

Memorandum



CITY OF DALLAS

DATE April 12, 2018

Honorable Members of the Human and Social Needs Committee:
TO Councilmember Casey Thomas, II (Chair), Deputy Mayor Pro Tem Adam Medrano (Vice Chair), Mayor Pro Tem Dwaine R. Caraway, Councilmember Omar Narvaez, Councilmember Mark Clayton, Councilmember B. Adam McGough

SUBJECT **Homeless Response System Update**

Attached is the briefing presentation on updates related to the City's role and response in strengthening the local Homeless Response System, particularly as it relates to recommendations described in the City Auditor's Report published in December 2017. In addition to providing updates on the executed contract with the Bridge and the status of contract negotiations with the Metro Dallas Homeless Alliance, the presentation also provides an overview of the current work of Citizens Homeless Commission as well as the Dallas Area Partnership, and a snapshot of the 2018 Point In Time Count data.

Dr. David Woody, Interim President and CEO of the Bridge, will separately report the organization's compliance with its contractual requirements and performance outcomes related to the audit report and other applicable funding requirements.

Please contact me if you have any questions or require any additional information.

A handwritten signature in blue ink, appearing to read 'Nadia Hardy', with a stylized flourish at the end.

Nadia Chandler Hardy
Chief of Community Services

c: Honorable Mayor and Members of the City Council
T.C. Broadnax, City Manager
Larry Casto, City Attorney
Craig D. Kinton, City Auditor
Billerae Johnson, City Secretary (Interim)
Daniel F. Solis, Administrative Judge
Kimberly Bizzor Tolbert, Chief of Staff to the City Manager
Majed A. Al-Ghafry, Assistant City Manager

Jo M. (Jody) Puckett, Assistant City Manager (Interim)
Jon Fortune, Assistant City Manager
Joey Zapata, Assistant City Manager
M. Elizabeth Reich, Chief Financial Officer
Theresa O'Donnell, Chief of Resilience
Raquel Favela, Chief of Economic Development & Neighborhood Services
Directors and Assistant Directors

Homeless Response System Update

Human and Social Needs
Committee

April 16, 2018

Charletra Sharp, Program
Administrator
Office of Homeless Solutions



City of Dallas

Overview

- Homeless Response System: stakeholders that provide services along the continuum of care (*emergency shelter, housing, street outreach, behavioral health services, case management, homelessness prevention, jail diversion, etc.*) to prevent and intervene in homelessness
- Participating entities include, but are not limited to:
 - City of Dallas
 - Dallas Area Partnership to End and Prevent Homelessness Local Government Corporation
 - Dallas County
 - Dallas Housing Authority
 - Faith-Based Community
 - Independent School District (Dallas and Surrounding Counties)
 - Healthcare System
 - Metro Dallas Homeless Alliance
 - Nonprofit Community
 - North Texas Behavioral Authority
- According to City Auditor's *Audit of Homeless Response System Effectiveness* (December 2017), the system is fragmented and uncoordinated which makes it difficult to evaluate how well its performing

Purpose

- Provide a status update on Audit of Homeless Response System Effectiveness (Report No. A18-004)
 - Update on agreements with The Bridge and Metro Dallas Homeless Alliance
- Update on City Homeless-Related Commissions
 - Dallas Area Partnership to End and Prevent Homelessness
 - Joint Partnership with Dallas County
 - Citizen Homelessness Commission
- Snapshot of State of Homeless Address
- Immediate Solutions

Review of Audit's Findings/Recommendations

- The Audit Report's 13 recommendations were related to findings in the processes/systems divided into the following sections:
 - I. Homeless Management Information System Participation, Implementation, Procurement, and Oversight Affect City's Homeless Response System Effectiveness (***Findings I-IV***)
 - II. City Oversight of The Bridge (***Findings V-VIII***)
 - III. City Evaluation of the Effectiveness of Homeless Services (***Findings IX-XIII***)

Section I- HMIS Participation, Implementation, Procurement, and Oversight Affect City's Homeless Response System Effectiveness

Management Response Update to Findings I-IV

- Draft contractual terms still under review by the Metro Dallas Homeless Alliance leadership, which includes:
 - **HMIS Increased Participation and Customization for Shelter Needs and Capabilities.** MDHA shall develop and implement, in consultation with the Office of Homeless Solutions, strategies for:
 - System enhancement updates and customization to Pieces Iris™ HMIS system to meet shelter needs and capabilities (and ensuring shelter engagement and participation in making those updates/customization);
 - Increasing participation in HMIS by local emergency shelters; and
 - Increasing participation in HMIS overall in the community.

