

# Memorandum



CITY OF DALLAS

DATE June 1, 2018

Honorable Mayor and Members of the City Council:

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 Solutions Proposed Strategy**

## **Summary**

Attached is briefing presentation on the Office of Homeless Solutions (OHS) Proposed Strategy. Overall homelessness and unsheltered homelessness has increased 9% and 23% respectively since 2017.

## **Background**


This presentation will detail the four-track process to expand shelter capacity, create temporary shelter centers, address bottleneck and availability of housing, and bond implementation to create transitional and permanent supportive housing.

OHS has collaborated with the Citizen Homelessness Commission (CHC) in the development of Track I (Increase Shelter Capacity) and II (Temporary Shelter Centers) and will be forming subcommittees to advise on Track III (Master Lease/Landlord Incentive Program) and IV (Bond Implementation). OHS is also coordinating with the Dallas Area Partnership as it relates to Track IV (Bond Implementation) in their efforts to lead the financial support and investment strategy to increase supportive housing and wraparound services.

City Council briefing is scheduled for June 20, 2018 with tentative implementation August 2018.

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

DATE June 1, 2018  
SUBJECT **Homeless Solutions Proposed Strategy**



**Nadia Chandler Hardy**  
**Chief of Community Services**

- c: T.C. Broadnax, City Manager  
Larry Casto, City Attorney  
Craig D. Kinton, City Auditor  
Billerae Johnson, City Secretary  
Daniel F. Solis, Administrative Judge  
Kimberly Bizer 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  
Raquel Favela, Chief of Economic Development & Neighborhood Services  
Theresa O'Donnell, Chief of Resilience  
Directors and Assistant Directors

# Homeless Solutions Proposed Strategy

Human and Social Needs  
Committee

June 4, 2018

Monica Hardman  
Managing Director  
Office of Homeless Solutions



**City of Dallas**

# Agenda

- Background
- Proposed Strategy Tracks I-IV
- Budget Impact
- Partnerships & Key Stakeholders
- Solutions Strategy Communication Plan
- Next Steps
- Appendix: Case Studies and Non-discrimination policies

# Background – Point-In-Time Count CoC

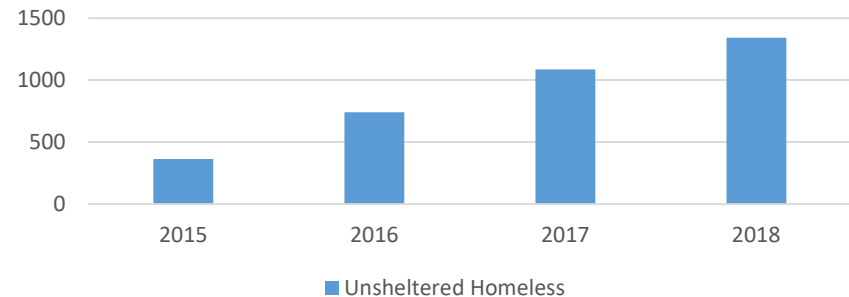
2018 Point In Time (PIT)  
Count Results for Dallas  
and Collin Counties:

- **4,140** homeless identified (9% increase from 2017)
- **1,341** unsheltered homeless (23% increase from 2017)

