

THE DISTRICT OF COLUMBIA
DEPT. OF HOUSING & COMMUNITY DEVELOPMENT

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Proposed Substantial Amendment FY11-FY15
Consolidated Plan
HOME Tenant Based Rental Assistance
Public Hearing

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MONDAY
December 8, 2014

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The Department of Housing & Community
Development met in the 1st Floor Housing Resource
Room, 1800 Martin Luther King Jr. Ave., S.E.,
Washington, D.C., at 10:00 a.m., Nathan Simms,
Deputy Director, presiding.

ALSO PRESENT:

MICHAEL P. KELLY, Director
MARIBETH DELORENZO, Advisor

1 P R O C E E D I N G S

2 (10:16 a.m.)

3 MR. KELLY: Good morning, everybody.

4 Thank you for being here this morning and
5 participating in our testimony around. Just for
6 the record here, the Consolidated Plan Proposed
7 Amendment public hearing on the Fiscal Year 2015
8 HOME Tenant Based Rental Assistance Program.

9 I'm Michael Kelly, the Director.

10 We'll turn it over quickly to Nathan Simms, the
11 Deputy Director to kind of lay out the larger
12 size and shape of the table that we're
13 presenting, but I did want to take this moment to
14 - well, first of all, wish everyone a wonderful
15 happy holiday season and to recognize this as a
16 tool that we're looking to get HUD approval on.

17 This is something that for those who
18 have worked with the Department of Housing and
19 Urban Development at the Federal level, it's a
20 very important department, but it's one that
21 requires doing things along a variety of steps,
22 so I just wanted to make sure that folks knew

1 that this was something that's going to require
2 some bureaucratic hurdles for us to continue, and
3 another recognition is this is really just yet
4 another tool in the tool chest, another arrow in
5 the quiver. This is just one of the kinds of
6 things that we're doing to layer the various
7 kinds of services and programs we can - that we
8 deliver here to again to reference back to HUD
9 the continuum of care.

10 We believe that there's a lot of
11 abilities to transition from one level of service
12 to the next level. We see this as potentially a
13 very big tool for doing that, but it's a tool
14 that is only useful put in the context of the
15 limitations that the Federal Government will have
16 on us, so again, as we're - I'm doing this for
17 the record, so as people start to see this is a
18 cornucopia, that this really yet another kind of
19 tool that fits into a larger mosaic or tapestry
20 of evidence we want to do around here.

21 So with that, I'd like to turn it over
22 to Deputy Director Nathan Simms.

1 MR. SIMMS: Thank you, sir. I also
2 want to say good morning. Again, my name is
3 Nathan Simms. I'm the Deputy Director for the
4 D.C. Department of Housing and Community
5 Development.

6 To my right is Maribeth DeLorenzo who
7 serves as Housing Advisor in the Office of the
8 Director.

9 DHCD's mission is to create and
10 preserve opportunities for affordable housing and
11 economic development and to revitalize
12 underserved communities in the District of
13 Columbia.

14 We accomplish this mission through the
15 use of both Federal and local funding. The
16 purpose of today's hearing as the Director said
17 is to discuss Fiscal Year 2015 proposed
18 substantial amendment to its FY 2011 through FY
19 2015 consolidated plan to reprogram a portion of
20 home investment partnership funds received from
21 the U.S. Department of Housing and Urban
22 Development, also known as HUD.

1 DHCD proposes using \$3 million in home
2 funds from HUD in FY 2015 to provide tenant-based
3 rental assistance to homeless households through
4 the District of Columbia's Department of Human
5 Services.

6 In preparation of the submission of
7 the FY 2015 substantial amendment to the
8 consolidated plan, DHCD is seeking public comment
9 on its proposal.

10 These comments will form part of DHCD
11 substantial amendment as required by Federal
12 Regulations 24 CFR, Part 91.

13 This hearing is solely reserved to
14 discuss DHCD's substantial amendment. Just a
15 little bit of history, the District received four
16 entitlement grants from HUD in Community
17 Development Block Grants or CDBG, Home Investment
18 Partnership Program commonly referred to as HOME
19 which we're discussing today, Emergency Solutions
20 Grant or ESG, and finally Housing Opportunities
21 for Persons with AIDS or HOPWA.