Section I- HMIS Participation, Implementation, Procurement, and Oversight Affect City's Homeless Response System Effectiveness (cont.)

Management Response Update to Findings I-IV

- Term of Contract is May 1-September 30, 2018 (5 months). Scope of services includes pay for performance terms that pays MDHA in three installments (\$21,500 at 70%, \$21,500 at 80%, and \$19,500 at 86% participation).
 - Written project plan from MHDA to OHS detailing how they will achieve the 86% goal due May 31, 2018

Section II- City Oversight of The Bridge

Management Response Update to Findings V-VIII

- Revised Management Services Contract negotiation in process and addresses concerns identified in December 2018 auditor report
- Financial and Performance Reporting Update
 - Funding contingency plan due May 23, 2018
 - FDIC Insurance limits
 - HMIS Compliance
 - Performance data quality control
- Community Engagement and Good Neighbor Agreement Update
 - April 9th meeting with City and Cedars Neighborhood Association and Farmer's Market

Section III- City Evaluation of the Effectiveness of Homeless Services

Management Response Update to Findings IX-XIII

- OHS Operations Performance Manager has been selected and will begin 04/25/18 and will lead the effort to develop a strategic plan using the Government Accountability Office's seven criteria in the development and implementation
- OHS has extended its contract with the consultant, Corporation for Supportive Housing (CSH) which includes a the development of a 3-Year Homeless Response System Action Plan due May 31, 2018
- Outsourcing Continuum of Care City-administered services in effort increase efficiency and minimize duplication of services. RFCSP will be issued week of April 16, 2018

Snapshot of Point In Time Count Results

Source: Continuum of Care State of Homeless Address, March 21, 2018

- Overall homelessness in Dallas and Collin Counties: **4,140 individuals**
 - 9% increase from 2017
- **Unsheltered** homelessness: **1,341 individuals**
 - 23% increase from 2017
 - 1,098 in city of Dallas
- **Homeless veterans** dropped from 356 individuals (9.5%) of the homeless population to **331 individuals (8%)** of the homeless population
- **Chronically homeless** individuals (those homeless for a year or more, with a documented disability) **decreased by 21%** than in 2017
- The rise in the overall numbers and specifically the unsheltered numbers is in line with national trends across urban centers in the United States. It is attributable to the lack of affordable housing

Dallas Area Partnership to End and Prevent Homelessness Local Government Corporation (LGC)

- Joint partnership with City and County
- Co-Chaired by Councilmember Mark Clayton and Commissioner Theresa Daniel
- The LGC has narrowed its focus down to the three recommendations below from the Dallas Commission on Homelessness Report, published November 2016
 - Recommendation #4: *Facility Development and Shelter Capacity*
 - Recommendation #5: *Increase Supportive Housing to Correspond to the Demand*
 - Recommendation #6: *Create System Navigator Program within Criminal Justice and Treatment*
- Recommendations will be considered for future action at the May 17, 2018 Partnership meeting.
- Corporation for Supportive Housing (CSH) will develop a 3-year Homeless System Response Action Plan to be considered for adoption by the LGC in June 2018

Citizen Homelessness Commission

- Chair, Kenn Webb; Vice Chair- Cara Mendelsohn
- 15-member commission with required representation from persons who have formerly or are currently experiencing homelessness; faith-based representation also required
 - Current vacancies in District 4 and District 11
- Commission has met monthly since August 2017
- CHC has developed the following subcommittees to lead their work:
 - Short-term Solutions
 - Supportive Housing Site Selection Criteria
 - Community Engagement
 - Supportive Housing and Services
 - Legal Review
 - Coordination and Strategic Planning
 - Supportive Housing Site Selection Subcommittee presented a recommendation to Human and Social Needs which was approved and became effective March 1, 2018

