information for the organization</li> <li>§ Funding the program – they are shifting service dollars out of funding streams</li> </ul>

Program	Housing Opportunities for Women
<b>Lessons Learned</b>	<ul style="list-style-type: none"> <li>§ Shifting from transitional services to a housing first approach required change on many levels:               <ul style="list-style-type: none"> <li>○ Board commitment</li> <li>○ Staff commitment</li> <li>○ Initially they had people in multiple positions, spanning across departments as the number of families served has grown, they have bifurcated their jobs</li> </ul> </li> <li>§ Make sure you are aware of the legal issues involved with tenants rights.</li> <li>§ If you are shifting your focus, develop focus and target population at the beginning before setting up leasing structure.</li> <li>§ A transparent internal planning process builds buy in.</li> <li>§ An operating plan creates a roadmap for maintaining focus and ownership.</li> <li>§ Make sure that funders are on board with the shift and recognize that you might lose some.</li> <li>§ Realize you are going through an organizational change process that takes time.</li> <li>§ The local continuum was making the same shift so there was local support for what they were doing.</li> </ul>
<b>New programs</b>	<ul style="list-style-type: none"> <li>§ Developing the capacity to do in-house vocational assessments- to intensify the employment component of the program</li> </ul>

### Housing Services Program

<b>Program</b>	<b>Housing Services Program</b>
<b>Organization</b>	St. Stephens Housing Services
<b>Contact person</b>	Sue Roedl or Richard Amos
<b>Location/Area served</b>	Hennepin County, MN
<b>Date established</b>	1993
<b>Program Overview</b>	§ St. Stephen's provides assistance to the individual or family with histories of evictions, domestic violence, incarceration, and recent drug addiction in their search for appropriate housing and negotiating with landlords. St. Stephens provides follow-up case management to help participants achieve housing stability.
<b>Context</b>	§ Hennepin County has a streamlined system of services for the homeless. Rapid Exit workers assess families and then funnel them to appropriate services.
<b>Number of families served</b>	§ 300 families
<b>Staffing</b>	§ 6 FTE staff work on the program § Same staff do the case management and landlord work
<b>Partnerships</b>	§ Hennepin County
<b>Target population</b>	§ Families who are homeless or doubled up.
<b>Housing component</b>	§ Help with housing search and negotiating with landlords to facilitate access to the private rental market.
<b>Case management component</b>	§ Provided by the same staff person who provides housing search
<b>Other benefits to families</b>	§ Individualized assistance is available to help families with what they need: <ul style="list-style-type: none"> <li>○ One-time financial assistance</li> <li>○ Families are given Christmas gifts</li> <li>○ Furniture, linens, and dishes</li> <li>○ Bus passes</li> </ul>
<b>Budget/Cost per participant</b>	§ Between \$250 - \$1,000 per family.
<b>Funding sources</b>	§ Hennepin County applies for federal grants and provides much of the funding for homeless families and the county administers the funds. § The program does seek supplemental funds for families and individuals through its own fundraising efforts.
<b>Strengths</b>	§ Very individualized attention for participants – nothing is a given. § Staff experience is critical. Most of the staff are African-American as are most of the clients; many have had personal experiences with homelessness. § Staff are willing to work off-hours to meet with the landlords. They recognize that the landlord, not just the program participant, is their client.
<b>Challenges</b>	§ Finding the right staff

Program	Housing Services Program
<b>Lessons Learned</b>	<ul style="list-style-type: none"> <li>§ “Mom and pop” landlords have been most receptive to this program.</li> <li>§ Relationships are critical – both relationships with client and with landlords.</li> <li>§ Don’t get into a lot of sideline businesses; for example, find partners who can provide furniture rather than providing it yourself.</li> <li>§ Some time intervals are tough – families have a rough time at 3, 6, 12 months - be there for them with your case management.</li> <li>§ For a lot of people, the first placement isn’t going to stick – you may have to find another place for them.</li> <li>§ Understand the landlord perspective – how much it costs to fix a hole in the wall, etc. Sit in on the municipalities housing court – meet with a landlord group, learn their perspective.</li> <li>§ Early communication with the landlord if there is problem, the agency pays the filing fee if a landlord wants to evict a client</li> </ul>