22 DHCD administers CDBG and HOME funds

1 directly. The ESG grant is administered by the
2 Department of Human Services who is here today,
3 and the HOPWA grant is administered by the D.C.
4 Department of Health.

5 In addition, the Department uses the
6 local housing reduction trust fund which is
7 funded by the District's Deed and Recordation and
8 transfer taxes for the production of preservation
9 of affordable housing in the District.

10 DHCD utilizes its Federal and local
11 funding to support a variety of initiatives
12 including but not limited to single-family and
13 multi-family housing development, comprehensive
14 housing counseling and direct assistance in both
15 current and future homeowners.

16 These initiatives help improve and
17 stabilize District neighborhoods. Before we
18 begin today, I'd like to mention a few
19 housekeeping rules. Please make sure that all
20 cell phones and all electronic devices are on
21 silent or vibrate.

22 As you participate in this hearing, we

1 understand that you may need to use personal
2 examples when voicing your concerns. We will be
3 happy to speak with you on a one-on-one basis
4 about your concerns that you may have at the
5 conclusion.

6 Lastly, we ask that you please be
7 respectful of others who are speaking and keep
8 silent conversations to a minimum.

9 Today we have four witnesses who have
10 registered to provide testimony. After we have
11 heard from all of these witnesses, we will open
12 the floor for additional persons who wish to
13 provide testimony.

14 If you have written testimony, please
15 make sure that we have a copy and please limit
16 your testimony to three minutes.

17 Our first witness is Kate Coventry
18 with the D.C. Fiscal Policy Institute.

19 MS. COVENTRY: Director Kelly and
20 Director Simms, thank you for the opportunity to
21 testify today. My name is Kate Coventry, and I'm
22 a Policy Analyst with the D.C. Fiscal Policy

1 Institute. DCFPI engages in research and public
2 education on fiscal and economic health of D.C.
3 with a particular emphasis on how policies impact
4 low and moderate-income families.

5 I'm also a member of the District's
6 Inner-Agency Council on Homelessness. I'm here
7 today to testify on the proposed substantial
8 amendment to the District's FY11/FY15
9 consolidated plan to reprogram \$3 million of home
10 funds received from HUD to provide tenant-based
11 rental assistance to homeless households through
12 the Department of Human Services.

13 DCFPI would like to offer
14 recommendations as well as ask the Department of
15 Housing and Community Development to provide
16 clarity around the following issues so that the
17 public can fully understand and evaluate this
18 proposed amendment.

19 The proposed amendment states that
20 TBRA will be used for homeless individuals and
21 families but the vast majority of the data
22 presented represents only families.

1 The ICH and coordinated entry process
2 that clearly documented the need for 1500
3 additional PSH slots and 2,000 rapid re-housing
4 slots for homeless individuals. Available rapid
5 re-housing funding will serve only 150
6 individuals this year.

7 No new funding has been allocated PSH
8 for individuals who are not veterans. Their need
9 is particularly critical as they suffer from
10 serious illnesses that are difficult to manage
11 effectively while homeless. They die young from
12 diseases that could have been managed or
13 prevented if they were housed.

14 DCFPI urges DHCD to update the
15 proposed amendment to reflect this need and
16 ensure that some TBRA is allocated to meet the
17 needs of individuals.

18 The FY2015 budget includes \$2.3
19 million in local funding to create approximately
20 77 new PSH slots for families. These slots are
21 more than sufficient to meet the ICH's projected
22 need for PSH for 68 families. Thus it's not

1 clear why D.C. needs to use TBRA to serve
2 families in need of PSH. It would be helpful if
3 DHCD would provide clarification on this point.

4 The proposed amendment report that
5 TBRA will provide rental assistance to homeless
6 households as referred through coordinated entry.

7 As the District has separate
8 coordinated entry systems for families and
9 individuals each with its own assessment tools
10 and process for prioritizing residents for
11 services, it's not clear how resources will be
12 spread across the two systems.

