POMONA SYSTEM ANALYSIS FINAL REPORT

Framework to Inform the City of Pomona Strategic Plan The Source for Housing Solutions

October 20, 2016



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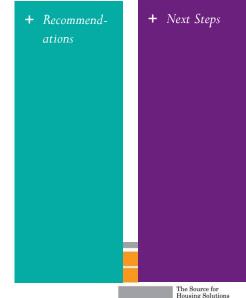
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ABOUT CSH



At CSH, it is our mission to advance housing solutions that deliver three powerful outcomes: 1) improved lives for the most vulnerable people, 2) maximized public resources and 3) strong, healthy communities across the country.

Our work across systems, combined with our housing expertise gives us a unique perspective.

CSH believes access to safe, quality, affordable housing - with the supports necessary to keep vulnerable people housed – is an effective solution to homelessness.

Local Solutions to Homelessness

CSH has supported communities across the nation in addressing specific issues related to homelessness at the local level, through technical assistance, trainings and tailored products like homeless system flow maps.

CSH provides practical, customized, and focused technical assistance with high impact for local, state and regional organizations to create or improve permanent supportive housing. CSH's team of experts knows how to make things happen in communities that need policy, planning, project assistance, and system changes.

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WWW.CSH.ORG



ABOUT THIS REPORT

CSH is pleased to present this report to the City of Pomona and its housed and homeless citizens. CSH contracted with the City of Pomona to provide concrete information to advise the City of Pomona on next steps for preventing and ending homelessness. Activities included community data analysis, document review and research. This final report provides key recommendations that will inform the City of Pomona's next strategic plan.





COMMUNITY DOCUMENT REVIEW

CSH reviewed the following community reports, plans, documents and data as part of the analysis provided in this report.

Reports

Annual Performance & Evaluation

2013 State of Homelessness Report

Homeless System Presentations Plans

2003 Pomona Strategic Plan

2015-2016 Annual Action Plan

City General Plan: Housing Element Data

City and SPA area Point-in-Time Counts

Housing Program Inventories

Homeless System (HMIS) Data



Homelessness and Housing Interventions

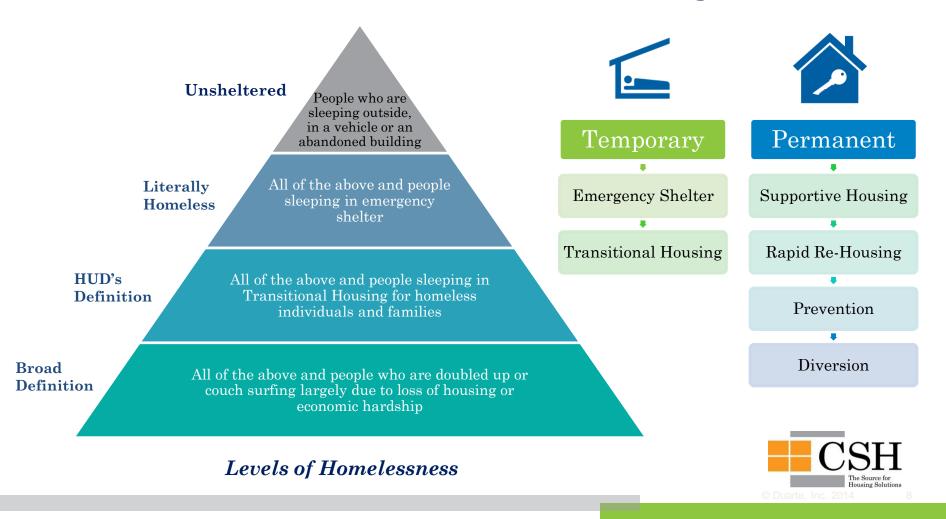
- + Homelessness and housing interventions overview
- + Homelessness in Pomona

+ Homelessness and housing interventions overview

HOMELESSNESS AND HOUSING INTERVENTIONS

Community homeless response systems target and prioritize homeless populations according to various definitions and subsets of these definitions. Housing interventions provide solutions for vulnerable households. Common definitions follow.