**It's All about the Kids**

<b>Program</b>	<b>It's All About the Kids</b>
<b>Organization</b>	Lutheran Social Service of Minnesota
<b>Contact person</b>	Joel Salzer
<b>Location/Area served</b>	Minneapolis, Minnesota
<b>Date established</b>	2001
<b>Program Overview</b>	<ul style="list-style-type: none"> <li>§ Lutheran Social Service is a large human service agency that covers the entire state – housing is one component of multiple programs which include: <ul style="list-style-type: none"> <li>○ Refugee Resettlement</li> <li>○ Employment</li> <li>○ Financial counseling</li> <li>○ Mental health counseling</li> <li>○ Services for homeless youth</li> <li>○ Group home for people with development disabilities</li> <li>○ Volunteer services for seniors</li> </ul> </li> </ul>
<b>Context</b>	<ul style="list-style-type: none"> <li>§ Homeless families in transitional housing were struggling with graduation and were not finding housing.</li> <li>§ The agency is moving away from transitional housing into permanent housing.</li> <li>§ Organization received a grant from the United Way – Award of Excellence, used the funds and sent the Housing Department to the Beyond Shelter training.</li> </ul>
<b>Number of families served</b>	§ 60 per year
<b>Staffing</b>	<ul style="list-style-type: none"> <li>§ .78 FTE program manager</li> <li>§ 4 FTE case manager</li> <li>§ 1 FTE landlord recruiters</li> <li>§ 1 FTE family outreach coordinator</li> <li>§ .25 FTE volunteer coordinator</li> </ul>
<b>Partnerships</b>	<p>Collaborative Partners include:</p> <ul style="list-style-type: none"> <li>§ Minneapolis Public Schools (MPS)</li> <li>§ Minneapolis Public Housing Authority (MPHA)</li> <li>§ City of Minneapolis: Community Planning and Economic Development</li> </ul>
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Highly mobile/homeless families with children in the Minneapolis Public Schools</li> <li>§ Screen out: <ul style="list-style-type: none"> <li>○ Families with criminal history in which harm was done to persons/properties</li> <li>○ More than 3 unlawful detainers that led to an eviction; no more than 7 total unlawful detainers</li> </ul> </li> <li>§ Referred by the school system, through school social workers. These workers identify children with mobility problems and do pre-screening for the program.</li> </ul>

Program	It's All About the Kids
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ Once families have participated in the orientation, they begin their housing search process. Once housing is identified, they are issued a section 8 voucher and have 4 months to find housing.</li> <li>§ Their vouchers have limitations – only in non-poverty impacted neighborhoods (PHA put this requirement on). The PHA had about 600 vouchers that they were not able to use, the program helps them use these vouchers</li> <li>§ Once a client finds housing, they call the landlord recruiter</li> <li>§ The landlord recruiter follows up with the landlord and does the credit, eviction, and criminal checks. The program pulls reports – create rental resume and does what it can to correct rental history, and coaches participants on getting on payment plan with previous landlords.</li> <li>§ Landlord recruiter also does tenant education</li> <li>§ Each family can access assistance for: <ul style="list-style-type: none"> <li>○ Damage deposits (\$1,500 max)</li> <li>○ Moving costs (\$500 max)</li> </ul> </li> </ul>
<b>Case management component</b>	<ul style="list-style-type: none"> <li>§ 20 clients per case manager</li> <li>§ Case management began when families complete orientation</li> <li>§ Case managers: <ul style="list-style-type: none"> <li>○ Do not sign a contract with the families but outlines that they expect they will participate in case management</li> <li>○ Connect families to volunteers</li> <li>○ Makes regular visits</li> <li>○ Works with families for 1 year</li> </ul> </li> <li>§ We have an open door policy – we will continue to help families who need help. Most families take advantage of the case management services, but it is not a requirement.</li> </ul>
<b>Other benefits to families</b>	<ul style="list-style-type: none"> <li>§ Provide tenant education curriculum that helps people get and keep housing</li> <li>§ Financial counseling – helping people to budget and manage their money.</li> </ul>
<b>Budget/Cost per participant</b>	<ul style="list-style-type: none"> <li>§ Program budget is \$400,000 not including the section 8 subsidy; the programs costs about \$7,800 per housed family</li> <li>§ Family housing fund - \$2,500 per family</li> </ul>
<b>Funding sources</b>	<ul style="list-style-type: none"> <li>§ Private foundations</li> <li>§ Faith community and private individual donors</li> <li>§ Didn't have government funding initially</li> <li>§ Tried to get HUD funding but it wasn't successful</li> <li>§ Initial budget was quite small \$150K</li> </ul> <p>Now funding sources include:</p> <ul style="list-style-type: none"> <li>§ Minneapolis Public Housing Authority (vouchers)</li> <li>§ Minneapolis community development agency (CDBG funding)</li> <li>§ Family Housing Fund</li> </ul>
<b>Strengths</b>	<ul style="list-style-type: none"> <li>§ The program demonstrated to the PHA that “we were able to help families find housing – they had vouchers they couldn't use. We make the PHA job easier – administer the vouchers, they just have to do the inspection.”</li> <li>§ “Working with the public school system was critical.”</li> <li>§ “We can recruit landlords and create long-lasting partnerships with them.”</li> <li>§ The program focuses on individual needs, does not have a “one size fits all approach. We have a curriculum with different components – not everyone needs everything – they can plug into what they need/want.”</li> <li>§ The program has one referral source: the school district</li> <li>§ Uses volunteers</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>§ “Before we got Section 8 vouchers the program was struggling – service model was in place but the families could not afford housing.”</li> <li>§ Getting stable, long term funding is a challenge</li> <li>§ most of funding is through CDBG funds</li> </ul>



