



U.S. Department of Health and Human Services

ADMINISTRATION FOR  
**CHILDREN & FAMILIES**

Office of Family Assistance

Welcome to the  
*Leveraging TANF Funds and Strategic  
Partnerships to Improve Housing Stability and  
Economic Outcomes for Low-Income Families*  
Webinar

**Wednesday, March 20, 2013**  
**1:00 p.m. EDT**



U.S. Department of Health and Human Services

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# **Welcome and Introductions:**

**James Butler**

*Federal Project Officer*

*Office of Family Assistance, Administration  
for Children and Families, U.S. Department of  
Health and Human Services*



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**Office of Family Assistance,  
Administration for Children and  
Families, U.S. Department of Health and  
Human Services**

**Rachel E. Terry**

*Family Assistance Program Specialist*

**Rebecca Shwalb**

*Family Assistance Program Specialist*

# New Information Memorandum

- TANF-ACF-IM-2013-01: Use of TANF Funds to Serve Homeless Families and Families at Risk of Experiencing Homelessness (published February 20, 2013)

# Allowable Uses of TANF and MOE Funds

- TANF agencies use federal TANF funds and state Maintenance of Effort (MOE) funds to provide a wide range of benefits and services for needy families with a child (or a pregnant woman). Services include both “assistance” and “non-assistance”.
  - Assistance – payments to cover basic needs such as food, clothing, and shelter.
  - Non-assistance – e.g., supportive services, work subsidies, programs that aim to prevent and reduce out-of-wedlock pregnancies or encourage the formation and maintenance of two-parent families.

# Addressing Housing Needs

- Federal TANF and MOE funds may be used to address the housing-related needs of families who are homeless or precariously housed, consistent with TANF rules on providing benefits and services to needy or eligible families.
- Along with providing ongoing basic assistance, a TANF program can provide an array of non-recurrent, short-term benefits and services, designed to extend no longer than four months, and they must address a specific crisis situation rather than meet ongoing needs.

# Housing Programs: Examples

- Examples include: short-term rental or mortgage assistance (to prevent eviction or help a homeless family secure housing), security and utility payments, moving assistance, motel and hotel vouchers, case management services, financial and credit counseling, and legal services.
- TANF funds can be used in coordination with HUD's targeted homeless assistance grants programs to maximize resource impact. For example, TANF can be used to pay for rental assistance while the Emergency Solutions Grants (ESG) program is used to pay for supportive services to help a family remain housed.

# Supportive Services

- Federal TANF and MOE Funds can be used for a wide variety of other supportive services, such as mental health or non-medical substance abuse treatment, and various employment services, that may be critically needed by homeless families.
- Employment services may include education, job training, job placement, and subsidized employment services.
- Federal TANF funds and commingled funds (a blend of federal TANF and MOE funds) cannot be used for medical services whereas segregated and separate MOE funds can.



# Coordinating Services with Other Organizations

- TANF agencies, or community-based organizations they contract with, can offer comprehensive approaches that include multiple programs and supports, such as combining a housing benefit with transportation, childcare, and/or job placement services.
- TANF agencies can also partner with local homeless providers to coordinate and streamline services delivered across the two service systems.



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# **U.S. Department of Housing and Urban Development (HUD)**

**Marcy Thompson**

*Program Specialist, Office of Special Needs  
Assistance Programs (SNAPS)*



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## HUD's Homeless Assistance Programs

- **Continuum of Care (CoC) Homeless Assistance Grants**
  - Competitively awarded
  - Funds for the provision of permanent Supportive Housing, rapid re-housing, transitional housing, and supportive services
  - Serves individuals and families that are homeless
- **Emergency Solutions Grants (ESG) Program**
  - Formula grant program
  - Funds for the provision of street outreach, emergency shelter, prevention, and rapid re-housing
  - Serves individuals and families that are homeless or at risk of homelessness



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## Lessons Learned from HPRP

- Homelessness Prevention and Rapid Re-Housing
  - \$1.5 billion Recovery Act program
  - Provided homelessness prevention or rapid re-housing over 1.3 million people in 3 years
- Provided the right amount of intervention to those in need
- Rapid re-housing
  - Proven successful and cost effective
  - Transitions persons out of homelessness quickly
  - Decreases overall number of homeless persons on streets and in shelters