Total Homeless Identified



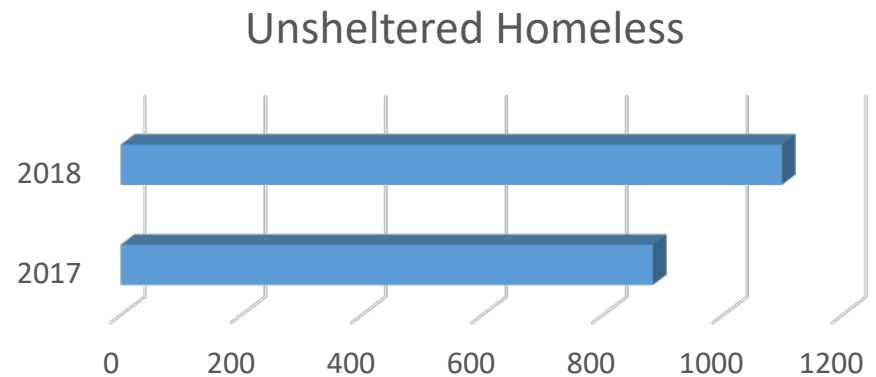
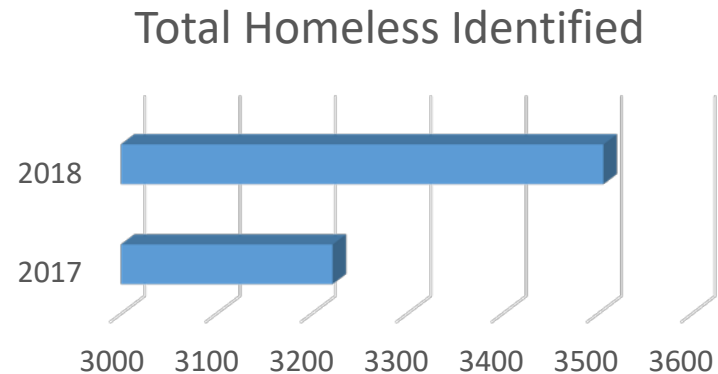
Unsheltered Homeless



# Background – Point-In-Time Count Dallas

2018 Point In Time (PIT)  
Count Results for City of  
Dallas:

- **3,506** homeless identified (9% increase from 2017)
- **1,098** unsheltered homeless (24% increase from 2017)



# Background – Homeless Ranking

No.	CoC Name	Total Homeless 2017	Sheltered Homeless	Unsheltered Homeless
1	New York CoC	76,501	72,565	3,936
2	LA City & County CoC	55,188	13,972	41,216
3	Seattle/King County CoC	11,643	6,158	5,485
4	San Diego City & County CoC	9,160	3,539	5,621
5	District of Columbia CoC	7,473	6,576	897
6	San Jose, Santa Clara City & County	7,394	1,946	5,448
7	San Francisco CoC	6,858	2,505	4,353
8	Las Vegas/Clark County CoC	6,490	2,137	4,353
9	Boston CoC	6,135	5,949	186
10	Philadelphia CoC	5,693	4,737	956
11	Chicago CoC	5,657	4,096	1,561
12	Oakland/Alameda County CoC	5,629	1,766	3,863
13	Phoenix, Mesa, Maricopa County CoC	5,605	3,546	2,059
14	Metropolitan Denver CoC	5,506	4,612	894
15	Honolulu CoC	4,959	2,635	2,324
16	Santa Anna, Anaheim, Orange County CoC	4,792	2,208	2,584
17	Portland, Gresham, Multnomah County CoC	4,177	2,509	1,668
18	Babylon, Islip Counties CoC	3,937	3,873	64
19	Dallas City & County/Irving CoC	3,789	2,702	1,087
20	Miami, Dade County CoC	3,721	2,710	1,011

# Proposed Strategy

- Track I: Increase Shelter Capacity
- Track II: Temporary Centers
- Track III: Master Lease/Landlord Incentive Program
- Track IV: \$20M Bond
- August 2018 Proposed Implementation Date



# Track I: Increase Shelter Capacity

- Pay-to-Stay Shelter Bed concept
- Estimated additional capacity of up to 100 beds
- City to pay \$12 per bed per night
- Up to 90 day stay
- Direct referrals from OHS Street Outreach
- Low Barrier operations
- Case management
- Monitoring & Compliance assistance



# Track I: Increase Shelter Capacity



- New program for overflow
- Utilization of Welcome Center to increase bed capacity by 50
- City to pay \$12 per bed per night
- Direct referrals from OHS Street Outreach

# Track II: Temporary Centers Outline

- Prioritized homeless populations
- Triage and Assessment
- Services Offered
- Transportation
- Logistics
- Good Neighbor Agreement
- Non Discrimination Policies
- Proposed Municipal Code

# Track II: Temporary Centers

- Seniors, disabled, families with children, Transitional-Aged Youth (TAY), LGBTQ, and veterans prioritized
- Utilizing city-owned facilities, churches, schools, other private property
- Faith-based partnerships
- Quarterly City Council District rotation



# Track II: Temporary Centers cont.

- Up to 50 persons per site
- Up to 90 day stay
- Contracted shelter operators

# Track II: Center Services offered

- Procured vendor to manage shelter operations:
  - Referral and intake process
  - Security
  - Transportation
  - Meals and snacks
  - Hygiene and toiletry services
  - Storage and pest control
  - Case management including mental health
  - Workforce development
  - Recreational and pro-social activities

