

Pathways to Permanence



The 10-Year Plan To End Homelessness in Pasco County



Coalition for the Homeless of Pasco County, Florida, Inc.

Pasco County, Florida



City of San Antonio, Florida

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EXECUTIVE SUMMARY

Pathways to Permanence: The 10-Year Plan to End Homelessness in Pasco County, Florida is the product of several years of thought and planning with key stakeholders: elected officials, local municipalities, government agencies, the business community, and service providers. Specifically, this past year has been devoted to gathering data to inform and develop a plan that is feasible and attainable for ending homelessness in Pasco County.

What happens if we do nothing; if we just manage the problem rather than act to end homelessness? Statistics from the United States Interagency Council on Homelessness (USICH) have extensive documentation of the cost/benefit of having an organized ten year plan to “end” rather than continuing to “manage” homelessness. By the end of 2008, 860 cities and counties have partnered in 355 ten-year plans. Many of them have since done extensive cost/benefit studies. Once such study in Illinois was typical in showing a cost savings of \$2,414 per resident, per year in the “chronic homeless” population. With Pasco’s current statistic of 617 chronic homeless individuals that would mean an annual cost savings of \$1,489,438. It is likely that the number of chronic homeless individuals in Pasco has doubled since our last count. This does not include the cost savings that could be generated from the total homeless population which in last year’s count was 4,527. These statistics also don’t include most of the nearly 2395 “homeless children” currently identified (February 2010) by the school system under the Florida definition of homelessness. The majority of these children are doubled or tripled up in homes with other families. However, to date, services and efforts to provide for the homeless in Pasco County have essentially just managed the problem. Therefore, it is clear that ‘doing something’ is the only viable option for Pasco County. That option is *Pathways to Permanence: The 10-Year Plan to End Homelessness in Pasco County*.

We believe that it is not only meaningful and compassionate but economically prudent and cost effective to end homelessness in Pasco County. Over the next decade, Pathways to Permanence plans to provide case management, prevention activities, emergency and

transitional housing, and permanent supportive housing for individuals and families that are homeless. As part of our planning process, *Pathways to Permanence* generated the following three overarching goals with corresponding objectives to be accomplished by over the next 10 years to end homelessness.

- GOAL I** ***Reduce Homelessness***
- GOAL II** ***Increase self-sufficiency***
- GOAL III** ***Prevention of Homelessness***
- GOAL IV** ***Ensure implementation of the Plan***

The plan for implementation will be a combined effort by all of the key stakeholders. A structure for implementation will be developed to provide the oversight for the success of *Pathways to Permanence: The 10-Year Plan to End Homelessness* involving individuals and agencies throughout Pasco County. This will entail the creation of an Advisory Policy Board responsible for prioritizing the action steps of the Plan and making recommendations for funding the elements within the 10-Year Plan.

The Coalition of the Homeless of Pasco County, Inc.

Mission, Vision and Purpose

Mission: To assist the homeless population and those at risk of homelessness to gain self-sufficiency by providing advocacy and the coordination of capacity building through partnerships within the community.

Vision: To ensure a safe place for everyone, every night.

Purpose: The Coalition will achieve its mission, in accordance with the Continuum of Care by:

- Providing technical assistance, supportive services and educational opportunities to its members.
- Advising existing shelters and support programs for the homeless population and evaluating unmet needs of this population
- Exploring all possible resources for addressing unmet needs and creating special initiatives to continue/expand existing programs for the homeless population
- Educating elected officials, community business leaders and the public at large regarding the circumstances and needs of the homeless population
- Advocating for housing, employment, transportation, education, health care, counseling/rehabilitative and other need-focused programs required to provide a long-range solution to the problems of the homeless population.

Overview of the Problem of Homelessness in Pasco County

The Planning Process

In the *Report on Homeless Conditions in Pasco County 2009*, Williams and Cazanave reported results from the January 2009 Homeless Census; a one-day, enumerated point-in-time count conducted by the Coalition for the Homeless of Pasco County, Inc. (The results of this count may be found on the Coalition's website: www.pascohomelesscoalition.org). The count collected over 500 individual surveys which resulted in its estimated number of homeless individuals on any given day. The results indicated that there were an estimated 4,527 homeless individuals in the county on any given day in 2008: 3,018 adults and 1,509 children, not including the 2,110 individuals and children doubled up, or the 225 men and women incarcerated who indicated they do not have a home to go to upon their release. The number of sheltered persons was 1,674 and the number of unsheltered was 2,853. Though the numbers appear to be extremely high, this has been a consistent trend since 2005. Since 2005, the County has averaged 3,500 homeless individuals on any given day. This year, the enumerated count method was used taking into account those persons counted, but not surveyed.

Williams and Cazanave (2009) further stated that even though the challenges to eliminate homelessness in Pasco County are significant, the Coalition and its member agencies have been providing shelter and services to the homeless for 20 years. However, Pasco County is still experiencing a need for emergency shelters, transitional housing and affordable supportive housing. This lack of housing has led to little improvement in its' capacity to move homeless persons from unsheltered to sheltered status. Through the Continuum of Care some funding for services has been provided to the homeless but, due to the competitive nature of Continuum funding, there has not been an increase to the number of beds required to house the growth in numbers of this population. In response to this, in June 2008, the Coalition in began forming the initial planning committee to develop USICH "American's Road Home" 10-

year plan blueprint. The initial meeting of County leaders was called by Florida State Senator Mike Fasano. At the inaugural meeting two City officials were chosen to lead this planning effort: from the east side of Pasco County, Steve Spina, Zephyrhills City Manager; and from the west side of the County, Port Richey Mayor Richard Rober. Also included in this initial planning committee were Andy Coble of Youth and Family Alternatives, and Dan Campbell of the Homeless Coalition. Eugene Williams of the Pasco Community Development Division was asked to facilitate future meetings and provide the guidance to keep the process on track.

As a result of these efforts, in 2008 the committee was able to garner the support of all of the six Pasco County municipalities and the Pasco County Commission. This support materialized in the form of a Proclamation adopting the principles of “America’s Road Home” (see appendices). These are the principles used by over 860 counties and cities who have partnered resulting in 355 10-Year plans to end homelessness. The USICH has championed these principles and has assisted these communities. On February 13, 2009, a press conference featuring the then USICH Director Philip Magano, Senator Mike Fasano and District 1 County Commissioner Ted Schrader was held on the steps of the Dade City Historical Courthouse. This press conference launched the organizing and writing of the 10-Year Plan to End Homelessness in Pasco County.

In May 2009, Dr. David Persky of Saint Leo University was asked to gather representatives from Saint Leo to work with the Planning Committee to develop, research, and write the 10-Year Plan. The Saint Leo University representatives are: Dr. Marguerite McInnis, Social Work; Dr. Patricia Campion, Sociology; Dr. Patrick Draves, Psychology; and Dr. Veronika Ospina-Kammerer, Social Work. The Planning Committee and Saint Leo representatives met numerous times since May 2009 culminating in the drafting of the 10-Year Strategic Plan.

Definitions

The Federal definition, according to the Department of Housing and Urban Development (HUD), in Title 42, Chapter 119, Subchapter I, defines homelessness as:

1. an individual who lacks a fixed, regular, and adequate nighttime residence; and
2. an individual who has a primary nighttime residence that is -
 - A. a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
 - B. an institution that provides a temporary residence for individuals intended to be institutionalized; or
 - C. a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

The federal definition does not include persons ‘doubled up’, staying in motel rooms, living with friends or family due to lack of adequate alternative housing.

The Florida State definition provided in a report to Governor Charlie Crist, *Homeless Conditions in Florida 2009* states that homelessness is, “ Anyone, by state law, who lacks a fixed, regular and adequate nighttime residence, or whose primary residence is:

- A public or private shelter or transitional housing
- A place not meant for human habitation, including parks, the street, or a vehicle;
- A temporary residence for persons intended to be in an institution (p. 1).

The Florida definition allows for ‘doubling up’.

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Assessing the Need

Homelessness in the United States

The 2008 Annual Homeless Assessment Report on Sheltered and Unsheltered Homeless found that in the United States:

- 664,414 people were homeless on a single night in January 2008
- Three-fifths of homeless people stay in emergency shelters for less than a month and one-third stay less than a week
- Nationwide, there are approximately two beds for homeless and formerly homeless persons per 1,000 people in the United States

A report released by the National Center on Family Homelessness in early March 2009 found "more than 1.5 million children are homeless annually in the United States - one in every 50 American children."

Homelessness in Florida

The *Florida Department of Children and Families' Office on Homelessness report, Homeless Conditions in Florida 2009*, states that in Florida...

