

Prepared for
Utah Legislature

Prepared by
Kem C. Gardner
Policy Institute

Utah Homeless Services

Governance Structure and Funding Model

November 2020

Public-Private Collaboration

The Utah Legislature and philanthropic community joined forces to commission this rapid assessment of Utah’s homeless services governance and funding model.

Legislative Intent

The Legislature intends that the appropriation under Subsection (3)(b) of H.B. 440 be used by the Kem C. Gardner Policy Institute to study the current decision-making framework and governance structure for the provision of services to homeless individuals in the state and to provide a written report by October 1, 2020, to the Executive Appropriations Committee, the Health and Human Services Interim Committee, and the Homeless Coordinating Committee containing recommendations for improving the provision of services to homeless individuals in the state, including a potential realignment of the decision-making framework and governance structure related to the provision of those services.

Statement from Benefactors

Utah faces a critical juncture in homeless services and must get the next steps right. We believe Utah must leave a “firefighting approach” or hyper focus on shelters behind and shift to a strategic approach that anticipates and accounts for the causes of homelessness. A more attentive and thoughtful approach begins with an improved governance model.

This assessment recommends a clearer governance structure that will ensure coordination, oversight, public accountability, and improved alignment between public and private efforts. We pledge our support to help implement these findings and fulfill our collective aspiration to compassionately care for our community’s most vulnerable.

Bert Zimmerli, Intermountain Healthcare
Clark and Christine Ivory, Clark and Christine Ivory Foundation and member of the Road Home Board of Trustees
Christena Huntsman Durham, Huntsman Family Foundation and member of the Catholic Community Services and The Road Home Boards of Trustees
David Huntsman, Huntsman Family Foundation
Gail Miller, Larry H. Miller Charities and Larry H. & Gail Miller Family Foundation, and member of the Shelter the Homeless Board of Directors and the State Homeless Coordinating Committee

Harris H. Simmons, Zions Bancorporation and chairman of Shelter the Homeless
Josh Romney, Romney Group and member of the Shelter the Homeless Board of Directors
Lisa Eccles, The George S. and Dolores Doré Eccles Foundation
Randy Shumway, Cicero Group and Community Stakeholder
Scott Anderson, Zions Bank
Spencer Eccles, Cynosure Group and co-chair of Mayor Mendenhall’s Homeless Services Transition Subcommittee

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November 10, 2020

Dear Legislators,

I'm pleased to present a rapid assessment of Utah's homeless services governance and funding model. The Kem C. Gardner Policy Institute at the University of Utah prepared this assessment and makes these recommendations in response to H.B. 440, passed in the 2020 General Legislative Session.

The assessment includes the results of a collaborative review process involving active participation from representatives of the Utah House of Representative and Senate, the executive branch, homeless service providers, local government (including four mayors), the philanthropic community, and other business and community leaders. I want to thank these leaders for lending their considerable expertise to this important topic.

After spending a great deal of time this summer and fall thinking about this issue, I offer four lessons I've learned that will help you as you deliberate about next steps for our state.

First, we have made strides towards our goal of making homelessness rare, brief, and non-recurring. This is a tribute to the leaders of this state.

Second, we face the risk of backsliding if we don't make smart decisions moving forward. Utah is at a critical juncture.

Three, the current governance structure is rife with alignment and capacity issues, conflicts, and inefficiencies. By implementing a well-defined statewide and systemwide governance structure and funding model we will best serve the state.

Finally, we provide six recommendations that, if followed, will create a simpler, more transparent, and coordinated system that is more effective. It will also be more efficient and save money over the long term.

Thanks for entrusting us with this difficult task. We encourage urgent action.

Sincerely,



Natalie Gochnour
Associate Dean and Director
Kem C. Gardner Policy Institute
David Eccles School of Business

The Problem

While Utah has made significant progress in addressing homeless services, problems remain. Despite a major influx in funds towards emergency shelters and resource centers, the goal of making homelessness rare, brief, and nonrecurring is not being met. Private donors and elected officials are concerned the resources poured into solving these issues have not warranted the expected results. Compared to 2019, among the people in the state's annual counts, 62% were experiencing homelessness and seeking shelter for the first time, which suggests the need for identifying additional ways of preventing homelessness. Length of stay in shelters also increased. The number of Utah's children experiencing housing instability and at risk for homelessness is also concerning. Local and regional officials and service providers continue to face increasing demand for shelter.

