# ClearPath: Atlanta's Five-Year Plan to Make Homelessness Rare, Brief, and Non-Recurring







INOME

# **OUR MISSION**

Partners for HOME brings public and private resources together to create and implement a collective strategic plan to making homelessness in Atlanta rare, brief and non-recurring.



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# LETTER FROM THE MAYOR

# Greetings,

**As Mayor of the City of Atlanta, I am pleased to present ClearPath,** the five-year strategic plan for making homelessness rare, brief and nonrecurring.

**Homelessness continues to be a complex issue in our community,** which is why this strategic plan comes at a pivotal time. In 2013, my Administration created the Atlanta Continuum-of-Care (CoC), a local collaborative that coordinates housing, services and funding for homeless families and individuals. To operate and administer the Atlanta CoC, we created Partners for HOME (PFH), a 501(c)3 organization with a goal to further public-private partnerships for this work.

**Since the creation of the Atlanta CoC and PFH,** our annual Point in Time data indicates a 75 percent decrease in the total number of chronically homeless individuals and a 61 percent decrease in unsheltered homeless individuals. But, there is still work to be done. That is why we are launching a homeless opportunity bond up to \$25 million to be matched dollar for dollar by the private sector resulting in \$50 million dedicated to execute the goals of the ClearPath strategic plan.

The ClearPath strategic plan paves the way through the creation of an action-oriented response system focused on permanent housing placements for all individuals experiencing homelessness. This program illustrates a new level of collaboration across the entire Atlanta CoC. PFH will ensure accountability, transparency, and administration of the ClearPath strategic plan.

I want to thank the Atlanta CoC, PFH, and the many service providers, public agencies and private funders for their unwavering commitment to address the challenges of homelessness in our City.

Sincerely,

Mayor Kasim Reed



OUR VISION

To make homelessness in Atlanta rare, brief and non-recurring.

# INTRODUCTION

Atlanta is known for its ability to create strong public-private partnerships when addressing critical problems in our community. Over the years, philanthropic, nonprofit, and civic leaders have provided substantial service and resources to help combat homelessness in our city, and we have begun to significantly move the needle.

**Yet homelessness continues to be a complex and critical issue in our community.** The foundation has been laid and now, it is time to accelerate a cohesive approach based on research and evidence to ensure we are working in collaboration toward an achievable outcome. Atlanta and the Continuum of Care all have a stake in this and a vital role to play.

**Facilitated by Partners for HOME** and involving the full spectrum of Atlantans committed to alleviating homelessness, the Strategic Planning Committee, led by A. J. Robinson and Protip Biswas, has developed this comprehensive plan, pulling together the lessons of the past and the best learning from around the country to guide Atlanta in making homelessness rare, brief, and non-recurring.

# LETTER FROM THE COMMITTEE CO-CHAIRS

Creating a clear and defined path to making homelessness rare and brief requires the partnership of many. Developing ClearPath is the result of a strategic and thoughtful collective effort of a diverse cross-sector of stakeholders representing the homeless Continuum of Care (CoC). The Strategic Planning Committee undertook a comprehensive and exhaustive look at every facet of the homeless continuum.

With a clear understanding of the current state and identified needs, the Committee committed to ambitious goals and data-driven performance measures to gauge our progress toward meeting those goals. Twelve months ago, we agreed that this plan would be a living document that solidifies the importance of innovation, system performance, Housing First, and collective alignment to reach the aggressive goals we have set.

This is truly a monumental time in our City. As we continue to experience reductions in homelessness, now is the time to double-down and get to the finish line. ClearPath is our blueprint to get us there, and we look forward to continued partnership with the Atlanta CoC to get there. We would like to finally express a heartfelt thanks to all the Committee members who committed a great deal of time and resources to this work.

Lastly, we would like to express a heartfelt thanks to all the Committee members who dedicated a significant time and resources to this work and to all the service providers who will carry forth this Plan and see it to its goal of making homelessness rare, brief, and nonrecurring in Atlanta.