Housing Interventions



DEFINITIONS

In order for this report to be accessible to a variety of stakeholders, definitions of housing programs, philosophies and populations are included here.

Housing Interventions & Approaches

Supportive Housing: an evidence-based housing intervention that combines non-time-limited affordable housing assistance with wraparound supportive services for people experiencing homelessness, as well as other people with disabilities (USICH definition).

Permanent Supportive Housing: a combination of housing and services designed for people with serious mental illnesses or other disabilities who need support to live stably in their communities. It is a proven solution for people who have experienced chronic homelessness as well as people with disabilities (USICH definition).

Rapid Re-Housing: an intervention that rapidly connects families and individuals experiencing homelessness to permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance and targeted supportive services.

Housing First: an approach to housing that is centered on the belief that everyone can achieve stability in permanent housing directly from homelessness and that stable housing is the foundation for pursuing other health and social services goals.

Harm Reduction: an approach to services that is voluntary and focuses on reducing harm associated with certain behaviors, as that person works toward recovery.

Prevention: an intervention that provides housing assistance to households that are at risk for becoming homeless, who would become homeless but for this assistance, which can include rental assistance and/or relocation and stabilization services such as utility payments, mediation and case management.

Diversion: an intervention that provides assistance or support to divert a household from the shelter system. This approach encourages households to find alternative and safe living situations, such as staying with friends and family.

Transitional Housing (California): Buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.

Emergency Shelter (California): housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.



DEFINITIONS, CONTINUED

Population-Based Definitions

Homeless: an individual who lacks a fixed, regular, and adequate nighttime residence – this can be shelter, transitional housing, an institution or a place not meant for human habitation.

Chronically Homeless: an individual (or head of household) with a disabling condition who has experienced homelessness for longer than one year, or has experienced four or more episodes of homelessness in the past three years (those episodes totaling at least 12 months).

Unsheltered Homeless: An individual living in a place not meant for human habitation (the street, in encampments, in a vehicle, in an abandoned building, etc.).



Photo credit: Pomona Continuum of Care

Housing and Urban Development Department definitions are available here: www.huduser.gov/portal/glossary/glossary.html



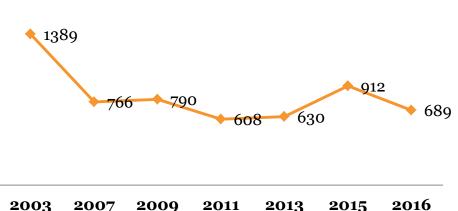
+ Homelessness in Pomona

HOMELESSNESS IN POMONA

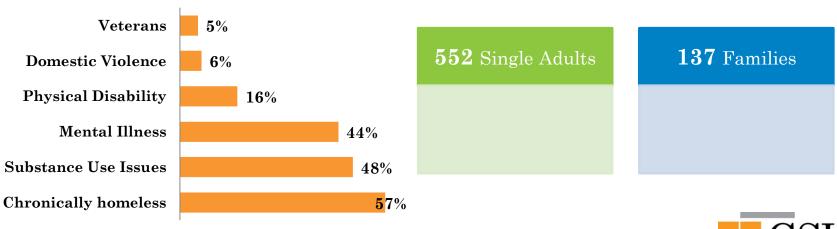
The City of Pomona homeless system is part of the joint City and County of Los Angeles Continuum of Care called the Los Angeles Homeless Services Authority (LAHSA), and is also part of the county's Service Planning Area 3. At the city level, the City of Pomona works with providers and partners like the Pomona Continuum of Care Coalition to coordinate local homeless services and housing interventions.

Pomona Homeless Count 2003-2016

→ Point-in-Time Count



In 2016, Pomona counted **689** homeless households on one night. Here are the demographics:



Note: data above reflects only the 2016 unsheltered count.



