

Homeless Services Action Plan

for

Daytona Beach and Volusia County

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Action Plan Recommendations

and

Business Plan for Volusia Safe Harbor

by

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2014 Study Executive Summary

Eleven cities within Volusia County, with the City of Daytona Beach acting as the lead agency, tasked Marbut Consulting with developing recommendations for reducing street-level homelessness throughout Volusia County by suggesting more effective methods of helping homeless individuals and families.

In order to develop practical recommendations, Dr. Marbut:

- studied and inventoried homeless services throughout Volusia County,
- examined Point-in-Time Count reports,
- analyzed statistics and reports from local agencies,
- interviewed individuals experiencing homelessness,
- conducted meetings with stakeholders,
- made street-level observations,
- posed as a homeless person in several of the cities within Volusia County in order to understand what its like to be homeless in Volusia and to better understand the movement and circulation of the homeless community.

Dr. Marbut evaluated the current homeless operations within the County using national best practices and the *Seven Guiding Principles of Homeless Transformation* as the key measuring tools. Marbut then conducted a needs assessment and gaps analysis between existing inventory and identified needs, including the types of services (qualitative) and capacity of services (quantitative) needed within Volusia County. Dr. Marbut started his research on April 1, 2014 and finalized his written report on September 23, 2014. He then made presentations of his recommendations to the City of Daytona Beach Commission on October 1, 2014 and then to the Volusia League of Cities special meeting on October 2, 2014.

As expected, Dr. Marbut observed a significant number of individuals experiencing homelessness within the City of Daytona Beach, concentrated around the Halifax Urban Ministries HUM Center on North Street, this was especially acute immediately before and after the lunch feedings at the Bridge of Hope Hot Meal Program. After lunch, homeless individuals then migrated throughout the greater Daytona Beach area and re-congregated in smaller clusters in and around the transit station, downtown, beaches, in the woods north of International Speedway and on the east and west sides of Ridgewood Avenue.

To the great surprise of Dr. Marbut, Dr. Marbut observed a very high number of individuals experiencing homelessness throughout the County mostly in wooded areas. On the western side of Volusia County, individuals experiencing homelessness are in small, highly nomadic make-shift encampments that “ring” the city limits of the western cities. For the most part, these individuals were camping in small groups of 5-15 individuals within the County proper just outside the city limits.

On the eastern side of the County, individuals experiencing homelessness were observed in small encampments within wooded areas spaced in a linear fashion adjacent to major thoroughfares.

Because of the unusually high levels of rainfall during the study period, it was difficult to get precise counts. Overall, there appeared to be around 375-450 individuals experiencing homelessness on the western side of the County and about 400-475 on the eastern side of the county. These observations were corroborated by a wide variety of “street-level” agency workers, firefighters and law enforcement officers.

It is important to note that Point-in-Time-Counts (PITCs), even by the Department of Housing and Urban Development’s (HUD’s) own admission, are very inaccurate. Because of flawed methodology, PITCs notoriously undercount individuals experiencing homelessness. This is why HUD has a goal of replacing PITCs with “real-time” HMIS (Homeless Management Information System) data reports.

It is critical to realize that it is the weather, not programming services, that initially draws homeless individuals to Volusia County. Like other Florida communities with beaches, palm trees and golf courses, Volusia will always attract individuals experiencing homelessness because of the moderate climate. Once in Volusia County, if the Volusia community is enabling, then homeless individuals are incentivized to stay on the streets and in encampments rather than going into 24/7 recovery programs. It is therefore critical to have a holistic comprehensive system that addresses homelessness.

Dr. Marbut recommends that the entire Volusia County community change from a “culture of enablement” to a “culture of engagement.” Providing “street-level” services and feeding, although well-intentioned and good-hearted, “enables” homeless individuals rather than “engages” homelessness. Feeding programs alone do not address the root causes/triggers of homelessness. In order to facilitate graduating from the street, programs must deal with mental/behavioral health, substance abuse, job training/placement/retention and life skills. Providing food in the parks, at street corners, at beaches and behind restaurants acts to exacerbate and promote homelessness, thus actually increasing the number of individuals experiencing homelessness. The community must channel its good-intentions into an integrated system that engages individuals experiencing homelessness into a rigorous case management system.

Additionally, Dr. Marbut recommends the creation of a 24/7 Come-As-You-Are Service Center (CAYA) in order to dramatically improve the effectiveness and efficiency of service delivery by co-locating and integrating homeless services at one location. Because of critically interconnected services and overlapping service populations, CAYA should be co-located and connected to the Stewart-Marchman-Act facility at 1140 Red John Drive in Daytona Beach which is formally known as Volusia County Crisis Stabilization Unit (CSU), Detoxification Unit (Detox) and Emergency Screening (Pinegrove). This will also significantly increase the capacity to serve the chronically homeless community.

In parallel to the creation of a Come-As-You-Are service center for homeless single adults (eg implementation of Recommendation 2), there is a simultaneous critical need and opportunity to create additional emergency units for families with children (including unaccompanied minors/youth). Ideally a new location would be developed for families with children.

It is critical to understand that the number of people experiencing homelessness in Volusia County will likely increase dramatically if the service delivery model continues unchanged. To keep this from happening the stakeholders in the community need to adopt a strategic holistic action plan of changes, and then proactively implement this plan. To prevent increases, there needs to be an across-the-board change in “thinking” and a change in “doing.”

Field Observations

- Dr. Marbut observed 125-175 street level individuals experiencing homelessness within the City of Daytona Beach. Because of Federal support checks, the count is closer to 125 during the first 10-14 days of a month and then grows throughout the remainder of the month.

NOTE: “street level” consists of individuals sleeping and living on the street, under bridges, on the beach, near golf courses and encampments in the woods.

- Within the City of Daytona Beach individuals experiencing homelessness congregate around the Halifax Urban Ministries HUM Center on North Street. This is especially acute immediately before and after the lunch feedings at the Bridge of Hope Hot Meal Program.
- After lunch at HUM, homeless individuals then migrate throughout the greater Daytona Beach area and re-congregate in smaller clusters in and around the transit station, downtown, beaches, in the woods north of International Speedway and on the east and west sides of Ridgewood Avenue.
- Individuals experiencing homelessness who spend time during the day in Daytona Beach then disperse out to their small-group encampments at night.
- A very high number of individuals experiencing homelessness were observed throughout the County mostly in wooded areas.
- On the western side of Volusia County, individuals experiencing homelessness live in small, highly nomadic make-shift encampments that “ring” the city limits of western cities. For the most part, these individuals are camping in small groups of 5-15 individuals within the County proper just outside of city limits.
- On the eastern side of the County, individuals experiencing homelessness are in small encampments within wooded areas spaced in a linear fashion adjacent and along major thoroughfares.
- Because of the unusually high rainfall levels during the study period, it is difficult to get precise counts of street level individuals experiencing homelessness. Overall, there appears to be around 375-450 individuals experiencing homelessness on the western side of the County and about 400-475 on the eastern side of the county. Because of Federal support checks, these counts are on the lower-end during the first 10-14 days of any given month. These estimates were corroborated by a wide variety of “street-level” agency workers, firefighters and law enforcement officers.

- It is critical to understand that it is the weather, not programming services, that initially draws homeless individuals to Volusia County. Like other Florida communities with beaches, palm trees and golf courses, Volusia will always attract individuals experiencing homelessness because of the nice climate. Once in Volusia, if the Volusia community is enabling then homeless individuals will continue to stay on the streets and in encampments.
- Exacerbating the draw of the weather, is the fact that on the whole the Volusia “community” enables homelessness rather than engage individuals experiencing homelessness. Street feeding and other street service efforts (eg distribution of cash, clothing, backpacks, blankets, tents, etc.), although well-intentioned and good-hearted, are very enabling and do not engage homeless individuals into 24/7 service programming that are life transforming. Street feeding and services in parks, at beaches, at street corners and under bridges when not aligned with transformational services actually exacerbates homelessness and increases the number of individuals experiencing homelessness on the street.
- When compared to other counties with similar populations, Volusia County has a relatively very high number of “street feeders,” meal programs and church pantries. This is probably because the population centers/pockets are spread-out over a large land mass within the County with vast rural areas in between service points. In order to help individuals graduate from the street, this “culture of enablement” needs to change to a “culture of engagement.”
- At random, a seven day period of time from August 16, 2014 to August 22, 2014 was chosen to determine the percent of individuals experiencing homelessness of the total number of individuals seen for “first appearance and jail arraignment.” Of the 419 individuals seen by the court, 70 were experiencing homelessness (16.7%). “Homelessness” was determined using the charging document and by judicial inquiry when the charging document was inconclusive. In order to determine the likely percent of pre-trial diversion should a Come-As-You-Are center be created, felons and “house-separations” due to court orders were excluded from this count. Based on the experience of Pinellas Safe Harbor, almost all if not all of this 16.7% would be diverted pre-trial if Volusia Safe Harbor would become operational.
- There are not enough transitional opportunities for families to overcome their barriers and to begin the process of transformation which in turn will launch and sustain these families into permanent housing. Specifically, there is a need for increased capacity for families with children at the transitional level. At any one time, there are generally 5 to 10 families in search of transitional housing. Beyond families with children, there is an additional need for 10 to 20 units for unaccompanied youth/minors. Throughout the study period, Dr. Marbut only observed one street-level homeless family (a mom with a child).

- The public discord created by inter-agency fighting and competing coordinating agencies is at best very unproductive and distracting to the overall effort of trying to reduce homelessness within Volusia County. At worse, it puts pass-through Federal funding at risk. It is in the best interest of the individuals we are trying to help to reconcile the differences as soon as possible.

Strategic Action Recommendations

1 - Move from a Culture of Enablement to a Culture of Engagement

The entire Volusia County Community needs to move from a *Culture of Enablement* to a *Culture of Engagement* in all aspects. This includes service agencies, volunteers, staffs, donors, funders, government agencies, programs, residents, tourists and the homeless community. In Volusia County this is especially true for the faith-based community. Free food handouts and cash from panhandling - although well intended by nice folks - actually perpetuates and increases homelessness through enablement. Street handouts of food and cash should be redirected to high performing agencies. The mission should no longer be to “serve” the homeless community, instead, the mission should be to dramatically and consequentially increase “street graduation” rates. A media and public awareness campaign needs to be developed to educate and encourage the community to move from a culture of enablement to a culture of engagement.

- If the service delivery model does not change in Volusia County, then the number of street-level chronic homeless individuals will dramatically increase and likely become more aggressive and embolden. There needs to be an across-the-board “*Change in Thinking and a Change in Doing.*” If the Volusia County community wants to realize significant improvements, then the Volusia community must not keep doing the same activities and in the same ways.
- The mission should no longer be to “serve” the homeless community, instead the mission should become to “dramatically and consequentially increase street graduation rates.” A street graduation occurs when an individual moves from living on the street or in an encampment into a sustainable quality of life that allows the individual to be a productive citizen of the community.
- The best way to increase street graduation rates is to engage each individual and family in a customized plan for recovery that provides a roadmap out of homelessness and to sustained income and housing.
- The culture needs to move from one that measures outputs of service to one that measures outcomes and systematic change.
- The entire community needs to move from a culture of enablement to a culture that engages individuals experiencing homelessness in all aspects of daily life. Free food, handouts and cash from panhandling - although well intended by nice folks - actually perpetuates and increases homelessness through enablement. Rather than street handouts of food and cash, donations should instead be redirected to high performing agencies.