# Track II: Triage and Assessment

- Coordinated intake that prioritizes physical and mental health to determine eligibility and appropriateness of placement in Temporary Center
  - Will follow normal intake process of shelter providers
  - Most common health challenges of homeless population:
    - Problems caused by being outdoors (wound and skin infections, bronchitis and pneumonia, and other chronic diseases, etc)
    - Malnutrition
    - Dental loss
    - Mental illness
    - Substance Abuse

# Track II: Center Logistics

- Center will receive guests referred by Street Outreach
- Center guests will be transported to each destination
  - Including established off-site service locations, medical appointments, day trainings, events, etc.
- Center Security provided throughout rotation
  - Appropriate coordination with Law enforcement
- No in/out privileges
  - No re-entry after lights-out
  - Case-by-case approval for alternate work schedules, etc
  - Transportation services provided
- Center will adhere to Good Neighbor Agreements



# Track II: Transportation Options

- Procure for professional services
  - 24/7 during operation of temporary centers
  - Established itinerary with no allowance for wandering
  - Assessing existing transportation agreements
    - Office of Community Care
    - Transportation Department
- Considering other “on-demand” transportation opportunities
- Best practices
  - Circulated bus service
  - Shared Ride services

# Good Neighbor Agreement: Engagement

1. Engage a minimum of 30 days before opening to discuss logistical details, receive feedback, and address concerns.
2. Conduct a minimum of 2 neighborhood meetings to gain feedback on neighborhood suggestions and concerns. Meetings will be coordinated with City Councilmembers.
3. Establish 24 hr contact line to report any concerns regarding operations, guest behavior or other related issues.

# Good Neighbor Agreement: Operations

1. Operate for a minimum rotation of 90 days
2. Guests referred through OHS Street Outreach. No walk-ins allowed.
3. Established daily activities/itineraries
4. Transportation provided
5. No in/out privileges after 9pm.
  - a. Transportation provided to next location if guest leaves after 9pm
6. Patrol surrounding areas to ensure no loitering, trash/debris, or harassment
7. Code of conduct posted

# Good Neighbor Agreement: Security

Security required for entire duration of Temporary Center operation (i.e. 5pm-8am)

- a. Adequately trained security personnel
- b. Patrols to include leased or allotted parking areas
- c. Appropriate uniform to identify security personnel
- d. No fraternizing policy
- e. Located on premises until at least one half hour after closing
- f. Code of Conduct enforced
- g. Criminal activity shall be immediately reported to 911.
- h. Flexibility to implement additional measures

# Good Neighbor Promise: Best Practice

- Right 2 Dream Too-Portland, OR
  - Participation in mediation
  - Good faith effort
- Transform Yakima Together-Yakima, WA
  - Accountability partner
  - 500 foot buffer zone
  - Homeless Outreach Team-alternative to calling 911
- Open Door Shelter-Norwalk, CT
  - Code of Conduct
  - 3 Phase Plan with documented milestones
  - Guests sign and acknowledge

# Track II: Non-discrimination Policy

- Fair Housing and Non-Discrimination: The non-discrimination and equal opportunity requirements set forth in 24 CFR 5.105(a) are applicable. Contractor must not discriminate against any person based on race, sex, color, age, familial status, handicap, religion, or national origin. Further, the program must comply with the requirements of the federal Fair Housing Act and the American with Disabilities Act (ADA).
  1. Sexual Orientation or Gender Identity
  2. Violence Against Women Act (VAWA)
  3. Affirmatively Further Fair Housing
- All complaints will be handled by Office of Fair Housing

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# Track II: Proposed Municipal Code “Temporary Centers”

- **Purpose:** Proposing addition of Unsheltered Crisis & Temporary Shelters to Municipal Code
  - Facilitate provision of shelter beds when existing supply does not meet demand and to address inclement weather
- **Authority:** OHS would be “Temporary Shelter Manager” designated by City Manager to implement, administer, and enforce
  - All city ordinances related to health, building, and safety would apply