- 57,687 men, women and children are homeless in Florida (does not include 'doubled up')
- Florida has the 3rd largest homeless population in the nation (*Third Annual Homeless Assessment Report to Congress, U.S. Housing and Urban Development, 2008.*)
- 16 percent are children
- 32 percent are women
- 17 percent are veterans
- 9 percent have a history of being in foster care

- 50 percent have never been homeless before
- 38 percent have been homeless for less than 3 months
- The majority of homeless people in Florida are our neighbors who have lived here for awhile as 68% have lived in the County they reside for least a year.

The report further indicates trends in Florida suggest that the homeless population will increase due to the following:

- The downturn in the national economy;
- Florida's growing number of filings for foreclosure;
- Increasing numbers of applicants for cash assistance, food stamps, and other benefits;
- Rise in demand for local food and feeding programs; and
- Declining revenues for local and state government human services and housing programs (p. i).

Homelessness in Pasco County

Statistics and Demographics

As stated earlier in this document, there has been a consistent trend in the number of homeless in Pasco County since 2005. The point-in-time count conducted in January 2009 provided the following detail on the homeless:

- Total number of households with dependent children: 1,286. Of that, 450 were in emergency shelter and 836 unsheltered
- Total number of persons in households with dependent children (adults and children): 3,215. Of that, 1,125 were in emergency shelter and 2090 unsheltered
- Total number of households without dependent children: 756. Of that, 252 were in emergency shelter and 504 unsheltered

- Total number of persons in households without dependent children: 1,312. Of that, 549 were in emergency shelter and 763 were unsheltered.
- The total number from the above data: 4,527 homeless in Pasco County January 2009.

Additional sources of information have provided by the United Way 211 call center, Pasco County Human Services, and the District School Board of Pasco County. The United Way 211 Call Center provides information on basic necessities. The total number of calls for assistance on housing, rental, mortgage, electric, water, shelter, homeless, and food increased from 21,010 in 2008 to 24,309 from January through August 2009. Most notably was the doubling of calls for homeless services from 338 in 2008 to 642 in 2009. Services requested by telephone to Pasco County Human Services also increased from 2008 to 2009: an increase in calls of 105% for shelter; a 147% increase in calls for utilities; an increase in calls of 107% for food; and an increase in calls for utility and housing security deposits of 227%. The District School Board of Pasco County conducts an internal count of homeless families and children. From August 2008 to September 2009, they report a 162% increase in the number of homeless families and a 132% increase in the number of children who are homeless. The District counted 2,119 'doubled up' children and adults who are homeless and now living with friends or relatives. This figure was not included in the point-in-time homeless count. As of February 2010, the District School Board has identified 2,395 children and 1,273 families in homeless situations. It is anticipated that this number will continue to grow until the end of this school year. A final figure will be available and compared to the earlier reported data. And finally, the Pasco County jail identified 225 incarcerated adults who, upon release within the next six months, will be homeless. This figure was not included in the point-in-time as well. From these various sources, it appears that this information tends to support the trend in growth in the homeless population in Pasco County.

Additionally, the point-in-time count identified groups in greatest need: chronic homeless men; families with children; and those addicted to substances. The groups identified with the least amount of resources available to serve are: chronic homeless men and families with

children. The groups of homeless most effectively being served are: domestic violence and HIV/AIDS. The top three unmet needs in Pasco County identified in the count were: employment; permanent, affordable housing; and transportation.

The major causes of homeless identified in the count were loss of employment and/or financial loss; followed by family problems, and medical/disability. Sixty-five percent of the homeless are male; 35% are female. Eighty-six percent of the homeless are between the ages of 18-20; 10% are over 20 years of age; and 4% are under 18 years old. Seventy-one percent of the homeless are white; 13% are Hispanic; 8% are black; 4% are American Indian; 3% are other; .001% are Asian; and .001 are Hawaiian. Seventy-five percent are single; 25% are married.

Services

The Homeless Management Information System (HMIS) is an electronic data gathering system which allows the service providers to track the progress and outcomes of their clients. The more agencies that use this system, the greater the ability to record progress of clients moving from the streets to permanent housing. It also assists in accurately counting the homeless. Currently the Coalition has HMIS coverage throughout the Continuum of Care with 31 users of the system.

The Continuum of Care is intended to be a 'blueprint' for a comprehensive program for prevention of homelessness, emergency shelter, transitional housing, supportive services, and ultimately the provision of permanent affordable housing to those who are deemed homeless in accordance with Chapter 420.624, Florida Statutes. Currently, there are over 21 organizations both County and private not-for-profits, providing services to the homeless population in Pasco County. The inventory of homeless housing beds has fluctuated since 2007. In 2005, the number of year-round beds was 362; in 2006 that number decreased to 301. In 2008, the bed count increased due to 47 new transitional housing beds. The County needs approximately 500 permanent supportive housing beds to house the current homeless population. The second greatest need is for families. Currently the need is for 800 units of affordable housing for this population. There is a need for 250 beds for transitional housing.

Assessment

The Coalition for the Homeless of Pasco County approached personnel at Saint Leo University in spring 2009 to assist in the assessment of the homeless population. Faculty from Saint Leo developed several methods of data gathering: development of a survey administered online to all social service homeless providers and qualitative interviews with key healthcare and law enforcement personnel.

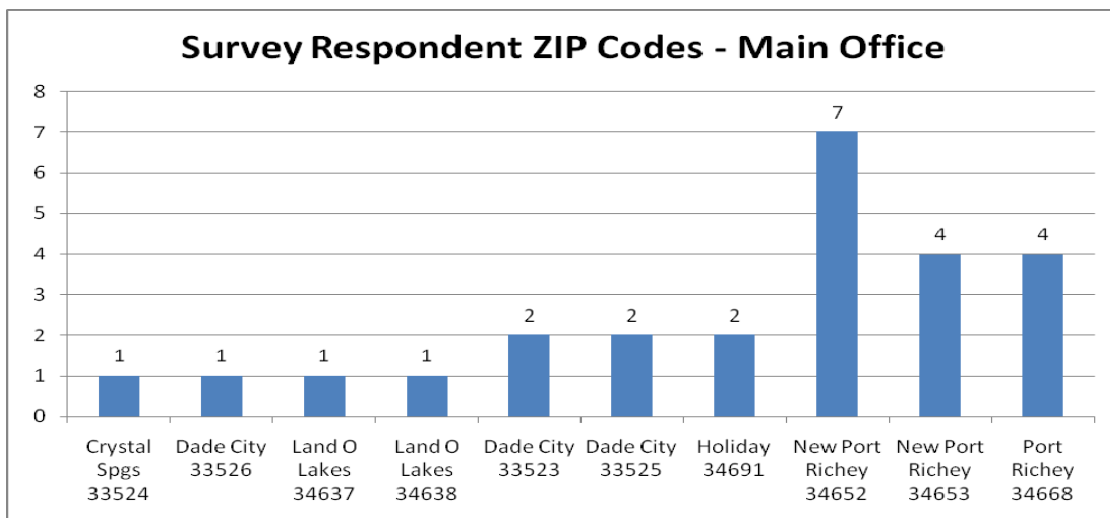
Service Providers

Description of the research:

In collaboration with the Coalition for the Homeless of Pasco, Inc., Dr. Patrick Draves of the Department of Psychology at Saint Leo conducted an online survey of Coalition members using Zoomerang survey software. The members themselves helped Dr. Draves create the survey, providing critical feedback on an early paper version during one of their regular meetings. Twenty five agency representatives responded, 23 of who provided useable data on most questions asked. The following is a brief report of results.

Results:

Figure 1. Main office ZIP Codes represented among respondents.



Participants were asked from which ZIP Codes the participants they serve come. Figure 2 below represents the total number of agencies reporting at least one participant from any given ZIP Code.