- The leadership within the civic, local government, faith-based, funder, advocate, service provider, law enforcement and homeless communities need to embrace transformational best practices that have worked throughout the USA.
- Homeless individuals who want help, should be provided engaging help. Individuals who turn down help, should not be enabled.
- “Hanging-out” should be replaced by “program participation.” Every effort possible must be made to engage individuals into programming.
- If the Volusia County community successfully shifts from a culture of enablement to a culture of engagement, news of this shift will be passed to homeless individuals nationwide. Individuals who want to avoid engagement will be reluctant to come to Volusia despite the attractions of the weather and temporary/part-time jobs. Thus, the rate of in-bound homeless individuals will decrease.
- Engagement should never be mean - instead engagement should always be kind, caring and compassionate.
- A coordinated strategic “systems-approach” throughout Volusia County (including all the cities within Volusia County) should be implemented. This effort should not be agency-centric nor a series of isolated “one-off” arrangements, instead, it should be integrated. This can be accomplished quickly and effectively through changes in funding requirements/standards by the County, cities, United Way and other major funding organizations. Decisions should be made based on performance and not be based on historic funding levels. Funding should always be transparent and accountable. Service providers need to work together as partners within a single coordinated holistic system in order to better help people experiencing homelessness move from the streets and encampments into formal service programs.

2 - Build and Open Volusia Safe Harbor (a Come-As-You-Are Services Center)

Build, create and open a 24/7/168/365 Come-As-You-Are (CAYA) Services Center for single homeless men and women called Volusia Safe Harbor in order to dramatically improve the effectiveness and efficiency of service delivery by co-locating and integrating homeless services at one location. Because of interconnected services and overlapping service populations, CAYA should be co-located and physically attached to the Stewart-Marchman-Act (SMA) facility at 1140 Red John Drive in Daytona Beach formally known as Volusia County Crisis Stabilization Unit (CSU), Detoxification Unit (Detox) and Emergency Screening (Pinegrove). Of all the agencies in Volusia County, Halifax Urban Ministries (HUM) is currently the best suited agency to operate Safe Harbor. Service partner agencies such as Haven Recovery Center and Second Harvest should then be recruited to co-locate all or part of their operations to Volusia Safe

Harbor. Stewart-Marchman-Act and Safe Harbor should then jointly create a common public safety intake portal/unit for assessment, triage and referral at this Campus site. This unit should be managed by Stewart-Marchman-Act.

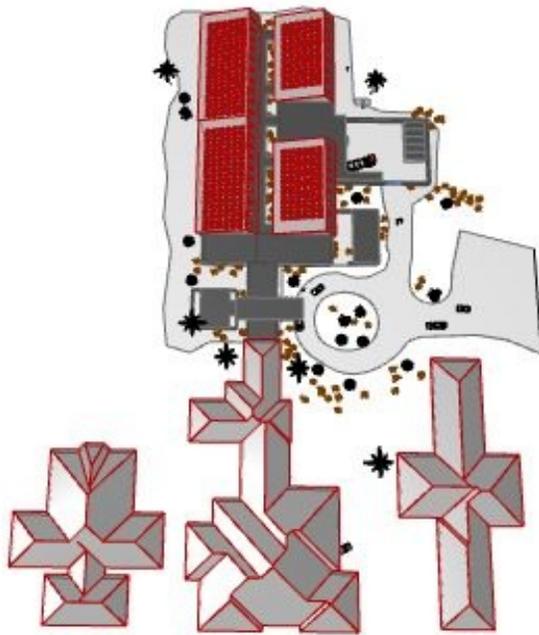
A coordinating board should be established to promote integration between Stewart-Marchman-Act, HUM, service partner agencies and the different operational units. This Campus would become the main intake portal County-wide for adult homeless men and women. All adult services throughout the County can then be coordinated from this main service center, using a “hub and spoke model.” Once operational, all street feeding programs, food pantry programs and day-time service centers for adult homeless men and women should be encouraged to relocate to Volusia Safe Harbor. This should also be the location of the Master Case Managers for adult homeless men and women (see Recommendation 4). This in turn would significantly increase the functional capacity to engage the chronically homeless community.

- It is very important to understand that individuals experiencing homelessness do not “graduate” from street-life back into general society if they are enabled to stay on the streets, in parks or in encampments. Likewise, individuals experiencing homelessness do not graduate from street-life by being incarcerated in a jail. A person will never experience recovery if they are sleeping under a bridge or sleeping on a jail cell floor since they are not in a formal 24/7 recovery program.
- The most successful and proven way to increase the rate of street graduations is for individuals to be in formal programs that provide holistic, transformational services 24 hours a day, seven days a week. Holistic and transformational means comprehensive services including master case management, mental/behavioral health, substance abuse treatment, life skills training, job training, job placement, etc.
- National best practices indicate that communities need to have at least one 24/7 “Come-As-You-Are” services center (sometimes referred to as a low-demand-shelter). Currently, Volusia County does not have a true come-as-you-are 24/7 facility any where in the County. Furthermore, there is a significant gap in bed/mat capacity compared to the street population.
- Volusia Safe Harbor would be modeled after Pinellas Safe Harbor (Pinellas County Florida) and Prospects Courtyard (San Antonio Texas), and to a lesser extent CASS (Phoenix Arizona), Star of Hope (Houston Texas), The Bridge (Dallas Texas) and Father’s Joe Village (San Diego California).
- As with commercial real estate, *Location-Location-Location* is the single most important critical success factor for a Come-As-You-Are services center. Because of the interconnected services and overlapping service populations, it is very important to connect Safe Harbor with the Stewart-Marchman-Act’s Pinegrove facility on Red John Drive which provides screening, detox and crisis stabilization. It is important to note that most practitioners posit that 50-60% of individuals experiencing homelessness have a major mental health issue and

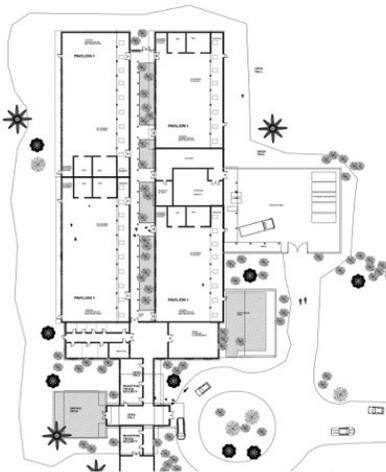
70-80% of individuals experiencing homelessness have a substance abuse issue, while over 90% of all homeless individuals have at least one or both of these issues. See concept designs for attaching CAYA and SMA on Pages 13 and 14.

- Placing a Come-As-Your-Are center in the wrong strategic location can have dire unintended consequences and would dramatically reduce the success rates.
- Having co-located operations would model the nationally acclaimed and highly successful operations of the Restoration Center and Prospects Courtyard that are co-located on the Haven for Hope Campus.
- Attaching and integrating Volusia Safe Harbor to SMA's Pinegrove facility would also significantly enhance SMA's operational outcomes in a variety of ways.
- Street outreach efforts should be focused on bringing people to Volusia Safe Harbor in order to engage into 24/7 transformational services.
- Historically homeless service centers struggle with finding appropriate mental/behavioral health services, while mental health facilities struggle with sourcing housing services. Connecting Volusia Safe Harbor with the Stewart-Marchman-Act facility at 1140 Red John Drive in Daytona Beach will dramatically improve the operational efficiencies and effectiveness of both Safe Harbor and Pinegrove (formally known as Volusia County Crisis Stabilization Unit, Detoxification Unit and Emergency Screening).
- Ideally, Stewart-Marchman-Act would be the lead agency for substance abuse and mental/behavioral health and Halifax Urban Ministries (HUM) would be the lead managing agency of Volusia Safe Harbor. As part of the initiative HUM would relocate all of its operations relating to single adults from the current facility on North Street to Safe Harbor (eg the Homeless Direct Services and the Bridge of Hope Hot Meal Program).
- A coordinating board should be established to promote and catalyze integration within the Campus and throughout the community, and specifically coordinate activity between Stewart-Marchman-Act, Halifax Urban Ministries (HUM), service partner agencies and the different operational units on Campus.
- This coordinating group would not take away from the internal operating autonomy of each agency, but instead be a catalyst of integration on the Campus. This board should have membership from SMA and HUM as well as representatives from other service providers, partnering cities, County, court system, law enforcement, homeless community and business/civic community.

VOLUSIA SAFE HARBOR



VOLUSIA SAFE HARBOR



- Creation of a single site public safety intake portal/unit for assessment, triage and referral will dramatically streamline operations and significantly improve services to the individuals being helped. Additionally, this will create critically needed diversion efforts which will help provide relief to emergency rooms, courts and the jail.
- This site is well known by all law enforcement agencies and most law enforcement officers within Volusia County and would provide a centralized assessment and intake center. This will also function as a pre-trial diversion program thus saving money across the entire judicial and criminal justice systems.
- This site is centrally located within the County and has the added benefit of very good West-East and North-South ingress and egress.
- Relative to other possible sites, this location would reduce pedestrian and bicycle traffic passing through neighborhoods and commercial districts.
- This site has many existing natural and industrial ergonomic buffers around the proposed facility.
- An added benefit to this location is it would have low public NIMBY'ism concerns.
- This site is by-far the best OVERALL location in Volusia County. Normally, Marbut Consulting suggests two-three possible sites/areas for consideration. In the case of Volusia County, because of unique conditions and opportunities, there is only one logical site to build Volusia Safe Harbor and it is immediately adjacent to Stewart-Marchman-Act Pinegrove facility on Red John Drive.
- Volusia Safe Harbor would act as the master community intake-portal for all adult homeless men and women.
- Homelessness is too big a challenge for one agency to address alone in isolation. It is thus critical to co-locate as many holistic homeless service programs and agencies as possible within Volusia Safe Harbor. Programs like Haven Recovery Center and Second Harvest should be strategically recruited to co-locate at Volusia Safe Harbor. As many adult service programs as possible should be located within Volusia Safe Harbor. This includes all types of street feeding programs, food pantry programs and day-time service centers for adult homeless men and women. It is critical for all agencies to be part of a "strategic system" and not be wed to specific locations. Like great sport teams, individual agencies need to adopt a team-winning attitude in which the team is first while individual agencies are second.
- "Specialty service providers" and "referral service providers" should also be located at Volusia Safe Harbor on a part-time basis.

- All agencies, programs and service providers within Volusia Safe Harbor should adopt the “culture of transformation” in all aspects of their operations. The focus needs to be on the overall mission of reducing street homelessness and graduating people from the streets to becoming productive community members.
- A master case management system needs to be created. Master Case Managers (MCMs) should conduct the initial intakes into the HMIS system, do initial and ongoing assessments, develop the individual recovery-action-plans and be proactive “navigators” of the recovery-action-plans. Master Case Managers would develop and customize all aspects of the recovery-action-plans for each homeless individual receiving services. Master Case Managers would then proactively monitor and manage each recovery-action-plan. The MCMs would also provide light-touch supportive case management when clients graduate to permanent housing. This is critical to help reduce homeless recidivism.
- To assure operational success and to help control expenses, a commercial grade kitchen should be built at Volusia Safe Harbor.
- In order not to waste taxpayers’ dollars, the facility needs to be “right sized.” We do not want to over-build a facility that has wasted space nor do we want to under-build a facility in such a way that hinders program and operational functionality.
- Based on national best practices, local demographics and Pinellas Safe Harbor (the homeless demographic mix in Pinellas County is very similar to that of Volusia County), Marbut Consulting recommends that the mat and bunk housing capacity be around 250 for individual men and women inside of Safe Harbor, plus room for about 50 in an outdoor courtyard. The male:female ratio would be about 3:1.
- The following services should be included within the Volusia Safe Harbor (full-time and/or part-time):
 - + Engagement Into the Volusia Safe Harbor:
 - * Outreach - interface with Homeless Outreach Teams (HOTs)
 - * Intake, registration and assessment
 - * Master Case Management
 - + Medical:
 - * Medical (on-campus and off-campus referrals)
 - * Dental (off-campus referrals)
 - * Vision (mostly off-campus referrals)
 - * Pharmacy services (on-campus)
 - * Mental health (on-campus and off-campus referrals)
 - * Addictive disorders and substance abuse services (on-campus and off-campus referrals)

- + Job Placement Services:
 - * Legal services and ID recovery
 - * Life skills training
 - * Job skills training (includes interview and resume training)
 - * Job placement, coaching and enlisting business community support for jobs

- + Hygiene Services:
 - * 24/7 bathrooms
 - * Showers
 - * Hygiene skills training and services
 - * Hair cut services (to be presentable for job interviews)

- + Overnight Sleeping:
 - * Low demand sheltering
 - * Transitional living

- + Feeding:
 - * Establishment of a commercial kitchen
 - * Food and meals
 - * Coordination of meals (delivery and prep from non-profits and churches)

- + Other Support Services:
 - * Clothing closet
 - * Housing out-placement
 - * Veteran services
 - * Daytime activities
 - * Property storage
 - * Donation center

- + Administration:
 - * Administrative services for the Volusia Safe Harbor
 - * Security
 - * Storage
 - * Volunteer coordination
 - * Community service work crews and Volusia Safe Harbor work crews

- Volusia Safe Harbor must be a “Good Neighbor.”