13 It would be helpful if the District
14 would clarify if it intends to assign a
15 particular amount to each system, and if so, how
16 much it intends to assign to each.

17 Particularly as many more individuals
18 are in need of assistance and families or if DH
19 has plans to create a new single unified priority
20 list, it would be helpful if it would outline how
21 it plans to do this particularly as the two
22 assessment tools use different scoring scales

1 making it difficult to compare vulnerability of a
2 family versus an individual adult.

3 The proposed amendment reports that
4 the District is proposing to use the TBRA funds
5 to serve families in shelters in part to
6 transition households out of shelter and into
7 housing to increase the number of family shelter
8 units available for hypothermia.

9 Since the drafting of this amendment,
10 the District has contracted for an additional 240
11 units of hypothermia shelter. It appears
12 unnecessary to prioritize funds to increase the
13 number of hypothermia shelter units available.

14 Will the DHCD make adjustments to the
15 proposed amendment in light of these contracts?

16 Finally, the proposed amendment
17 appears to include three distinct programs - a
18 PSH-like program for families who will later
19 enter billed PSH units, a program with more
20 intensive services for families with high rapid
21 re-housing scores indicating a need for a level
22 of support and a shallow subsidy program for

1 families working 35 hours or more.

2 It would be helpful if the proposed
3 amendment outlined whether each program was to
4 administered within an existing program or
5 required the development of a new program model
6 and governing regulation

7 It would help to know how each program
8 was going to be administered including who was
9 responsible for paying rental assistance and
10 providing services.

11 At points the document refers to DHS
12 providing services, but it's not clear if this
13 means providing directly or contracting out.

14 It would also be helpful to know the
15 targeted length of assistance and intended
16 outcomes for each program.

17 DCFPI has particular concerns about
18 the PSH-like program. The proposed amendment
19 reports that service providers will work with
20 households who address barriers that prevent them
21 from qualifying for PSH such as credit, rental
22 history, employment and housing stability.

1 Taking cues from HUD and national
2 research, the District is moving towards a PSH
3 system that uses the Housing First model with low
4 barriers to entry. This will allow high-need
5 individuals, the very people who need PSH the
6 most, to be served.

7 Rather than using these funds to try
8 to change the individuals in need, the District
9 needs to re-work the program so that they meet
10 the needs of the individuals who need them.

11 DCFPI also is concerned about creating
12 a transitional-like program to prepare families
13 for being housing ready. The District like much
14 of the nation is moving towards a Housing First
15 approach because transitional housing programs
16 have shown not to be as effective at moving
17 families into permanent housing as Housing First
18 programs like permanent supporting housing are,
19 yet the program D.C. is creating sounds very
20 similar to transitional housing and intervention,
21 the ICH will be reducing in the strategic plan in
22 favor of more successful models like PHS and

1 Rapid Re-housing.

2 It's clear from national research as
3 well as direction from HUD that a community
4 should be decreasing not increasing our
5 transitional housing programs.

6 The ICH is currently working in
7 developing a strategic plan to outline how D.C.
8 will tackle homelessness. With HUD fund and
9 technical assistance the ICH is identifying the
10 number and type of housing intervention needed
11 for both homeless families and individuals.

12 Additionally the ICH is developing
13 requirements for each type of housing
14 intervention so that residents receive consistent
15 services across provider and funding source.

16 It's not clear how the programs
17 outlined in the proposed amendment coordinate
18 with existing intervention. If the proposed
19 amendment has not been coordinated with these
20 efforts, DCFPI recommends that DHC work to do so
21 now to ensure that this funding is meeting and
22 identified need and that program designed

1 consistent with the District's other efforts.

2 Finally DCFPI asked DHCD to clarify
3 the process for disbursing its funding such as
4 whether this funding will be awarded via
5 competition or through existing contracts as this
6 will greatly affect the timeline. It seems
7 unlikely that these funds could be awarded via
8 competition in sufficient time to create a
9 hyperthermia shelter capacity, one of the stated
10 goals of the proposed amendment.