Program	It's All About the Kids
	<ul style="list-style-type: none"> <li>§ It takes a lot of time to work with private donors and funders</li> <li>§ It can be hard to keep people engaged after they get housed.</li> </ul>
<b>Lessons Learned</b>	<ul style="list-style-type: none"> <li>§ The organization changed its mission statement to focus on the new goal of ending homelessness rather than just providing services.</li> <li>§ All staff attended the Beyond Shelter training – this got everyone on the same page and was very inspiring.</li> <li>§ Bringing the public school system into the program was key, that brought in the PHA and the city government to support the program.</li> <li>§ Create an outcome measuring system at the beginning</li> </ul>
<b>Suggestions</b>	<ul style="list-style-type: none"> <li>§ Have a clear eligibility criteria</li> <li>§ Identify target population</li> <li>§ Have (one) clear referral source</li> <li>§ Develop outcomes and state these clearly</li> <li>§ Section 8 subsidies or other long term subsidies are key</li> <li>§ Have client and landlord based funding – provide funds to help with move-in costs.</li> <li>§ Be creative in working with landlords – “mom and pop” landlords seem to be most receptive.</li> <li>§ Develop a strong relationship with the PHA.</li> </ul>

### Partnership for Permanent Housing

<b>Program</b>	<b>Partnership for Permanent Housing</b>
<b>Organization</b>	Montgomery County Coalition for the Homeless
<b>Contact person</b>	Sharan London
<b>Location/Area served</b>	Montgomery County, MD
<b>Date established</b>	2003
<b>Program Overview</b>	AIM (Action in Montgomery), a grassroots community organizing group, developed the plan for PPH and was looking for an umbrella organization. PPH is a collaborative program of MCCH, the local housing authority (HOC), the MC Department of Health and Human Services (DHHS), and the MC Department of Housing and Community Affairs (DHCA). MCCH is the lead agency, providing the program director and the housing resource specialist; DHHS case workers provide case management, and the HA provides project-based section 8 vouchers.
<b>Context</b>	MCCH is an advocacy and service organization that is dedicated to ending homelessness in Montgomery County. The organization formally incorporated in 1990, and the organization began to offer programs to fill gaps in service provision. MCCH operates a 100 bed emergency shelter for men, 4 Safe Havens for chronically mentally ill men and women, and is opening a 40 unit SRO and 17 unit family transitional program in Spring 2004.
<b>Number of families served</b>	The program has 50 housing choice vouchers.
<b>Staffing</b>	<ul style="list-style-type: none"> <li>§ Director for Housing Solutions</li> <li>§ Housing resource specialist (1 FTE)</li> <li>§ Case managers (provided by DHHS)</li> </ul>
<b>Partnerships</b>	<ul style="list-style-type: none"> <li>§ MCCH is the lead agency</li> <li>§ DHHS provides case managers</li> <li>§ Department of Housing and Community Affairs provides contingency funding (\$ to cover rent, utilities, etc. that are not paid by tenants) and covers the cost of housing applications, security deposits, and other move-in costs</li> <li>§ HOC provides 50 project-based housing choice vouchers</li> </ul>
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Homeless families who are identified by the county family provider team. PPH screens and selects participants.</li> </ul>
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ MCCH signs the lease and sublets the unit to participating families. The organization does this in order to make housing available to families with poor rental and credit histories and other barriers to finding housing. The families sublet the units through traditional lease with MCCH.</li> <li>§ After one year, the family is eligible for a tenant based housing choice voucher. At that point, they can also take their housing voucher and move to another location</li> <li>§ The benefit to this model is that the landlord is doing reference checks on MCCH rather than on the families. They are able to provide assurance to the landlords that the rent will be paid and that any damages done to the property will be covered</li> </ul>
<b>Case management component</b>	<ul style="list-style-type: none"> <li>§ Families receive up to 18 months of case management support</li> <li>§ If families need support beyond 18 months, the program will continue to provide assistance on an as-needed basis</li> <li>§ Bimonthly in-home visits are mandatory for the first year</li> </ul>
<b>Other benefits to families</b>	<ul style="list-style-type: none"> <li>§ PPH has gotten other in-kind donations including furniture and movers.</li> </ul>
<b>Budget/Cost per participant</b>	<ul style="list-style-type: none"> <li>§ Not available</li> </ul>
<b>Funding sources</b>	<ul style="list-style-type: none"> <li>§ Grant funded position of the housing resource specialist: Freddie Mac and</li> </ul>