WHAT ELSE ARE THE NUMBERS SAYING?

According to Pomona's State of Homelessness Survey conducted in 2013 (n=389 homeless individuals):

88% have ties to the Pomona community

Respondents listed the following as the top 3 factors that contributed to their homelessness:

- 1. Lack of income
- 2. Lack of affordable housing
- 3. Disabling health conditions



HOUSING PROGRAMS IN POMONA: TEMPORARY HOUSING

Here are the temporary housing intervention programs provided in the City of Pomona.

Shelter	Eligibility	Transitional Housing	Eligibility
VOA/LAHSA Winter Shelter Seasonal shelter	Single adults	Prototypes – Star House	Women with substance use issues
Salvation Army motel vouchers	Single women and families	House of Ruth	Victims of DV (women)
Inland Valley Hope Partners	Families, single women	Pomona Transitional Living Center	Single men with disabilities
House of Ruth	Victims of DV	American Recovery Center	Adults in recovery
Pomona Crisis Housing Center	Single men	Victory Outreach	Adults in recovery
Motel Vouchers: St. Vincent Salvation Army Church of Brethren DPSS (CalWORKS)	Motel vouchers are offered when funding is available	Total Restoration Ministries	Adults in recovery

Service providers in Pomona indicate the top challenges to reducing homelessness as follows: lack of affordable housing, lack of year-round shelter and lack of rental assistance vouchers.



HOUSING PROGRAMS IN POMONA: PERMANENT HOUSING

Here are the permanent housing intervention programs provided in the City of Pomona.

Permanent Supportive Housing	Eligibility	Rapid Re-Housing	Eligibility
Prototypes	Families, substance use	Pomona Street Outreach Program RRH	Adults, families with children
CoC PSH Program	Single adults and families, disability	Operation Porchlight RRH	Adults, families with children
Prototypes PSH for Disabled Women	Women with disabilities	Catholic Charities	Families with children
Tri City Mental Health PSH programs	Adults with mental health condition	Inland Valley Hope Partners	Adults, families with children



City of Pomona System Analysis

- + System map overview
- + Pomona's homeless system map
- + Key insights and analysis



+ System map overview

CITY OF POMONA SYSTEM MAP OVERVIEW

A system map is a visual way to analyze homeless system performance using HMIS data. The map shows the flow of households that access temporary and permanent housing intervention programs in a community. It is useful for identifying program and system strengths, gaps and possible data quality issues. Although the system map is itself an analysis tool, it highlights areas for further exploration, and is meant to set the stage for more in-depth analysis.

CSH created a system map for the City of Pomona using **2015** HMIS data provided by the City and the Los Angeles Homeless Services Authority. The programs included in this system map are as follows:

Emergency Shelter VOA Winter Shelter



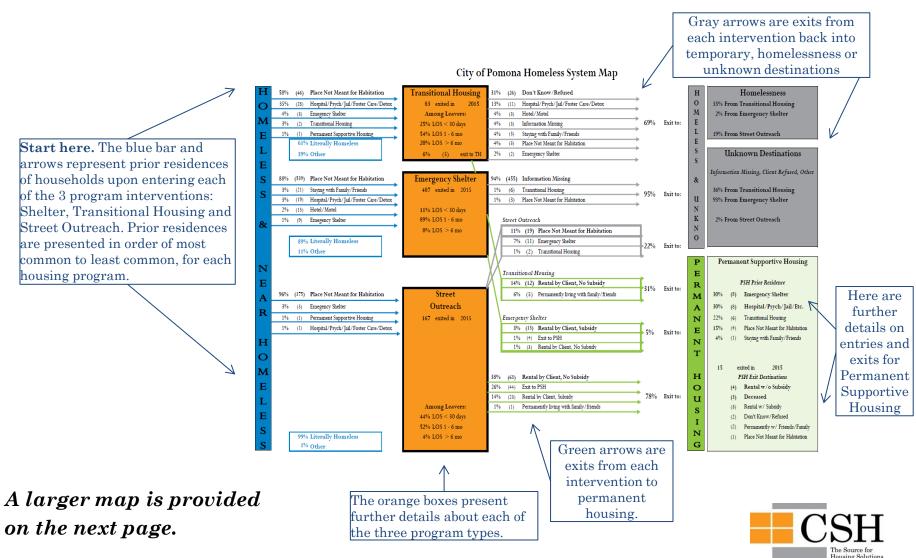




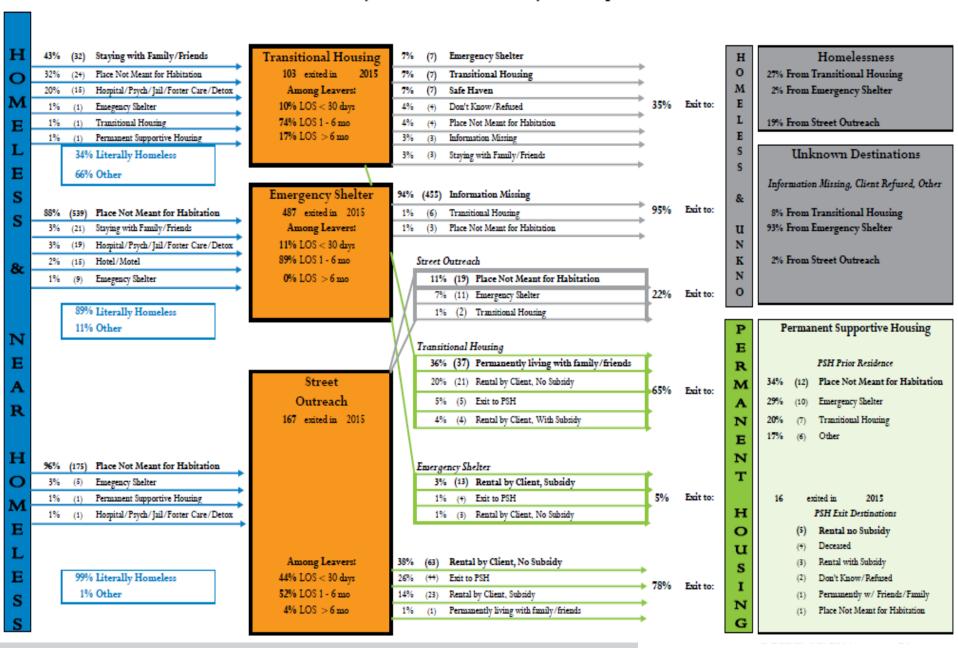
+ City of Pomona Homeless System Map

SYSTEM MAP INSTRUCTIONS

The homeless system map is read from left to right, and from top to bottom. It visually shows household flow into transitional housing, emergency shelter and street outreach. It then shows flow out of these interventions and back into homelessness or into permanent housing.



City of Pomona Homeless System Map 2015



+ Key insights and analysis

TEMPORARY SYSTEM INTERVENTIONS

Emergency Shelter: VOA Winter Shelter

- **Prior residence**: 88% of people entering shelter come from a place not meant for habitation. The other top prior residence is institutions, mostly from detox centers and jail. This data may reflect the efforts of street outreach to connect unsheltered households to resources. It is advisable to review discharge plans from institutions and ensure that those who are exiting are given proper service and housing resources.
- Length of Stay: This figure for shelter should be reviewed in the context that this is a seasonal shelter. Most (89%) stay in the shelter 1-6 months, which is not surprising for a seasonal shelter. If most people are staying 30 days or less rather than 6 months, the shelter is meeting the federal goal of a short length of stay, though this should be viewed in the context of the destinations to which these people are exiting and/or why they are exiting.
- Shelter exits: Exit data should also be viewed in the context that clients only have shelter as an option for part of the year. It is possible that the winter shelter does not collect exit data once it closes its doors each year, as 94% of exit data is missing. This could also be a data quality issue where the data is collected, but is not entered into HMIS. It is recommended that the City review the data collection criteria and ensure that VOA is collecting and entering exit data. There are some (5%) exits into permanent housing. If exit data is collected, it is not certain where the known exit information comes from.