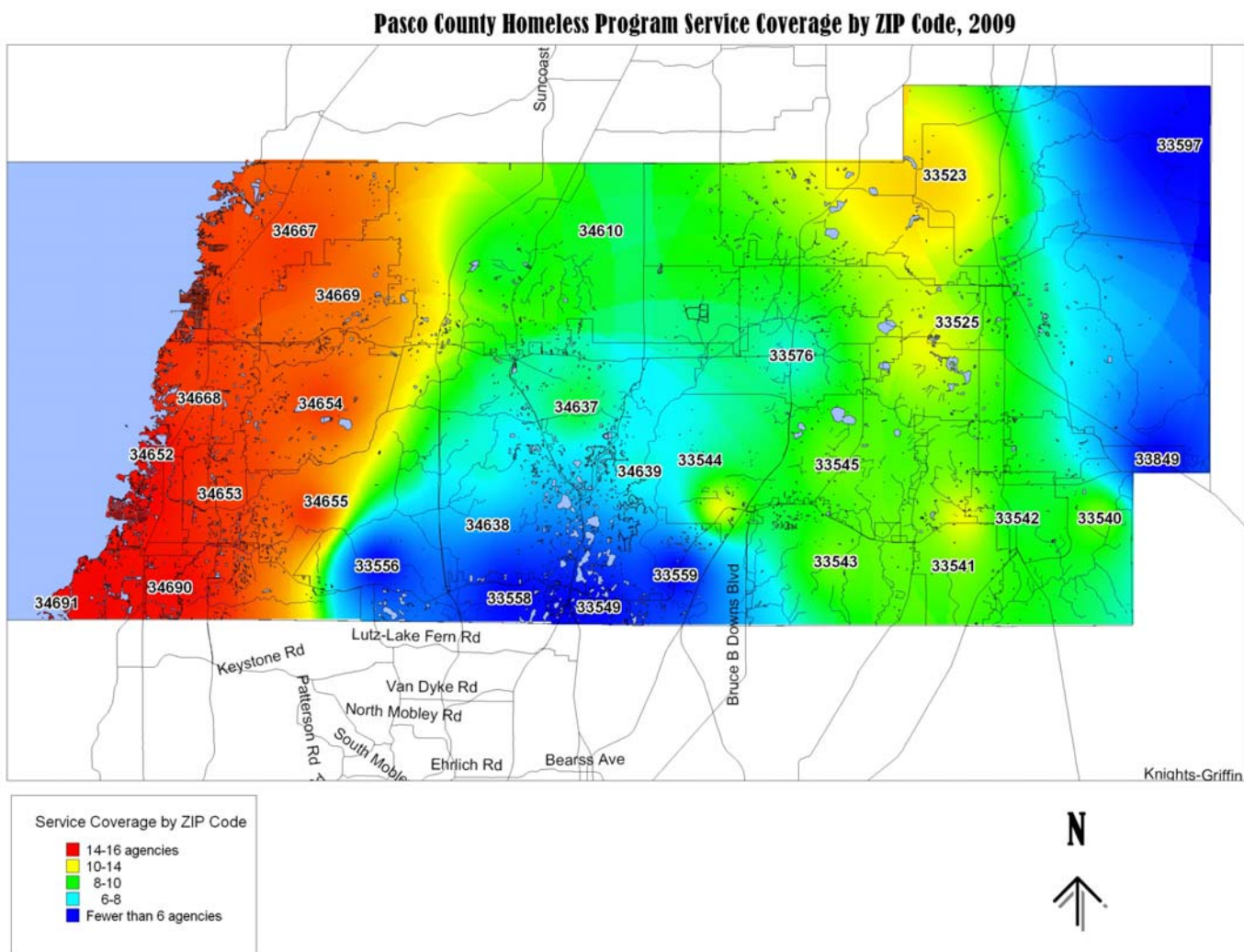


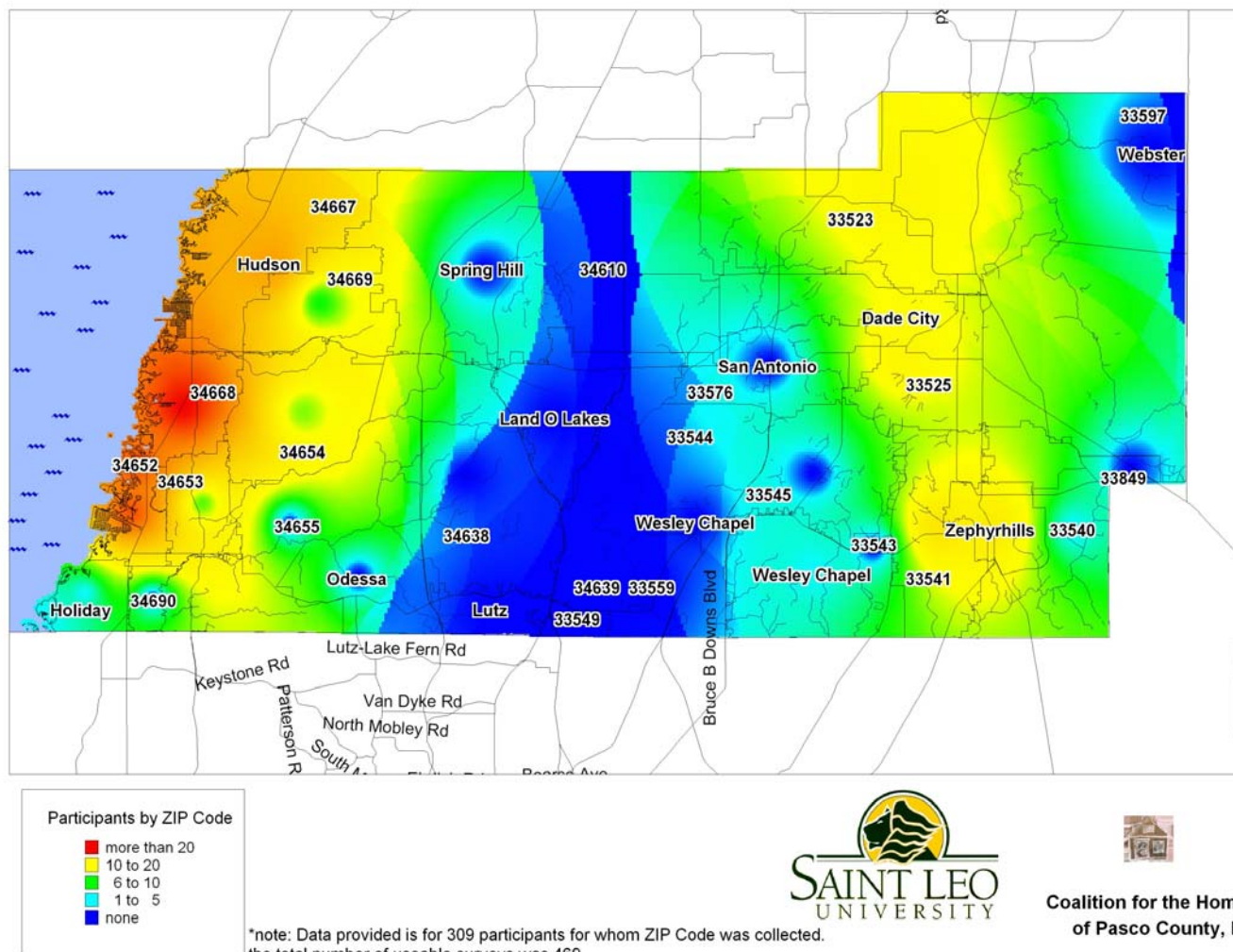
Figure 2. ZIP Codes from which homeless participants come.

For the purposes of comparison, these results were examined in light of the responses from homeless persons counted in the 2009 homeless count in Pasco County. Readers can see that there is a substantial amount of overlap between the two. Note that the map in Figure 3

below is from 309 homeless persons who returned useable ZIP Code data (of 469 total respondents).

Figure 3. Homeless persons counted by ZIP Code in 2009 annual count.

Pasco County Homeless Persons by ZIP Code, 2009 Count



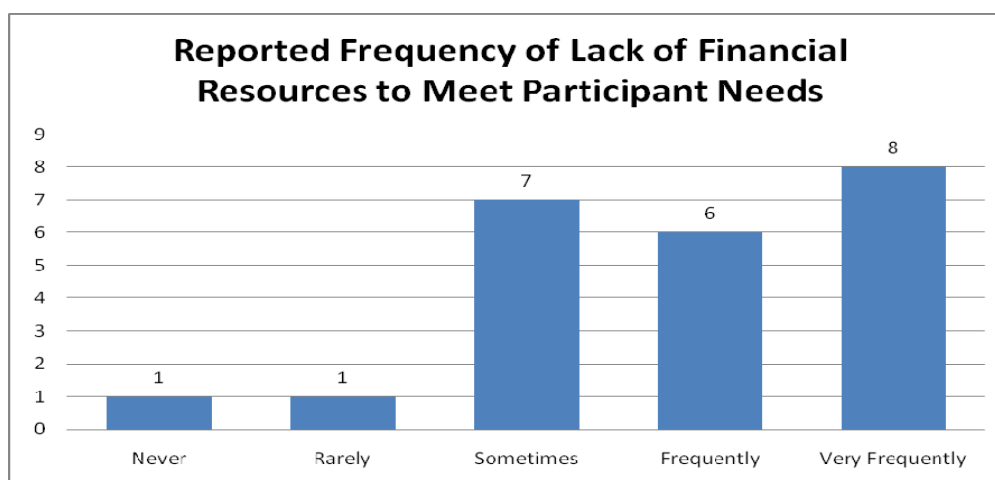
Participants were asked how many unique participants per month they *can* serve (maximum) under current capacity (if funding and staffing remain constant). Participants were defined for them as individual persons, not families or other groups. Twenty-two agencies provided useable data. The sum (total) was 16,534 unique participants per month, while the

average across the 22 respondents was just over 751 unique participants per agency. When asked how many of these participants they *actually serve*, the sum was 9,970 unique participants (not units of service), with an average just over 498 participants. If we take agencies at their word, this would equate to approximately a 66.3% service utilization rate. Be very careful, however, of drawing too much meaning from this aggregate number. Averages are always trickier than expected. Some agencies will be nearly full capacity, while others will be closer to 50% in their utilization. Consequently, inferences about any one agency on the basis of this mean would be ill-advised.