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## Coordinating TANF with HUD's Homeless Assistance

- Use resources in tandem to maximize effectiveness
  - Example: Use TANF to pay for supportive services and ESG to pay for rental assistance to provide effective rapid re-housing
- Use coordinated assessment processes to ensure homeless persons are connected all forms of assistance needed to achieve self-sufficiency
- Federal TANF funding can be used as match for HUD's homeless assistance programs



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## For More Information

HUD's Homelessness Resource Exchange: [www.hudhre.info](http://www.hudhre.info)

Questions: <https://www.onecpd.info/ask-a-question/>



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## **Massachusetts Department of Transitional Assistance**

**Stephanie Brown**

*Assistant Commissioner for Policy, Program and External  
Relations*

## **Massachusetts Department of Housing and Community Development**

**Ita Mullarkey**

*Policy and Special Initiatives, Division of Housing Stabilization*

# Leveraging TANF and Strategic Partnerships to Improve Housing Stability and Economic Outcomes for Low-Income Families in Massachusetts

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MA Department of Transitional Assistance (DTA)

MA Department of Housing and Community Development (DHCD)





# Department of Transitional Assistance

## Mission and Goals

- **The Department's mission is to assist low-income individuals and families to meet their basic needs, increase their incomes, and improve their quality of life.**

DTA's goals are:

- Ensuring access to basic benefits; and
- Increasing employment of TAFDC recipients.



# Department of Transitional Assistance

## **DTA serves one out of every eight people in the Commonwealth**

- Our clients include working families, children, elders, and people with disabilities.
- Our primary objective is to provide the right resources to the right people at the right time.
- Our 22 Transitional Assistance Offices around the state allow us to use creative outreach efforts and flexible service delivery models to ensure that our resources are accessible to—and work effectively for—our clients.



# DTA Programs

- **Food**
  - **Supplemental Nutrition Assistance Program** (SNAP, formerly Food Stamps) provides food and nutritional benefits and is federally-funded.
- **Cash**
  - **Transitional Aid to Families with Dependent Children** (TAFDC) provides cash assistance to very low-income families.
  - **Emergency Aid to the Elderly, Disabled and Children** (EAEDC) provides limited cash assistance to elderly and disabled persons, as well as children, who are not covered by our other programs.
  - **State Supplement Program** (SSP) provides cash assistance in addition to federal Supplemental Security Income (SSI) benefits for elders and people with disabilities.



# Department of Housing and Community Development

- DHCD's mission is to strengthen cities, towns and neighborhoods to enhance the quality of life of Massachusetts residents. We provide leadership, professional assistance and financial resources to promote safe, decent affordable housing opportunities, economic vitality of communities and sound municipal management.
- The Division of Housing Stabilization (DHS) is charged with the mission of preventing homelessness, sheltering those for whom homelessness is unavoidable, and rapidly re-housing the homeless in stable, permanent housing.
- DHS's work is guided by the Massachusetts Commission to End Homelessness' Plan to End Homelessness and the Patrick-Murray Administration's Interagency Council on Housing and Homelessness.



# Emergency Assistance System Reform

## 2007-present

- Governor Patrick's Commission to End Homelessness in 2007 paved the way for establishment of Interagency Council on Housing and Homelessness (ICHH) and 10 regional statewide networks
  - Fostered relationships between broad range of stakeholders
  - Enabled stakeholder buy-in and commitment to system change
- In 2009, the Emergency Assistance shelter system was transferred from DTA to DHCD
- Funding for innovations to demonstrate alternatives to sheltering families
  - Diversion Pilots
  - Rapid Rehousing
  - Stabilization Build Out



# Overview of Expanded Housing Continuum for At-Risk and Low-Income Families

- **Focus for FY 13 is on an expanded housing continuum to address housing instability issues:**
  - Targeted prevention interventions to those most likely to become homeless
  - Targeted shelter for those with an immediate need for emergency placement and a diversion resource that will allow some EA households to avoid a shelter placement
  - Access to HomeBASE - flexible financial assistance to help EA families in shelter move toward housing stability
  - Expansion of MRVP with a Supportive Housing component
  - Strategic alignment of federal COC resources with state programs (Prevention and Rapid Re-Housing from shelter)



