Report to The Vermont Legislature

Report on Agency of Human Services Housing Inventory and State-Funded Rental Subsidy Programs

In Accordance with H.530, § E.300(c): An act relating to making appropriations for the support of government;

Housing Subsidy; Agency Evaluation

Submitted to: Joint Fiscal Committee; House Committee on Human

Services; House Committee on General, Housing and Military Affairs; Senate Committee on Health and Welfare; Senate Committee on Economic Development,

Housing and General Affairs.

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Executive Summary

Reason for this report:

The 2013 legislature directed the Agency of Human Services (AHS) to continue developing its Housing Inventory document as a tool to: support systematic review of the State's spending on all housing subsidies funded in whole or in part by the general fund; evaluate eligibility criteria, duration of assistance, and expected outcomes for those receiving support; and evaluate possible overlaps in programming. The legislature further directed the Agency of Human Services to include recommendations to maximize the State's investment of funds and other supports that enhance the ability of Vermonters to achieve stability and independence in their living arrangements.

Summary Findings:

To support the outcome of Vermonters having stable, safe, affordable housing, and reduce the rate of homelessness, the agency supports a variety of activities providing support along a continuum from homelessness to permanent, affordable housing. Regardless of department, division, or population served, these activities can be categorized into seven strategies, described on page 5 of this report.

Programs with a refined approach to targeting, incorporating threshold eligibility and prioritization, are better able to manage resources and match the duration of subsidy or intensity of services to their clients' financial and service needs.

Programs with strong performance measures find that in most cases they are attainable and that when they are not, they are useful in identifying areas for additional technical assistance from the State, peer-to-peer support from high performers, or a new approach.

Some programs may not be operating to their full potential if staffing patterns do not support adequate monitoring or working with grantees on continuous improvement.

There may be opportunities to realize greater administrative efficiency by consolidating programs that provide highly similar services using highly similar eligibility criteria.

Shelter and subsidy programs perform better where there is capacity for dedicated case management and services. The agency has recently invested in models that combine onsite case management with the shelter or housing component.

Summary Recommendations:

AHS should continue to promote a Results-Based Accountability (RBA) framework across housing programs, establishing key performance measures for each strategy.

The agency will resist the creation of additional, "siloed" subsidy programs, and explore ways to leverage the potential of existing programs to serve other client populations through cross-departmental cost sharing and other means.

For state subsidy or service programs without a finite duration of assistance, departments will ensure that clear eligibility and prioritization criteria are in place before placing additional clients to avoid creation of structural deficits.

The State will explore combining the Housing Contingency Fund and Housing Recovery Fund into a single program in the department of Mental Health.

The Vermont Rental Subsidy program should be considered for expansion in fiscal year '15, with emphasis placed on increasing employment income as a sustainability strategy. The State will explore the option of bundling a portion of any additional subsidy slots with the Family Supportive Housing program and Strengthening Families Initiative, both in the Department for Children and Families.

Where viable, AHS will seek to support operation of seasonal shelters. Reporting and monitoring can be standardized by having AHS funding for such shelters administered through the OEO as part of the Emergency Solutions Grants program.

The State should consider increasing the state share of the Emergency Solutions Grant (Homeless Shelters and Services line) to help offset a destabilizing 25% reduction in the federal share and support emergency shelter capacity.

The State should consider expansion of the Family Supportive Housing program to maintain the Rutland, Burlington, and Brattleboro sites and add additional districts through a statewide RFP.

As the SAMHSA-funded DMH Pathways program reaches the end of its five year federal pilot, the State should seek to maintain this "Housing First" services option with emphasis on increased state-level oversight, adoption of AHS housing stability performance measures, and a solution for addressing the small percentage of participants who do not thrive in such a model.

The agency will continue to involve the Vermont Department of Health and Department of Vermont Health Access to help map the synergistic relationship between stable housing and good health. As part of a data development agenda, the agency should explore embedding housing status into the state's integrated eligibility and case management tool.