Transitional Housing: Pomona Transitional Living, Prototypes, Star House (Prototypes), House of Ruth

- **Prior residence**: 43% of those entering Transitional Housing (TH) came from staying with friends and family, 32% came from a place not meant for habitations and 20% came from institutions mostly detox centers and jail. A lot of TH in Pomona appears to be recovery housing or targets people with substance use issues, so these figures are not particularly alarming unless exits are into temporary situations.
- **Length of Stay**: The majority of people in TH stayed for 1-6 months. This could be problematic if the length is more toward 30 days, as TH is meant to be a 6-month 2-year program. Under the context that some TH in Pomona is turning into crisis housing, however, this is not as problematic if TH exits are into permanent destinations.
- TH exits: Exits are primarily to staying with friends and family (36%) or into non-subsidized rentals (20%). It is recommended that this be examined further to determine if people in TH are cycling between TH and staying with friends and family. It is also advisable to review TH program rules and restrictions to determine if people are "failing" out of the program due to sobriety or other restrictions, particularly if length of stay is less than the program duration.

STREET OUTREACH

Pomona's Homeless Outreach Program

Street outreach should be analyzed within the context that it is not a housing intervention per se, but connects people to interventions. This context impacts how this project reports on HMIS, from lengths of stay to exit information.

- **Prior residence**: Street outreach is serving clients whose prior (or current) residence is living in places not meant for human habitation (96%). This is not surprising for an outreach program that targets people living in encampments, on the street and in other places not meant for habitation. Some of these prior locations may in fact be current locations, as prior residence data is collected for both leavers and stayers of the program.
- **Program "exits:"** It is difficult to determine from the data alone how exit data is being collected on Street Outreach and whether this data is collected in the same way from outreach workers across the program. Street outreach is connecting the majority (78%) of clients to permanent housing, the top destinations being non-subsidized rental unit (38%), permanent supportive housing (26%) and subsidized rental units (14%). This shows the effectiveness of Street Outreach in helping households to secure long-term permanent housing, which results in positive outcomes for the system and for those in need.



Photo credit: CA Academy of Family Physicians

PERMANENT SYSTEM INTERVENTIONS

Permanent Housing: City of Pomona Shelter + Care, PSH for Disabled Women (Prototypes)

- **Prior Residence**: Three PSH projects report on HMIS, though there are other projects in the community that do not. Those entering PSH come from a place not meant for habitation (34%), emergency shelters (29%) and transitional housing (22%). PSH appears to target the literally homeless, which is good, though just over 20% entering PSH are coming from transitional housing. This can be indicative of the traditional model of housing readiness. Pomona has embraced Housing First, but vestiges of housing readiness may still remain in some programs.
- **Program Exits**: It is not a goal for individuals to exit PSH unless they want or need to; however, considering this data may shed light on program outcomes. Of the 16 who exited in 2015, most people went into non-subsidized rentals. This indicates that at some point these residents secured income or always had enough income to afford a non-subsidized rental at least in the short-term. Pomona may want to consider adopting a Moving On program for tenants who no longer need supportive housing and can live more independently. It is worth noting that of the PSH exits, three were residents who died in 2015. PSH is meant for long-term tenancy, so it is important to determine if these tenants were accessing the proper care and services needed to stay alive and healthy.

System Analysis: Pomona's Strengths

DECREASE IN NUMBER OF PEOPLE WHO ARE UNSHELTERED

According to the recently-released 2016 homeless count, the total number of homeless individuals has dropped from 912 in 2015 to 689 in 2016.

