

## **Measure H Funding Recommendations Process-**

**FYs 2020-23**

Homeless Initiative Policy Summit #5

Permanent Housing

Thursday, October 24, 2019

### **Key Points:**

- 1. Effective and comprehensive services are critical to boosting permanent housing placements and retention.** Too-high provider caseloads have a significant impact on placement and retention. Participants need effective case management and housing navigation services to become and stay housed.
- 2. Shared housing is an important strategy that must be implemented with attention to client choice and existing evidence/data.** Shared housing can be highly effective if implemented well, but it may not be an ideal approach for all clients. Programmatic decisions regarding whether shared housing should be considered temporary or permanent, appropriate use of subsidies, and unique case management needs for shared housing occupants should be informed by experience in the field so far and forthcoming data.
- 3. To increase placements, build on and add to existing, successful landlord engagement strategies.** Public Housing Authorities (PHAs) and service providers have effective landlord engagement techniques that should be disseminated as best practices. Additional strategies and close collaboration to ensure equity across landlord incentive programs can help to bring more landlords on board in a cost-effective manner.
- 4. Well-supported options for clients that are ready to move on from Permanent Supportive Housing (PSH) can help to open up spots for new placements.** If implemented in a thoughtful and intentional manner, clients who are ready can move on from PSH, thereby freeing up slots for other clients. However, adequate case-management, housing navigation, employment services, and the option to move back if needed may be necessary to successfully implement this strategy.

## **Permanent Housing Policy Summit Notes** **(Discussion questions in bold)**

**After a presentation by the evaluators for Strategies B3 (Rapid Re-Housing) and D7 (Permanent Supportive Housing), participants made the following comments:**

- Data analysis in evaluation should include domestic violence statistics.
- Issue of “language justice” must be addressed in the evaluation. Women who are survivors of domestic violence and do not speak English face unique barriers. Researchers should interview people who speak languages other than English.
- Important to ask clients how they experience the effects of high levels of staff burnout/turnover.
- In addition to the client interviews that were included for B3 evaluation, researchers should add client interviews in D7 evaluation.
- Landlords are key bottlenecks in the rapid re-housing program; researchers should interview them to understand context. (Researchers plan to do so.)
- Need to clarify the breakout of D7 funding between services and rental subsidies.
- Evaluation should provide information on the experiences of specific vulnerable populations (seniors, disabled, etc.).

**In the context of our current shortage of affordable housing, which is unlikely to be substantially remedied in the immediate future, how can we increase permanent housing placements?**

*Lower caseloads, enhanced services, and staff training/technical assistance*

- To increase permanent housing placements, need to have lower caseload ratios for case managers, which will help to prevent burnout, reduce turnover, and enable providers to assist clients with additional services.
- Caseloads should differ for case managers depending on whether they are serving clients in scattered site or project-based housing. Project-based caseloads can be higher because less travel is involved.
- Retention takes a lot of case manager effort, which affects ability of staff to move more people into permanent housing (PH).
  - Challenge with RRH: teams are housing people faster, but retention is decreasing.
  - Retention is critical to housing affordability, since rent typically goes up with each move.
- We need to find a balance between resource allocation to services vs. rental subsidies.
- We need to ask: Which programs are doing well? When do programs work?
- There is need for robust housing navigation in order to have higher move-in rates. We need to improve training for housing navigators.
- Dollar amount and length of RRH subsidies are increasing because there is no PSH to match people with.
  - RRH has been successful as a temporary housing model while people wait for PSH.
- We should have equity in housing navigation staffing and landlord incentives, regardless of source of housing voucher.

- Cut back on service providers' time spent doing administrative work so they can engage more in direct services.
- Need to help truly stabilize people (especially in RRH); lower acuity participants should ideally be connected to Shared Housing.
- Need for more staff training in order to decrease turnover rate.
- Front-line staff may not understand how the housing market works or issues related to gentrification/housing discrimination.
- Use wrap-around services and occupational therapy for families to help them move through the system.