- A robust “buffer” around the Volusia Safe Harbor needs to be developed. A physical fencing barrier needs to line Volusia Safe Harbor. Foliage or other screening should be integrated within the fencing system to create a visually aesthetic barrier. Additionally, the structures within Volusia Safe Harbor need to be laid out in such away as to create positive ergonomic flow and defensible space.

- For safety reasons, the queuing for intake must occur inside of Volusia Safe Harbor and not on the street.
- Safety, health and hygiene are all negatively impacted by dirty, soiled and cluttered environments. Therefore, Volusia Safe Harbor needs to embrace national best practices of “*Look, Feel and Smell*” standards:
 - + all areas need to be organized neatly and uncluttered (look)
 - + all areas need to be warm and nurturing (feel)
 - + all areas need to smell like a nice home - should not smell dirty and soiled, nor should it smell like cleaning solutions (smell)
- Having high standards dignifies the folks being helped while fostering higher standards for staff and volunteers. Individuals respond to their surroundings. Neat, clean and warm feeling environments lead to more positive outcomes than dirty, soiled and cluttered environments. Embracing a high environmental quality also helps in being a good neighbor.
- How a facility is operated is as equally important to where a facility is sited. The goal is to reduce the hanging-out and minimize the “crumb-trail” between service agencies by encouraging individuals to come into programming.
- High quality environments also increase resources to agencies in the following four ways:
 - + increases volunteers
 - + increases funding
 - + increases staff member and volunteer productivity
 - + extends the useful life of the physical plant and infrastructure
- Around the USA, operational funding for Come-As-You-Are centers and emergency shelters comes almost entirely from local governments. Of recent, federal funding is no longer available for emergency operations since most federal funding is being redirected to long term housing options. Additionally, in most cases, private sector philanthropic funding for homelessness goes mostly to families with children. Therefore, whether it is right or wrong, local governments need to understand that the reality of addressing individual and chronic level homelessness rests almost solely on local governments.
- Based on experienced early analysis of similar buildings, preliminary research, concept design and pricing conducted *pro-bono* by local architect Bill Chapin in consultation with a local contractor, the initial price estimation for Volusia Safe Harbor would be around \$3.9 - 4.2 million.
- It is the understanding of Marbut Consulting that the capital construction budget has been pledged by the County of Volusia.
- An estimated operating budget is included in this report (see Page 40).

- In order to have a sustainable operating model, funding for operating expenses should be committed on a long term basis. Therefore, it is strongly recommended that operational funding by local governments be committed through formal inter-local agreements for at least five years.
- If operational funding was based solely on general population it would unfairly burden the higher populated cities. Likewise, if it was based solely on homeless counts, it would unfairly burden the County and Daytona Beach because most of the homeless population sleeps in unincorporated rural areas and in Daytona Beach. Therefore, Marbut Consulting proposes a 50:50 formula of the general population with the homeless population. For the general population, it is recommended to use official census data. For the homeless number count, because point-in-times-counts have been proven so inaccurate around the nation, the federal poverty rate by city and unincorporated area could be used as an ideal proxy measurement/indicator.

Average the percent total general population (using census data within the County) with percent of total homeless population (using poverty rates within the County) then multiply the total operating budget for Volusia Safe Harbor.

$(\% \text{ general population} + \% \text{ homeless population})/2 * \text{Volusia Safe Harbor operating budget}$
= pro rata fair share.

- It is very important that the County and all the cities realize this a problem of the “whole” and affects the entire Volusia County Community. If one city decides to go-it-alone and starts to proactively engage the homeless community without coordinating with other local governments, then it is highly likely that the homeless population would shift and relocate to other areas within the County.

3- Relocate the HUM Family Center and Increase the Number of Emergency Family Units

In parallel to the creation of a Come-As-You-Are service center for homeless single adults (eg Recommendation 2) there is a simultaneous critical need and opportunity to create additional emergency units for families with children (including unaccompanied minors/youth). Ideally a new location would be developed for families with children.

- There is a critical need for a new 30 unit emergency center/shelter for families with children (this is 5 units above the 25 units HUM currently operates). These units should vary in size (eg number of beds and cribs) and should have flexible layouts in order to fit a variety of family sizes and makeups (eg boys:girls ratio).
- In addition to family units, there is a need for 10 to 20 emergency units for unaccompanied minors/youth. These units could be bunked and grouped.

- The unaccompanied minor/youth operation could be located adjacent to the family units in order to create operational efficiencies.
- From a social service perspective, North Street is a very unsuitable location for a families with children center/shelter. The North Street area is at best non-nurturing for children and at worse dangerous. Therefore, it would be ideal to develop a new location for families with children.
- National best practices clearly posit that the services between families with children need to clearly and physically separated from the services for individuals.
- Nationally, families with children facilities generally receive most of their capital construction funding from the private sector (eg not local government) and only receive a limited amount of local government funding for operations.

4 - Develop a Master Case Management System

A Master Case Management “system” needs to be developed for homeless individuals and families. The Master Case Management system for individuals should be embedded within Volusia Saffe Harbor (eg the Come-As-You-Are center). “Master Case Management” and “agency level case management” are often wrongly presented as the same functionality. There is a major difference between master case management and agency level case management - the first is holistic case management across the entire system of all agencies while the second is only within an individual agency.

- The Volusia County area lacks a true homeless master case management system.
- Each homeless individual and family needs their own Master Case Manager who creates a customized action plan to recovery. Master Case Managers then need to proactively monitor and manage each recovery-action-plan across service providers. These Master Case Managers need to have the full authority to place and move individuals and families throughout the integrated-system, and to adjust recovery-action-plans as needed.
- Master Case Managers need to provide “follow-on” support services to individuals and families as they successfully transition into the community.
- “Master case management” and “agency level case management” are often wrongly presented as the same functionality. There is a major difference between master case management and agency level case management - the first is holistic case management across the entire system of all agencies while the second is mostly within an individual agency.

- This Master Case Management system needs to utilize the Homeless Management Information System (HMIS) as its primary coordinating and case management tool.

5 - Transform HMIS from a “Score Keeper” to a “Proactive Case Management Tool”

The Homeless Management Information System (HMIS) needs to be transformed from a “Score Keeping Model” to a “Proactive Case Management Model.” Additionally, in order to promote universal agency participation, funding to service agencies by foundations, government agencies, United Way and the Continuum of Care should all become contingent on being proactive participants in HMIS.

- HMIS provides a helpful “score-keeper” function, however, HMIS needs to move from being a passive score-keeper to being a proactive case management tool within a truly integrated Master Case Management System.
- Using HMIS as a pro-active case management tool includes using it for the following activities: tracking recovery action plans, making referrals to providers, tracking bed availability in real-time and using dashboard data to make tactical and strategic decisions about operations.
- Data entry needs to be “real-time” and universal across all agencies working with homeless individuals and families.
- An “universal release” should be developed and utilized by ALL homeless agencies who receive funding from the Continuum of Care Federal Agencies, Volusia County, cities and United Way. Funding should be contingent on pro-active HMIS participation and real-time data entry.

6 - Align “Street Feeding” Efforts with Holistic Service Programs

Redirect “Street Feeding and Street Services” to be aligned with holistic service programs. Street feeding and street services, although well-intentioned and good-hearted, actually “enables” individuals experiencing homelessness rather than “engages” homeless individuals into 24/7 holistic program services. Providing camping supplies and/or feeding in the parks, at street corners, at beaches and behind restaurants exacerbates and promotes homelessness, thus increasing the number of homeless individuals. Organizations providing street services need to be encouraged to relocate all their adult homeless services to Volusia Safe Harbor.

- Street feeding, although well-intentioned and good-hearted, “enables” individuals experiencing homelessness rather than engaging homeless individuals in life transformation efforts. Feeding in the parks, at street corners, at beaches and behind restaurants/bars and

buildings exacerbates and promotes homelessness, thus actually increasing the number of homeless individuals.

- Feeding programs alone do not address the root causes/triggers of homelessness. In order to facilitate graduating from the street, programs must deal with mental/behavioral health, substance abuse, job training/placement/retention and life skills.
- Individuals and groups feeding homeless individuals need to move from enabling behaviors to engaging efforts by holistically aligning feeding efforts with engaging services that lead to street graduation. Street feeding organizations need to be encouraged to relocate and redirect their services to Volusia Safe Harbor (if it is created) in order to align with holistic service programs. It is very important to understand the working poor and individuals experiencing homelessness have very different needs in terms of prevention and recovery, therefore formal assessment and case management using HMIS is critical. Feeding efforts that work solely with the working poor should continue.
- Food provides an opportunity to positively incentivize engagement into the transformational process. If one really wants to reduce homelessness, then feeding programs need to be coordinated in a manner that encourages changes.
- Wholesale food suppliers, caterers, grocery stores, restaurants and hotels need to be encouraged to assist strategic initiatives rather than efforts that enable homelessness.
- A media and public awareness campaign needs to be developed to encourage the community to move from a culture of enablement to a culture of engagement.
- The negative repercussions of street feeding are also true for cash handouts and panhandling.

7 - Harmonize and Standardize Ordinances Throughout the County

Ordinances should be harmonized and standardized throughout the County between the County proper and all cities within Volusia County. These ordinances should be drafted in such away as to promote engagement into holistic programs, and not “criminalize” the condition of homelessness. It is very important to note that due to a series of court rulings (often referred to as “Pottinger vs. City of Miami” or simply “Pottinger”), Law Enforcement Agencies (LEAs) and Law Enforcement Officers (LEOs) will not be able to enforce most ordinances until Volusia Safe Harbor is fully operational on a 24/7/168/365 basis.

- Having uniformed ordinances across the County will allow LEAs, LEOs, individuals experiencing homelessness and the general public to all understand the same set of rules throughout the County and thus help to reduce geographic “shopping” and shifting.

- In order to streamline and clarify the use of ordinances, it would be ideal for the County to adopt a base-set of ordinances and then have all the cities adopt the County's ordinances.
- Ordinances should not be used to "criminalize homelessness," but instead be used as a tool to engage individuals experiencing homelessness into programs such as Volusia Safe Harbor.
- It is important to note that because of *Pottinger vs. City of Miami*, many County and municipal ordinances will not be able to be enforced until Volusia Safe Harbor opens.