Sincerely,

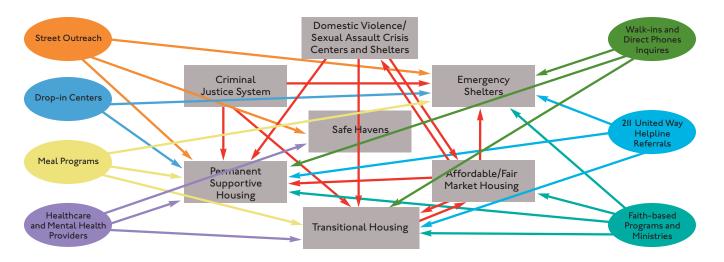
A.I. Robinson

Protip Biswas

# **CURRENT STATE OF AFFAIRS**

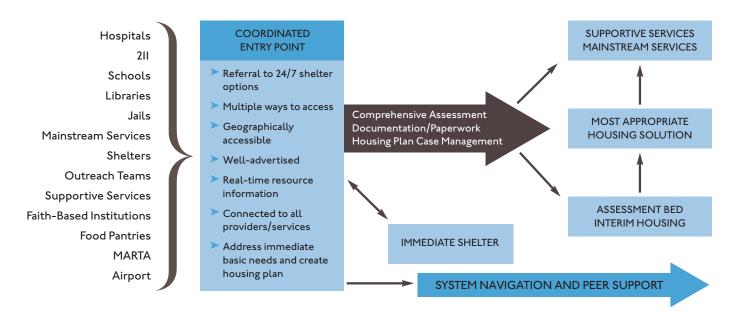
# LOOKING AT THE SYSTEM AS A WHOLE

Historically, our way of serving those experiencing homelessness has been complicated and disconnected from the human experience. Individuals and families have had to move through many different service providers and multiple layers of process to access support for healthcare, meals, domestic violence services, emergency shelter, and ultimately permanent housing. Partners for HOME will work with the community to implement a new system map focused on a coordinated entry point that ensures a cohesive approach for greater impact.



# THIS NEW SYSTEM MAP WILL HELP US:

- Identify barriers to effectively serving individuals and families
- Identify and quantify housing and service gaps and any areas that have excess capacity
- Identify any inefficiencies in the system

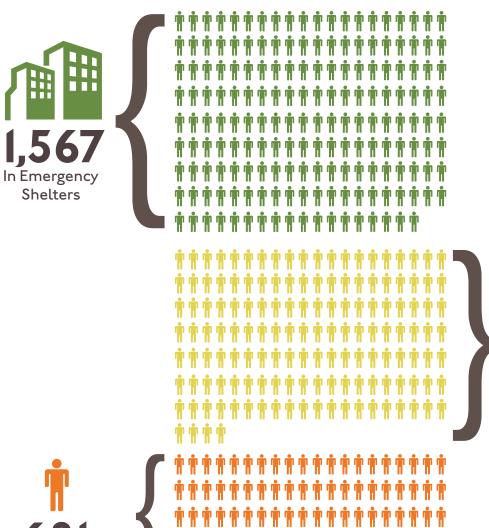


# **OUR NEIGHBORS IN NEED**

While the total number of those individuals experiencing homelessness has declined over the past several years, the current system design is not sufficient to make the significant reduction and impact Atlanta wants and deserves.

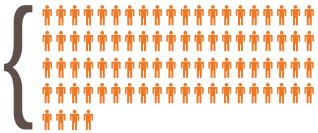
# TOTAL INCLUDED IN THE COUNT

Data from Atlanta 2017 Point in Time Count\*











Decrease in Total Count from 2015

12%

Decrease in Total Count from 2016



44%

Decrease in chronic homelessness since 2015 (781 in 2015 to 346 in 2017).



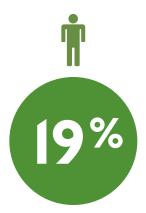
39%

Number of Veterans who are homeless in our community since 2015 (633 in 2015 to 386 in 2017).