*Affordable housing preservation, funding, and turnover*

- Look into preserving naturally occurring affordable housing (NOAH) and converting existing affordable housing into PSH; project-based subsidies are critical.
- Older affordable housing projects often have units occupied by families whose children are no longer living with them (have grown up and moved out). Need to create incentives for parents to move on or to utilize empty bedrooms in their units for PSH/other housing.
- To increase housing placements, need to have more operating subsidies available and continue to rely on health department's funding (Measure H can't do it all).

*Build on and improve relationships with landlords*

- Cost of rent and willingness of landlords to rent to clients remains an issue; criminal background checks and credit score checks often disqualify participants from getting the unit. Even those landlords using Lease Up site can be discriminatory.
- To make things move more quickly, have housing navigation teams post-housing match; give landlords a bonus for holding a unit for a month or two for someone with a voucher.
- For private property owners who can't afford to update their units, have a program to pay for unit updates.
- Need to increase voucher amounts.
- Focus more on landlord engagement and try to build a community with landlords; create a taskforce for landlords and rental assistance agencies (so that we are not only looking at this from a homeless service system perspective).
- Clients need assistance in "presenting well" through the housing search process (so that they do not have to go to viewings "looking homeless"). Should be prepared to interact with landlords in the same way that people are prepared for job interviews.

*Working with Housing Authorities and addressing issues related to vouchers/subsidies*

- Housing authorities need to be seen as critical partners and be incentivized to participate in efforts to combat homelessness.
- Need to fill vacancies quickly, since unit values decline as they remain vacant. Sometimes turnover process takes a long time due to slow processing.
  - HACLA is working on reducing the time to turnover by doing inspection, interview, and background checks simultaneously.
- We should use targeted subsidy amounts for RRH, not standardized amounts.
- There seems to be an increasing appetite among landlords to engage in the Housing Choice Voucher (HCV) program; Housing Authorities should look at landlords and buildings where there are existing concentrations of HCVs and seek to expand those relationships, perhaps by trying to incentivize those landlords to increase the concentration of HCVs in

their buildings, and perhaps even by turning existing HCV allocations into project-based units.

- In project-based sites, we need flexibility in occupancy standards. Some housing authorities are making changes in their administrative plans to allow for alternative occupancy standards.

#### *Issues facing higher acuity clients*

- Quality of life and sense of community are essential in PSH.
  - We have people who are aging in PSH and require increased levels of care. However, they don't deserve to be warehoused in institutions.
- We are prioritizing high acuity clients, so 1:20 ratio may not be appropriate.
  - Consider trying a ratio of 1:6 or 1:7 for high acuity clients.

#### *Innovative solutions*

- Providers need technical assistance regarding master leasing.
- Consider expanding shared housing using RRH subsidies.
- Homeowners can now have one full Accessory Dwelling Unit and one junior ADU; ADU website for LA City and County is coming.

### **How should shared housing fit into our efforts? How do spare bedrooms factor into creative solutions to find housing for people who may not need intensive services?**

#### *Key partners and opportunities for shared housing*

- Government and non-profits cannot address homelessness crisis alone – we need the community to acknowledge its responsibility (including by accommodating and offering shared housing).
- In order to use spare bedrooms to house people experiencing homelessness, we need to involve and engage the community; we need to build a story so people are less afraid of people experiencing homelessness, can ascribe humanity to them.
- Getting faith-based organizations in on this is essential; in terms of spare bedrooms: try the model with seniors first (less “threatening” in the mind of the public) and go from there.
- While Section 8 has always had a shared housing component, it is not well used. Landlords want more money – e.g. they want 3 times the 1-bedroom apartment payment standard for a shared unit with 3 tenants.
- Consider whether SRO/efficiency rates can be used for shared housing.
- Need to provide insurance and security deposits for ADU owners; resources are also needed to make ADUs accessible for older adults.
- Airbnb has already shown that people are willing to take people into their homes. If we need to convince people to let others stay in their homes, we can demonstrate that people have already shown openness to this concept.
- Consider doing RRH in single-family homes for lower acuity clients; would be beneficial because after their time in RRH they would be able to afford their own room. This may also have a lower neighborhood impact/no neighborhood opposition. Owners can also build ADUs onsite. This is a faster, cheaper, and more liquid solution.
- Expand Host Homes for youth.