Come-As-You-Are (Volusia Safe Harbor) vs. Housing First

As conceptually designed, Housing First is a 100% subsidized housing program available for a life-time to individuals experiencing homelessness. Housing First programs provide free housing, free utilities, often free transportation, sometimes free food and a variety of other free services. In terms of placement, individuals experiencing homelessness who receive Housing First in essence “jump to the front of the line” and move ahead of wait-listed working poor to get subsidized housing vouchers/units.

There are two basic ways to provide Housing First:

- 1- A scattered-site voucher system provides vouchers free of charge to individuals experiencing homelessness. Additionally, utilities and maintenance are almost always subsidized, and food and transportation costs are sometimes funded. A light-touch case management system, often similar to a “home-health-visitation” model, is also funded. Other than placement services, there is generally no/few pre-placement case management services.
- 2- The second form of Housing First is a “project based” model that creates its own housing inventory by building new complexes or renovating old properties to create dedicated units. Like the scattered-site model, utilities and maintenance are almost always subsidized, and food and transportation costs are sometimes funded. The big operational difference with the project model is case management is generally provided on site.

The scattered-site voucher system works well for single mom/dad led families with children, and the project based model works well for combat veterans.

There are many challenges with Housing First:

Housing First programs are very expensive, and are often not financially sustainable. The scattered site model costs about \$1,570,000 for every 85-115 individuals on an annual year-in-year-out basis (depending on local rental rates). To build 85-115 new units that meet Federal guidelines will cost at about \$10,625,000 to \$17,250,000 to build (depending on local construction costs), then cost about \$680,000 on an annual year-in-year-out basis to operate.

It is very difficult to secure available units in “low-vacancy-markets.” When the economy was bad and the rental market was depressed, it was much easier to secure rental units. Since excess vacancies have diminished, per unit prices have gone up significantly, thus making it very difficult to secure affordable units. Additionally, as the market vacancies have dried up, many land lords have chosen to rent in the “open market” rather than making deals for individuals experiencing homelessness

NIMBY'ism makes it difficult to locate properties for project based Housing First housing stock, and NIMBY'ism sometimes deters voucher placements. Project based Housing First often gets Not-In-My-Back-Yard (NIMBY) push back from local residents and merchants.

Lack of available and affordable land. Depending on local building codes, 3-5 acres are needed to construct 85-115 new units. Many communities do not have 3-5 acres of contiguous land that is available and affordable on which to build on.

At a clinical level, one-size-does-NOT-fit-all. It is very important to understand that there are different types of homelessness with different root causes (eg different triggers). Additionally, different individuals are in different stages of homelessness. Just like cancer and upper respiratory track infections (URIs), there are different types of cancers and URIs, with different presenting stages. Some claim that “Housing First” is an elixir for all types and all stages of homelessness. This would be akin to using only one cancer protocol to treat all the different types and stages of cancers, or akin to using only one specific antibiotic for all the different types and stages of URIs. Housing First is one of many tools in the tool box, not the only tool.

Housing First treats the “root causes” of homelessness last, not first. The underlying treatment philosophy of Housing First is to treat the symptoms (eg lack of a roof over one's head) rather than the root causes that led to the losing of one's housing (eg PTSD, substance abuse, mental health, domestic violence, etc.). Because housing is given regardless of compliance, some clinicians feel that Housing First undercuts the accountability for one's own recovery. Simply put, Housing First puts a premium on treating the symptom and not the root causes. Other than palliative care, mental health and medical treatments focus on targeting the root causes of diseases and infections.

When budgets get tight, case management gets cut first. Unfortunately, with the reduction of governmental funding combined with rising rental rates, budgets have become very tight. Because of the nature of Housing First programs, there are two major ways to reduce budgets: cut case management services to all (reduce program services) or reduce the number of individuals in programming (reduce the number of vouchers). In most situations, case management services are reduced or cut first. The result is isolating and warehousing of individuals without proper levels of case management.

The rate of homelessness is actually going up in many “Housing First” cities:

Salt Lake City was one of the nationally targeted cities to pursue “Housing First.” After the infusion of targeted Federal funds (including one-time stimulus funds), there were about 1,250 individuals housed with Housing First efforts. There was a lot of media and advocate fanfare, and several national media stories celebrating the end of homelessness in Salt Lake City.

In reality, after spending millions and millions of dollars, the street level homeless rate in downtown Salt Lake City has gone up about 20-25% (according to observational data and the police officers on the beat).

Additionally, funding for about 1/4 to 1/3 of the 1,250 Housing First units is at risk of not being funded or landlords not willing to renew leases next year.

Salt Lake City is one of many targeted “Housing First Cities” that have seen major increases in the numbers of individual experiencing homelessness, accompanied with increases in the levels of crime and aggressive panhandling.

Because of the increasing problems street level homelessness in Salt Lake City, a coalition of downtown neighborhood activists, residents and business leaders called the Pioneer Park Coalition have been formed to advocate for holistically addressing these issues.

When this researcher was in Salt Lake City in May 2015, a group of 8 individuals (including police officers) counted about 850 street level individuals experiencing homelessness in the Pioneer Park - Rio Grande District (about a 4x6 block area).

According to the Police Captain who was the area commander at the time of this researcher’s visit, about 25% of calls for service for the whole city were in the immediate area of Pioneer Park, almost always involving individuals experiencing homelessness. In addition, the Fire Department Battalion Chief for the area reported to this group that about 5,000 EMS Fire Rescue calls for service are from within this zone.

The police told this group that they have had major problems at the new “Housing First” project which recently opened. Additionally, a drug dealing corridor has sprung up within the “homeless zone.” Unfortunately, individuals experiencing homelessness are being recruited to be drug runners and distributors.

It has become such a crisis that 5 different groups are researching what to do now.

If one were to take a tour to Salt Lake City, the researcher suggests doing a walking tour in the 4x6 blocks between *The Road Home* shelter (this is not a holistic center, but instead is a part-time shelter opened at night) and Pioneer Park. Then do a driving grid tour of the 10x10 block area around *The Road Home*. Make sure to talk with street level officers and firefighters without the “brass” being around in order to learn what is really going on. It is also suggested to visit with the Executive Director of the Pioneer Park Coalition and some of the board of directors of the Pioneer Park Coalition. Most importantly, talk to the merchants and downtown residents.

Los Angeles was one of the Big 3 target cities to adopt Housing First. Five years ago the City of Los Angeles with several coordinating agencies announced they would end chronic

homelessness within 5 years though the use of Housing First. After realizing they would not be successful, the new Mayor “amended” the Housing First goal to ending veteran homelessness by the end of 2015. Sadly, last month, the Mayor of Los Angeles declared a “State of Emergency” because the homelessness population has actually gone up 14% in the last two years (the City’s own number). The Mayor also publicly stated they will not accomplish the amended goal of ending veteran homelessness by December 2015.

New York City is another one of the Big 3 target cities. By all accounts, the problems have become noticeably worse in the last 6-9 months. Former Mayor Rudy Giuliani even wrote an op-ed piece last month about this topic (see information below).

Portland Oregon is also a Housing First target city whose Mayor just declared a state of emergency because of the rapidly rising rate of street level homelessness.

Then, two weeks ago, the Governor of Hawaii also declared a state of emergency for Hawaii because of the increasing levels of homelessness (Hawaii had embraced the Housing First model several years ago).

What these “Housing First” cities are finding:

- Housing First is not a magic elixir. Housing First has not sustainably dropped homelessness.
- Since Housing First does not address the root causes of homelessness, Housing First does not significantly decrease the numbers of individuals experiencing the conditions of homelessness. It gives a roof over one’s head but does not address the issues that caused the loss of housing in the first place.
- The success measurement matrix for Housing First is proving to be misleading. For most advocates, Housing First “success” is measured as a percent of “how many people entered and then stayed in the Housing First program” divided by “how many people entered the program.” So an 82% success rate means that 82% of the individuals who entered a 100% subsidized Housing First program are still in and dependant upon the 100% subsidized program. An 82% success rate does not mean 82% percent of the participants graduated from homelessness and are no longer in need of subsidized housing.
- Since Housing First is VERY expensive and is exponentially more expensive year-over-year, cities are finding Housing First is not financially sustainable (net new funding is needed every year to pay for the “new homeless,” which is added on top of all the prior years).
- Federal financial support is decreasing or flat, not increasing.

- Housing First cities are finding out that crime and aggressive behavior are going up, this researcher believes this is because Housing First does not address the underlying root causes of homelessness.

Media clips about these cities:

Below is a very small sampling of recent articles that have appeared in Salt Lake City, Los Angeles, New York, Portland and Hawaii over the last 5 months. In simple terms, there was a lot of great press about how good Housing First was in 2013, 2014 and through the Spring of 2015. But because of the increasing numbers of individuals experiencing homelessness, and the increase of drug dealings and violence, most of the articles from May 2015 to date have been quite negative.

Salt Lake City -

May 29, 2015 - Utah Lawmaker Evaluating Needs of SLC's Homeless Witnesses Assault; Cops Seize Heroin, Crack and Cash - Fox 13
<http://fox13now.com/2015/05/29/utah-lawmaker-evaluating-needs-of-slcs-homeless-witnesses-assault-cops-seize-heroin-crack-and-cash/>

June 3, 2015 - Utah Still Has a Homeless Problem - By Jay Evensen, Deseret News
<http://www.deseretnews.com/article/865629929/Utah-still-has-a-homeless-problem.html?pg=all>

July 22, 2015 - More Homeless People Are Choosing to Camp along Downtown Streets - By Cassidy Hansen, Deseret News
<http://www.deseretnews.com/article/865633120/More-homeless-people-are-choosing-to-camp-along-downtown-streets.html?pg=all>

July 28, 2015 - Salt Lake City Launches War on Homeless Problems - UTAH 4 (ABC) . . . good back ground video
<http://www.good4utah.com/news/local-wasatch-front-/salt-lake-city-launches-war-on-homeless-problems>

September 02, 2015 - Problem Not Solved: We Need to Stop Saying the Homeless Situation Is Getting Better - By George Chapman
<http://www.cityweekly.net/utah/problem-not-solved/Content?oid=2966986>

September 07, 2015 - Is Crackdown in Homeless Area Punting the Problem Elsewhere? - By PAUL ROLLY | The Salt Lake Tribune
<http://www.sltrib.com/home/2908679-155/rolly-is-crackdown-in-homeless-area>

Los Angeles -

August 31, 2015 - [Mayor] Garcetti Says Housing All Homeless Vets Won't Happen this Year Los Angeles Times
<http://www.latimes.com/local/lanow/la-me-ln-mayor-backs-off-pledge-20150831-story.html>

New York -

September 6, 2015 - De Blasio's Progressivism Created City's Homeless Crisis - By Rudy Giuliani in the New York Post
<http://nypost.com/2015/09/06/giuliani-to-de-blasio-the-citys-homeless-crisis-needs-tough-love/>

Portland -

September 24, 2015 - KGW TV (NBC)
<http://www.kgw.com/story/news/politics/2015/09/23/mayor-announces-state-emergency-housing-homeless/72685832/>

Hawaii -

October 17, 2015 - CNN
<http://www.cnn.com/2015/10/17/us/hawaii-homeless-emergency/index.html>

October 20, 2015 - The Guardian
<http://www.theguardian.com/us-news/2015/oct/20/hawaii-declares-state-of-emergency-homelessness>

Operational funding comparison on \$1.6 million: Come-As-You-Are Center vs. Housing First:

Using \$1.6 million dollars on an annual basis for comparison . . .