# Track II: Proposed Municipal Code “Temporary Centers”

- **Partnerships:** Procured vendor for operational management and leveraging of faith-based relationships
- **Engagement:** OHS will lead engagement and public education process; notify of locations, receive feedback, address neighborhood concerns
- **Monitoring/Reporting:** Will require repurpose of one staff member within authorized FTE count



# Track III: Master Lease & Landlord Incentive



- Address bottleneck
- City can pay rental subsidy, security and/or utility deposit
- Risk mitigation plan
- Low concentration and dispersed throughout City
- Pilot implementation August 2018
- CHC subcommittee



# Track III: Master Lease & Landlord Incentive

- Tenant Incentives
- Assessing existing partnerships with Economic Development
- Best practice
  - L.A. County Homeless Incentive Program
    - One month rent for holding fee
    - One month rent if early termination or eviction
    - Application fees, security deposits, moving costs
  - Atlanta, GA Open Doors
    - Atlanta Real Estate Collaborative (AREC)
    - Incentives to overlook past evictions, etc.
    - Since 2012, has placed 4,500 into housing

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## Estimated Budget Impact: Track I-III

Item	Pilot Implementation 3-6 months	Annual Cost
Track I	\$125,000	\$655,000
Track II	\$500,000	\$2,100,000
Track III	\$175,000	\$1,300,000
Subtotal	\$800,000	
Repurposed FY18 Budget	\$800,000	
Total	\$0	\$4,055,000



# Track IV: Housing Development

- \$20 million Bond approved November 7, 2017
- Permanent, supportive, and transitional housing facilities for the homeless
- Seed funding and gap financing
- Release first NOFA Fall 2018
- 1,000 new PSH units over the next 5 years
- Total need estimated at \$200 million
  - Combination of LIHTC, NMTC, Entitlement and State Grants, Private Investment
  - Capital and Operating needs
- CHC Subcommittee

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# 2017 Bond Implementation Framework

- Interdepartmental coordination: MVA
- NOFA Criteria
- Competitive procurement process
- Highly leveraged
- Innovation and creativity
- Emphasis on private investment and fundraising from philanthropic community



# Partnerships & Key Stakeholders

1. Homeless Service Provider Network
2. Metro Dallas Homeless Alliance (MDHA)
3. Citizens Homelessness Commission (CHC)
4. Dallas Area Partnership

# Partnerships & Key Stakeholders

## Homeless Service Provider Network

- Existing shelter providers
- New partnerships, including faith-based
- Case management support providers

## Metro Dallas Homeless Alliance (MDHA)

- Lead entity of Continuum of Care (CoC)
- HMIS coordination and enhanced usage

# Role of Citizens Homelessness Commission

- Resolution 17-0648; City Code, Article XX, Chapter 2, Section 147-149 (Ordinance 30431, April 12, 2017)
- Duties and functions include:
  - Advise the city manager and the city council on issues affecting homelessness;
  - Assist the city in evaluating new and existing programs;
  - Coordinate with other local and regional bodies addressing homelessness; and
  - Perform such other duties assigned by the city manager or city council.
- Advise on policy objectives and goals
- Provide advisory support for OHS staff recommendations
- Coordinate with other local and regional bodies addressing homelessness



# Role of Dallas Area Partnership

- Adoption of 3-Yr Strategic Plan
- Spearhead implementation of strategic plan
- Financial support & investment for increased supportive housing and wrap services
- The Local Government Corporation is organized for the purpose of
- aiding, assisting, and acting on behalf of the City and the County to accomplish their governmental purpose;
- namely to develop strategies, policies, and priorities to address homelessness, and
- to advise the entities represented by the Board members as well as the TX-600 Dallas City & County/Irving Continuum of Care (“CoC”), and the lead agency of the CoC, which is currently Metro Dallas Homeless Alliance, as to these strategies, policies, and priorities.