Introduction: Outcome, Population-Level Indicator, Strategies

The Agency of Human Services administers housing programs touching virtually every demographic in every district, and in some cases with multiple service options. It is important to note that, historically, many housing and shelter programs evolved locally as a response to a crisis such as homelessness. Similarly, departments and divisions have often developed programs to serve a specific client population. At other times, programs have been developed to backfill the loss of other state or federal funding. In each example, time is usually of the essence resulting in program development that has not always been highly consistent from region to region or highly coordinated between the departments of the agency. As we move toward greater alignment and a one agency approach, the role, scope and impact of the agency's various housing programs, as well as their intersection with policy and strategic planning, can be better understood using a framework that borrows from the Results-Based Accountability (RBA) model.

The agency's overarching, desired housing outcome is that:

Vermonters have stable, safe, affordable housing.

This derives from the AHS policy on Housing Stability and links to goal #2 of the agency's strategic plan to "Promote the Health, Well-Being and Safety of Individuals, Families and our Communities" as well as priority #3 of the State's strategic plan. Because quantifying housing stability at the population level presents obvious challenges, the agency uses the rate of homelessness as a proxy population-level indicator for the number of people lacking housing stability. Baseline data for measuring homelessness in Vermont derives from the annual Point-In-Time count of the homeless conducted each year in January. Data used are summary totals as submitted to the Department of Housing and Urban Development by Vermont's two Continuum of Care groups who have primary responsibility for the annual count. The 2013 Point-in-Time count reported that 366 adults and 117 children were homeless in Chittenden County and 658 adults and 313 children were homeless in the State's remaining 13 counties.

To support the outcome of Vermonters having stable, safe, affordable housing, and bend the curve on the rate of homelessness, AHS supports a variety of activities providing housing, shelter and service supports to clients along a continuum between homelessness and permanent, affordable housing. Regardless of department, division, or population served, these activities can be categorized into seven strategies:

- 1. PREVENT Homelessness for those at-risk
- 2. Provide short-term emergency <u>SHELTER</u> ...with Services
- 3. TRANSITION people from institutions and shelter to permanent housing
- 4. RE-HOUSE the homeless
- 5. <u>SUPPORT</u> people with customized services in permanent housing
- 6. Increase the AFFORDABILITY of housing
- 7. Expand opportunities for INDEPENDENT LIVING

Activities, Programs and Performance Measures

The following is a summary of AHS-funded housing activities, organized by strategy. Beneath each is a list of representative programs and sample performance measures already in use or in development. Good measures are essential for evaluating program efficacy and attuning program administrators and community partners to the key objective being supported through these public funds.

1. Homelessness Prevention

<u>Activities</u>: Back rent assistance; case management; landlord-tenant mediation; utility assistance.

Programs: Emergency Solutions Grants; Community Housing Grant.

<u>Sample Measures</u>: # people served; % stabilized within 28 days; % maintaining that housing for at least 90 days.

2. Shelter ...with Services

<u>Activities</u>: Emergency shelter; domestic violence shelter; youth shelters; seasonal or cold weather shelter; emergency motel stay.

<u>Programs</u>: Emergency Solutions Grants; General Assistance Temporary Shelter; Harbor Place model.

<u>Sample Measures</u>: # people sheltered; # bednights of shelter provided; average length of stay; % of residents getting case management within 3 days.

3. Transitional Housing

<u>Activities</u>: Transitional housing for veterans; transitional housing for offenders; domestic violence transitional housing; half-way house.

<u>Programs</u>: Emergency Solutions Grant; Corrections Transitional program; ADAP Sober Housing.

<u>Sample Measures</u>: # people housed; % successfully transitioning to permanent housing; % off of alcohol and drugs at exit and at 90 days following exit.

4. Rapid Re-Housing

<u>Activities</u>: First month's rent; security deposit; utility deposit; case management; short or medium-term subsidy.

<u>Programs</u>: Emergency Solutions Grants; Community Housing Grant; DCF housing pilots; Transitions to Housing; Vermont Rental Subsidy program; Housing Contingency Fund; Housing Recovery Fund; housing assistance for persons with HIV/AIDS.

<u>Sample Measures:</u> # people served; % re-housed within 28 days; % maintaining that housing for at least 90 days.

5. Supportive Housing

Activities: Supportive Housing for Families; Scattered-Site, Permanent

Supportive Housing with Services ("Housing First").

Programs: Family Supportive Housing; Housing First.

Sample Measures: The % of participants enrolled maintaining housing stability at

3, 6, 12 and 24 months.