Units of service differ from unique participants. Units of service delivered should exceed unique participants served in all but the scenario in which each participant receives one and only one unit of service. Responding agencies reported delivering a total of 35,930 units of service in the past month, with an average of 1,633 per month across all 22 responding agencies.

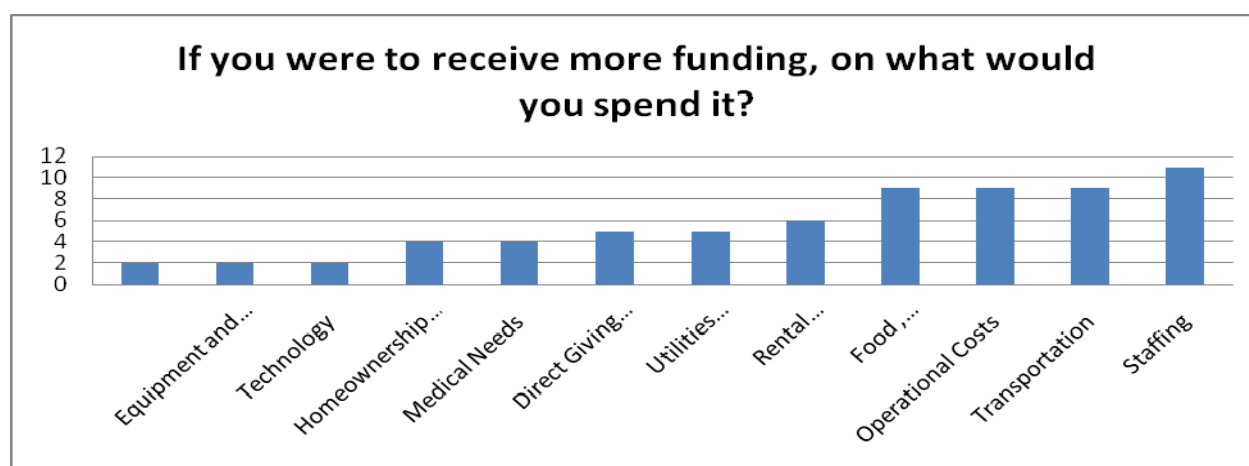
Over 85% of agencies reported currently having inadequate funding to provide services. Figure 4 presents the frequency with which respondents reported that their agency doesn't have the resources necessary to meet the needs of the participants.

Figure 4. Reported frequency of inadequate funding to meet needs.



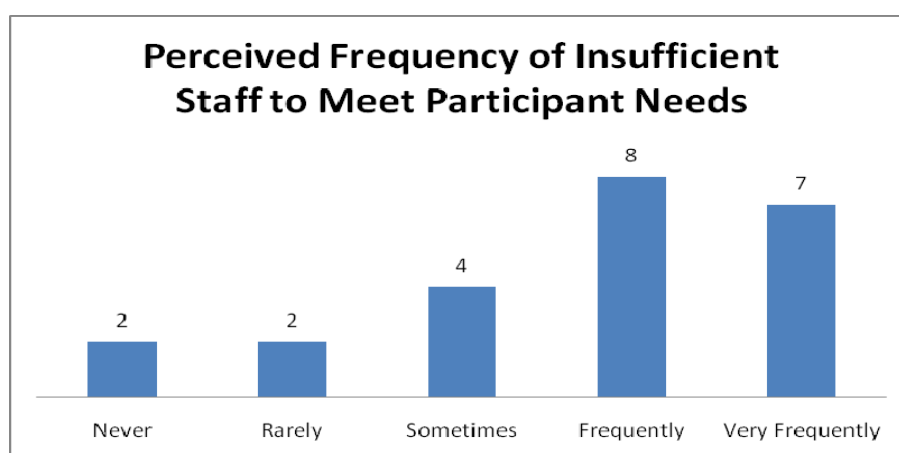
Participating agencies reported a total estimated unmet financial need of \$1,588,400, with an average unmet need of \$79,420 per agency. They were asked, if they were to receive more funding, how they would spend the money. The most frequent responses were related to additional staffing, transportation, food for participants, and operational costs. Responses are presented in Figure 5.

Figure 5. Hypothetical use of additional funding.



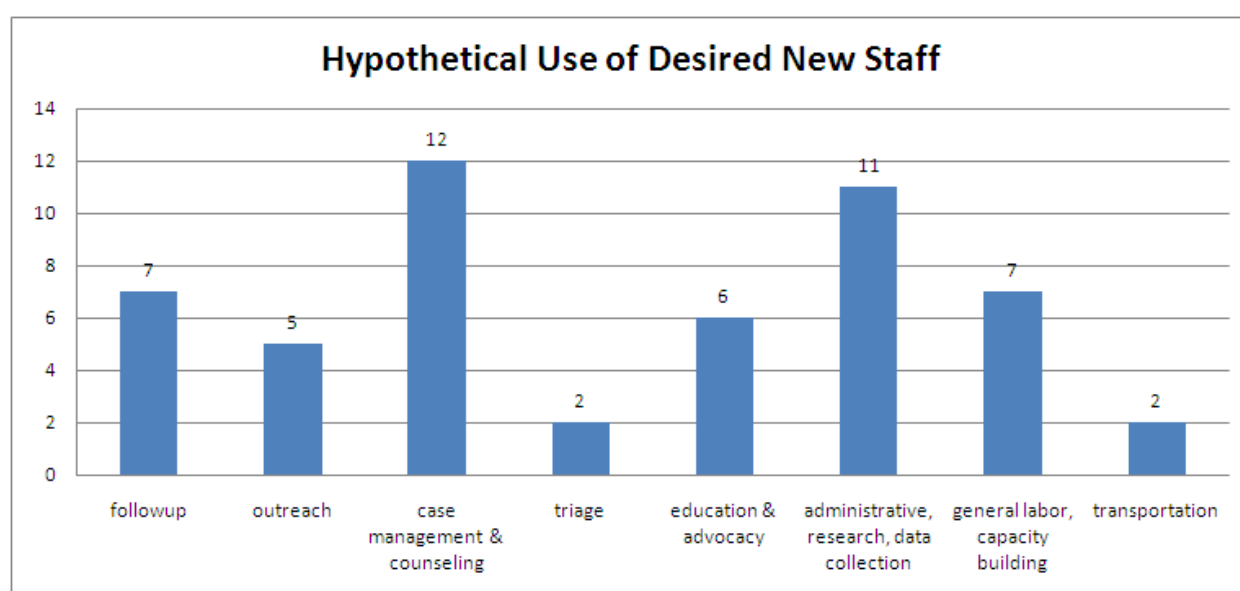
Seventy four percent of responding agencies (17/23) reported that they do not have enough staff to provide services at the current level of demand. Most respondents reported experiencing inadequate staffing levels either frequently or very frequently, as represented in Figure 6 below.

Figure 6. Reported frequency of inadequate staffing to meet needs.