<b>Program</b>	<b>Partnership for Permanent Housing</b>
	Abell Foundation § Project-based Sect. 8 housing choice vouchers that are portable after one year § Department of Housing and Community Affairs for other financial assistance
<b>Strengths</b>	§ Collaborative approach § Bringing the heads of four agencies together for this project § Different agencies playing “Good cop, bad cop” roles. The agencies are working together but keeping the case management and housing separate for the families. MCCH oversees the collaboration that consists of lease compliance and financial transaction. DHHS provides case management services to families.
<b>Challenges</b>	§ Selling the program to landlords. They have had the most success with large management companies. § Learning the regulations related to using the project-based Sect. 8 vouchers. § There is a low-vacancy rate in the county § Hiring the right staff. The housing resource specialist needs to see this as a sales job and be able to outreach to landlords.

### Shelter to Independent Living

<b>Program</b>	<b>Shelter to Independent Living</b>
<b>Organization</b>	Tabor Community Services
<b>Contact person</b>	Kay Moshier McDivitt
<b>Location/Area served</b>	Lancaster Pennsylvania
<b>Date established</b>	1988
<b>Program Overview</b>	Tabor implemented the Shelter to Independent Living Program in response to requests from area shelters for assistance in finding permanent housing for their residents and providing needed follow up case management for long term stabilization. As a HUD approved Housing and Budget Counseling Agency, Tabor had a long history working successfully with landlords and assisting clients in rental housing issues. In addition to this program, Tabor provides an array of housing and budget counseling services that can supplement the case management and budget counseling clients receive through the Shelter to Independent Living Program, one of 12 programs provided by the organization. Other programs included the Family Savings Account Program, (matched savings account program), Consumer Credit Counseling Services (debt assessment and management program), the Family Self Sufficiency Program as well as a variety of home ownership and rental counseling programs.
<b>Context</b>	<ul style="list-style-type: none"> <li>§ The Shelter to Independent Living Program was developed as a newly designed concept in 1988 to help homeless households find and maintain permanent housing as a non-facility based program that serves any homeless household (singles and families) in the county of Lancaster.</li> <li>§ Lancaster County is a rural county of 400,000 with the city of Lancaster (population of 60,000) and the program works with both rural and urban homeless.</li> </ul>
<b>Number of families served</b>	<ul style="list-style-type: none"> <li>§ In 2003, 233 families were served.</li> </ul>
<b>Staffing</b>	<ul style="list-style-type: none"> <li>§ 5 FTE case managers</li> <li>§ 1 of the case managers serves as the Coordinator - responsible for outreach, orientation, the first point of contact for all who come in. She does assessments and eligibility checks and assigns family to one of the 5 case managers (case managers do both housing and case management work – it's not split)</li> </ul>
<b>Partnerships</b>	<ul style="list-style-type: none"> <li>§ Shelters that refer families. The program has an authorization release with them so that case managers can share information</li> <li>§ The organization continues with the case management plan that has been developed by the shelter case manager</li> <li>§ Transitional housing programs</li> </ul>
<b>Target population</b>	<ul style="list-style-type: none"> <li>§ Referrals come from shelters and transitional housing facilities.</li> <li>§ Uses HUD's definition of homelessness</li> </ul>
<b>Housing component</b>	<ul style="list-style-type: none"> <li>§ Staff serve as both housing search and case managers. This function is not split at Tabor.</li> <li>§ The program does not provide a housing subsidy. The community has a 3-5 year waiting list for Section 8 vouchers. A local "homeless preference" was implemented in 2003 for both city and county Section 8 vouchers for 20% of available vouchers. However, because of the demand, no vouchers were available for over a year.</li> <li>§ Clients receive intensive budget counseling and learn to use their available resources to find housing.</li> <li>§ Partnerships are developed with local resources that can provide security deposit and first month rental assistance.</li> </ul>