# Eligibility for Emergency Assistance

- Families wishing to apply for Emergency Assistance shelter are directed to meet with DHCD Homeless Coordinators, who are co-located at DTA field offices.
- The FY13 budget established revised eligibility categories:
  - Domestic Violence;
  - Homeless due to fire, flood, or natural disaster;
  - Eviction through no fault;
  - Substantial health and safety risk to a non-primary tenant
- Families found eligible for Emergency Assistance may be placed in a shelter setting, or they may meet with a HomeBASE provider
  - Many HomeBASE providers are also co-located at DTA offices
  - Families utilizing HomeBASE may avoid shelter stay altogether



# HomeBASE Household Assistance

- Benefit is very flexible and can be used to help a family rapidly exit shelter and stabilize in housing for at least 12 months
- Funds can be used for:
  - First, last, and security deposit for a new apartment
  - Utilities
  - Child care
  - Prorated share of host family's rent
  - Car repair
- Household Assistance funds can be used for short term rental support
- Includes twelve months of stabilization / case management
- Benefit available once in a 12 month period
- Only third party payments (no cash assistance directly to HB household)





## Who Does the HomeBASE Program Assist?

Emergency Assistance (EA) eligible families referred by DHS Homeless Coordinators may include:

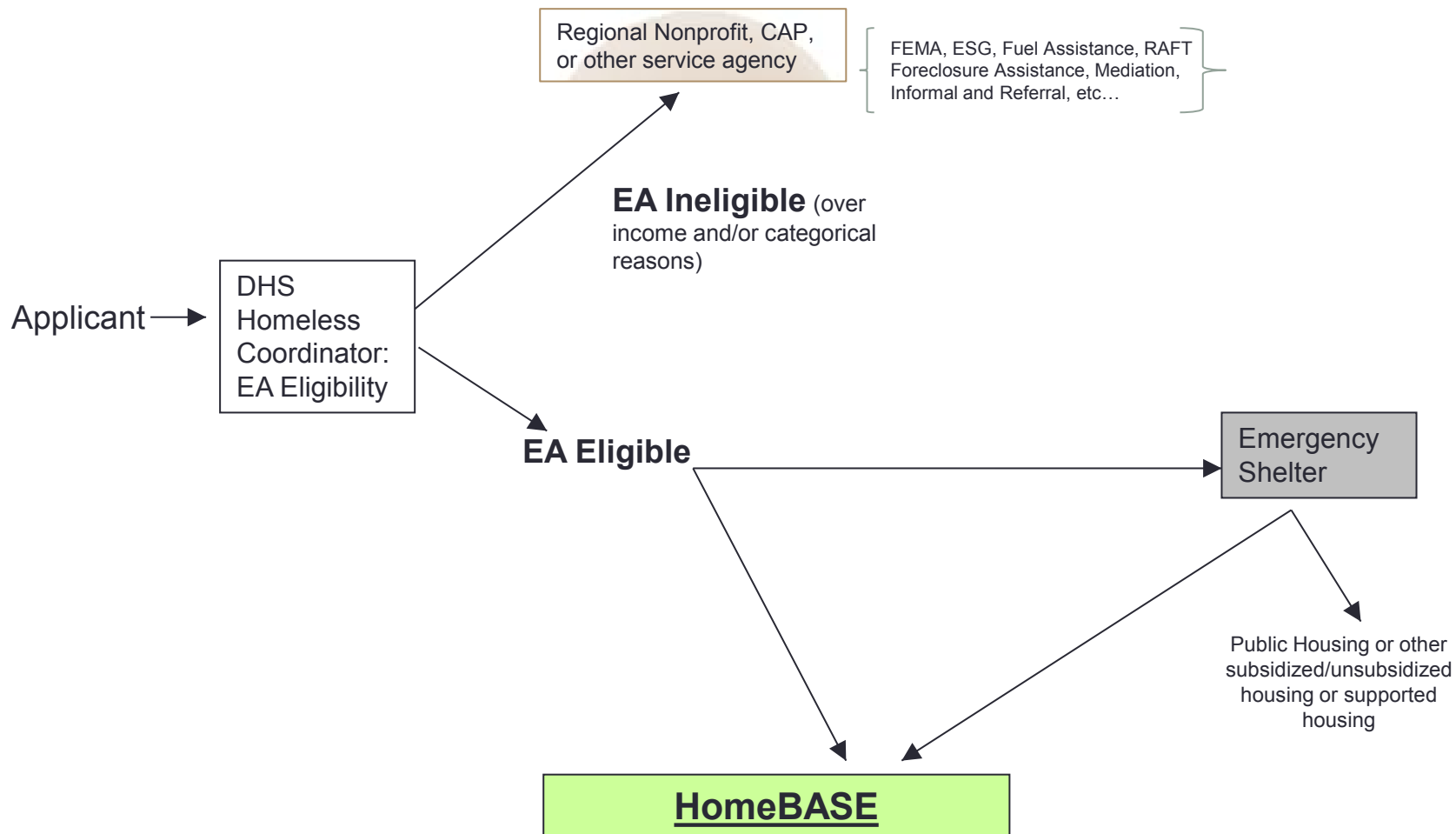
- Families who would benefit from staying in current living situation with some supports for a period of time to work on increasing income and gaining more self-sufficiency skills;
- Families who would benefit from co-leasing with another household to share in tenancy responsibilities and household expenses to ensure more housing stability