- A Come-As-Your-Are Center (CAYA) would be able to house 250 individuals per night every night for \$1.6 million. Additionally, assuming an average stay of 10 weeks, CAYA could accommodate 1,300 person/stays in a year.
- Since it is unlikely to come up with \$10,625,000 to \$17,250,000 to build 85-115 new Housing First units meeting Federal guidelines, means a scattered-site House First system would have to be utilized. Using \$1.6 million with very optimistic financial projections and factors (see calculation factors below), Housing First could house 107 individuals. Additionally, if there was a 1.5% monthly attrition rate (18% per year), scattered site Housing First could accommodate 116 person/stays in a year.

<u>Come-As-You-Are vs. Housing First (Scattered Site Model)</u>		
<u>Come-As-You-Are</u>	<u>vs.</u>	<u>Housing First</u>
\$1.6 million	<i>Annual Operational Costs</i>	\$1.6 million
250	<i>Individuals Per Night</i>	107 (no security deposits) 91 (with security deposits)
1,300	<i>Person/Stays Per Year</i>	116 (no security deposits) 99 (with security deposits)
Yes	<i>Able to Surge During Bad Weather and Emergencies</i>	No
Yes	<i>Access to New Individuals</i>	No
On Site	<i>Case Management Model</i>	Home Visitation
Mostly On Site	<i>Affiliated Agency Case Management</i>	Off Site
Included in Budget	<i>Meals</i>	Not Included in Budget

Housing First calculation factors (using very optimistic best case factors):

- The monthly rental rate used above was the median rate of all 33 studio and one bedroom apartments at complexes listed on www.apartments.com last week. The median rate was \$735.00 and the average rate was \$752.91. The lower median rate of \$735.00 was used for these calculations. It is important to note that rates have been rising.
- When placing individuals who have been experiencing homelessness, most landlords require damage security deposits, and often up front payments for first and last months.
- Monthly utilities total \$200 per unit.
- Monthly transportation allocation is \$50 per person, and meal/food allocation is \$0.
- Since this is a scattered site model, the case management system is very similar to a home health visitation program and assumes 4 completed case management visits per day per case manager 260 days per year, with a 20:1 resident-to-case manager load. Each resident would average only 4.5 hours of programming visits per month (this is very low number of hours to be in programming, and ideally would be much higher).
- \$50,000 per case manager to include all pay, taxes and benefits.

A footnote about the comparison above, using the same calculation factors, the Housing First model would cost \$3,645,000 to serve 250 individuals per night for a year, thus being 227% more expensive than a Come-As-You-Are Center to serve the same number of individuals on a nightly basis.

Volusia Safe Harbor Work Group

The Volusia Safe Harbor Work Group had its first meeting on February 6, 2015. The VSH Work Group then met on a monthly basis ending with its last meeting on July 24, 2015. The monthly Work Group meetings were open to the public and media. In addition to the monthly Work Group “meetings-of-the-whole,” there were dozens of small group committee meetings held between the monthly meetings.

The purpose of the Volusia Safe Harbor Work Group was to advise, vet, modify and endorse a “business plan” for Volusia Safe Harbor (see Volusia Safe Harbor Business Plan starting on Page 33 of this report).

The Volusia Safe Harbor Work Group was composed of a widely diverse group of community stakeholders, including but no limited to: elected city officials, appointed city officials, staff members from proposed anchor service agencies, staff/boardmembers/volunteers from other service agencies, police offices, fire/rescue personnel, hospital staff members, homeless advocates, individuals who have experienced homelessness, faith-based volunteers, boardmembers from the Continuum of Care, business/civic leaders, media and one judge.

The monthly Work Group meetings averaged about 30-40 members per meeting, with more than 65 different individuals coming to at least one meeting. The number of individuals coming to meetings increased throughout the process.

Each monthly meeting had at least one major topic of focus, including but not limited to:

- Development of Mission Statement
- Scope of VSH Services
- Structure (government vs. non-profit)
- Governance Structure
- Board Make-up
- Site Location
- Operation Budget
- Operational Funding Options
- Concept Building Design
- Construction Budget
- Construction Funding Options

Volusia Safe Harbor Business Plan

Volusia Safe Harbor Mission Statement

Through the use of compassionate, dignifying and respectful engagement activities, reduce the number of adults within Volusia County whom are experiencing chronic and street-level homelessness.

Proposed Governance Structure

Volusia Safe Harbor Board of Directors:

The role of the Volusia Safe Harbor Board (VSH-B) is to promote the Mission of Volusia Safe Harbor Campus (VSH) by providing high-level leadership and over-arching governance to the Volusia Safe Harbor Campus.

Through a formally chartered 501(c)3 non-profit corporation, the Board will be actively involved in all fiduciary aspects of VSH including the long-term sustainability of the Campus. The Board will develop over-arching “policies” for the Campus but will not be responsible for day-to-day operations of the Campus service provider partners. The 501(c)3 Corporation for VSH will be the owner of record for the physical Campus (eg property and improvements) and will be allowed to hire a small staff if the Board deems appropriate.

Since the cities of Volusia will be the primary financial stakeholders, it is proposed that a majority of the Board be comprised of representatives from the cities within Volusia County. Additionally, it is important to have community representation on the Board. Furthermore, in order to prevent the possible perception of conflicts of interest, service providers will be ex-officio Subject Matter Experts advising the Board.

Proposed VSH Board Membership:

Cities:

- Daytona Beach
- DeLand
- Deltona
- Holly Hill
- New Smyrna Beach
- Orange City
- Ormond Beach
- South Daytona

This is a proposed starting list. It is envisioned that cities would rotate on and off the Board and possibly rotated within regions of the County. Ideally representatives would be the Mayor or City Manager/Administrator.

Community Members:

- Judicial/Criminal Justice System Representative
- Volusia [/Flagler] Continuum of Care (Officer)
- Faith-based Community Representative (F.A.I.T.H.)
- Chamber of Commerce Representative
- General Business Representative

Ex-officio Subject Matter Experts (non-voting):

- Halifax Health (Selected Representative)
- HUM (Chair or President/CEO)
- Individual who has Experienced Homelessness (Selected by the Continuum of Care)
- Salvation Army (Advisory Board Chair or Local Commander)
- Stewart-Marchman-Act Behavioral Healthcare (Chair or President/CEO)
- Representative from Law Enforcement
- Representative from Fire Rescue

- - -

NOTE: For timing, fiduciary and efficiency of decision making reasons, it is recommended that City of Daytona Beach be the “agent of record” acting as the “owner’s representative” during the construction phase.

NOTE: The Volusia Safe Harbor Workgroup developed the above governance structure based on the “*Operating Funding Option A - Formulary*” (see below). Should the “*Operating Funding Option B - Miami-Dade F&B Surcharge*” be utilized, the mix of cities should reflect only the cities that have opted into the food and beverage surcharge.

Proposed Location

Build, create and open a 24/7/168/365 Come-As-You-Are (CAYA) Services Center for single homeless men and women which would be called Volusia Safe Harbor (VSH). Through the use of compassionate, dignifying and respectful engagement activities, VSH and its service partners would work as an integrated TEAM to reduce the number of adults within Volusia County whom are experiencing chronic and street-level homelessness.

A single location campus layout would dramatically improve the effectiveness and efficiency of service delivery by co-locating and integrating homeless services at one location.

Because of critically interconnected services and overlapping service populations, VSH should be connected to, and integrated with, the Stewart-Marchman-Act (SMA) facility at 1140 Red John Drive in Daytona Beach formally known as Volusia County Crisis Stabilization Unit (CSU), Detoxification Unit (Detox) and Emergency Screening (Pinegrove).

This will significantly increase the service capacity and improve the service delivery system of how the chronically homeless community is served within Volusia County.

Proposed Functional Services

Triage, Screening and Intake:

Triage and In-take:

- Mini-medical and mini-hygiene screening
- Marchman Act screening
- Baker Act screening
- Service Prioritization Decisions Assistance Tool screening for homelessness (SPDAT)

Crisis Services:

- Mental health crisis services
- Substance abuse crisis services

Recovery Services:

Master Case Management:

- Master case management
- Case management

Job Training, Placement and Retention Services:

- Job training
- Job placement
- Job retention

Sleeping and Lodging:

Sleeping:

- 3 levels of sleeping (beds, mats and outdoor)

Hydration:

- Hydration

Meals and Food:

- 19-21 meals per week

Storage:

- 3 levels of storage (personal, small locker and bulk)

Medical and Mental Health:

Medical:

- Primary medical care
- Dental (on site screening with referrals)
- Vision (on site screening with referrals)
- Speciality services (on site screening with referrals)

Mental Health and/or Substance Abuse Services:

- Variety of mental health services
- Variety of substance abuse services

Pharmacy Services:

- On site storage including refrigerated injectables

Central Services:

Security:

- Security

Housekeeping, Cleaning, Landscaping and Maintenance:

- Internal housekeeping
- External cleaning
- Landscaping
- Maintenance

Volunteers:

- Recruitment
- Training and placement
- Retention

Campus Administration and Common Space Activities:

- General campus administration
- VSH Board services

Anchor Service Partners:

- Halifax Medical (medical and speciality medical coordination)
- Halifax Urban Ministries - HUM (housing, case management, direct services, etc.)
- Stewart-Marchman-Act - SMA (mental health and substance abuse)
- Volusia Safe Harbor - VSH (general services)

Draft Operating Budget

Expenses:

	New Expense	Existing or VIK Expense
6110 SALARIES		
6110.01 SALARY-ADMIN	19,250	
6110.02 SALARY - DIRECT SERVICES	152,058	
6110.03 SALARY - SHELTER SERVICES	212,271	170,347
7110.01 STAR SALARY - FOOD SERVICES	83,038	
7110.02 STAR SALARY - FACILITIES	111,318	
Total 6110 SALARIES	577,935	
6120 PAYROLL TAX		
6120.01 PAYROLL TAX - ADMIN	1,473	
6120.02 PAYROLL TAX - DIRECT SERVICES	11,632	
6120.03 PAYROLL TAX - SHELTER SERVICES	29,270	
7120.01 PAYROLL TAX - FOOD SERVICES	6,352	
7120.02 PAYROLL TAX- FACILITIES	8,516	
Total 6120 PAYROLL TAX	57,243	
6130 HEALTH INSURANCE		
6130.01 HEALTH INSURANCE - ADMIN	868	
6130.02 HEALTH INSURANCE - DIRECT SERVICES	9,133	
6130.03 HEALTH INSURANCE - SHELTER SERVICES	22,473	
7130.01 HEALTH INSURANCE - FOOD SERVICES	4,456	
7130.02 HEALTH INSURANCE - FACILITIES	7,126	
Total 6130 HEALTH INSURANCE	44,056	
6140 CONTRACT LABOR.		
6140.07 CONTRACT LABOR/SUB - SECURITY	134,200	
Total 6140 CONTRACT LABOR.	134,200	
6150 DIRECTOR HOUSING ALLOWANCE		
6150.01 HOUSING ALLOWANCE - ADMIN	1,500	
6150.02 HOUSING ALLOWANCE - DIRECT SERVICES	2,125	
6150.03 HOUSING ALLOWANCE - SHELTER SERVICES	2,125	
7150.01 EXEC DIR HSG ALLOW - FOOD SERVICES	2,125	
7150.02 EXEC DIR HSG ALLOW - FACILITIES	2,125	