### *Client choice and needs*

- We need to be careful regarding how we assess acuity and make sure that people get the right package of services. This impacts people's ability to be accepted in a shared housing situation and lowers fear.
- We need to keep people at the core of our discussion about shared housing, rather than just looking at it as a faster and easier approach to housing.
- Need more support for youth in shared housing.
- People in shared housing who are also struggling with mental health issues need to know that they can exit their shared housing at any time without consequence; fear of feeling "trapped" or "stuck" may be a major reason clients are not open to shared housing
- Need to emphasize choice for people experiencing homelessness.
- Shared housing seems to work well for veterans, youth, and low acuity clients.
- Need to increase choice around roommates. A roommate matching app is in the works.
- Differentiate between shared housing for clients who are not going to be eligible for a rental subsidy and shared housing for those who do have a rental subsidy.

### *Challenges of shared housing, including regulatory issues and personal/community challenges*

- Using shared housing as a "bridge" and maintaining clients' homeless status while in shared unit will increase likelihood of client being open to shared housing – there is an opportunity to move on if homeless status is maintained.
- People move in to shared housing and then quickly want their own place; need to be more careful about who we place in shared housing because not everyone wants it.
- Shared housing often leads to less case management, plus the additional challenges of roommate dynamics, which the case manager must now address. Consider creating case managers tailored specifically to shared housing.
- A shared housing unit with more than 2 bedrooms may not work.
- Community spaces can be problematic due to variety of living styles; client mental health is also a challenge in shared spaces
- Shared housing could be used as a "race to the bottom" as far as living standards are concerned. Need to choose shared housing for financial and social reasons, rather than frame as "putting people in shared housing."

### *Funding and programmatic decisions related to shared housing*

- Could we also call shared housing "transitional housing" in order to get increased federal funding?
- Need to incentivize people to choose shared housing. Since they may not be paying rent, they may not feel the financial benefit of shared housing. For those that are paying rent, perhaps only require them to pay 15% of their income toward rent rather than 30%.
- People fear that shared housing will pull funding away from other housing resources. We need to keep building the supply.
- LAHSA is starting to collect shared housing data; this will give us a lot more information. We should wait until this data is released before making any program decisions.
- Consider shared housing as a respite option for people who are permanently housed but may need a break
- Consider shared housing as interim housing or prevention tool. Shelter is a form of shared housing.
- City of LA has issued two reports on shared housing.

## **How can we implement “moving on” strategies to free up permanent supportive housing capacity?**

*Supports, training, and tools to initiate moving on strategies*

- Need options for housing search assistance/navigation for people moving from project-based to scattered site units; we also need to create an incentive for this.
- Introducing the concept of “moving on” must be very intentional – if it is raised from the outset of PSH placement, it will undermine the “permanent” nature of the program. Need for targeted training and policy work; case managers need to know that the primary goal is not to move clients on from PSH.
- Employment services are often seen as a form of diversion; they can also be a tool to assist people in PSH with moving on.
- Create an “alumni support group” for people moving on from PSH.
- The Department of Health Services and the Corporation for Supportive Housing are exploring approaches to moving on from PSH. There is a needs assessment tool for the “moving on” program and trainings are occurring soon.
- There must be support for those who have moved on but may need help later. There should be a way to move back if needed.
- We need to be able to account for how “moving on” impacts retention rates so that it doesn’t negatively affect performance outcomes.
- Clients need to get past “needing the system”; create “Homeless Anonymous” where formerly homeless can share, support, and understand each other.
- Providers need to be able to assess “moving on” success.