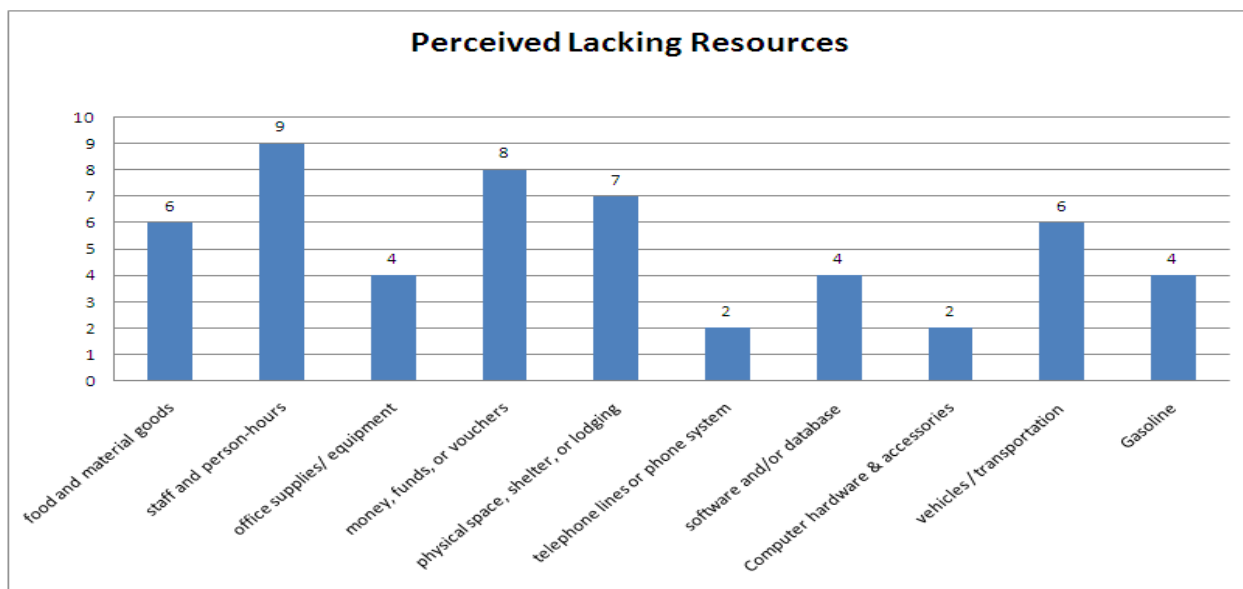
Of seventeen agencies reporting inadequate staffing levels, sixteen agencies provided a number of how many staff they would need in order to meet needs. Across the 16 respondents, the total was 46 additional persons (full-time equivalent), or an average of three persons per agency responding. They were asked to estimate how they would have additional staff use their time if they were able to choose. The most frequent responses were case management, counseling, administrative, research, and data collection. Responses are presented in figure 7.

Figure 7. Hypothetical use of additional staff.



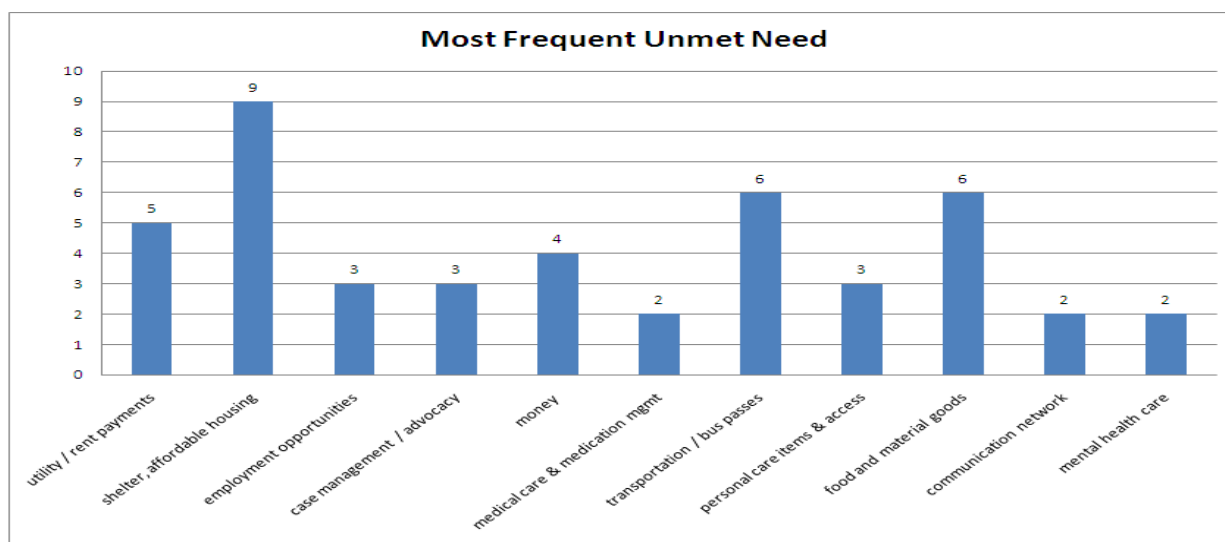
Money and staffing were not the only resources lacking among the agencies responding. In fact, vouchers, physical space, transportation, lodging, and material goods came up multiple times when agencies were asked about resources they lack in order to provide services to meet current needs of county participants. In fact, the total gap between what agencies are providing and what they've been funded to provide was surprisingly wide. Across 15 agencies responding, the total gap was \$1,437,900. Figure 8 provides an overview of the unmet needs reported.

Figure 8. Resources perceived as lacking in service provision.



In addition to unmet needs among the agencies, respondents reported a wide range of unmet needs among the homeless participants they serve. Obviously, shelter and affordable housing was the most frequent unmet need. However, food and material goods, transportation, and assistance with utilities were also frequently reported. Figure 9 provides an overview.

Figure 9. Unmet needs among homeless participants in Pasco County.



Finally, participants were asked about follow-up among participants served. Only 56.5% of respondents (13 of 23 responding) reported the ability to follow-up on participants served by them and then referred to other agencies. When asked *how often* they follow up with participants, 6 responded *rarely*, 8 reported *sometimes*, 9 reported *frequently*, and 1 agency reported *frequently* following up with participants. When asked whether other agencies contacted them for the purposes of following up on referrals made to them, nearly 70% of responding agencies (16/23) reported that other agencies do not contact them for the purposes of follow-up. When asked what they felt the biggest priority was for homeless initiatives in Pasco County, besides increasing funding and staffing, responses were somewhat inconsistent with one another. However, a full 27% of the sample chose a shift toward family shelters as very high priority, 14% chose wrap-around services, and another 14% chose increased collaboration and information sharing across agencies.

Healthcare

In collaboration with the Coalition for the Homeless of Pasco, Inc., Dr. Marguerite McInnis and Dr. Veronika Ospina-Kammerer of the Department of Undergraduate Social Work and Dr. Patricia Campion of the Department of Sociology at Saint Leo University conducted a series of face-to-face interviews with healthcare providers in Pasco County. The results of the interviews are provided below.

The combined annual shortfall that the five Pasco County area hospitals absorb in costs to provide services to the uninsured and homeless is approximately \$30 million. Many reasons have been given that contribute to this: lack of transportation for homeless individuals across Pasco County; lack of prevention services; and lack of insurance (personal communication, Eugene Williams, September 16, 2009). It was apparent to the Planning Committee, that the healthcare providers in Pasco County play a significant role in the lives of the homeless population and therefore, believed that it was of utmost importance to include them in the research process.

Description of the research:

An interview questionnaire was developed specific to healthcare providers followed by a proposal submitted to the Institutional Review Board (IRB) of Saint Leo University for approval prior to contact with the participants (see appendices for copy of IRB). The proposal was approved. All participants were sent a letter requesting the interview, a copy of the interview questionnaire, and a description of the research. The letter was followed up with a phone call to schedule the interview. (See the appendices for a copy of the letter and the interview for healthcare providers).

Five providers of healthcare in Pasco County were interviewed over a five week period in early 2010. Face-to-face interviews were conducted each lasting approximately one hour. Three of the healthcare providers consented to having their interview audio-taped while the other two declined. The following healthcare providers participated: Premier Community HealthCare Group, Inc.; Community Hospital New Port Richey, FL; Morton Plant Hospital, New Port Richey, FL; Pasco County Health Department, New Port Richey, FL; and the Good Samaritan Health Clinic, New Port Richey, FL. In all cases, the Executive Director, Chief Operating Officer, or Director of Nursing participated in the interviews. All interviews were conducted on the premises of the participating agency.

Results:

The majority of healthcare resources are located on the west side of Pasco County, where the majority of the homeless population is located. The east side of Pasco County has fewer resources in general and healthcare resources specifically. There is a substantial lack of public transportation from one side of the county to the other making access to services for the homeless in east Pasco County difficult if not impossible.