Total 6150 DIRECTOR HOUSING ALLOWANCE	10,000		
6170 DIRECTOR LIFE INSURANCE			
6170.01 LIFE INSURANCE - ADMIN	75		
6170.02 LIFE INSURANCE - DIRECT SERVICES	106		
6170.03 LIFE INSURANCE - SHELTER SERVICES	106		
7170.01 LIFE INSURANCE - FOOD SERVICES	106		
7170.02 LIFE INSURANCE - FACILITIES	106		
Total 6170 DIRECTOR LIFE INSURANCE	500		
6185 UNEMPLOYMENT TAXES			
6185.01 UNEMPLOYMENT - ADMIN			
6185.02 UNEMPLOYMENT - DIRECT SERVICES			
6185.03 UNEMPLOYMENT - SHELTER SERVICES			
7185.01 UNEMPLOYMENT - FOOD SERVICES			
7185.02 UNEMPLOYMENT - FACILITIES			
Total 6185 UNEMPLOYMENT TAXES	-		
6190 DIRECTOR RETIREMENT			
6190.01 RETIREMENT - ADMIN	1,275		
6190.02 RETIREMENT/PENSION - DIRECT SERVICES	1,806		
6190.03 RETIREMENT/PENSION - SHELTER SERVICES	1,806		
7175.01 RETIREMENT/PENSION - FOOD SERVICES	1,806		
7175.02 RETIREMENT/PENSION - FACILITIES	1,806		
Total 6190 DIRECTOR RETIREMENT	8,500		
6195 EMPLOYEE HIRING			
Total 6195 EMPLOYEE HIRING	12,375		
6230 GUEST TRAVEL/TRANSPORTATION			
6230.02 GUEST TRAVEL - DIRECT SERVICES	12,500		
6230.03 GUEST TRANSPORTATION - DIRECT SERVICES	4,500		
6230.03 GUEST TRANSPORTATION - SHELTER SERVICES	9,000		
Total 6230 GUEST TRAVEL/TRANSPORTATION	26,000		
6235 GUEST FOOD			
6235.02 GUEST FOOD - HOT MEALS	45,000		
6235.03 GUEST FOOD - OTHER	1,800		
Total 6235 GUEST FOOD	46,800		VIK
6245.00 GUEST CLOTHING			
Total 6245.00 GUEST CLOTHING			VIK

6250 GUEST MEDICAL			
Total 6250 GUEST MEDICAL			VIK
6260 GUEST MISCELLANEOUS			
6260.02 GUEST MISC - DIRECT SERVICES	6,500		
6260.03 GUEST MISC - SHELTER SERVICES			
7260.03 GUEST MISC - FACILITIES			
Total 6260 GUEST MISCELLANEOUS	6,500		
6265 GUEST PRESCRIPTION			
6265.02 GUEST PRESCRIPTIONS - DIRECT SERVICES			
Total 6265 GUEST PRESCRIPTION	-		VIK
6280.00 GUEST DOCUMENTS			
7280.01 GUEST DOCUMENTS - DIRECT SERVICES	2,000		
7280.03 GUEST DOCUMENTS - SHELTER SERVICES	500		
Total 6280.00 GUEST DOCUMENTS	2,500		
6310 CPA SERVICES			
6310.01 CPA - ADMIN	3,500		
6310.02 CPA - DIRECT SERVICES	3,500		
6310.03 CPA - SHELTER SERVICES	3,500		
7310.01 CPA - FOOD SERVICES	3,500		
7310.02 CPA - FACILITIES	3,500		
Total 6310 CPA SERVICES	17,500		
6320 BOOKKEEPING			
6330 BANK SERVICE CHARGES			
6330.01 BANK CHARGES - ADMIN	240		
6330.02 BANK CHARGES - DIRECT SERVICES	240		
6330.03 BANK CHARGES - SHELTER SERVICES	240		
7330.01 BANK CHARGES- FOOD SERVICES	240		
7330.02 BANK CHARGES - FACILITIES	240		
Total 6330 BANK SERVICE CHARGES	1,200		
6350 ADVERTISING			
6350.01 ADVERTISING - ADMIN	200		
6350.02 ADVERTISING - DIRECT SERVICES	200		
6350.03 ADVERTISING - SHELTER SERVICES	200		
7350.01 ADVERTISING - FOOD SERVICES	200		
7350.02 ADVERTISING - FACILITIES	200		

Total 6350 ADVERTISING	1,000	
6380 TAXES/LICENSES		
6380.01 TAXES/LICENSES - ADM	100	
6380.02 TAXES/LICENSES - DIRECT SERVICES	100	
6380.03 TAXES/LICENSES - SHELTER SERVICES	100	
7380.01 TAXES/LICENSES - FOOD SERVICES	100	
7380.02 TAXES/LICENSES - FACILITIES	100	
Total 6380 TAXES/LICENSES	500	
6390 DUES/SUBSCRIPTIONS		
6390.01 DUES/SUBSCRIPTIONS - ADMIN	400	
6390.02 DUES/SUBSCRIPTIONS - DIRECT SERVICES	400	
6390.03 DUES/SUBSCRIPTIONS - SHELTER SERVICES	400	
7390.01 DUES/SUBSCRIPTIONS - FOOD SERVICES	400	
7390.02 DUES/SUBSCRIPTIONS - FACILITIES	400	
Total 6390 DUES/SUBSCRIPTIONS	2,000	
6410 FUND RAISING		
Total 6410 FUND RAISING	17,500	
6420 VOLUNTEER APPREC/SUPPORT		
6420.02 VOLUNTEER APPREC/SUPPORT - DIRECT SERVICES	5,000	
6420.03 VOLUNTEER APPREC/SUPPORT - SHELTER SERVICES	5,000	
7420.01 VOLUNTEER APPREC/SUPPORT - FOOD SERVICES	2,500	
7420.02 VOLUNTEER APPREC/SUPPORT - FACILITIES	10,000	
Total 6420 VOLUNTEER APPREC/SUPPORT	22,500	
6430 TRAVEL/CONFERENCES		
6430.01 TRAVEL/CONFERENCES - ADMIN	1,250	
6430.02 TRAVEL/CONFERENCES - DIRECT SERVICES	1,000	
6430.03 TRAVEL/CONFERENCES - SHELTER SERVICES	2,500	
7430.01 TRAVEL/CONFERENCES - FOOD SERVICES	500	
Total 6430 TRAVEL/CONFERENCES	5,250	
6440 VEHICLE EXPENSE		
6440.01 VEHICLE EXPENSE - ADMIN	1,500	
6440.02 VEHICLE EXPENSE - DIRECT SERVICES	5,000	
6440.03 VEHICLE EXPENSE - SHELTER SERVICES	5,000	
7440.01 VEHICLE EXPENSE - FOOD SERVICES	5,000	
7440.02 VEHICLE EXPENSE - FACILITIES	12,500	
Total 6440 VEHICLE EXPENSE	29,000	

6445 VEHICLE MAINT.		
6445.01 VEHICLE MAINTENANCE - ADMIN	225	
6445.02 VEHICLE MAINTENANCE - DIRECT SERVICES	750	
6445.03 VEHICLE MAINTENANCE - SHELTER SERVICES	750	
7445.01 VEHICLE MAINTENANCE - FOOD SERVICES	750	
7445.02 VEHICLE MAINTENANCE - FACILITIES	1,150	
Total 6445 VEHICLE MAINT.	3,625	
6455 POSTAGE/SHIPPING		
6455.01 POSTAGE/SHIPPING - ADMIN	560	
6455.02 POSTAGE/SHIPPING - DIRECT SERVICES	560	
6455.03 POSTAGE/SHIPPING - SHELTER SERVICES	560	
7455.01 POSTAGE/SHIPPING - FOOD SERVICES	560	
7455.02 POSTAGE/SHIPPING - FACILITIES	560	
Total 6455 POSTAGE/SHIPPING	2,800	
6460 PRESENTATIONS/EVENTS EXPENSE		
6460.01 PRESENTATIONS/EVENTS EXPENSE - ADMIN	250	
6460.02 PRESENTATIONS/EVENTS EXPENSE - DIRECT SERVICES	250	
6460.03 PRESENTATIONS/EVENTS EXPENSE - SHELTER SERVICES	250	
7460.01 PRESENTATIONS/EVENTS EXPENSE - FOOD SERVICES	250	
7460.02 PRESENTATIONS/EVENTS EXPENSE - FACILITIES	250	
Total 6460 PRESENTATIONS/EVENTS EXPENSE	1,250	
6470 PRINTING/PUBLICATIONS		
6470.01 PRINTING/PUBLICATIONS-ADMIN	3,300	
6470.02 PRINTING/PUBLICATIONS - DIRECT SERVICES	600	
6470.03 PRINTING/PUBLICATIONS - SHELTER SERVICES	600	
7470.01 PRINTING/PUBLICATIONS - FOOD SERVICES	600	
7470.02 PRINTING/PUBLICATIONS - FACILITIES	600	
Total 6470 PRINTING/PUBLICATIONS	5,700	
6520 EQUIPT LEASE		
7520.01 EQUIPT LEASE - DIRECT SERVICES	600	
7520.02 EQUIPT LEASE - SHELTER SERVICES		
7520.03 EQUIPT LEASE - FOOD SERVICES		
7520.03 EQUIPT LEASE - FACILITIES		
Total 6520 EQUIPT LEASE	600	
6525 EQUIPMENT PURCHASE		
6525.02 EQUIPMENT PURCHASES - DIRECT SERVICES		

6525.03 EQUIPMENT PURCHASES - SHELTER SERVICES		
7525.01 EQUIPMENT PURCHASES - FOOD SERVICES		
7525.03 EQUIPMENT PURCHASES - FACILITIES	17,500	
Total 6525 EQUIPMENT PURCHASE	17,500	
6530 OFFICE SUPPLIES.		
6530.01 OFFICE SUPPLIES - ADMIN	1,500	
6530.02 OFFICE SUPPLIES - DIRECT SERVICES	4,500	
6530.03 OFFICE SUPPLIES - SHELTER SERVICES	6,000	
7530.01 OFFICE SUPPLIES - FOOD SERVICES	600	
7530.02 OFFICE SUPPLIES - FACILITIES	500	
Total 6530 OFFICE SUPPLIES.	13,100	
6540 REPAIR/MAINT		
6540.02 REPAIR/MAINT - DIRECT SERVICES	2,000	
7540.01 REPAIR/MAINT - SHELTER SERVICES	5,000	
7540.02 REPAIR/MAINT - FOOD SERVICES	15,000	
Total 6540 REPAIR/MAINT	22,000	
6545 SUPPLIES.		
6545.01 SUPPLIES - ADMIN	1,500	
6545.02 SUPPLIES - DIRECT SERVICES	6,500	
6545.03 SUPPLIES - SHELTER SERVICES	3,500	
7545.01 SUPPLIES - FOOD SERVICES	15,000	
7545.02 SUPPLIES - FACILITIES	13,750	
Total 6545 SUPPLIES.	40,250	
6560 LIABILITY INSURANCE		
6560.01 LIABILITY INSURANCE - ADMIN	5,000	
6560.02 LIABILITY INSURANCE - DIRECT SERVICES	5,000	
6560.03 LIABILITY INSURANCE - SHELTER SERVICES	5,000	
7560.01 LIABILITY INSURANCE - FOOD SERVICES	5,000	
7560.02 LIABILITY INSURANCE - FACILITIES	5,000	
Total 6560 LIABILITY INSURANCE	25,000	
6570 INTERNET		
6570.01 INTERNET - ADMIN	500	
6570.02 INTERNET - DIRECT SERVICES	1,500	
6570.03 INTERNET - SHELTER SERVICES	1,500	
7570.01 INTERNET - FACILITIES	500	
Total 6570 INTERNET	4,000	