In addition to these concerns, a funding audit and a performance audit, coupled with our own review, find the following problems with the current system:

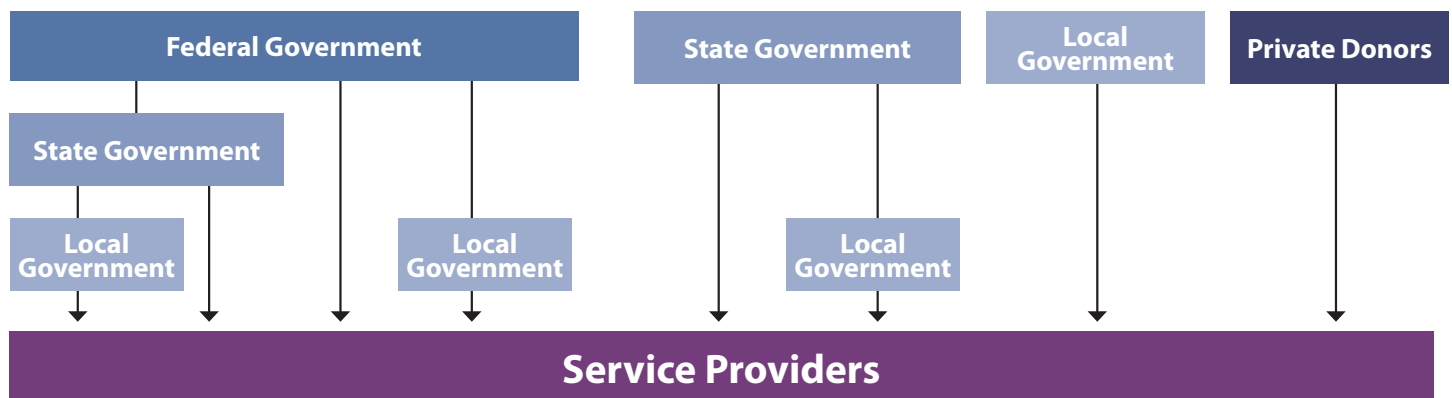
- o **Confusing leadership structure** – Leadership roles, including the chain of command, are not clear.
- o **No statewide funding plan or comprehensive budget** – Utah lacks a coordinated funding and spending plan. As a consequence, Utah's homeless population is trapped in a system that often exhibits redundancies, inefficiencies, and service gaps.
- o **Complex, inefficient decision-making framework** – Few people understand Utah's complex decision-making framework. Relationships at all levels – state, local, service provider, philanthropic community – need to be clarified, strengthened, and communicated.
- o **Communication gaps** – The complexity of the system creates gaps in communication that hinder the state's ability to collect data, measure progress, enact effective policies, coordinate response, and share results.
- o **Incomplete data** – State data reports often exclude performance data on prevention and diversion by county, spending data showing cost and service efficiency, and other metrics that can be used to improve outcomes.
- o **Unclear role of Shelter the Homeless** – Shelter the Homeless plays an important role as a convener, provides a strong community platform, and serves as a strong connection to Utah's philanthropic community. Its role should be clarified as part of this improvement process.

The following diagrams serve as examples of the overly complex, unaligned, and less than optimized governance structure and funding model Utah currently operates under.

Current Funding Model Issues

Utah's current funding model leaves service providers in a predicament as they struggle to match the requirements of various funders with the very real needs of the homeless population. The complexity leads to redundancies,

inefficiencies, conflicts, and lack of transparency. The chart below is from the 2017 legislative audit on homeless funding and expenditures.