<b>Program</b>	<b>Shelter to Independent Living</b>
	<ul style="list-style-type: none"> <li>§ The protective payee program provides some assistance with locating landlords who make concessions to rent to the clients.</li> </ul>
<b>Case management component</b>	<ul style="list-style-type: none"> <li>§ The program provides up to 18 months of post placement case management services.</li> <li>§ Case management includes budget counseling and education, connections to mainstream resources as well as employment and job training programs.</li> <li>§ Each case manager maintains an average of 30 households. For the first 3-6 months, the case manager tries to maintain weekly contact with clients (depending on client need). Home visits are a key component of case management.</li> <li>§ Case managers maintain regular contact with landlords throughout the first year.</li> <li>§ The program offers protective payee services for a maximum of one year for clients with a poor credit history to assist in budgeting and money management.</li> </ul>
<b>Other benefits to families</b>	<ul style="list-style-type: none"> <li>§ Both clients and landlords have provided feedback that the protective payee program has been a critical tool in helping clients manage their money and has lead to the long-term success of clients maintaining their housing.</li> </ul>
<b>Budget/Cost per participant</b>	<ul style="list-style-type: none"> <li>§ \$246,000 in 2002, \$1,138 per client</li> </ul>
<b>Funding sources</b>	<ul style="list-style-type: none"> <li>§ SHP Funds</li> <li>§ ESG Funds</li> <li>§ Lancaster County CDBG funds</li> <li>§ State dollars (Human Services Development Funds)</li> <li>§ Private and corporate donations</li> <li>§ Foundations</li> <li>§ State of PA, Neighborhood Tax Assistance Program</li> </ul>
<b>Strengths</b>	<ul style="list-style-type: none"> <li>§ Non-facility based program can serve any homeless household and can move with the clients if they move from one shelter to another before they find housing</li> <li>§ Outcomes based program with clearly defined measurable goals and indicators</li> <li>§ Large landlord base has been developed over the years.</li> <li>§ Long-term case management after placement allows for intervention to ensure stability</li> <li>§ Households are moved into permanent housing within 3 months (from intake to lease).</li> <li>§ Strong partnerships with mainstream providers as well as shelters and service providers throughout the community.</li> <li>§ Long history of providing a housing first program with significant successful outcomes.</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>§ Funding...shrinking dollars and increased competition for those dollars is always a challenge.</li> <li>§ Getting shelters to make the paradigm shift from long-term maintenance in the system to the "housing first" concept.</li> <li>§ Finding the right staff with the right skills; this is hard work</li> <li>§ Constant work with challenging issues (active substance use, mental health issues.)</li> <li>§ Not enough resources to serve all the referrals (Demand for the services far exceeds our program capacity)</li> </ul>
<b>Lessons learned</b>	<ul style="list-style-type: none"> <li>§ Keeping channels of communication open among all stake holders is key to success (referral sources, clients and landlords)</li> <li>§ "It's not up to us to determine when a person's ready for housing."</li> <li>§ Look to foundations to fund components of your program. Be creative about</li> </ul>

<b>Program</b>	<b>Shelter to Independent Living</b>
	<p>funding new aspects of your program.</p> <ul style="list-style-type: none"> <li>š Strong alliances with local shelters and referral sources is key. Having our staff on-site at shelters has increased partnerships.</li> <li>š Strong alliances with a variety of landlords and property managers provides a more diversity in housing choices for clients.</li> <li>š Regular focus groups with both referral sources and landlords has been key to keeping communication flowing.</li> </ul>
<b>Advice</b>	<ul style="list-style-type: none"> <li>š Be willing to change and shift</li> <li>š Avoid duplication – make sure there isn't another organization doing what you are about to start doing.</li> <li>š Build partnerships – be a collaborative organization.</li> </ul>

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