This was predominantly a decrease in unsheltered persons, as the sheltered number decreased only by one person. This is very promising for the community, as the trend of increasing numbers of homeless people may be reversing.

The Pomona 2016 Point-in-Time count suggests that this decrease is due to a new and robust street outreach program that is focused on permanent housing solutions for those living on the street.

Source: http://www.ci.pomona.ca.us/mm/comdev/house/pdf/2016 Pomona Homeless Count.pdf

Pomona Homeless Point-in-Time Count	Total	Sheltered	Unsheltered	Individuals	Persons in Families	Unaccompanied Youth
2016	689	323	366	552	137	0
2015	912	324	588	703	197	12
Difference	-223	-1	-222	-151	-60	-12
	-24.45%	-0.31%	-37.76%	-21.48%	-30.46%	-100.00%

INCREASE IN PERMANENT HOUSING OPPORTUNITIES

Pomona Affordable Housing

Currently there are **1,707** rental housing units with affordability covenants in Pomona within 42 projects. Within the next year **237 units** of affordable housing will be completed with the construction of **4 new multi-family projects** as follows:

- Olivera Apartments Senior 83 units of affordable housing
- Mosaic Gardens Lower-Income Households and Homeless Families 45 of units supportive housing
- **Park Avenue Apartments** Veterans 60 units of supportive housing
- **Holt Family Apartments** Mental Health Service Act Clients 49 units of supportive housing

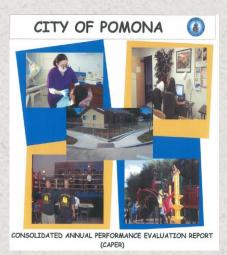
Total Affordable Rental Housing Units		
Special Needs	149	
Veterans	60	
Families	701	
Seniors	1,034	
	1,944	



EMBRACING A HOUSING FIRST APPROACH

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In keeping with best practices and guidance from HUD, the City is moving from the traditional systemized shelter approach to homelessness to a housing first approach. Using this approach, to the greatest extent possible, homeless persons are quickly placed into permanent housing and are then assisted with the essential services needed to support their transition in place. Support services include, but are not limited to case management, access to life skills and financial literacy groups, and linkage to mental health services and medical care and substance abuse remediation. Social opportunities are also offered which helps to develop and maintain new social structure that supports a new stable lifestyle.



2014-2015 Consolidated Annual Performance Evaluation Report
 City of Pomona Development & Neighborhood Services Department



COMMUNITY IS TAKING STEPS TO DECRIMINALIZE HOMELESSNESS

City officials and police will no longer discard homeless residents' belongings. (Los Angeles Times, April 2016)



CROSS-SECTOR COLLABORATION

Pomona Continuum of Care Coalition includes representatives across sectors: service organizations, housing providers, local government, business owners, health, employment and faith-based organizations. The group meets regularly and collaborates on issues like Coordinated Entry, emergency response and case conferencing.





Photo credit: Stephen Yorba, COC Coalition Facebook page

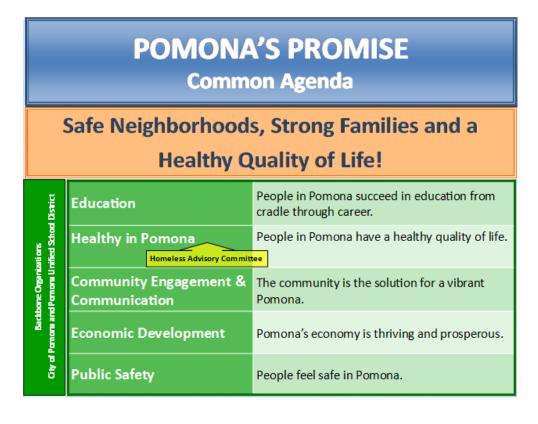
FURTHER COLLABORATION...