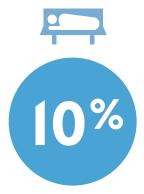


34%

Decrease in unsheltered homeless since 2015 (1,037 in 2015 to 681 in 2017).



Of persons identified were unsheltered



Of persons identified were chronically homeless



Of persons identified reported having a behavioral health diagnosis

# **ACHIEVING GREATER IMPACT**

ClearPath focuses on clear goals based on the most cutting-edge national research on the issue of homelessness. This isn't just about reorganizing the parts of the system – it's about transforming it.

This new approach to our work will ensure our ability to make progress toward and align with the national goals set forth by the Federal Strategic Plan to End Homelessness: Opening Doors.

# GOALS

End Veteran Homelessness by 2017

End Chronic Homelessness by 2019

End Youth Homelessness by 2020

End Family Homelessness by 2020

# MEASURES USED TO EVALUATE OUR PROGRESS

Reduction in homelessness

Increase in permanent housing placements and positive exits

Stabilization in permanent housing

Reduction in length of time homeless

Increased economic security

# **GUIDING PRINCIPLES TO ACHIEVE GOALS**

DISRUPT THE SIZE SOLUTIONS BY POPULATION

REALIGN AND LEVERAGE RESOURCES

CREATE RIGHT-SIZE SOLUTIONS BY POPULATION

CREATE A PERFORMANCE DRIVEN SYSTEM

# DISRUPT THE SYSTEM

To truly transform our approach to combatting homelessness in Atlanta, we have to disrupt the status quo and shed some of the traditional ideas and practices for more innovative, evidence-based, best practices. These concepts are not simply about trying something new. They are based on national examples of high rates of success in cities just like Atlanta and include the following methods:

# **COORDINATED ENTRY**

Coordinated entry ensures a standardized system to assess individuals and connect them to the right housing intervention based on their needs. This kind of system removes barriers to access a no wrong door approach. It is well marketed and communicated to the entire Continuum and accessible whether in person or by telephone.

This coordinated entry system means that our homeless service providers will change the way they work in an effort to move toward a collective vision. Some of those changes will include:

- Alignment with best practices
- Prioritization for key populations: chronically homeless, Veterans, youth, and families
- Shifts for some agencies in the services provided to a focus on core competencies
- Establishment and enforcement of standardized program models and policies and procedures for client outcomes

# FILL GAPS

To address those gaps, the following process oriented needs were identified to be addressed in annual action planning:

- Housing and services where existing capacity is insufficient to meet the demand
- Sub-population specific needs that are not currently being addressed
- Program policies and procedures that create barriers to access
- System level changes/improvements that would enhance access, effectiveness and/or quality of care
- Provider training and capacity needs that would enhance access, effectiveness and quality of care.
- Prevention/housing security: At-risk households and doubling up

# GAPS

### TO END HOMELESSNESS

- ➤ Permanent Housing Right-sized intervention mix
- ➤ Emergency shelter/ bridge housing
- Housing navigators and coordinated entry

# MAINTAIN HOUSING STABILIZATION

- ➤ Mental health/substance abuse
- ➤ Service revenue
- ➤ Employment
- ➤ Education
- ➤ Transportation
- ➤ Childcare
- ➤ Housing insecurity/affordable housing

As a result of the analysis, community needs have been re-categorized to align with Housing First principles. Housing First focuses on providing people experiencing homelessness with housing as quickly as possible without preconditions – then providing individuals client-centered services to maintain that housing.

Keeping that in mind, we must undergird our system with prioritized focus areas in the right place with the right goal in mind. Through intensive gaps analysis work, the following system gaps were identified and then further categorized by whether that gap would end a person's homelessness or stabilize them in housing.

# MOVE SYSTEM FROM SILOED APPROACH

Over time, our system of services for people who are homeless has grown. Previously, we had a diverse group of independent providers using many different methods to achieve various goals. Atlanta's vision is to move to a collective network of providers aligning coordinated efforts and resources to maximize impact.