11 Thank you so much for the opportunity
12 to testify, and I'm happy to answer any
13 questions.

14 MR. SIMMS: Thank you. Mr. Runge.

15 MR. RUNGE: Good morning. My name is
16 Kurt Runge, and I'm the Advocacy Director at
17 Miriam's Kitchen.

18 Miriam's Kitchen's mission is to end
19 chronic homelessness in the District. I
20 appreciate the opportunity to testify today.

21 I have serious concerns that the
22 current substantial amendment as written will

1 mean that home TBRA funding will only serve
2 homeless families when there is also an urgent
3 need to serve single adults who are chronically
4 homeless.

5 I recommend that available TBRA
6 funding be split so that at least half serves
7 single adults who are chronically homeless or be
8 split according to need.

9 In the following testimony I will walk
10 through the proposed substantial amendment and
11 raise concerns and questions in each section.

12 The summary of the substantial
13 amendment reports that the TBRA funding will be
14 used to provide rental assistance to homeless
15 households as referred to coordinated entry.

16 Although the amendment reports that
17 the assistance will serve households, the
18 amendment only provides details of need for
19 families not individuals. Given the lack of
20 clarity in the amendment, we have the following
21 question: If these resources are intended for
22 both single adults who are homeless and families,

1 how much funding will be used for single adults
2 and how much for families.

3 Given the disproportionate need for
4 PSH and Rapid Re-Housing resources for
5 individuals, can you provide the information the
6 information that compares the need for both
7 individuals and families and will this be used to
8 determine how funding is split?

9 The coordinated entry system is
10 different for both singles and families, yet the
11 amendment does not specify how single adults will
12 access the funding. If the funding is for both
13 groups, how will this work explicitly?

14 In the market condition section, the
15 amendment incorrectly indicates that there is an
16 unmet need for PSH for families in D.C.
17 Currently about eight percent of families who are
18 assessed or scored for PSH was just fewer than 70
19 of the 840 that are projected to come into this
20 system in the winter, yet the District PSH
21 program for families got \$2.3 million increase in
22 the FY15 which is expected to meet the need at

1 the end of FY14 - to meet the current need and at
2 the end of FY14, PSH obtained approximately 100
3 Housing Choice vouchers to serve families in need
4 in PSH far exceeding the projected needs.

5 There is currently a need among
6 families for long-term affordable housing, but
7 the need for PSH is overstated. The amendment
8 failed to specifically cite the need or give a
9 full comment with the local and Federal resources
10 that have gone to serve families in the last two
11 fiscal years.

12 If this were done, it will be apparent
13 that there are adequate resources to meet the
14 need for PSH.

15 By contrast there is an urgent need
16 for PSH for individuals who are chronically
17 homeless. On a given night in D.C., about 1764
18 individuals are chronically homeless and they've
19 been homeless for years on multiple times and
20 have a serious illness.

21 For single adults the average age of
22 this population is in the 50's and life

1 expectancy is 62.

2 No new funding has been allocated to
3 PSH for individuals who are not veterans this
4 fiscal year.

5 In addition, nearly half of
6 individuals assessed by coordinated entry score
7 for Rapid Re-Housing yet there are few resources
8 for this population. As a result, there is an
9 estimated need of over 2,000 individuals for this
10 intervention.

11 Although the amendment details the
12 cost of family homelessness, it fails to detail
13 the cost of chronic homelessness which is much
14 higher over the course of time. Without a stable
15 place to call home, people who are currently
16 homeless often cycle in and out of emergency
17 services like ER, jail, an inpatient hospital
18 care at a cost that far exceeds the solution,
19 permanent supportive housing.

20 In communities like Seattle, people
21 who receive PSH save the city approximately
22 \$30,000.00 per person per year.

1 The amendment also makes a claim that
2 given the cost of family homelessness without
3 additional funding the District will have to cut
4 costs in other areas of the homeless services
5 system. This is contrary to what the Director of
6 the Department of Human Services has said which
7 is that there will be no cuts to other areas of
8 the homeless services system and that any
9 overspending will be paid for with temporary aid
10 for needy family funding.

11 In addition, the amendment suggests
12 TBRA funding will be used by transitional housing
13 for families needing PSH to help families resolve
14 barriers to housing.