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Citizen Homelessness Commission

Work Underway

- Short-Term Solutions committee has prioritized the following two recommendations to staff:
 1. Add capacity in emergency sheltering by engaging private shelters who have not historically partnered with the City
 2. Consider City facilities to increase secure sleeping spaces and services for seniors and families with children
 3. Provide funding and other resource support for case management and fast tracking toward housing.
- Community Development Commission (CDC) liaisons attending CDC subcommittee to provide feedback and recommendations on the HUD 2018-2019 Action Plan and its homeless-related activities
- Chair and Vice Chair will serve on the Dallas Area Partnership's Joint Advisory Committee
- Program implementation plan for \$20M Bond

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Human & Social Needs Committee
April 16, 2018

Dr. David Woody
Interim President & CEO

Role in Homeless Response System

- Coordinated assessments
 - Each guest at The Bridge is required to participate annually in a coordinated assessment with our intake team.
 - Assessments are performed by a Qualified Mental Health Professional (QMHP).
 - Guests are screened using the Vulnerability Index - Service Prioritization Decision Assistance Tool (VI-SPDAT) to prioritize them for shelter and/or housing.
- Meal, hygiene, storage, laundry, library, phone, barbershop, computer lab and kennel services
- Day shelter
 - The Bridge serves as the primary day shelter for people experiencing homelessness, serving between 750 to 1,000 individuals daily, the majority of whom stay overnight at partner shelters.
- Night shelter
 - The Bridge has 100 transitional shelter beds and 149 emergency shelter beds that are filled to capacity nightly.
 - Guests who are unable to secure shelter at The Bridge are directed to partner shelters.

Role in Homeless Response System

- Primary/acute healthcare
 - Parkland Health & Hospital System has an on-site clinic that provides healthcare access to guests on weekdays through its Homeless Outreach Medical Services (HOMES) program.
- Emergency medical services
 - The Bridge pays for off-duty paramedics from Dallas Fire-Rescue to provide emergency medical services to guests from 7 a.m. – 3 p.m. daily.
- Behavioral healthcare
 - Metrocare Services has an on-site clinic that provides diagnosis and treatment to guests experiencing mental illness and/or chemical dependency on weekdays.
- Veterans' services
 - The Veterans Administration has an office on-site that provides services to veterans experiencing homelessness on weekdays.
- Criminal justice services

Role in Homeless Response System

- Recovery and intensive care management services
 - Two teams of care managers, made up of experienced social workers, work closely with guests to help them recover from homelessness.
 - Care managers compile Documentation of Priority Status (DOPS) and submit guests to the Housing Priority List used by Metro Dallas Homeless Alliance (MDHA) to prioritize housing placements (156 submissions so far this fiscal year).
- Peer support services
 - The Bridge has a team of peer support specialists who create relationships with guests to help guide them through the recovery process. These employees have recovered themselves from homelessness, substance abuse and/or mental illness.
- Income placements and benefits assistance
- Employment services
- Housing placements and follow-up services

Collaborative Network

- Austin Street Center
- City of Dallas
- CitySquare
- Dallas County
- Dallas Housing Authority
- Dallas LIFE
- Dallas Police Department
- Dallas Fire-Rescue
- Downtown Dallas, Inc.
- First Presbyterian Church/The Stewpot
- Legal Aid of NorthWest Texas
- Metrocare Services
- Metro Dallas Homeless Alliance & member organizations
- North Texas Behavioral Health Authority
- OurCalling
- Parkland Health & Hospital System
- State of Texas
- Social Security Administration
- The Salvation Army
- Union Gospel Mission
- Veterans Affairs
- Workforce Solutions Greater Dallas

Audit Response

- The Bridge negotiated a new Management Services Contract with the Office of Homeless Solutions and City Attorney's Office that addressed the audit's recommendations and was executed on January 25, 2018.
- The Bridge submitted its FY18 operating budget, staffing plan and fundraising plan to the City, and there were no significant adjustments.
- The Bridge submitted its proposed FY19 operating budget, staffing plan and fundraising plan to the City by the Feb. 1 deadline.
- The Bridge provides the City monthly with its income statement, which includes year-to-date operational results, and bank statements.
- The Bridge provides the City monthly with all required financial and operational reports.