Homeless Advisory Committee (HAC)

Made up of over 75 members throughout the strategic planning process, the Homeless Advisory Committee had representation from Residents, Business Owners, Service Providers, Faith Based Organizations, Homeless Advocates, health agencies, local universities, the Pomona Unified School District, City of Pomona both staff and City Council, LA County Departments, Tri City Mental Health, State, County and Federal elected representatives.

There were four working groups under HAC –

- Housing and Facilities
- Programs, Services and Resources
- Community Perception and Public Relations
- Policy





STUDENT PARTNERSHIPS

Pomona has several universities in the area, some of which have student groups that address issues related to homelessness. These are great resources and partners in ending homelessness.

The Pomona Homeless Outreach Project (PHOP), is a student-run organization and a group of healthprofessional students dedicated to helping those in need, by supporting the homeless adults and families of Pomona through hot meals, health screenings, health clinics and social activities.



PHOP: https://westernuphop.wordpress.com/

OTHER SYSTEM STRENGTHS

System Outcomes

- Street outreach exits to Permanent housing: 78%!
- PSH is targeting literally homeless, with 45% coming from these situations.

Targeting

 According to HMIS data and resource inventories, Pomona has a significant amount of population-specific programming, which can ensure that people get the services and housing that best meet their specific needs.

Resources

- Being part of a larger system and CoC (LAHSA) has its strengths in terms of resources and broader support for training and infrastructure.
- Pomona also has a City-specific response system, which makes implementation at the local level more
 effective.

System Analysis: Areas of Growth

THERE IS STILL USE OF HOUSING READINESS LANGUAGE

From Pomona's 2013 Housing Element (City Plan):

"A homeless person needs to go through a transitional period, establishing stability prior to moving into permanent housing and may need highly specialized ongoing services depending on their circumstances."

Embracing a Housing First philosophy would require taking out language like this from key planning documents.

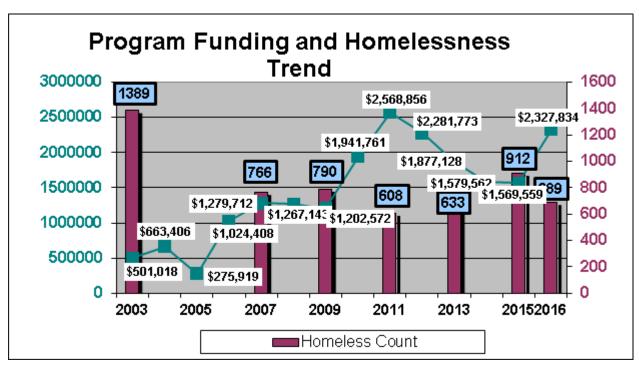
PROGRAM DISINVESTMENT CAN RESULT IN HIGHER NUMBERS OF HOMELESS HOUSEHOLDS

66% of City funding going to PSH

13% to RRH

10% Transitional Housing

11% Emergency Shelter (ESG)



Since 2011, homeless program funding at the City level had decreased by nearly 40%, though 2015-2016 saw an significant increase in funding.



DATA QUALITY

Based on HMIS data analysis, there may be data quality issues.

• HMIS data shows missing and unknown information for some intervention programs, particularly for emergency shelter.

• HMIS data does not reflect all of the temporary and permanent housing programs in Pomona.

• It is difficult to get data on programs that operate in Pomona, but do not fall under the city's jurisdiction. For example, LAHSA keeps HMIS data on some programs and the City does not have access to these data.

Recommendations

RECOMMENDATIONS: OPERATIONALIZE HOUSING FIRST

1. Communicate Housing First philosophy throughout City- and community-wide planning and reporting documents, websites, and resource manuals. Remove any housing readiness language from existing City or community plans.