## **Are there opportunities to increase the number of federal, state, and/or local project-based and/or tenant-based subsidies for PSH dedicated by public housing authorities and/or from other sources?**

- There is a 30% cap on funding to project-based PSH. Most PHAs are not near the cap.
- We should establish vacancy insurance.
- Board & Care should be a permanent housing option.
- Advocate to lift caps on project-based vouchers.
- There are many housing authorities beyond LACDA, HACLA, and Pasadena; have housing authorities that are at the forefront on homeless housing educate other housing authorities.
- It’s important to understand that increases in allocations of vouchers are not cost neutral – the per unit cost goes up if income of clients is lower.
- Increase prioritization and support for clients already in units.
- Need continued engagement and support for housing authorities’ tenant-based and project-based programs.
- Consider possibility of state-wide operating subsidy.
- Look at Domestic Violence Housing First model (used in Washington state)
  - Client choice is primary.
  - End goal should be self-sufficiency.

**Are there opportunities to enhance our current efforts around landlord engagement? What barriers need to be removed to increase the number of landlords willing to rent to people experiencing homelessness? How do we get the word out to willing landlords who may not know about the opportunities through Measure H?**

- Very difficult to engage landlords; need to do more to advocate against voucher discrimination; need to educate clients about their rights.
- Young people have specific needs; look for landlords who want to work with young people.
- An unintentional consequence of landlord engagement programs is that we are driving up lower end of the rental market.
- We now have considerable experience with landlord engagement – need to disseminate best practices.
- For scattered-site housing: need to consider damage caused for property managers and the expense of covering this; consider using Measure H funding to cover property damage costs. (PHAs have damage mitigation funds.)
- Should damage mitigation funding be implemented more broadly across the system?
- Bring landlords to the table.
- We need information about how many landlords have available and affordable units; currently no data on this.
- Housing acquisition specialists are helping us “speak the language of the landlords.”
- Need transportation assistance for housing search.

### **Public Comment**

- Create more opportunities for people already in PSH to work in agencies and government positions.
  - Need more senior housing that is safe.
  - Hold landlords accountable with trouble-shooting.
  - Need to be able to transfer terms of vouchers (so people can bring their kids and grandkids into the house).
- Need improved screening: many people have a wrong acuity designation; be realistic about client expectations; employment and housing should be intertwined with focus on self-sufficiency; do not enable clients.
- Focus on empowering Black people; acknowledge history of red-lining. To HACLA: Clients, especially Black people, should be able to actually purchase their own homes; Habitat for Humanity should be at the table.
- Define PSH further (CoC bonus or shelter + care?); need onsite support.
  - Consider insulating sheds at Costco as temporary housing (could build community kitchens and showers) while people wait for PSH.
  - Why can't affordable housing be applied to single-family homes?
  - Need to focus on empowerment.
  - Housing navigators need to be meeting landlords face-to-face.
- We need public housing built on public land (eliminates profit incentive); people can simply pay whatever percentage of their rent that they can; right now, the money is going to private developers.

- Need to have Planning Department and California HCD at the table; discuss land trusts; need to discuss rental market increases; shift money used for homeless encampment sweeps to actually upgrading encampments.
  - Concern that people are blaming us in the system for increasing homelessness when we can barely keep a roof over our own heads.
- Obstacle to shared housing: trying to use current buildings for the program when they simply don't work.
  - Consider instead using “millennial apartments” or podshares with bunkbeds, and creating housing specifically for this model; model could be used to meet high acuity needs since it alleviates social isolation.
- Shared Housing is the way of the future—we just need to market it differently; it helps reintegrate people into society and creates a sense of family/community. There are willing landlords.
  - Need to have people with real estate backgrounds at the table.
- Faith-based organizations and churches can get involved in shared housing; we need a “whole person” approach.
  - Also consider utilizing faith-based organizations’ wellness programs for frontline staff in order to prevent burnout; pay more attention to how high case manager turnover rates impact clients.
- Case managers need smaller caseloads in order to provide more support. In terms of “moving on” strategies: be more mindful of how this impacts people’s eligibility for other benefits; need to set aside resources for TAY when RFPs come out.