6. Affordable Housing

Activities: Rental Subsidies; Low-Income residential thermal efficiency.

<u>Programs</u>: Vermont Rental Subsidy program; Youth Development Program;

Transitions to Housing; Subsidy and Care program; Weatherization Assistance

Program.

<u>Sample Measures</u>: # and % of households maintaining stable housing for 12 or more months; # and % of households successfully graduating the program; # of homes weatherized.

7. Independent Living

<u>Activities</u>: Accessibility improvements or modifications; on-site service and health coordination; homesharing.

<u>Programs</u>: Home & Community Access Program; Support and Services at Home (SASH); Homeshare.

<u>Sample Measures</u>: # of unique households served; # of people matched to housing

Note – Some Programs appear under more than one Strategy.

Updates and Revisions to the 2014 AHS Housing Inventory

The Housing Inventory described in the following pages, and included here as attachment A, represents a comprehensive listing of housing programs in the Vermont Agency of Human Services that are active in State Fiscal Year 2014. The inventory defines "housing program" as a program which supports the housing stability outcome through one or more of the strategies described earlier: homelessness prevention; shelter, transitional housing; rapid re-housing; supportive housing; affordable housing; and independent living. Both State-administered and grant-funded programs are represented. The document is designed as a tool to support the six departments of AHS, the AHS central office, and the State Legislature in thinking strategically about housing resources available in various regions of the state and to consider interactions between eligibility criteria and service array.

Housing Resources (population served column) are estimate projections based on the previous fiscal year. Funding levels are estimates subject to adjustment over the course of the fiscal year. Unless noted, dollar amounts shown represent the portion (state or federal) which passes through the Agency of Human Services.

In the most recent iteration of the Housing Inventory, AHS has added:

- A funding column to capture Global Commitment dollars;
- Actual SFY 2013 expenditure data;
- SFY 2013 performance data.
- SFY 2014 funding and capacity estimates.

Based on feedback on the previous year's Housing Inventory, the agency has also:

- Consolidated some rows so that they appear as a single aggregate program line as opposed to multiple lines broken out by region or grantee;
- Removed from the inventory programs in which the residential component is funded through another source, or institutional programs where a short-term residential component is in large part secondary to intensive therapeutic services being provided to a client;
- Created a section to provide additional detail and analysis of state-funded subsidy programs (included in this report as Attachment B).

State-funded subsidy programs in AHS

Context: Contraction of HUD Section 8 and USDA RD funding

Clients of AHS continue to face extreme housing supply and affordability pressures made more acute by the recent loss of 774 federal section 8 vouchers and cuts to the USDA RD program. The State anticipates additional loss of vouchers through subsequent rounds of sequestration. The loss of these permanent subsidies is being felt in a number of ways. Section 8 participants are more likely to lose a voucher over lease violations. Vermonters who are homeless and extremely low income no longer have a clear path to enter the rental market. Robust case management and service coordination programs struggle to find enough units and subsidies to match to their service capacity. In general, the departments of AHS should be proud of having developed strong services that support people in housing, but tight supply of rental units in some communities and the rapidly decreasing supply of federal subsidies statewide threaten to undermine a housing success story.

As part of its housing affordability strategy, Vermont has developed or expanded a number of state-funded programs to mitigate the disparity between the price of rental housing in Vermont and the income of households in low-wage jobs or on federal benefits. While the pressures created by federal reductions are acute, the housing situation for hundreds of Vermont families and individuals would be sharply worse if the State had not dedicated dollars to these efforts.

Programs Evaluated

For purposes of the inventory and this evaluation, a subsidy is defined as four or more months of consecutive rental assistance paid to a landlord on behalf of a client household. This is distinguished from short-term and one-time rental assistance which would more likely constitute assistance with back rent owed or a rental security deposit. By these criteria, the following seven programs were identified for evaluation:

- Vermont Rental Subsidy Program (DCF/Economic Services Division)
- Transitions to Housing (AHS Central Office)
- Youth Development Program (DCF/Family Services)*
- DOC Transitional Housing (PATHWAYS DOC)*
- Subsidy & Care (DMH)
- Housing Contingency Funds (DMH)
- Housing Recovery Funds (DMH)

*For DCF's Youth Development Program and DOC's Transitional Housing (Pathways) program, less than 50% of program funding goes to subsidies. As such, these programs may not be a fair comparison to the other subsidy programs included in this evaluation. They are included for context.