Most of the healthcare providers did not track specifically the homeless population they served. Rather, they could track those they served who were uninsured. They all indicated a significant need of medical services for the uninsured population. For example, Premier Community Hospital stated that 58% of those they serve on the east side of Pasco County are

uninsured; whereas 83% of those they serve on the west side of Pasco County are uninsured. They also indicated that they treated 234 patients who were uninsured costing them approximately \$225,000 to \$250,000.

All those served by the Good Samaritan Health Clinic met the federal guidelines for poverty. When asked what percentage of their population was at-risk of becoming homeless; the response was that all were at-risk. The same response was given by the Pasco County Health Department personnel when asked the same question; all were at-risk. Two of the healthcare providers noted that even though physicians were granted sovereign immunity, there was a consistent shortfall in physicians treating chronic illnesses willing to provide services to the homeless population.

According to all of the healthcare providers, the uninsured (or homeless population) present with multiple health care issues such as dental, malnutrition, diabetes, hypertension, and other chronic health problems. They all indicate that the homeless population usually seeks treatment in the emergency room for multiple medical reasons which lead ultimately to overall increases in health care costs. Many medical providers also noted that it takes a greater amount of time for an initial assessment for a homeless person (approximately 45 minutes) versus the typical fifteen or twenty minutes for those not homeless. Health care providers (nurse case manager and social workers) also stated that they needed additional time to find services for the homeless.

Gaps in Resources:

From the interviews, the following gaps in services emerged that negatively impacted the health of the homeless in Pasco County:

- Lack of affordable health care
- lack of prevention services
- lack of transportation
- lack of housing

- lack of identifying homeless individuals who present for services
- lack of physicians who utilize sovereign immunity in order to provide care for the homeless population
- lack of coordination of care among providers
- difficulty in discharge planning for the homeless
- difficulty in follow-up treatment and care for the homeless after discharge.

Law Enforcement:

The Pasco County Sheriff's Department has estimated that it costs approximately \$8 million a year incarceration costs or \$20,000 a year per person (personal communication, Eugene Williams, September 16, 2009). This translates into approximately 400 people that transition in and out of the County jail. At the last homeless count (January 2009) it was determined that 230 persons would be released back into homelessness with no permanent resident to go to.

In collaboration with the Coalition for the Homeless of Pasco, Inc., Dr. Marguerite McInnis and Dr. Veronika Ospina-Kammerer of the Department of Undergraduate Social Work and Dr. Patricia Campion of the Department of Sociology at Saint Leo University conducted a series of face-to-face interviews with law enforcement professionals in Pasco County. The results of the interviews are provided below.

Description of the research:

An interview questionnaire was developed specific to law enforcement, followed by a proposal submitted to the Institutional Review Board of Saint Leo University for approval prior to contact with the participants (see appendices for copy of IRB). The proposal was approved. All participants were sent a letter requesting the interview, a copy of the interview questionnaire, and a description of the research. The letter was followed up with a phone call

to schedule the interview. (See the appendices for a copy of the letter and the interview for law enforcement).

The following law enforcement agencies participated in interviews: Zephyrhills Police Department, Port Richey Police Department, New Port Richey Police Department, Dade City Police Department, and the Pasco County Sheriff's Department.

Results

The law enforcement agencies interviewed do not track systematic information about the homeless population for volume of activity, so they could not accurately assess the cost. Some could only provide a ball park figure. For example, Port Richey Police Department 'guesstimated' that they spent approximately \$20,000 per year on the homeless population from their small budget. They also reported that the majority of those they served were single, Caucasian males with drug abuse problems; primarily alcoholism.

Law enforcement indicated that assessing homeless status is difficult because many individuals provide an address, even though it may not be their residence. The activity is cyclical, with a few individuals usually accounting for the bulk of the calls. Dade City Police indicated that a single individual can drive the number of calls to a maximum in one day. They indicated that one homeless individual was responsible for 51 contacts made by Dade City Police over a period of time. In comparison, a low volume of activity would generate about one call a week. In Zephyrhills, the police currently receive a minimum of 12 calls a week from people needing shelter. They report the volume of activity has increased with the economic downturn and a new population becoming homeless because of unemployment. The law enforcement agencies also reported that they sometimes have a relatively low level of activity because many times the homeless stay in the county rather than within the city limits. All report that most calls for law enforcement involve panhandling, trespassing, disturbing the peace, and suspicious activity. Occasionally, officers will receive calls for fights, shoplifting, and a few burglaries.

In terms of incarceration, the homeless can make up to 10% of the county jail population, including all the people who do not have a permanent residence. A narrower count

including only people who do not have any form of shelter would reduce that number to an estimated 3%. The count is higher in winter, due to the weather. They also indicate that a large number of the inmates suffer from medical and mental health issues, as well as addictions.

Law enforcement agencies envision their role primarily as a liaison between the homeless population and services, but they have been involved in providing services themselves, such as providing rides to shelters or medical services, collecting donations, distributing blankets or toiletry kits at homeless camps. The jail coordinates with a program administered by the Public Defenders' Office, and regularly hosts programs within the jail around literacy, life skills, or addiction recovery. All law enforcement agencies attempt to coordinate with local organizations to provide referrals, as part of their larger involvement with the community. Religious organizations are the most involved with the issue of homelessness, but overall, law enforcement reports that resources are very limited. The First Baptist Church in Dade City and Zephyrhills provides emergency assistance. In both cities, another church has a cold night shelter. In Zephyrhills, Community Chapel also administers a soup kitchen and the Salvation Army has just opened services in Dade City.

All law enforcement agencies mentioned the need for more shelters, particular in winter, and transportation to access them. This shelter would have to be able to address the medical, mental health, and addiction issues that many of the homeless present. For the jail, the key issue is to have a contact at the time of release, particularly after hours. All agencies also see the need for a "one-stop shop" where homeless people would have access not only to food and shelter, but also to mental health services, case management, job training, and other social services they may need. Law enforcement agencies see their main role as a referral point, so they would like to receive updated information on the services available, either through email updates, or through a committee of all agencies involved with homelessness, where service providers would share their information and discuss this issue on a regular basis. This should include government and community agencies. The information could be distributed on cards that officers could hand out to the homeless they encounter.

Gaps in Resources:

- Need for more information regarding services for the homeless
- Need for more shelters to house the homeless
- Lack of coordination of services/discharge planning for homeless inmates upon release from jail
- Need for 'one-stop-shop' for coordination of services for homeless offenders
- Lack of transportation

The Strategic Plan

The *Pathways to Permanence: The 10-Year Plan* is a long term comprehensive plan to end homelessness by providing adequate transitional and permanent housing and support services to the homeless to ensure success. It is also designed in the event a person falls into homelessness to shorten their stay in that condition. Over the next 10 years, this plan will:

- reduce the number of homeless in Pasco County
- increase supportive transitional housing for the homeless in Pasco County
- increase supportive permanent housing for the homeless in Pasco County
- increase self-sufficiency
- provide services to prevent homelessness

This plan is the end product of several years of planning and represents the efforts of the leadership in Pasco County, elected officials, government agencies, educational institutions, non-profit organizations, the business sector, and others. This plan; its goals and objectives are based on evidence gathered from the community, and successful initiatives and best practices from other programs in Florida and across the county. As a result, this plan will:

- increase success in eliminating homelessness
- decrease strategies that do not work
- decrease costs to the healthcare and law enforcement communities
- maintain the community's attention on outcomes that work
- justify spending for outcomes that work

Goals and Objectives

Definitions

Goals: High level statements that provide overall context for what the project is trying to achieve. Goals are general intentions and are not specific enough to be measured

Objectives: Objectives are concrete statements describing what the project is trying to achieve.

Strategy: Precise actions for accomplishment of a specific task

GOAL ONE *Reduce homelessness*

Objective 1.A. Increase number of permanent supportive housing units for individuals and families

Strategy 1.A.a. Assist in the development of 350 units of permanent supportive housing

Estimated Timeline: 35 units per year over the next 10 years

Estimated Costs/Funding Sources: federal and state

Potential Community Stakeholders: local and state government agencies, private, not-for-profit service providers, faith-based institutions, private business, healthcare providers, and law enforcement.

Objective 1.B. Maintain the inventory of affordable housing through acquisition

Strategy 1.B.a. Preserve all subsidized housing units that are USDA funded in Pasco County.

Estimated Timeline: over the next 10 years

Estimated Costs/Funding Sources: federal--\$5,000,000.

Potential Community Stakeholders: housing service providers, local and state government agencies, not-for-profit service providers, private business, healthcare providers, and law enforcement.

Objective 1.C. Increase the number of transitional beds for individuals and families

Strategy 1.C.a. Obtain funding through the Homeless Assistance Grant "Hearth Act".