Audit Response

- The Bridge provides the City monthly with a copy of the Moody's credit rating for the financial institution where its funds are held and is evaluating alternatives that would provide greater FDIC insurance coverage for its cash balances.
- The Bridge has committed to increasing its private fundraising efforts, setting a goal of \$2.6 million for FY18, which would represent the largest private funds raised in the organization's history.
 - A 10th Anniversary fundraiser will be held in September with a goal of raising \$1 million. A member of The Bridge's board has agreed to underwrite all expenses.
- The Bridge is developing a contingency plan in the event of a loss of one or more significant funding sources vital to its mission for submission to the City by May 23.
- The Bridge worked closely with the Office of Homeless Solutions to identify measurable performance expectations and requirements that hold The Bridge accountable for the delivery of effective and quality services.

Contract Performance Goals

	2017-2018 Goal	2017-18 Actual Oct – Feb	Progress Oct – Feb
Overall - No. of Unduplicated Guests Served	8,600	4,252	49.4%
Housing Attainment Services – No. of Unduplicated Guests	1,450	1,560	107.6%
Day Services – No. of Unduplicated Guests Receiving Day Services	8,650	4,252	49.2%
Day Services – No. of Unduplicated Guests Receiving Care Coordination	6,650	3,163	47.6%
Night Shelter – No. of Unduplicated Guests Receiving Night Shelter	2,100	1,209	57.6%
Night Shelter – No. of Nights of Shelter Provided (249 beds)	90,885	36,984	40.7%
<i>Shelter Utilization Rates:</i>			
<i>Oct – 96.83%, Nov - 97.97%, Dec – 99.05%, Jan – 99.13%, Feb 98.88%</i>			
Reduction in Average Length of Stay (for those existing shelter (from 224 days in Oct to 138 days in Feb)	(3.0%)	(79.1%)	N/A
Housing Placements (to permanent housing)	365	146	40.0%
Returns to Homelessness (from 3 to 0)	(20.0%)	(97.0%)	N/A

Homeless Management Information System (HMIS)

- Since its opening, The Bridge has used ClientTrack as its main software system to track data. ClientTrack is a sophisticated platform used across the country by numerous homeless service providers, and it has been adopted in large cities like Houston and Philadelphia as their HMIS.
- The Bridge has also historically entered data into the HMIS system selected by MDHA, which previously was CaseWorthy. Only a small fraction of The Bridge's overall data was entered into CaseWorthy because it did not have the capabilities of ClientTrack.
- The Bridge has consistently received perfect scores from MDHA on its Data Quality Reports, including perfect scores for all three programs in the most recent scorecard covering the period of 4-1-16 to 3-31-17.
- When it was announced in 2015 that MDHA would be working with Pieces Technology, Inc. (PTI) to develop a new HMIS called Pieces Iris, The Bridge began meeting with MDHA and PTI to ensure the software system had the same capabilities as ClientTrack so all services could be entered into HMIS and the need for two systems would be eliminated.

Homeless Management Information System (HMIS)

- The Bridge was provided access to Pieces Iris on June 5, 2017. Since that time, countless data integrity, reporting and customization issues have been communicated to MDHA and PTI, the majority of which remain unresolved.
- The Bridge employs several temporary employees to enter data into Pieces Iris so that its social workers are not wasting time double-entering data.
- Until the data integrity, reporting and customization issues are resolved with Pieces Iris, The Bridge will continue to use ClientTrack as its primary data system and will incur costs associated with paying temporary employees to enter data into Pieces Iris.