# PROGRAMS PRESENT: Diverse group of independent providers using many methods to achieve various goals CRISIS RESPONSE SYSTEM VISION: A collective network of providers aligning coordinated efforts and resources to maximize impact

# ADDRESS RACIAL DISPARITIES

People of color are disproportionately represented in the homeless population. Although Blacks comprise 13% of the US population and 26% of those living in poverty, they account for more than 90% of Atlanta's homeless population.

Addressing racial inequality in homelessness means changing the conversation in the United States around the root causes of housing instability, risk for homelessness, and barriers to exiting homelessness for people of color. Atlanta will be one of 10 cities to partner with the Center for Social Innovation and their new initiative SPARC (Supporting Partnerships for Anti-Racist Communities), to provide training, technical assistance, and reporting to create anti-racist intervention strategies.



# CREATE RIGHT-SIZED SOLUTIONS BY POPULATION

As a collaborative, we will meet the goal of ending each type of homelessness by right-sizing our housing intervention mix to meet the need. This means using evidence-based best practices that best suits the individual and will include a standardized assessment tool to identify the right housing intervention.

# USING HOUSING FIRST AS OUR FOUNDATION

- EMERGENCY SHELTER short term bridge housing
- TRANSITIONAL HOUSING longer term temporary housing (6-24 months) with intensive services; ideally suited for domestic violence, youth, and substance abuse
- RAPID REHOUSING short or medium term, flexible financial assistance and services to quickly re-house and stabilize individuals and families and those at-risk of homelessness
- ➤ PERMANENT SUPPORTIVE HOUSING Ideal for people who are chronically homeless, evidence-based housing intervention that combines long-term housing assistance with intensive wrap-around supportive services

GOAL I: END VETERAN HOMELESSNESS BY 2017			
CURRENT STATE	As of April 2017, there are 238 Veterans who are homeless in Atlanta who are identified by name		
	Atlanta is housing newly identified homeless Veterans within 90 days of identification		
	➤ 1,712 homeless Veterans have been housed since 2015, and the homeless Veteran population has been reduced by 61% since 2013		
NEEDS	Veterans who are chronically homeless are ineligible for VA services		
	> Fill funding gaps created when SSVF funding decreases		
INTERVENTION	Reduce current population by at least 50% by 2017		
STRATEGIES	Target HUD VASH and other PSH to chronically homeless Veterans and unsheltered Veterans		
	Prioritize SSVF and other RRH for all other homeless Veterans		
	> Use a single local list to drive referrals		
	Implement a performance dashboard to track compliance with USICH benchmarks		
	➤ Enhancement of single coordinated entry system		
	Continue to collaborate with AHA and the VA to fully utilize all HUD VASH capacity		

GOAL 2: END CHRONIC HOMELESSNESS BY 2019			
CURRENT STATE	<ul> <li>In the 2017 Point in Time Count, there were 346 individuals experiencing chronic homelessness</li> <li>Current HUD CoC funds support 422 PSH units</li> </ul>		
NEEDS	<ul> <li>Addition of new supportive housing units</li> <li>Supportive housing services to pair with new units</li> <li>Collaboration of key public and private resources</li> </ul>		
INTERVENTION STRATEGIES	<ul> <li>Add at least 1000 new units of PSH - 200 new units created each year for five years</li> <li>Secure development capital, operating subsidies, and service funding</li> <li>Create and adopt new service delivery model for supportive housing services and identify seed funding to support         <ul> <li>Secure Medicaid expansion or III5 Waiver to fund integrated care teams for PSH to support ongoing funding</li> </ul> </li> <li>Incentivize partnerships to preserve affordable housing units</li> </ul>		
	<ul> <li>Prioritize chronically homeless individuals for all (public and private) permanent supportive housing</li> <li>Work with AHA, DBHDD, and City and State Entitlement funding to secure capital</li> </ul>		
	<ul> <li>and operating costs for the additional units</li> <li>Enhance partnership with AHA to continue innovative uses of housing vouchers</li> <li>Amplify landlord engagement</li> </ul>		