6585 TELEPHONE.		
6585.01 TELEPHONE - ADMIN	300	
6585.02 TELEPHONE - DIRECT SERVICES	3,300	
6585.03 TELEPHONE - SHELTER SERVICES	1,750	
7585.01 TELEPHONE - FOOD SERVICES	300	
7585.02 TELEPHONE - FACILITIES	300	
Total 6585 TELEPHONE.	5,950	
6590 UTILITIES.		
6590.01 UTILITIES - ADMIN	1,000	
6590.02 UTILITIES - DIRECT SERVICES	37,750	
6590.03 UTILITIES - SHELTER SERVICES	53,500	
7590.01 UTILITIES - FOOD SERVICES	75,000	
7590.02 UTILITIES - FACILITIES		
Total 6590 UTILITIES.	167,250	
9000 CAMPUS OPERATIONS (BEYOND HUM).		
9001.01 CAMPUS - ADMIN	85,000	
9002.02 CAMPUS - DIRECT SERVICES (SMA TRIAGE-INTAKE)	121,604	
9090.90 CAMPUS - FUNDRAISING	17,725	
9099.99 CAMPUS - CONTINGENCY	156,167	
Total 9000 CAMPUS (BEYOND HUM).	380,496	
Private Sector Contribution	-112,580	
Total Expenses	1,600,000	

Position	Number	Rate	Salary	Hsg. Allow.	Payroll Tax	Health Ins.	Life Ins.	Retirement	Total Pay
Director	1	55,000	55,000	10,000	4,208	1,335	500	8,500	79,543
A.A./Volunteer Coordinator	1	22,000	22,000		1,683	1,335			25,018
Shift Supervisor	3								
Security	3.5								
Intake	5	\$9	93,600		7,160	6,675			107,435
Case Mgrs	6	24,000	144,000		11,016	8,010			163,026
CM Supervisor	1	27,000	27,000		2,066	1,335			30,401
Janitor	3	\$9	56,160		4,296	4,005			64,461
Chaplain	1								
Direct Services Supervisor	1	27,000	27,000		2,066	1,335			30,401
Program Coordinator	1	\$10	20,800		1,591	1,335			23,726
Shelter Supervisor	1	27,000	27,000		2,066	1,335			30,401
Resident Assistant	8	\$10	166,400		12,730	10,680			189,810
Food Service Supervisor	1	27,000	27,000		2,066	1,335			30,401
Program Coordinator	2	\$10	41,600		3,182	2,670			47,452
Facilities technician	1	22,000	22,000		1,683	1,335			25,018
Assistant	1	\$9	18,720		1,432	1,335			21,487
(Unemployment FTE) = 33	40.5		\$ 748,280	\$ 10,000	\$ 57,243	\$ 44,055	\$ 500	\$ 8,500	\$ 868,578

Operating Funding Option A - Formulary

The Volusia Safe Harbor Work Group talked about the annual operational funding mechanism at three different monthly meetings, and then focused one meeting almost exclusively on developing a funding mechanism for the annual Volusia Safe Harbor operations.

The Work Group gave the consultant extensive input on how to frame, develop and weight a “fair-share” operating formulary for cities within Volusia County to contribute to Volusia Safe Harbor operations. Specifically, after considering many potential formula factors/exponents for a “fair-share” calculation, the consultant was directed to provide 2-3 different weighted formularies using “population” and “poverty” (“poverty” was used as a proxy for homelessness since the Federal data for poverty is significantly more accurate and stable than data for homelessness).

The consultant ran calculations for three alternatives:

- 60 percent population and 40 percent poverty,
- 50 percent population and 50 percent poverty,
- 40 percent population and 60 percent poverty.

After extensive conversation, the Work Group formally voted to support the 50:50 formulary below (it is very important to note that the total contribution per city would be “capped”):

City	2013 Pop Cities %	2013 Pop Raw	2009-2013 Pov. Raw	Adjusted Pov % of 100%	50% Pop Contribution	50% Pov Contribution	Total Contribution
City of Daytona Beach	16.2%	62,316	19,567	29.3%	129,604.60	234,351.07	363,955.67
City of Daytona Beach Shores	1.1%	4,247	289	0.4%	8,832.90	3,458.83	12,291.72
City of DeBary	5.1%	19,447	1,225	1.8%	40,445.80	14,673.40	55,119.21
City of DeLand	7.3%	28,237	6,156	9.2%	58,727.22	73,724.66	132,451.88
City of Deltona	22.4%	86,290	12,339	18.5%	179,465.65	147,786.32	327,251.97
City of Edgewater	5.4%	20,938	2,345	3.5%	43,546.78	28,086.07	71,632.85
City of Holly Hill	3.0%	11,679	3,177	4.8%	24,289.94	38,046.29	62,336.23
City of Lake Helen	0.7%	2,624	255	0.4%	5,457.39	3,048.41	8,505.80
City of New Smyrna Beach	6.0%	23,230	3,299	4.9%	48,313.67	39,507.11	87,820.79
City of Oak Hill	0.5%	1,792	258	0.4%	3,727.00	3,090.57	6,817.56
City of Orange City	2.8%	10,942	3,031	4.5%	22,757.13	36,300.63	59,057.77
City of Ormond Beach	10.1%	38,661	4,949	7.4%	80,407.02	59,268.07	139,675.08
City of Port Orange	14.9%	57,203	6,407	9.6%	118,970.60	76,731.65	195,702.26
City of South Daytona	3.2%	12,279	2,763	4.1%	25,537.82	33,088.97	58,626.79
Town of Pierson	0.5%	1,736	583	0.9%	3,610.53	6,985.97	10,596.50
Town of Ponce Inlet	0.8%	3,032	155	0.2%	6,305.94	1,851.98	8,157.93
Total of Cities	100.0%	384,653	66,796	100.0%	800,000.00	800,000.00	1,600,000.00
Unincorporated County	N/A	122,878	18,469				
VOLUSIA COUNTY		507,531	85,265				
Assumptions:							
- 50% Population Weighting							
- 50% Poverty Weighting							
- Unincorporated County Not Included							

Operating Funding Option B - Miami-Dade F&B Surcharge

In addition to a “formulary” funding model for Volusia Safe Harbor operations, the use of a Food and Beverage Surcharge (as is used in Miami-Dade) was also discussed by the Work Group. Most within the Work Group felt the Miami-Dade Food and Beverage Surcharge would be a better funding mechanism for Volusia Safe Harbor for the very same reasons the Miami-Dade leaders came up with in 1992.

The Miami-Dade Food and Beverage Surcharge idea was developed by a coalition of leaders from their local governments, area merchants, faith-based organizations and non-profit agencies who came to together in 1992. This group of leaders felt the challenges of addressing homelessness was too large for one sector to fund alone, and thus needed an “ongoing” source of public funding. In Miami-Dade, funding is used for homeless services and domestic violence programs.

The Miami-Dade Homeless and Domestic Violence Food and Beverage Surcharge:

- Applies to establishments licensed by the State of Florida to sell alcoholic beverages,
- Applies to establishments that have more than \$400,000 in gross receipts annually,
- Is a surcharge on the sale of food and beverages,
- Special events, hotels and motels not included,
- One percent (1%),
- Started 1993.

The surcharge is collected throughout Miami-Dade County with the exception of establishments in the cities of Miami Beach, Surfside and Bal Harbour. Revenues are distributed as follows:

- 85% to the Miami-Dade County Homeless Trust,
- 15% to Miami-Dade County for domestic violence centers.

The Alvah Chapman Homeless Assistance Centers in Miami and Homestead are funded primarily from this surcharge. The Chapman Centers are the most stable funded homeless service centers in the USA, and are generally considered in the top five best managed homeless centers in the country.

The food and beverage surcharge is a near-perfect funding stream for homeless services since it does not include small “mom and pop” establishments, nor does it include quick service restaurants, hotels, motels and special events. Furthermore, it aligns with alcoholic beverages which significantly interrelate with the condition of homelessness.

Of all the states in the USA, the State of Florida provides one of the lowest funding levels for direct/indirect homeless services, yet Florida has one of highest levels of homelessness within the USA. This funding mechanism would allow the State of Florida to facilitate funding for homeless services within Volusia County without tapping State coffers.

Furthermore, if Miami-Dade has access to such a useful funding stream, why should Volusia County not have the same access?

Holistic centers that have integrated and co-located service agencies at one location, like the Alvah Chapman Centers do in Miami-Dade, have proven to significantly drop street level homelessness.

For additional information, go to:

- <http://www.miamidade.gov/taxcollector/tourist-taxes.asp>,
- <http://www.miamidade.gov/homeless/food-and-beverage-tax.asp>.

Construction - Volusia County Council - Homeless Contribution Policy

*Inter-Department
Memorandum*



DATE: June 11, 2015
TO: James T. Dinneen, County Manager
FROM: Volusia County Council 
SUBJECT: Homeless Contribution Policy

During the April 2, 2015 Council meeting, discussion took place related to funding of a homeless shelter. Below is a summary of the discussion:

- Require municipalities to execute a contract pledging its support.
- Volusia municipalities would decide on a third party to manage facility.
- Municipalities must agree in writing to fund the shelter for at least five years.
- The County will not be involved in the day-to-day operations or transportation.
- The County would not operate or own a shelter nor would it revert back to the County for any reason.
- Volusia County would grant up to \$4 million towards the construction of the project and donation of land near Stewart Marchman. Funding could come from grant opportunities or the general fund.

As presented in the five year forecast, the general fund has one-time funding within reserves to accomplish financial obligation.

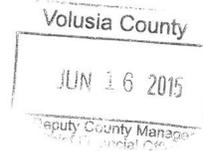


Exhibit 1 - 2014 Study Scope

Based on work with other communities, Marbut Consulting performed the following project phases. Some of these phases ran in sequence, while other phases overlapped. Throughout these phases, homelessness was observed from a variety of vantage points: individuals experiencing homelessness, homeless families with children, agency staffs, volunteers, funders, government officials, civic community leaders, businesses, the media and the general public.

Phase 1 - Being Homeless in Volusia County:

One of the most effective ways to gain accurate information about homeless services is to observe services from the view of person experiencing homelessness, rather than from an agency and/or government perspective. This vantage point combined with observations from other stakeholders help to provide a more complete picture of the existing issues. If one only observes homelessness from a service-provider perspective, he or she will only develop agency-centric solutions. Therefore, Dr. Marbut became homeless at the street level in Volusia County for several days. The consultant's first trip to Volusia County was conducted before agencies were notified of his start date and arrival.

Phase 2 - Inventory of Services:

It was critically important for Marbut Consulting to have accurate information about all the types and quantities of service being provided throughout the region. Therefore, the Consultant performed an inventory of homeless services in the Volusia County regional area and conducted site visits to homeless services providers. It is important to note that it is very common to have agencies operate differently during nights, weekends and holidays than it does during the "traditional work week" (Monday-Friday, 8a-5p). These "off-hour times" are important because they represent 76% of the time many agencies operate (128 hours of a 168 hour week). It was therefore critical to visit agencies at night, during weekends and holidays. Many agencies were visited multiple times. All of these activities were conducted by Dr. Robert Marbut in person.

Phase 3 - Needs Assessment:

The Marbut Consulting conducted a needs assessment of the types of services (qualitative) and capacity of services (quantitative) needed in Volusia County and what might be needed in the future. This required street level observations and analysis of data from Point-in-Time-Counts (PITCs), Homeless Management Information System reports (HMIS), agency reports, interviews, etc.

Phase 4 - Gap Analysis:

Marbut Consulting then conducted a gap analysis of services between existing inventory and identified needs. This required additional follow up with some of the agencies, often by phone and e-mail.

Phase 5 - Strategic Framing for an Action Plan:

Marbut Consulting then strategically framed an Action Plan within the parameters of national best practices. This required the Consultant to conduct in person meetings with government officials, and leaders from businesses, faith-based entities and service agencies.

Phase 6 - Drafting of the Action Plan:

Based on the study findings and national best practices, Marbut Consulting then drafted a Strategic Action Plan which was 39 pages long and then later drafted an updated report that included a VSH Business Plan which was 65 pages long (note: this report was initially proposed to be a 10-20 page document).