Community Impact

- Collaborating to help reduce crime
 - Serious crime (Part I offenses) downtown has dropped 55 percent since The Bridge opened, according to Dallas Police Department data.
 - Homeless jail stays have been significantly reduced, resulting in millions of dollars of cost benefits, according to Dallas County Criminal Justice data.
- Collaborating to help reduce healthcare costs and use of Dallas Fire-Rescue resources
 - On-site partnerships with Parkland Health & Hospital System and Metrocare Services have reduced emergency room visits.
 - On-site partnership with Dallas Fire-Rescue has reduced 911 calls and use of ambulances.
 - In FY15 prior to the launch of our EMS program, The Bridge made 276 calls to 911 for medical issues for 189 guests. In FY17, The Bridge made 58 calls for 54 guests.
- Collaborating to help improve quality of life
 - Partnerships with Dallas Police Department, DDI's Safety Patrol and Clean Team, Millet the Printer, Hines Nut Company and CityLab High School have reduced quality of life violations such as criminal trespass, public intoxication, etc. and made the area near The Bridge's campus much cleaner.

Community Impact

- Collaborating to better inform residents and stakeholders and respond to community concerns
 - Bridge staff regularly participate in community meetings and events.
 - The Bridge created a small brochure for neighborhood residents to give to panhandlers instead of money that gives directions to The Bridge and lists the services available and debunks misconceptions.
 - Bridge staff network with street feeder groups to encourage them to serve meals inside The Bridge to reduce neighborhood litter.
- Guests Giving Back program
 - Guests who receive night shelter at The Bridge are required to participate in community service activities, including cleaning the streets, sidewalks and properties in the Good Neighbor boundary.
- Good Neighbor agreements
 - The Bridge has expressed its desire to enter into memorandums of understanding with the Downtown Dallas Neighborhood Association, Farmers Market Stakeholders Association and The Cedars Neighborhood Association. Negotiations are ongoing.

Key Outcomes

	2015 - 2016	2016 - 2017	2017 - 2018	2017 - 2018
	Oct - Feb	Oct - Feb	Oct - Feb	Oct - Feb
	Actual	Actual	Actual	Goal
Emergency Services for People Experiencing (or At-Risk of) Homelessness				
Individuals Provided Outreach Services	-	241	163	104
Individuals Provided Day Shelter	4,985	4,964	4,252	N/A
Individuals Provided Food Services	4,081	3,947	3,731	N/A
Individuals Provided Care Coordination	3,273	3,194	3,163	2,863
Individuals Provided Medical Services (Parkland HOMES)	1,578	1,616	1,301	917
Individuals Provided Medical Services (On-Site EMS)	-	173	183	221
Individuals Engaging in Guests Giving Back	990	1,401	1,266	990
Off-Site Night Shelter Coordination (UGM)	-	-	1,224	958
Off-Site Night Shelter Coordination (Other Shelters)	-	-	1,075	1,083

Key Outcomes

	2015 - 2016	2016 - 2017	2017 - 2018	2017 - 2018
	Oct - Feb	Oct - Feb	Oct - Feb	Oct - Feb
	Actual	Actual	Actual	Goal
Transitional Services for People Experiencing (or At-Risk of) Long-Term Homelessness				
Individuals Provided Night Shelter	949	1,009	1,209	N/A
Individuals Provided Behavioral Health Care	898	838	772	708
Individuals Provided Barber Services	684	852	893	604
Individuals Attaining Housing	168	135	146	179
Individuals Provided 12 Step Services	137	135	210	144
Individuals Provided Peer Services	-	683	1,068	333
Individuals Attaining Wages	103	110	116	127
Individuals Attaining Benefits	69	128	146	146
Individuals Provided Housing Follow-Up Services	102	77	118	67

Potential New Programs

- The Bridge has applied for a grant from The Meadows Foundation that would enable it to hire a Medicaid billing specialist and someone to provide clinical counseling and therapy.
- The Bridge has been recommended for an Emergency Solutions Grant award on the April 25 City Council agenda that would enable it to invest in rapid re-housing to move guests into permanent housing.
- The Bridge is seeking a funding source to implement respite care.
- The Bridge continues to evaluate potential options and partnerships to develop housing opportunities.

Questions/Comments