15 It's clear from national research and
16 directions from HUD that communities should be
17 decreasing not increasing our transitional
18 housing program staff.

19 If there are barriers to PSH, our
20 communities should not use Federal resources to
21 create transitional housing but re-work the PSH
22 program to remove barriers.

1 When tallying up the available family
2 shelters, the amendment also fails to account for
3 200 units of overflow shelters that have already
4 been paid for.

5 Finally, the proposed claims that it
6 this is meant to target both - finally the
7 proposed program claims that this is meant to
8 target both individuals and families, however,
9 the market condition section only describes the
10 need for families.

11 If it is certain both populations,
12 the research clearly needs to indicate how
13 many singles need the resource in comparison
14 to families, how well is it going to
15 administered, how will people be prioritized
16 for this program, how is the program comparing
17 vulnerability of families and singles and if
18 the scales are different.

19 In the next section, the proposed
20 TBRA program reports that some funding will be
21 used to serve people who need a high level of
22 rapid re-housing support, however, the market

1 conditions section of the amendment does not
2 clearly state the need for this use.

3 If funding is going to be used in
4 this way, more detail is needed to show how
5 resources will be administered.

6 A clear plan is needed for all
7 proposed uses of the money to answer the
8 following questions: What are the specific
9 eligibility criteria for each category; who
10 will determine eligibility; who provides the
11 services for the household; who pays the
12 rental expense; what are the targeted lengths
13 of assistance; and what are the intended
14 outcomes for each use of the funding?

15 In the consultations section, I
16 have questions just regarding whether the DHCD
17 has consulted with the ICH Strategic Planning
18 Committee on how to use this funding given
19 that there is a strategic planning process
20 underway.

21 In conclusion, without more detail
22 the amendment before us seems to suggest that

1 all three million of TBRA funding will serve
2 families who are homeless.

3 Not only is this a potential
4 violation of fair housing laws but it also
5 fails to address the disproportionate need of
6 resources for chronically homeless
7 individuals.

8 In addition, some of the resources
9 are being targeted to groups that have little
10 or no need for them like families who score
11 for PSH.

12 Furthermore, the plan suggests that
13 some of the funding will be like transitional
14 housing preparing people to get ready for PSH
15 or rapid re-housing rather than shifting those
16 to housing first.

17 We recommend the amendment provide
18 a detailed accounts for the needs for TBRA
19 funding for both individuals and families and
20 the Federal and local resources available to
21 meet the need.

22 We also recommend that TBRA program

1 now operate like transitional housing. We
2 recommend that the D.C. ICH strategic planning
3 committee be consulted regarding on how to use
4 this funding, and we recommend that some of
5 the funding be used to serve single adults who
6 are chronically homeless or split according to
7 the needs. Thank you.

8 MR. SIMMS: Thank you. Ms.
9 Respress.

10 MS. RESPRESS: I apologize for
11 being late. Well thank you for allowing us to
12 speak this morning. Good morning.

13 My name is Christy Respress. I'm
14 the Executor Director of Pathways to Housing,
15 D.C., and for the last ten years we have
16 provided housing first to individuals to
17 adults who are considered chronically homeless
18 with serious mental illness, chronic
19 addictions, health conditions, and other
20 really serious and complex health challenges,
21 and that's the chronically homeless
22 population.

1 So currently Pathways has provided
2 permanent supportive housing using the Housing
3 First model to 425 individuals, and we also
4 conduct street outreach both in the downtown
5 bit and the Golden Triangle bit to 650 unique
6 individuals each year, and I say that only to
7 give a little bit of context to say that we
8 are very familiar with the challenges facing
9 the singles population in the city, folks who
10 are experiencing chronic homelessness.

11 Pathways is also a full partner in
12 the new coordinated entry process for singles,
13 and we're really excited about that, and we
14 are committed actually to filling 100 percent
15 of our turnover units through the coordinated
16 entry program using the Housing First model.