Descriptions, Eligibility, Expected Outcomes, Possible Overlaps, Linkages

Vermont Rental Subsidy Program (DCF) \$500,000

Description: Statewide. Local Housing Review Teams screen for eligibility and score using standard applications. Economic Services Division awards subsidies based on points score and makes monthly payments directly to landlords. Program has a designated priority with the VT State Housing Authority section 8 program.

Eligibility: Homeless and receiving Reach-Up or SSI, or under 125% of Federal poverty level. Prioritization: Uses point sheet. Points awarded in four categories: Household type; # of people in the household; current housing situation; income sources.

Expected Outcomes: 1. The % of households who have maintained stable housing for 12 or more months. 2. The # of households who successfully graduate the program. (*Examples: obtained long-term affordable housing or voucher, or increased income.*)

Possible overlaps: Mitigated. Housing Review Teams ensure that clients who are eligible for permanent subsidies (VASH, Section 8, DMH) apply for those, instead.

Linkages: Housing case management provided by designated housing support worker on local Housing Review Team; links to federal section 8 voucher.

Transitions to Housing (AHS) \$80,000

Description: Functions as a section 8 subsidy, capped at 24 months. Administered through Brattleboro Housing Authority. Includes limited funding for damages to unit. Local Housing Review Team plays significant role in referral and mobilizing case management resources.

Eligibility: Homeless families with children in the Brattleboro district. 80% of new households served are enrolled in the Family Supportive Housing program.

Expected Outcomes: Secure transitional or permanent housing for at least six months.

Possible overlaps: Mitigated. Housing Review Teams prevent overlaps by ensuring that clients who are eligible for more permanent subsidies (VASH, Section 8, DMH) apply for those, instead.

Linkages: Case Management provided through Family Supportive Housing Program and other local providers.

*Youth Development Program (DCF) \$300,000 (*33% on subsidy)

Description: Statewide program. Assistance with deposits, rent for independent living; support for SRO services; payment to adult living partners. CM support for accessing housing through categories created under Act 74 the Youth in Transition Law and regulations. 3 categories of funding: 1 + 2 support youth living in programs or with supportive adults, funds flow through DCF foster care payroll directly to the provider. The third supports youth living independently. Funds are granted to Youth Development provider agencies who disburse it directly to youth with prior authorization of the State.

Eligibility: Must be over 18 AND must have left DCF custody after age 16, OR for a 5 year period after age 10.

Expected Outcomes: Housing stability: number of youth experiencing safe, stable housing as indicated by the number of youth who receive at least one three-month period of housing support during the annual period.

Possible overlaps: Some youth receive section 8 support during the period. In those cases the housing support provided is to bridge to other options or for housing related items like furniture etc.

Linkages: Subsidy is linked to the State Youth Development Program which prepares foster youth for adult living. All youth receiving the housing supports receive them as a part of the overall programming.

*DOC Transitional Housing (Pathways - DOC) \$830,936 (*45% on subsidy)

Description: Intensive case management, housing voucher, mental health & substance abuse treatment, vocational support, basic life and housing needs.

Eligibility: Psychiatric disability, history of homelessness, returning to the community from incarceration, supervised by DOC.

Expected Outcomes: Promote housing stability, reduce recidivism, promote community integration, enhance personal efficacy, improve ability to meet basic needs, enhance quality of life, increase social skills and social roles, and improve employment opportunities.

Possible overlaps: None.

Linkages: Section 8 housing choice vouchers (when available).

Subsidy & Care (DMH) \$1,420,018

Description: Tenant-Based rental vouchers for people with serious mental illness who would otherwise be hospitalized. Funds are granted to Vermont State Housing Authority to administer on behalf of DMH.

Eligibility: "Near" CRT eligible and chronically homeless & needing acute care or currently homeless in an acute care bed.

Expected Outcomes: Self-Sufficiency Outcome Measures

Possible overlaps: None.

Linkages: Links with community support programs at local mental health centers. Bridges to federal section 8 as available.

Housing Contingency Funds (DMH) \$391,734

Description: CRT Program Eligible persons lacking affordable housing.

Eligibility: CRT eligibility.

Expected Outcomes: Self-Sufficiency Outcome Measures starting July 2013.