GOAL 3: END	FAMILY HOMELESSNESS BY 2020		
CURRENT STATE	<ul> <li>The 2017 Point in Time Count estimated 163 homeless families in Atlanta</li> <li>62 CoC funded rapid rehousing interventions annually</li> </ul>		
NEEDS	<ul> <li>Immediate expansion of rapid rehousing to scale</li> <li>Affordable housing units and policy to secure and prioritize affordable housing for those people who face housing insecurity</li> </ul>		
INTERVENTION STRATEGIES	<ul> <li>Create at least 300 new RRH interventions by 2020, adding 100 new interventions per year</li> <li>Expand funding for rapid rehousing by leveraging public and private dollars including TANF and ESG funds</li> <li>Standardize delivery of rapid rehousing using a coordinated system to ensure effective delivery of case management, access to employment programs, and flexible rental subsidies</li> <li>Move homeless families into permanent housing within 30 days of identification</li> <li>Expand access to quality affordable housing         <ul> <li>Secure additional dedicated units in existing HUD subsidized properties</li> <li>Launch pilot project using Housing Choice vouchers and dedicated case management to support a transition-in-place RRH model</li> <li>Create new paths to connect and engage the private market by creation of a reserve fund used to incentivize landlords and acquisition of C and D properties to ensure preservation of affordable units</li> </ul> </li> <li>Implement Prevention and Diversion tactics to prevent (or stop) families from becoming homeless         <ul> <li>Partner with the school system and the Department of Family and Children Services and the Department of Juvenile Justice to target those precariously housed and at imminent risk of homelessness</li> <li>Use predictive risk factors to target at-risk families for prevention resources</li> <li>Create a diversion protocol using rapid rehousing to divert families from entering shelter</li> <li>Conduct research to identify predictive risk factors to divert and prevent families from entering shelter</li> </ul> </li> </ul>		

# CURRENT STATE There were 217 unaccompanied youth\* and young adults age 18-24 in the 2017 Point in Time Count The young adult population decreased in size from 2016 to 2017 by 50% but young adults are highly transient, experience increased housing insecurity and are often doubled-up with family and friends NEEDS Youth specific assessment tool and coordinated access system Appropriate intervention spectrum specific to youth needs

# INTERVENTION STRATEGIES

- Define the spectrum of appropriate interventions for homeless youth
  - Explore use of Family Preservation Homes
  - Work with the Department of Juvenile Justice and the DFCS to create mandated discharge policies
  - Expand PSH units for chronic youth
  - Create youth specific RRH interventions (up to 500 by 2020)
  - Explore use of Youth Boarding Housing for youth discharging from state care
- Develop and implement a youth specific intervention tool
- Increase targeted resources for schools and police around trauma informed care training
- Partner with workforce agencies to create youth-specific employment and training programs

<sup>\*</sup>Children and youth still connected to a parent are served in the family response system



# REALIGN AND LEVERAGE RESOURCES

ClearPath is to present the framework for funding Atlanta's homeless service providers. The current funding ecosystem is inefficient and does not allow for a coordinated investment in specific critical areas. A thorough fiscal scan was conducted to understand the layout of Atlanta's current funding efforts, and to make recommendations about how to better align those funding paths for even greater impact. This requires a comprehensive focus on prioritization and consistency in quantifying goals, objectives, and performance measures.