Estimated Timeline: Year 1

Estimated Costs/Funding Sources: state--\$845,000.

Potential Community Stakeholders: local and state government agencies, private, not-for-profit service providers, faith-based institutions, private business, healthcare providers, and law enforcement.

Strategy 1.C.b. Request funding through the Community Development Block Grant program (CDBG) Federal grant to build 80 emergency shelter beds

Estimated Timeline: 1 to 2 years

Estimated Costs/Funding Sources: federal--\$300,000.

Potential Community Stakeholders: local and state government agencies, not-for-profit service providers, faith-based institutions, private business, healthcare providers, and law enforcement.

Strategy 1.C.c. Request the Neighborhood Stabilization Program funding (NSP) Federal Grant for 50 foreclosed homes

Estimated Timeline: 1 to 3 three years

Estimated Costs/Funding Sources: federal

Potential Community Stakeholders: local and state government agencies, not-for-profit service providers, faith-based institutions, private business.

GOAL TWO Increase self-sufficiency

Objective 2.A. Increase access to support services

Strategy 2.A.a. Develop two Homeless Assistance Centers (HAC) in west Pasco County to provide counseling, housing assistance, education, life skills training, employment information and access to federal, state, and county resources.

Estimated Timeline: 1-3 years

Estimated Costs/Funding Sources: \$400,000 annually (\$200,000 per center annual operation cost). Federal, state, county, local fundraising

Potential Community Stakeholders: local and state government agencies, not-for-profit service providers, faith-based institutions, private business, healthcare providers, law enforcement.

Strategy 2.A.b. Develop one Homeless Assistance Center (HAC) in east Pasco County to provide counseling, housing assistance, education, life skills training, and employment information and access to federal, state, and county resources.

Estimated Timeline: 1-3 years

Estimated Costs/Funding Sources: \$200,000 annually. Federal, state, county, local fundraising,

Potential Community Stakeholders: local and state government agencies, not-for-profit service providers, faith-based institutions, private business, healthcare providers, law enforcement

Strategy 2.A.c. Increase the provision of case management among service providers

Estimated Timeline: ongoing over the next 10 years

Estimated Costs/Funding Sources: none

Potential Community Stakeholders: Universities, community colleges, HACs, not-for-profit service providers, faith-based institutions, school district, law enforcement, healthcare providers, local and state government agencies.

Strategy 2.A.d. Increase employment opportunities for the homeless

Estimated Timeline: 1-3 years

Estimated Costs/Funding Source: \$3,194,344 federal grant: Competitive Grants for Worker Training and Placement in High Growth and Emerging Industry Sectors. Pasco-Hernando Workforce Board.

Potential Community Stakeholders: business community, job placement agencies, HACs, local and state government agencies, law enforcement, healthcare providers, not-for-profit service providers.

Strategy 2.A.e. Increase communication and coordination of services among agencies providing services to the homeless population through social media promotions

Estimated Timeline: ongoing over the next 10 years

Estimated Costs/Funding Sources: none

Potential Community Stakeholders: not-for-profit service providers, faith-based institutions, local and state government, law enforcement, healthcare providers, HACs

GOAL THREE Prevention

Objective 3.A. Increase outreach to at-risk populations through the provision of rent, utility payments, vouchers, transportation, and financial assistance at critical times to prevent homelessness.

Strategy 3.A.a. Obtain the U.S. Department of Housing and Urban Development (HUD) Emergency Support Grant

Estimated Timeline: 1 to 3 years

Estimated Costs/Funding Sources: federal grant--\$200,000 per year

Potential Community Stakeholders: not-for-profit service providers, local and state government agencies, faith-based institutions, law enforcement.

Strategy 3.A. b. Obtain State Challenge Grant

Estimated Timeline: 1 to 3 years

Estimated Costs/Funding Sources: State grant--\$57,000 per year

Potential Community Stakeholders: not-for-profit service providers, local and state government agencies, faith-based institutions, law enforcement, healthcare providers.

Strategy 3.A.c. Maintain Homeless Rapid Re-Housing

Estimated Timeline: 1 to 2 years

Estimated Costs/Funding Sources: Federal--\$1,055,000 over 2 years

Potential Community Stakeholders: Continuum of Care, not-for-profit service providers, local and state government agencies, faith-based institutions, law enforcement, healthcare providers.

Objective 3.B. Develop and implement a homeless awareness campaign

Strategy 3.B.a. Implement a public relations campaign through the use of video, print, and other media

Estimated Timeline: 1 to 3 years

Estimated Costs/Funding Sources: \$50,000. Fundraising, state and local funding

Potential Community Stakeholders: Pasco County community

GOAL FOUR Ensure the implementation of the Plan

Objective 4.A. Develop funding for the administrative operations, implementation, and evaluation of the plan

Strategy 4.A.a. Obtain an annual operational budget for Lead Agency

Estimated Timeline: ongoing over the next 10 years.

Estimated Costs/Funding Sources: Federal, state, local funding of \$100,000 annually

Potential Community Stakeholders: Homeless Coalition, local and state government agencies, housing and assistance providers, not-for-profit service providers, law enforcement, healthcare providers, faith-based institutions

Strategy 4.A.b. Obtain federal grant to continue HMIS administration

Estimated Timeline: Year 1

Estimated Costs/Funding Sources: federal grant--\$50,000

Potential Community Stakeholders: Homeless Coalition, local and state government agencies, housing and assistance providers, not-for-profit service providers, faith-based institutions, healthcare providers, law enforcement

Strategy 4.A.c. Develop a Homeless Advisory Board of up to 21 members to provide advice on policy and funding opportunities for the Plan

Estimated Timeline: Year 1

Estimated Costs/Funding Sources: \$25,000

Potential Community Stakeholders: local government, Homeless Coalition, educational institutions, not-for-profit service providers, social service homeless providers, law enforcement, faith-based institutions, healthcare providers.

Strategy 4.A.d. Increase service provider participation in HMIS to improve strategic use of data to guide planning for future needs and for evaluation of the Plan.

Estimated Timeline: annually

Estimated Costs/Funding Sources: \$20,000 annually

Potential Community Stakeholders: Homeless Coalition, local, state, and federal government agencies, social service homeless provider community, faith-based institutions.

Strategy 4.A.e. Develop and implement an evaluation protocol to assess efficacy of The Plan.

Estimated Timeline: Year one develop evaluation protocol and then assess annually over the next 10 years.

Estimated Costs/Funding Sources: none

Potential Community Stakeholders: Homeless Coalition, local, state, and federal government agencies, social service homeless provider community, faith-based institutions.

References

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Department of Children and Families; Office on Homelessness.

U.S. Department of Housing and Urban Development and the Office of Community Planning
and Development (2008). *2008 Annual Homeless Assessment Report to Congress.*

Williams, E., & Cazanave, C. ((2009). *Report on Homeless Conditions in Pasco County
2009*. Report to the Coalition for the Homeless of Pasco County, Inc., Saint Leo
University and the Pasco Community Development Division.

Appendices

10-Year Plan Committees

Champions Committee

The Most Honorable Senator Mike Fasano

Richard Rober, Mayor
City of Port Richey

Steven F. Spina, City Manager
City of Zephyrhills

Steering Committee

Rev. Dan Campbell, President
Coalition for the Homeless of Pasco County,
Inc.

Eugene Williams, Project Supervisor
Pasco County Community Development
Division

Andy Coble, Vice President
Runaway Alternatives Project (RAP House)

Dr. Patricia Campion
Saint Leo University

Dr. Veronika Ospina-Kammerer
Saint Leo University

Dr. Patrick Draves
Saint Leo University

Dr. Marguerite McInnis
Saint Leo University

Board of County Commission, Pasco County, Florida

Pasco County, Florida Municipalities

City of Dade City, Florida

City of New Port Richey, Florida

City of Port Richey, Florida

Town of Saint Leo, Florida

City of San Antonio, Florida

City of Zephyrhills, Florida

Research Contributors

*Coalition for the Homeless of Pasco County, Inc. membership	New Port Richey Police Department
Community Hospital New Port Richey, FL	Pasco County Health Department
Dade City Police Department	Pasco County Sheriff's Department
District School Board of Pasco County	Port Richey Police Department
Good Samaritan Health Clinic	Premier Community HealthCare Group, Inc.
Morton Plant North Bay Hospital	United Way 2-1-1 of Pasco County
	Zephyrhills Police Department