17 So my colleagues in the community
18 here, Kurt and Kate, both kind of shared some
19 of the same concerns I have in the data, so I
20 won't go back into the data, but I just have
21 some very specific questions that I'm left
22 with after reading this proposal, and I have

1 them. I can pass them forward. I'm sorry I
2 did not give them to you ahead of time, but my
3 questions - there are several of them - really
4 focus on that distinction needing more
5 information on how we will use this for
6 individuals versus family.

7 For example, on Page 4, the
8 language there on households scoring above 48
9 being required to participate in case
10 management really gives the guidance as to how
11 families will access funds but it makes no
12 mention of individuals even though in the
13 chart with the breakdown it shows clearly some
14 of those resources should be given to -
15 chronically homeless individuals, so the
16 question is how will individuals who are
17 scoring for PSH literally access these funds.

18 The second question I have is how
19 will the fund allocation be divided between
20 families and individuals in need. The chart
21 indicates that, for example, there will be 50
22 - there will be funds available for 50

1 homeless families and individuals scoring for
2 - meeting PSH, but my concern is given the
3 pressure that the City has to end family
4 homelessness that those funds will be used
5 very quickly and predominantly and probably
6 exclusively for families if there's not very
7 clear on specific guidance as to how the funds
8 will be shared between the two populations.

9 Also, my third question is that
10 there's a substantial need for bridge funding
11 to temporarily place high-scoring individuals
12 needing permanent supportive housing into
13 immediate housing, folks who are sleeping
14 literally on the streets and could die on the
15 streets.

16 We know that it takes time. We've
17 done a wonderful job here in D.C. streamlining
18 the housing authority process, DHS and the
19 housing authority have done really fantastic
20 work getting down the number of days it gets
21 people into permanent supportive housing with
22 vouchers, but it still can be weeks if not

1 sometimes months for people to get together
2 the necessary documentation and this funding
3 could really be used to provide the bridge
4 when we score people and recognize that they
5 are next in line to get that permanent
6 supportive housing to literally get them off
7 the streets before they die.

8 So my question there specifically
9 is how can those dollars be used creatively
10 and flexibly to suit this need which I think
11 is really in line Federally with what HUD is
12 looking for with this type of - with these
13 types of resources.

14 My final question is how the
15 monitoring around individuals in terms of the
16 services delivery in case management. We know
17 we've got a very robust permanent supportive
18 housing program here in DHDC that is run
19 through DHS, but there's mention here again of
20 case management provided for families but what
21 about individuals? Are we going to rely on
22 existing providers or this additional service

1 dollars will be provided for DHS for
2 individuals, and again that lack of
3 information here around individuals just leads
4 me to believe that all the money would be used
5 for families because there's so little mention
6 of the individuals here specifically, and
7 that's a great concern of mine given the need
8 we have of folks scoring for PHS in the city,
9 so I will just end by saying thank you. We
10 have the data now which is great on the single
11 side the way that we're having on the family
12 side. We're starting to get that data now
13 that we're doing coordinated entry, and I ask
14 and hope that you use that data and help make
15 some decisions on how we actually use this
16 really incredibly flexible and important
17 funding, so thank you very much for your time.

18 MR. SIMMS: Thank you. Michael
19 Sindram. Michael Sindram. Is there anyone in
20 the audience who wished to testify today?

21 If not, this - we want to thank
22 everybody for their testimony this morning.

1 Your feedback is valuable to this Agency and
2 the city as a whole, and your comments will
3 form part of DHDC's substantial amendment to
4 the consolidated plan as required by the
5 Federal Regulations, 24 CFR 91.

6 This concludes today's public
7 hearing on the consolidated plan for proposed
8 substantial amendment FY15 HOME Tenant Based
9 Rental Assistance.

10 Please feel free to stay to speak
11 to our senior managers if you have any
12 additional questions, and thank you for
13 attending.

14 Just a reminder that the next
15 hearing is Wednesday, December 10th at 6:30 at
16 the Reeves Center on 14th Street.

17 Thank you very much. Have a good
18 day.

19 (Whereupon the above-entitled
20 matter was concluded at 10:42 a.m.)
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In the matter of: Public Hearing

Before: DC DHCD

Date: 12-08-14

Place: Washington, DC

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Court Reporter

NEAL R. GROSS

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