# **PUBLIC RESOURCES**

The Atlanta CoC and Partners for HOME will partner with federal, state, county, and local agencies and authorities to look for opportunities to better align those resources and direct them toward gaps in the system. This includes:

- Use of TANF to fund RRH for families
- Use of medicaid reimbursement to access funding for PSH.
- Partner with the Department of Behavioral Health and Developmental Disabilities and the Department of Community Affairs to ensure people who are homeless and mentally ill and/or disabled have access to housing resources that are efficiently coordinated through the Continuum of Care
- Coordination of ESG, CDBG, HOPWA, and HOME funds to align with CoC priorities
- Local affordable housing investment
- Explore innovative programs with AHA

By ensuring the Atlanta Continuum of Care funding and other public funding streams are aligned, Atlanta can maximize its outcomes. Rather than having a sporadic band-aid approach to dealing with homelessness, the CoC, through Partners for HOME, will realign these funding streams based on evidence-based practices that will improve our impact. Use of public funds will include requirements:

- Adherence to standardized performance outcomes
- Active participation in HMIS

Active participation in CoC events

Use of Coordinated Entry and Housing First

# PRIVATE RESOURCES

Atlanta is fortunate to have a strong private sector dedicated to investing in critical issues like homelessness. Combined with public and philanthropic funding, private dollars can help Atlanta move the needle, but we need to have a coordinated approach to ensure the best investments. Partners for HOME is striving to create a collective impact model that ensures the private sector makes funding decisions aligned with our strategic plan. This includes:

- Ensure providers are participating in the CoC
- Use HMIS
- Participate in Coordinated Entry
- Use of best practices
- Lower barriers to care
- Increase access to housing and use of Housing First

To achieve collective alignment, our vision is to create a unified funding strategy where private funds are pooled and strategically invested in identified gaps and permanent housing solutions.

# REALLIGNMENT OF INVESTMENT STRATEGIES TO COMPLEMENT STRATEGIC FRAMEWORK

To better understand how to align funding streams, we need to be clear on the ways we define our efforts around homelessness. The CoC, supported by Partners for Home, has developed an overview of Atlanta's homelessness system, how to define each category, and where the current funding efforts are directed.

Homeless individuals living on the streets of Atlanta comprise a wide array of single adults, including young adults, veterans, disabled individuals, seniors, and periodically families with children. The only universal solution to homelessness for this diverse population is access to permanent affordable housing and tailored services. While temporary housing environments, like emergency shelter and transitional housing, can offer some relief for those experiencing homelessness, they do not offer a long-term solution, in and of themselves, due to their time-limited nature. For that reason, Atlanta must balance its efforts to effectively respond to street homelessness with its ability to end homelessness through the expansion of permanent housing options.

During the last Point in Time Count, it was estimated that 19% of those experiencing homelessness in Atlanta were unsheltered. A significant number of those unsheltered are chronically homeless individuals.

While a logical response to this alarming figure is to call for the expansion of emergency shelter, preliminary outcomes analysis suggests that expanded shelter capacity by itself can only have a modest impact on the number of individuals sleeping outside. In the absence of affordable long-term housing options, individuals either remain in the shelter for years or cycle back to the streets after a few months, further exacerbating their vulnerability and offering limited relief for all parties. For these reasons, Atlanta will employ a limited shelter expansion strategy that is directly connected to the scale of permanent housing options and will continue to use coordinated access points as a targeted and connected approach to end homelessness and reduce the street population.

**52%**EXIT TO SHELTERS OR HOMELESSNESS

91%
OF THOSE EXITING PSH AND
78%
EXIT TO PERMANENT
DESTINATIONS

	CRISIS RESPONSE				PERMANENT SOLUTIONS	
	SUPPORT SERVICES ONLY	OUTREACH	EMERGENCY SHELTER	TRANSITIONAL HOUSING	RAPID REHOUSING	SUPPORTIVE HOUSING
DEFINITION	Immediate relief	Immediate relief	Temporary shelter	Temporary therapeutic residence	Short- to medium-term rent subsidy	Long-term rent subsidy for chronically homeless
WHAT IS FUNDED?	Basic needs/social services	Critical housing/ services	Short-term placement in a shelter	Intensive services for up to 2 years	Rent + Services	Rent + Services
CURRENT INVESTMENT	21 %	4%	23%	26%	3%	19%

# CREATE A PERFORMANCE DRIVEN SYSTEM

To accurately evaluate our collective impact, we need to transform the way we view our entire homelessness system. That means viewing the local homeless response as a coordinated system of homeless assistance options as opposed to homeless assistance programs and funding sources that operate independently in a community. To facilitate this perspective, communities are required to measure their performance as a coordinated system, in addition to analyzing performance by specific projects or project types.