*Coalition for the Homeless of Pasco County, Inc. Membership

Ace Opportunities Largo, FL	Agency for Community Treatment Services, Inc. (ACTS) Tampa, FL
Bay Area Legal Service, Inc. Tampa, FL	General Home Development Corp. Dade City, FL
Benedictine Sisters of Florida St. Leo, FL	Glaser, Wayne P. Trinity, FL
Bethany Family Apts./Catholic Charities Dade City, FL	Gulf Coast Comm. Care Shelter Hudson, FL
Colson, Nancy Hudson, FL	Habitat for Humanity-West New Port Richey, FL
Connections Job Dev. Corp. New Port Richey, FL	Harbinger House New Port Richey, FL
Daystar Hope Center, Inc. Dade City, FL	Healing Hearts Ministry & Counseling, Inc. New Port Richey, FL
First United Methodist Church New Port Richey, FL	Home With A Heart New Port Richey, FL
Foley, Sr. Joan New Port Richey, FL	Hope United Methodist Church New Port Richey, FL
Fresh Start for Pasco, Inc. New Port Richey, FL	Hopeville Community Development Hudson, FL

Jericho Road Ministries, Inc.
Brooksville, FL

Joining Hands Community Mission
Holiday, FL

Journey Village, Inc.
Land O'Lakes, FL

Metropolitan Charities, Inc.
St. Petersburg, FL

Metropolitan Ministries
Tampa, FL

Mid Florida Community Services
Brooksville, FL

Operation PAR
Port Richey, FL

Pasco County Community Develop.
New Port Richey, FL

Pasco County Housing Authority
Dade City, FL

Pasco County Human Services
Port Richey, FL

Pathways Community Network, Inc.
Atlanta, GA

Salvation Army DV Program
Hudson, FL

Youth & Family Alternatives
New Port Richey, FL

School Board of Pasco County
Land O'Lakes, FL

Steps To Recovery
New Port Richey, FL

Stevens, Kirk
Port Richey, FL

St. Jude's Church
Land O'Lakes, FL

Sunrise of Pasco County, Inc.
Dade City, FL

The Harbor Behavioral Health
New Port Richey, FL

The Rope Center
Hudson, FL

The Shepherd Center
Tarpon Springs, FL

The Volunteer Way Inc.
New Port Richey, FL

Sally Trent
Hudson, FL

United Way of Pasco County

FORM 1

REQUEST FOR REVIEW BY INSTITUTIONAL REVIEW BOARD FOR
THE PROTECTION OF HUMAN SUBJECTS IN EXPERIMENTATION

Your response may be printed on this form.

Principal Investigator: Dr. Marguerite McInnis

Faculty Investigator (if student project): N/A

Division: Social Work Campus Address: Saint Edward Hall. Phone: 8383

Project Title: Interviews for the Development of a Strategic Plan for the Pasco County Homeless Coalition

Project Type: Non-funded research ☒ Student research _____
 Funded research _____ Support Pending _____

Supporting Agency (if any): _____

Submission Deadline: _____

Projected Start Date: 12/15/2009 Projected Termination Date*: 12/14/2010

*If your project lasts more than one year, you must submit an application for continuing review at least two months prior to the end of the first year, so that your approval will be continuous.

Questions should be addressed to the Chair of the IRB.

FOR IRB USE ONLY:

Subjects at Risk: Yes _____ No ☒ Minimal _____

Informed consent required: Yes _____ No ☒

If yes, forms approved: Yes _____ No _____

Modifications required: none

Second Review Needed: Yes _____ No ☒

duration of the project and will ensure proper storage. (Faculty researchers and advisors are responsible for keeping informed consent forms for three years after the project terminates. Division Chairs assume responsibility if the faculty member leaves the University.)

Signed:

Marguerite McInnis

Principal Investigator

Date:

ATTACHMENT I: Informed Consent Form

1. Purpose, Duration, and Procedures:

This research is conducted as part of the development of a 10-year strategic plan for the Homelessness Coalition in Pasco County. If you choose to participate, you will be interviewed for about 1 hour. The questions will cover the services that you provide for the homeless, the impact that homelessness has on your organization, and what could help you in service delivery when it comes to the homeless. The interview will be tape-recorded.

2. Risks, Inconvenience, and Discomforts:

There are no known risks to participants in this research.

3. Potential Benefits:

Your participation in this research will help us devise a plan for services to the homeless population of Pasco County. This may benefit your organization by assisting you in providing better services to this population, and by reducing the negative impact that homelessness may have on your organization.

4. Confidentiality of Records: N/A

The interview is anonymous. None of the records will identify individuals by name or any other personally identifying information. All records will be kept in a safe location, under lock and key and on password-protected computers. The tapes will be destroyed at the end of the project.

6. Contact Persons on Research, Rights, and Treatment:

Should you have any questions about the research, please contact:

Dr. Marguerite McInnis

Saint Leo University, Department of Social Work

Email: MargueriteMcInnis@saintleo.edu Phone: (352)588-8383

Should you have any questions about your legal rights, please contact:

Dr. Patrick Draves, IRB Chair

Saint Leo University, Dept. of Psychology

Email: Patrick.Draves@saintleo.edu Phone: (352)588-8229

7. Voluntary Nature of Participation and Withdrawal:

Participation in this research is voluntary. Your refusal to participate will involve any penalty or loss of benefits to which you are otherwise entitled. You may discontinue participation at any time without penalty or loss of benefits to which you are otherwise entitled.

8. Statement of informed consent: N/A

By signing this form, I agree to participate in the research described above under the terms outlined in this form. I understand that I can choose to withdraw or not answer any question without any negative consequence to me or my organization, and that the research team will keep my personal information confidential at all times.

Participant's Signature

Date

Researcher's Signature

Date

Interview Questions for Hospitals

1. What is your role at this facility?
2. What are your responsibilities at this facility?
3. Do you have any information about your hospital activities that you could share with us, such as how many people you see per day on average?
 - a. How many of these or what percentage are at risk of becoming homeless?
4. Can you identify how many homeless people you have served this past year?
 - a. Do you even categorize homelessness?
5. What conditions or problems are homeless people seeking treatment for at your hospital?
6. How many of them are helped here?
7. What services do you provide for them?
8. Do you have designated staff working with this population?
9. How much does it cost you to serve this population annually?
 - a. How much does it cost you to serve an individual annually?
10. How does this impact your budget?
11. How does this impact other areas in your organizations such as staff, space, etc.?
12. What would you like to see in place in your facility to help this population?
13. What services could the larger community have in place for the homeless that would have a positive impact on your organization?
14. What role could your organization play in service provision for the homeless within the larger community?
15. Is there anything you would like to add? May I contact you again if need be?

Thank you for your input and generous participation.

Letter to Healthcare and Law Enforcement

Date

Name of Participant

Address

City, Florida zip

Dear _____:

On behalf of Coalition for the Homeless of Pasco County, Inc. (the Coalition), Saint Leo University is conducting research interviews with key personnel in the hospital, law enforcement, and prison industries. The purpose of these interviews is to gather information for use in the Coalition's Ten-Year Plan on Ending Homelessness in Pasco. This Plan a vital component needed to secure needed federal funding earmarked for ending homelessness in communities across the United States.

You have been identified as one who can provide the information the Coalition needs in order to complete the Ten-Year Plan. Shortly, a representative from the Coalition will be contacting you to schedule a time for a representative from Saint Leo University to interview you. The interview should take approximately one hour and with your permission would be audio-taped for easier transcription. The transcripts expedite the analysis of the interview content. Once the interview content is analyzed and incorporated into the Ten-Year Plan, the audio-tapes are destroyed.

We look forward to this opportunity to increase our knowledge of homelessness in our community and to work together to end this most distressing problem.

Thanking you in advance for your participation.

Signature

Name

Title

Interview Questions for Law Enforcement (includes jails and prisons)

1. What is your role at this facility?
2. What are your responsibilities at this facility?
3. Do you have any information about your organizations activities that you could share with us, such as how many people you see per day on average, etc.?
4. Can you identify how many homeless people have either been arrested or incarcerated this past year?
 - a. Do you even categorize homelessness?
 - b. What percentage are at risk of being homeless?
5. What conditions or problems of homeless people do you see in jail or prison?
6. Are any of them helped here?
7. What services, if any, do you provide for them?
8. Do you have designated staff working with this population?
9. How much does it cost you to provide for this population?
10. How does this impact your budget?
11. How does this impact other areas in your organizations such as staff, space, etc.?
12. What would you like to see in place in your facility to help this population?
13. What services could the larger community have in place for the homeless that would have a positive impact on your organization?
14. What role could your organization play in reducing homelessness within the larger community?
15. Is there anything you would like to add? May I contact you again if need be?

Thank you for your input and generous participation.