2. Review housing program screening criteria to remove unnecessary barriers to housing. Also review housing program rules (i.e. sobriety requirements) to ensure these do not conflict with the Housing First philosophy.

- 3. Launch public education campaign defining Housing First and what it means for Pomona.
- Leverage the CoC Coalition to drive this. Could also partner with Cal Poly Pomona to help develop materials and disseminate information
- Housing First facts and the progress in Pomona could be added to community publications like Pomona's PromiseUpdates and social media sites like the CoC Coalition Facebook page.

RECOMMENDATIONS: DATA QUALITY

- 1. Create a homeless program
 dashboard report for the City and
 CoC Coalition. Using an example like
 LAHSA's dashboard, Pomona can
 regularly review homeless system
 performance data from HMIS.
- 3. Create a master list of homeless system programs and their HMIS data sources (City or LAHSA). Encourage programs not currently reporting on HMIS to do so.

2. Ensure that programs reporting on HMIS are performing exit interviews and that the data is being entered into HMIS.

RECOMMENDATIONS: PRIORITIZING & INCREASING RESOURCES

Many households exiting temporary housing interventions are entering non-subsidized rentals. This indicates that they currently have or have had the means to secure market-rate rental units. These households could have avoided homelessness all together.

- 1.Bring diversion services to the shelters and embed diversion services in outreach teams. Train intake staff on how to determine whether diversion is an appropriate intervention and how to administer supports.
- 2. Ensure that current housing search and rental assistance services are easily accessible to all, including those who are unsheltered.
- 3. Almost 30% of Pomona's homeless are experiencing chronic homelessness, many of whom need permanent supportive housing. There are also many others who have special needs. Consider converting some existing transitional housing to either sitebased permanent supportive housing or rental subsidies.

RECOMMENDATIONS: INCREASING THE SUPPLY OF PERMANENT HOUSING

Increasing overall funding for housing solutions may not be a viable option for the City of Pomona; however, the City can prioritize resources, solicit new resources and engage in partnerships to increase the supply of permanent housing.

- 1. As many of Pomona's transitional housing programs become crisis and bridge housing, ensure these programs do not have program requirements that conflict with Housing First, and that there are clear paths to permanent housing. Consider converting some transitional housing to permanent housing instead.
- 2. Be proactive with the new rapid re-housing funding to increase the supply of permanent housing in market-rate units. Create a landlord engagement program to encourage landlords to rent to households with histories of homelessness. Hold a landlord forum to engage landlords in understanding the needs of people who are currently homeless, and ask them what they need from the greater community to "take a chance on someone" an move them out of homelessness.
- 3. Align capital, operating, and service resources from the county, cities, housing authorities, and health care system to issue a joint RFP for supportive housing.
- 4. Align efforts with organizations that provide or are planning to provide affordable and supportive housing opportunities in Pomona to match these opportunities with the needs of the population.

RECOMMENDATIONS: SUPPORT FOR THOSE EXITING INSTITUTIONS

Health

- 1. Strengthen partnerships across the health, hospital, substance use and criminal justice systems to engage in community discharge planning and housing re-entry coordination.
- 2. Encourage PSH providers to have flexible policies so those leaving their units for care facilities can keep their home.
- 3. Create a patient advocacy program that brings together the primary and behavioral health care providers who serve people with the greatest needs and housing providers to establish pathways for "warm hand-offs" when people leave acute medical care. Create release of information systems to allow for providers to provide team-oriented care.

Criminal Justice Sector

- 1. Create an advocacy program similar to the above for those exiting the jail system
- 2. Develop an in-reach and re-entry program with criminal justice partners to address housing needs after incarceration.



Next Steps

NEXT STEPS

These recommendations are meant to inform the City of Pomona's next Strategic Plan, which is under development.

As a next step, the City of Pomona will host meetings with housing program providers and Continuum of Care members to discuss resources, data and outcomes of their programs, and how the new Strategic Plan will address homelessness and housing crises in the community.



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