**AND**

- EA Families currently in hotel/motels and shelters
- EA Families that transitioned from Flex Fund Program and HPRP subsidies



# New System Response



# Prevention Programs in FY13

- The Residential Assistance for Families in Transition (RAFT) program is a major component of the Commonwealth's efforts to prevent homelessness
- Targeted to families with children – children must be under 21 or a single head of household that is pregnant (as defined in EA regs)
  - 30 % of AMI or below - 90% of funds targeted to this population
  - Greater than 30% of AMI to 50% AMI - 10% of funds targeted to this population
- Targeted to serve those mostly likely to become homeless with risk indicators based on empirical national data
- Individual assessment will determine intervention
- Offers flexible financial assistance up to \$4,000 in 12 month period
- FY13 Funding: \$8.76m serving up to 2000 at-risk families



## TANF Maintenance of Effort (MOE) claiming

DHCD: EA – contract shelter	\$ 43,769,870
DHCD: housing search and stabilization funds	\$ 16,800,566
DHCD: HomeBASE	\$ 30,312,379
DHCD: EA – hotels	\$ 34,542,476
DHCD: EA – case management	\$ 204,163
DHCD: public housing subsidy	\$ 5,171,632
DHCD: MA Rental Voucher Program (MRVP) and RAFT prevention program	\$ 3,169,336



# STRATEGIC PARTNERSHIPS

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# SECURE JOBS

- The Secure Jobs Fund, supported by the Fireman Foundation, is a one-year demonstration project that will support at least five regional partnerships to:
  - secure employment (maintained for a minimum of one year) for at least 150 adults from HomeBASE households;
  - to develop a replicable model, and;
  - to inform state and federal policy regarding homelessness and employment.
- To implement the Secure Jobs Fund a public / private partnership has been initiated with:
  - Massachusetts Department of Early Education and Care,
  - Massachusetts Department of Housing and Community Development,
  - Massachusetts Department of Transitional Services, and
  - Interagency Council on Housing and Homelessness.



# Employment Services Programs

The Employment Services Program (ESP) is a joint state- and federally-funded program that gives TAFDC recipients access to employment, training and education programs as well as the support they need to find and retain employment.

## Target Population

- ESP serves TAFDC recipients. Although work-required clients are the primary participants, clients who are exempt from the work requirement may participate as well.
- Some former TAFDC recipients who have transitioned from the program are also eligible for a set period of time.

## Employment Services

- Education, training, job placement and support programs
- Community service and internship opportunities
- Transportation support
- Child care provided through the Department of Early Education and Care.