Possible overlaps: Housing Recovery Funds.

Linkages: Links with community support programs at local mental health centers. Bridges to federal section 8 as available.

Housing Recovery Funds (DMH) \$495,075

Description: CRT Program Eligible persons lacking affordable housing.

Eligibility: CRT eligibility and leaving Vermont State Hospital.

Expected Outcomes: Self-Sufficiency Outcome Measures starting July 2013.

Possible overlaps: Housing Contingency Funds.

Linkages: Links with community support programs at local mental health centers. Bridges to federal section 8 as available.

Comparison of AHS Subsidies: Duration – Capacity - Spending Trends

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SUBSIDY	Intended Duration of Assistance (in months)	2013 Average Duration of Assistance (# months)	2013 Avg. Number of active Vouchers or Subsides (#)	2011 Funds Expended (\$)	2012 Funds Expended (\$)	2013 Funds Expended (\$)	2013 Share spent on Subsidy (%)	2014 Funds Budgeted (\$)	2014 Number of Active Vouchers or Subsidies (#)
Vermont Rental Subsidy Program (DCF/ESD)	12	11	67 active (varies based on average HAP payment.)	\$0	\$0	\$534,312	100%	\$500,000	65
Transitions to Housing (AHS CO)	24	18	9 active; estimated 19 households served in 12 month period.	\$93,235	\$88,603	\$75,193	90%	\$80,000	9
Youth Development Program (DCF/Family Services)	6	5	24 (Not primarily a subsidy program)	\$168,000	\$195,000	\$205,600	33.3%	\$300,000	26
DOC Transitional Housing PATHWAYS (DOC)	Not limited, funding ends when DOC supervisio n ends	8	45	\$314,188	\$830,936	\$830,936	45%	\$830,936	58
Subsidy+Care (DMH)	Currently ongoing	Average LOS since program began 12/12 is 293 days Ongoing Subsidy till Sect 8	128 (Applications = 167; Pending lease = 31 Leased up = 126)	\$0	\$0	\$585,171	85%	\$1,420,018	126
Housing Contingency Funds (DMH)	Until section 8	AVG 12 per fiscal year New Data Collection will improve LOS for this program	AVG 161	\$391,734	\$391,734	\$391,734	100%	\$391,734	172
Housing Recovery Funds (DMH)	Until section 8	AVG 12 per fiscal year New Data Collection will improve LOS for this program	AVG 122	\$495,075	\$495,075	\$495,075	100%	\$495,075	135
				\$1,462,232	\$2,001,348	\$3,118,021		\$4,017,763	591

Findings

Summary of spending

For State Fiscal Year 2014, the Agency of Human Services has budgeted approximately 34 Million dollars on activities which could be defined as housing programs. Approximately 70% of this is in state general funds, 18% is Global Commitment Funding, and the remaining 12% are federal funds. While the federal share may appear low, this inventory does not capture many housing and homeless programs receiving direct federal funds that do not pass through the agency.

Good targeting plus good performance measures equals good results

Programs with a refined approach to targeting, incorporating both threshold eligibility and prioritization, are better able to manage resources and match the duration of subsidy or intensity of services to their clients' financial and service needs. Programs which have developed and promoted strong, realistic performance measures are seeing that in most cases they are attainable and that when they are not, they are useful in identifying areas for additional technical assistance from the State, peer-to-peer support from high performers, or a new approach.

Capacity for management of housing programs, grants and contracts

Some programs may not be operating to their full potential because staffing patterns do not support adequate monitoring or working with grantees on continuous improvement.

Opportunities for consolidation

While the majority of programs do not duplicate services, there may be opportunities to realize some administrative efficiency by consolidating programs that provide highly similar services using highly similar eligibility criteria but through separate divisions or contracts. Examples are the Housing Contingency Fund and Housing Recovery Fund, both in the Department of Mental Health; and the Emergency Solutions Grant and Community Housing Grants, both in the Department for Children and Families.

Combining services with shelter

In Vermont's climate, access to adequate shelter is critical to preventing exposure-related death, injury and suffering. Emergency shelters are likely to remain an essential part of the agency's housing strategy for the foreseeable future. But shelter alone, without on-site service supports or a strong system for ensuring connections to services, does not address the root causes of a family's homelessness and is unlikely to reduce the rate of homelessness. Shelter and subsidy programs perform better where there is capacity for dedicated case management and essential services. The agency has recently invested in models that combine on-site case management services with the shelter or housing component, such as at the Champlain Housing Trust's "Harbor Place" project.