# Dallas Area Partnership Authorization

- To accomplish said goals and purpose, the Corporation shall be authorized to:
  - Contract with persons, and with governmental, for-profit and non-profit entities for the procuring of services and supplies and the hiring of personnel
  - Acquire and hold title to real property and interests in real property
  - Accept funds and property appropriated by the City and the County and by other entities
  - Apply for grants of funds, services, and things of value and to accept awards of such grants
  - Accept donations of funds, services, and things of value
  - Issue bonds, notes, and other debt obligations as necessary for accomplishment of the governmental purpose, provided Corporation shall not incur debt without consent of the City County of the City and the Commissioners Court of the County
  - Engage in other lawful activities to accomplish the governmental purpose stated above

# Homeless Solutions Strategy Communication Plan

- Hosting of neighborhood conversations
- Focus groups
- Vendor to create communication strategy



# Next Steps

- Citizens Homelessness Commission June 14th
- Human & Social Needs June 18th
- City Council briefing June 20th
- City Council Action August
- Continued working group meetings for partners/stakeholders
- Community Outreach & Communication Plan
- Implementation: Tentatively August 2018

# Appendix



# Best Practice Case Study: TAY

**Sheakley Center for Youth** in Cincinnati, OH. Developer Lighthouse Youth Services



- First floor shelter, resource center, street outreach
- 39 PSH units floors 2-4
- Adaptive re-use of blighted commercial warehouse (64,000 sq. ft.)
- LIHTC project
- Total Project Cost \$7.5M
- City provided \$600K in gap financing

# Best Practice Case Study: Chronically Homeless



## New Hope Housing – Houston, TX

- 160 SRO Units with supportive services
- Total Project Cost \$8.9M
- Public and Private Partnerships
- Financing from individuals, corporations, and foundations



# Best Practice Case Study: Chronically Homeless cont.

## The Brook – Bronx, NY

- \$43M total project cost
- 190 units
- Mixed use property – community and retail space on the ground floor

**Breaking Ground Properties** in New York and Connecticut provide supportive housing paired with wraparound services for the chronically homeless, including those with mental illness.



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# Best Practice Case Study: Disabled

## Community First! Village – Austin, TX



- 27-acres of manufactured container homes including ADA compliant units
- 250 units planned
- \$12M total project cost
- Private fund financing
- Supportive community for disabled and chronically homeless in Central Texas



# Best Practice Case Study: Supportive Services

**SEARCH Homeless Services in Houston, TX** provides the following to homeless veterans:

- Employment and Training
- Housing
- Legal Services
- Case management
- Food vouchers
- Bus passes
- Work clothing and supplies



# Track II: Sexual Orientation or Gender Identity

Rule on Equal Access to Housing in HUD Programs Regardless of Sexual Orientation or Gender Identity (Equal Access Rule), published in the Federal Register on February 3, 2012 but effective March 5, 2012.

HUD Notice CPD-15-02, Appropriate Placement for Transgender Persons in Single-Sex Emergency Shelters and Other Facilities, issued on February 20, 2015, as applicable.

Equal Access in Accordance with an Individual's Gender Identify in Community Planning and Development Programs Rule (Gender Identity Rule), published in the Federal Register on September 21, 2016, but effective October 21, 2016).

# Track II: Violence Against Women Act

Contractor must comply with the housing protections under VAWA 2013, afforded to victims of domestic violence, dating violence, sexual assault, or stalking, as provided by statute and implementing regulations issued by HUD, as published in the Federal Register on November 16, 2016 and effective December 16, 2016. Notwithstanding the title of the statute, the protections are not limited to women, but cover all victims of domestic violence, dating violence, sexual assault, and stalking, regardless of sex, gender identity, sexual orientation, disability, or age.

Under VAWA 2013, no individual or family may be denied admission to or be removed from an emergency shelter on the basis or as a direct result of the fact that the individual or family is or has been a victim of domestic violence, if the individual otherwise qualifies for admission or occupancy.

# Track II: Affirmatively Further Fair Housing

Contractor must implement its programs in a manner that affirmatively furthers fair housing, which means that Contractor must:

- Affirmatively market shelter, housing, and supportive services to eligible persons regardless of race, color, national origin, religion, sex, age, familial status, or handicap who are least likely to apply in the absence of special outreach, and maintain records of those marketing activities;
- Where Contractor encounters a condition or action that impedes fair housing choice for current or prospective program participants, provide such information to the jurisdiction that provided the certification of consistency with the Consolidated Plan; and
- Provide program participants with information on rights and remedies available under applicable federal, State and local fair housing and civil rights laws. (Source: 24 CFR 578.93)

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Monica Hardman  
Managing Director  
Office of Homeless Solutions



**City of Dallas**