# Competitive Integrated Employment Services (CIES)

- DTA's contracts with employment service vendors to provide skills training and job placement services to TAFDC clients
- Partnership between DTA and DHCD to refer families in shelter or HomeBASE to CIES slots
- Outreach to shelter and stabilization providers working with formerly or homeless families receiving TAFDC
- Streamlined referral process with the help of DTA staff and contracted employment services vendors
- Enrolled over 375 families in previous effort – funds have been cut, but currently enrolling another 20 families





# Financial Literacy Workshops

- 50 educational workshops were provided by Money Market International (MMI) with a \$20,000 grant from Sovereign Bank.
- Workshops were designed to promote the financial stability of families who receive benefits from DTA.
- 940 DTA clients attended.
- Workshops teach DTA clients how to:
  - Budget and gain money management skills;
  - Resolve credit issues;
  - Survive on a fixed income and
  - Set and achieve financial goals that lead to self-sufficiency.



# EEC and DHCD Child Care Slots

- EEC designated up to 600 child care slots to DHS to support both families in shelter **and** those rehoused from shelter
- Shelter providers, FOR Families (motel outreach), and child care agencies make referrals directly to DHCD for approval
- DHS attempts to prioritize families that do not have access to child care through DTA
- Slots are open for up to one year with opportunity for renewal



# Contact Information

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## **Mercer County, New Jersey Board of Social Services**

**Frank Cirillo**

*Director of Welfare*

## **Mercer County, New Jersey - Housing First Initiative**

**Herb Levine**

*Executive Director, Mercer Alliance to End Homelessness*



# Leveraging TANF to End Family Homelessness

The View from Mercer County, NJ

HHS Webinar  
March 20, 2013

# Our Starting Point

1. How can we best help families when they become homeless?
2. Is what we're doing now providing the right answer?
3. If not, what can we do instead?

# What We Decided

- To align with emerging national consensus (National Alliance to End Homelessness).
- To stop managing homelessness, but to end it.
- To shift focus to permanent housing and away from shelter & transitional.
- & To shorten lengths of stay in shelter and transitional.

# A Mercer Strategy Emerged

Government partners agreed to:

- Enlist Local TANF and State TANF as major partners.
- Create pilot program for Rapid Rehousing in NJ.
- Work with providers to begin to build community consensus around a new approach.



# Former Funding Model

- In NJ, TANF clients who become homeless are eligible for Emergency Assistance (EA = State funds; lasts for up to 2 years).
- EA includes **Temporary Rental Assistance (TRA)**.
- TANF agency used EA funds to pay for emergency shelter & transitional housing stays on per diem reimbursement basis.
- Minimal resources left after long stays in TH to be used as TRAs for those who had begun working.

# New Funding Model (Since 2010)

- TANF agency gives TRAs **up-front** to homeless households that can be rapidly rehoused.
- Government pays for all rapid rehousing services – housing location/negotiation, rental assistance, case management.
- Use pilot to demonstrate cost-effectiveness of rapid rehousing vs. emergency shelters & transitional housing.

# Proposed Outcomes of Pilot

- Demonstrate that Rapid Re-housing decreases the amount of time that families are homeless.
- Demonstrate that Rapid Re-housing downsizes emergency & transitional service need.
- Demonstrate cost-effectiveness over spending on emergency shelter & transitional housing.

# Projected Cost Savings

Current costs	<u>Monthly</u>	<u>Daily</u>
• Shelter	\$3750	\$125
• Transitional	\$2700	\$ 77

## Projected costs for **Rapid Re-Housing**

• Rental Assistance	\$600	\$20
• Case management	<u>\$700</u>	<u>\$23</u>
Total	\$1300	\$43

# Actual Cost Savings

## Homeless Families in Shelter and Transitional vs. Rapidly Re-housed Homeless Families

Intervention	Per diem Rate
Shelter (homeless)	\$125.00
Transitional Housing (homeless)	\$84.00
Temporary Rental Assistance	\$ 25.00
Wrap around services in Rapid Re-housing (not homeless)	\$ 25.00

# Components of RRH Model

- Screening done by TANF agency as part of screening for Emergency Assistance (EA).
- Includes triggers for barriers to obtaining & retaining housing.
- Assists in identifying how to best serve families.