Rapid Re-Housing

Rather than assume all persons who become homeless or exit institutions must scale multiple steps from homelessness to shelter to transitional housing to permanent housing, the State has increased programming in the area of rapid rehousing which removes steps along the way and prioritizes a rapid return to housing.

Recommendations

Following are recommendations to maximize the State's investment of housing funds, enhance the ability of Vermonters to achieve stability and independence, increase collective impact, and support implementation of a one-agency vision for housing.

Getting to Outcomes:

To facilitate evaluation and orient housing programs toward a common outcome, the AHS Central Office will continue to promote the Results-Based Accountability (RBA) framework outlined earlier in this report. This will be prioritized for programs providing longer-term assistance such as Subsidies, Transitional Housing, and Supportive Housing and will use the following steps:

- 1. The agency will establish one or two key performance measures for each of the seven housing strategies described on page 5. These key agency measures will summarize the quantity of effort and quality of effect frames across programs. Departmental divisions and providers will have responsibility for co-developing quality of effort and quantity of effect measures by program. Program administrators and providers will maintain responsibility for tracking performance measures at the grantee level.
- 2. To address support grants developed in an outputs era, departments will be encouraged to let RFPs built around these performance measures. This will allow partners the option of adapting their reporting approach or programming. Performance data in grants, contracts and programs will be monitored by program administrators with a goal of continuous improvement.
- 3. Building off of the adoption of common performance measures in grants, contracts and state-run programs, AHS and its departments will next explore development of standard AHS housing reports for grantees, organized around the strategy or type of activity provided, as opposed to where funding originates.

Subsidies:

- 1. The agency will resist the creation of additional, "siloed" subsidy programs, and instead explore ways to leverage the potential of existing programs to serve other client populations through cross-departmental cost sharing and other means. Examples include using funds from the VA or VDH to expand ESD's Vermont Rental Subsidy (VRS) program or using other community grant dollars to "buy" VRS subsidy slots.
- 2. For state subsidy or service programs without a finite duration of assistance, departments will ensure that clear eligibility and prioritization criteria are in place before placing additional clients to avoid creation of structural deficits.

- 3. The State will explore combining the Housing Contingency Fund and Housing Recovery Fund into a single program in the department of Mental Health. Eligibility, allowable activities, scale and delivery system are virtually identical, but as currently operated, these programs do not readily lend themselves to evaluation. Both will likely require more active management to realize or measure their full potential and this will be better supported as a single program.
- 4. Based on strong performance data, the Vermont Rental Subsidy program should be considered for expansion in fiscal year '15, with emphasis placed on increasing employment income as a sustainability strategy for participants. Given that 80% of households served are on the Reach-Up program, the State will explore bundling some of these additional subsidy slots with the Family Supportive Housing program and Strengthening Families Initiative, both in the Department for Children and Families.

Other supports to enhance the ability of Vermonters to achieve stability and independence:

- 1. Where viable, AHS will seek to support operation of seasonal shelters. Reporting and monitoring can be standardized by having AHS funding for such shelters administered through the Office of Economic Opportunity as part of the Emergency Solutions Grants program.
- 2. The State should consider increasing the state share of the Emergency Solutions Grant (Homeless Shelters and Services line) to help offset a destabilizing 25% reduction in the federal share and support emergency shelter capacity.
- 3. The State should consider expansion of the Family Supportive Housing program to maintain the Rutland, Burlington, and Brattleboro sites and add additional districts through a statewide RFP.
- 4. As the SAMHSA-funded DMH Pathways program reaches the end of its five year federal pilot, the State should seek to maintain this "Housing First" services option with emphasis on increased state-level oversight, adoption of AHS housing stability performance measures, and a solution for addressing the small percentage of program participants who do not thrive in such a model.
- 5. The agency will continue to involve the Vermont Department of Health and Department of Vermont Health Access to help map the synergistic relationship between stable housing and good health. As part of a data development agenda, the agency should explore embedding housing status into the state's integrated eligibility and case management tool.