# USE OF EVIDENCE-BASED PRACTICES

Atlanta will lead the effort to decide upon a system of performance measures adopted for the Continuum regardless of funding (i.e. HUD System Performance Measures). We will also ensure HMIS practices and data quality are applied throughout the system. As a community, Atlanta will set a standard of care that must be met by providers including:

# ➤ Housing First

A proven approach in which people experiencing homelessness are offered permanent housing without treatment preconditions, behavioral contingencies, or barriers. Cited and endorsed by HUD, USICH, and NAEH among others, study after study has shown that Housing First yields higher housing retention rates, reduces the use of crisis services and institutions, and improves people's health.\(^{!}

# Trauma informed care

A strengths-based framework that is responsive to the impact of trauma (homelessness itself is a traumatic experience), emphasizing physical, psychological, and emotional safety for both service providers and survivors; and creates opportunities for survivors to rebuild a sense of control and empowerment.<sup>2</sup>

### Harm reduction

An action-oriented response through policy and programs that reduces the harmful effects of behavior. Harm reduction supports the realization of client driven goals and, when applied in a Housing First model, has resulted in increased housing access and stability, and substance use reductions.<sup>3</sup>

# SYSTEM PERFORMANCE BASELINE AND GOALS

Success can only be measured when we first understand where we are. Partners for HOME is pulling together baseline data based on seven different measures set forth by HUD.

Measure I	Length of Time Homeless
Measure 2	Returns to Homelessness
Measure 3	Number of Homeless Persons
Measure 4	Income Growth in CoC Funded Projects
Measure 5	First Time Homeless
Measure 6	Homelessness Prevention for Category 3*
Measure 7	Successful Placement or Retention

<sup>\*</sup> N/A to Atlanta at this time. Only CoC applicants that have exercised the authority and been approved by HUD to serve families with children and youth defined as homeless under other federal laws

<sup>&</sup>lt;sup>1</sup> https://www.usich.gov/solutions/housing/housing-first "SAPRP Project: Housing First: Evaluation of Harm Reduction Housing for Chronic Public Inebriates,"SAPRP. April 2009.

 $<sup>^2\,</sup>http://www.traumacenter.org/products/pdf\_files/shelter\_from\_storm.pdf.$ 

<sup>&</sup>lt;sup>3</sup> https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3726334/.



# CONCLUSION

Atlanta has invested significantly over the years to reduce the number of individuals experiencing homelessness. We have made notable progress, but there is still much work to be done. By bringing all of our intellectual and financial resources together to focus on a clear, consistent, and measured approach, we have a greater chance at impacting the lives of those in crisis. That means increasing the number of successful housing placements, reducing homelessness numbers, limiting the length of time in homelessness, returning and stabilizing lives, and increasing income.

We recognize the challenge of this idea of ending homelessness. While we may not be able to completely erase the possibility of individuals experiencing a crisis that leaves them without a home, we consider it a great success if we can make sure that experience is extremely rare and incredibly brief and does not recur!

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# **KEY ACRONYMS**

AHA Atlanta Housing Authority

CDBG Community Development Block Grant

CoC Continuum of Care

DBHDD Department of Behavioral Health and Developmental Disabilities

DFCS Department of Family and Children Services

ES Emergency Shelter

ESG Emergency Solutions Grant

HMIS Homeless Management Information System HOPWA Housing Opportunities for Persons with AIDS

HUD Housing and Urban DevelopmentPSH Permanent Supportive Housing

RRH Rapid Rehousing

SSVF Supportive Services for Veteran Families
TANF Temporary Assistance to Needy Families

TH Transitional housing

USICH United States Interagency Council on Homelessness

# INOME

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