# Screening Tool

- Screening tool used for both TANF referrals and non-TANF families.
- Those scoring 1 on scale of 1-5 receive One Time Assistance.
- Rapid Rehousing candidates score between 2 and 3.
- Those scoring 4 are in a crisis, needing immediate attention (e.g. Domestic Violence)
- Those scoring 5 need a subsidy for Permanent Supportive Housing.

# Pilot Outcomes

**133 families, with 176 children participated.**

- 80% exited from case management and TRA.
- Of these, less than 5% recidivism.
- 60% of cost of Transitional Housing.
- Mercer County Board of Social Services (MCBOSS) created its own RAPID EXIT unit, using TANF-paid social workers.
- NO NEW \$.



# Income and Length of Stay at Exit

January 2010 – June 2012

## Income Sources at Exit

Income Source	% at Exit
Earned Income	49%
TANF	37%
Unemployment	5%
SSI/SSDI	4%
Child Support	3%

## Average Income at Time of Exit:

**Transitional Housing: \$558**

**Housing NOW: \$835**

## Length of Stay at Exit

YEAR	Emergency Shelter	Transitional Housing
2010	87	253
2011	63	194
2012	57	184

## Average LOS at time of Exit:

**34% decrease in Emergency shelter LOS**

**27% decrease in Transitional Housing LOS**

# Outcomes Validate Model

- Being in one's own home, rather than in shelter, promotes greater long-term self-sufficiency – Families enlisted in solution.
- Achieved through time-limited rental assistance and case management.
- Incomes rise; lengths of stay in homelessness shorten.
- Rapid Rehousing meets goals of HEARTH

# As a Result of Pilot...

Board of Social Services created its own RAPID EXIT unit, using TANF-paid social workers -- NO NEW \$.

BEFORE	NOW
Family Services Unit -- served mix of homeless and not-homeless families – huge caseloads.	Specialized Rapid Exit Unit created -- only for rapidly rehousing literally homeless families - caseloads of 25 per social worker.

**MCBOSS Rapid Exit Profile**  
**June 1, 2012 - February 1, 2013**

<b>Prevention Services</b>	<b>Back Rent</b>	<b>Utility Assistance</b>
Number of families diverted from Homelessness due to MCBOSS Prevention Services	552	459

<b>Emergency Housing Placements</b>	<b>Motel</b>	<b>Shelter</b>	<b>Transitional</b>
# of Families Placed in emergency housing by Rapid Exit	92	164	52
Average Length of Stay in emergency placement before being Re-Housed	42 days	51 days	68 days

**RAPID REHOUSING MCBOSS RE/FHI**

<b># Families Served</b>	<b># Placed on TRA</b>	<b>Average LOS to Move in to PH</b>	<b>% Stably Housed at Exit</b>	<b>% with New Income at Time of Exit</b>
212	212	54 days	94%	50% Earned 12 % Other Income

# From Pilot to System Change

- As a result of reviewing performance data regarding length of stay, income at exit, cost per family -
- COC voted to end HUD funding of Transitional Housing for families – TH could not meet goals of HEARTH. TANF agency also cut Transitional Housing.
- TANF agency crucial in making this transition in the homeless system.

# Contact Information

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# A Safe Haven Foundation



**Judith Ball**

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Workforce Development Department*



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# Questions?





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**National Alliance to End Homelessness  
Webinar: Partnering with TANF Agencies to End  
Family Homelessness: Idaho  
March 28, 2013  
Time: 3-4 pm**

This webinar will explore a partnership between the Idaho Department of Health and Welfare and the Charitable Assistance to Community's Homeless, Inc. (CATCH) program that will expand rapid re-housing to homeless families in Idaho.

This webinar is free to attend but registration is required. To register, visit:

<http://www.endhomelessness.org/news/calendar/webinar-partnering-with-tanf-agencies-to-end-family-homelessness-idaho>



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# Thank You For Attending!