Phase 7 - Solicitation of Stakeholder Comments Regarding the Draft Action Plan:

Marbut Consulting then presented the concepts of a draft Strategic Action Plan to key stakeholders for comment and discussion. During this phase the Consultant conducted in-person meetings and phone calls. The goal during this phase was to improve the Strategic Action Plan through stakeholder input and to help build stakeholder “buy-in.”

Phase 8 - Completion and Presentation of the Action Plan:

Marbut Consulting then finalized the Strategic Action Plan and presented it to the Daytona Beach City Commission and at to a special meeting of the Volusia League of Cities.

Notes About Scope of Work:

- Many improvements “organically” materialized during the gap analysis and national best practice review phases of this study. Marbut Consulting shared these improvements as they arose with government officials, agencies and stakeholders.
- The scope of work was limited to “study and development of recommendations” only.

Exhibit 2 -
Area Cities That Financially Supported the 2014 Study

City of Daytona Beach
City of Daytona Beach Shores
City of DeBary
City of DeLand
City of Edgewater
City of Holly Hill
City of New Smyrna Beach
City of Orange City
City of Ormond Beach
City of South Daytona
Town of Ponce Inlet

Exhibit 3 -
Program/Agency Site Visits, Tours, Meetings and Conference Calls (2014 Study)

Dominick Amendolare
Volusia County Sheriff's Office
Sergeant

Michael E. Arth
Resident De Land
Homeless Advocate

W. Chester Bell
Stewart-Marchman-Act
Chief Executive Officer

Mark Besen, Ph.D.
Haven Recovery Center
Executive Director

Ann Brandon
United Methodist Church in DeLand
Interfaith Kitchen Coordinator

Dona DeMarsh Butler
Volusia County
Community Assistance Division Director

Joan Campanaro
F.A.I.T.H. Volusia
Homeless Committee Chair

Wayne Carter
Main Street in DeLand
Executive Director

William “Brad” Carter
Volusia County Resident
Homeless Advocate

Joni Casillas
The Salvation Army
Director of Development

William Chapin
Daytona Beach Resident
Architect

James Chisholm
The City of Daytona Beach
City Manager

Michael Chitwood
City of Daytona Beach Police Department
Chief of Police

Susan Clark
The Neighborhood Center of West Volusia
Executive Director

Mike Coffin
Volusia County Sheriff’s Office
Chief Deputy

Ivan Cosimi
Stewart-Marchman-Act
CFO

Barry Davis
Daytona Beach Resident
Homeless Advocate

Bob Decker
Mental Health America
Director

Jim Dinneen
Volusia County
County Manager

Fr. Phil Egitto
Our Lady of the Lurdes Catholic Church / F.A.I.T.H. Volusia
Pastor / Co-Chair of F.A.I.T.H. Volusia

Nancy Epps
Ponce Inlet
Former Mayor

Salvatore Gintoli, MA
Stewart-Marchman-Act
Facility Administrator Pinegrove

Pastor Roxanne Grant
New Beginnings Cold Water Ministries
Director

Donna M. Gray-Banks
Community Redevelopment Agency - City of New Smyrna Beach
Community Resource Coordinator

Rick Hall
City of DeLand
Director Parks and Recreation Department

Lisa A. Hamilton
Volusia-Flagler County Coalition for the Homeless
Executive Director

Bret Harford
Salvation Army - Sally House
Housing Monitor

Rhonda Harvey
Stewart-Marchman-Act
Vice President for Residential Services

Hon. Derrick L. Henry
The City of Daytona Beach
Mayor

Hon. Patrick Henry
The City of Daytona Beach
City Commissioner Zone 5

Big John
Big Goliath Radio
Host

Hon. Ben F. Johnson
Volusia County Sheriff's Office
Sheriff

Michael Allan Kahler
Vets 4 Vets
Founder/CEO

Anita Lapidus
Lawyer
Homeless Advocate

Hon. Carl W. Lentz, IV
The City of Daytona Beach
City Commissioner, Zone 1

Scott A. Lesnett
Mid Atlantic Financial / New Smyrna Beach
President / Civic Leader

Mark Lynn
Catholic Charities of Central Florida
Section Leader

Capt. Chico Mandizha
Volusia County Sheriff's Office
Executive Officer

Paul McKitrick
The City of Daytona Beach
Deputy City Manager/Administrative and Development Services

Shannon McLeish
Air Occupy
Activist

Linda Miller
Goodwill Industries of Central Florida
Employment Specialist

Luke Miller
F.A.I.T.H. Volusia
Co-Chair of F.A.I.T.H. Volusia's Homeless Committee

Liz Myers
Lawyer
Homeless Advocate

Michael "Pastor Mike" Pastore
New Promises Ministries
Messenger/Director

Michael Pleus, ICMA-CM
City of DeLand
City Manager

Carol Podschelne
Catholic Charities of Central Florida
Case Management

Julia A. Rademacher
The City of Daytona Beach
Executive Assistant

Troy Ray
Halifax Urban Ministries (HUM)
Executive Director

Alan Rettig
Catholic Charities of Central Florida
Eastern Regional Director

Connie Ritchey
Stewart-Marchman-Act
Vice-Chairperson man of

Jessica Robillard
F.A.I.T.H. Volusia
Lead Organizer

James L. Rose
Chamber of Commerce / Rice & Rose
Chair / Attorney

Ray Salazar
United Way Volusia-Flagler Counties
President

Lt. Jason Sampsell
Orange City Police Department
Lieutenant

Hon. Belle B. Schumann
State of Florida Seventh Judicial Circuit
County Court Judge

Rosa I. Serrato
Daytona Beach
Citizen

Mary J. Swiderski
Volusia County of Governments
Executive Director

Bonnie Trammell
Goodwill
Job Site Coordinator Connection Center

Rosaria C. Upchurch, Ph.D.
Therapist
Licenced Marriage & Family

David Van Dyke
Catholic Charities of Central Florida
Family Emergency Assistance Program

Rev. Gabriel Vargas
Ridgewood Avenue Baptist Church
Pastor

Hon. Kelly White
The City of Daytona Beach / Jack White Land Company - White Star
City Commissioner Zone 3 / Owner

Anthony E. Woods
The Housing Authority of the City of Daytona Beach
Executive Director/CEO

Hon. Pam Woods
Volusia County Schools / The City of Daytona Beach
District Homeless Education Liaison / City Commissioner Zone 2

Ronald R. Wright
City of South Daytona Police Department
Chief of Police

Joseph W. Yarbrough
City of South Daytona
City Manager

Attendees at the Volusia League of Cities Monthly Dinner Meeting

Attendees at the Volusia Manager's Association Monthly Meeting

Members of Stewart-Marchman-Act the Board of Directors and Executive Committee

Numerous individuals experiencing homelessness

Several Different Faith-based Meetings

Several Volunteers of the First Assembly of God Food Pantry in DeLand

Volunteers and staff at Interfaith Kitchen in DeLand

Since the 2014 Study, have met with many others, some of whom requested anonymity

Exhibit 4 -
The Seven Guiding Principles of Homeless Transformation

The Measuring Stick
Moving from Enablement to Engagement

After visiting 237 homeless service providers in 12 states and Washington, DC, Dr. Robert Marbut established the following the *Seven Guiding Principles of Homeless Transformation* which he commonly found to be the best practices within communities across the USA. These *Seven Guiding Principles of Homeless Transformation* were used as key measuring sticks when reviewing homeless service providers in Volusia as well as the overall service network within Volusia County.

1. Move to a Culture of Transformation (versus the Old Culture of Warehousing):

Homeless individuals must be engaged and no longer enabled. Everybody within the service delivery system (eg general public, media, elected politicians, appointed officials, boards, staffs and volunteers of service agencies and most importantly the homeless themselves) must embrace a culture of transformation. A culture, that through the help of others, homeless individuals can transform and integrate themselves back into society. For moral and fiscal reasons, homelessness must become an unacceptable condition that is not tolerated in the USA.

2. Co-location and Virtual E-integration of as Many Services as Possible:

In order to increase success, all services within a service area must be e-integrated. Virtual e-integration improves coordination of services, enhances performance, reduces “gaming” of the system, engages individuals on the margin of society and increases cost efficiencies within and between agencies. Furthermore, whenever financially possible, services should be co-located. Co-location goes beyond virtual e-integration by increasing access and availability into a shorter period of time through the reduction of wasted time in transit and minimization of mishandled referrals. Co-location also increases the supportive “human touch.”

3. Must Have a Master Case Management System That is Customized:

Because there are so many different service agencies helping homeless individuals (eg government at multi-levels, non-profits and faith-based), it is critical that ONE person coordinates the services an individual receives and to do so in a customized fashion. The types of service provided is critical, but what is more important is the sequencing and frequency of customized person-centered services.

4. Reward Positive Behavior:

Positive behavior of individuals should be rewarded with increased responsibilities and additional privileges. Privileges such as higher quality sleeping arrangements, more privacy and elective learning opportunities should be used as rewards. It is important that these rewards be used as “tools” to approximate the “real world” in order to increase sustainable reintegration into society. Every aspect of service delivery should be rooted in preparing the individual or family to have sustained success in permanent housing.

5. Consequences for Negative Behavior:

Too often there are no consequences for negative behavior of individuals. Unfortunately, this sends a message that bad behavior is acceptable. Within the transformational process, it is critical to have swift and proportionate consequences.

6. External Activities Must be Redirected or Stopped:

External activities such as “street feeding” must be redirected to support the transformation process. In most cases, these activities are well-intended efforts by good folks; however, these activities are very enabling and often do little to engage homeless individuals.

7. Panhandling Enables the Homeless and Must Be Stopped:

Unearned cash is very enabling and does not engage homeless individuals in job and skills training which is needed to end homelessness. Additionally, more often than not, cash is not used for food and housing but is instead used to buy drugs and alcohol which further perpetuates the homeless cycle. Homeless individuals who are panhandling should be engaged into the transformational process. Furthermore, most panhandlers are not truly homeless but are preying on the good nature of citizens to get tax-free dollars.

Exhibit 5 - Robert G. Marbut Jr., Ph.D. Biography

First as a volunteer, then later as a San Antonio City Councilperson/Mayor-Pro-Tem and a homeless service agency President/CEO, Dr. Robert Marbut has worked on homeless issues for more than three decades.

In 2007, frustrated by the lack of real improvement, and as part of the concept development phase for the *Haven for Hope Campus*, Dr. Marbut conducted a nationwide best practices study of homeless services. After personally visiting 237 homeless service facilities in 12 states and the District of Columbia, he developed *The Seven Guiding Principles of Homeless Transformation*. Since then, Dr. Marbut has visited a total of 715 operations in 21 states, plus Washington, DC and Mexico City, DF.

These *Seven Guiding Principles of Transformation* are used in all aspects of his work to create holistically transformative environments in order to reduce homelessness.

Dr. Marbut was a White House Fellow to President George H.W. Bush and a former chief of staff to San Antonio Mayor Henry Cisneros.

He earned a Ph.D. from The University of Texas at Austin, Austin, Texas in International Relations (with an emphasis in international terrorism and Wahhabism), Political Behavior and American Political Institutions/Processes from the Department of Government.

He also has two Master of Arts degrees, one in Government from The University of Texas at Austin and one in Criminal Justice from the Claremont Graduate School. His Bachelor of Arts is a Full Triple Major in Economics, Political Science and Psychology (Honors Graduate) from Claremont McKenna (Men's) College.

Dr. Marbut also has completed three post-graduate fellowships, one as a White House Fellow (USA's most prestigious program for leadership and public service), one as a CORO Fellow of Public and Urban Affairs and one as a TEACH Fellow in the Kingdom of Bahrain and the State of Qatar (1 of 13 USA educators selected).

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