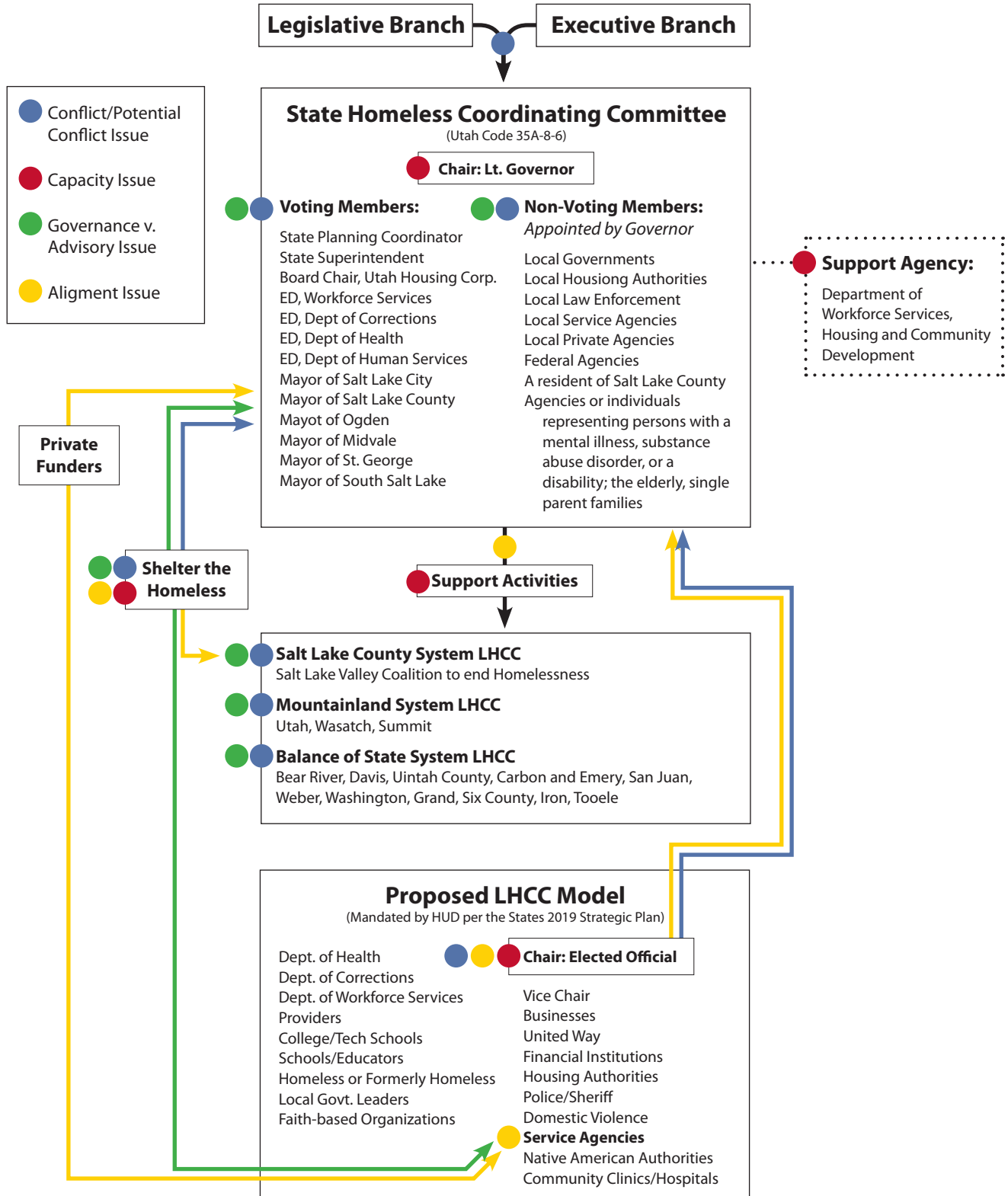


Source: Legislative Audit, October 2017

Utah's Current Homeless Services Governing Structure

Utah's current governance structure includes an amalgamation of well-meaning, but less than optimized entities and community leaders that experience capacity and alignment issues, as well as unnecessary conflicts or potential for conflicts. The figure below

is adapted from the State of Utah Strategic Plan on Homelessness and annotated and color coded to show the governance problems.



Source: Kem C. Gardner Institute adaptation and analysis of SHCC and LHCC models in the State of Utah Strategic Plan on Homelessness, 2019

Recommended Solutions

The Kem C. Gardner Institute proposes six major recommendations and several supporting actions. Because of the important role of Shelter the Homeless, we also reaffirm their mission and provide an example of how they fit into our recommended funding model.

- 1 Restructure top-level governance**
- 3 Create Utah Homeless Council**
- 5 Improve local coordination**
- 2 Appoint homeless services officer**
- 4 Create Philanthropic Consortium**
- 6 Develop coordinated funding model**

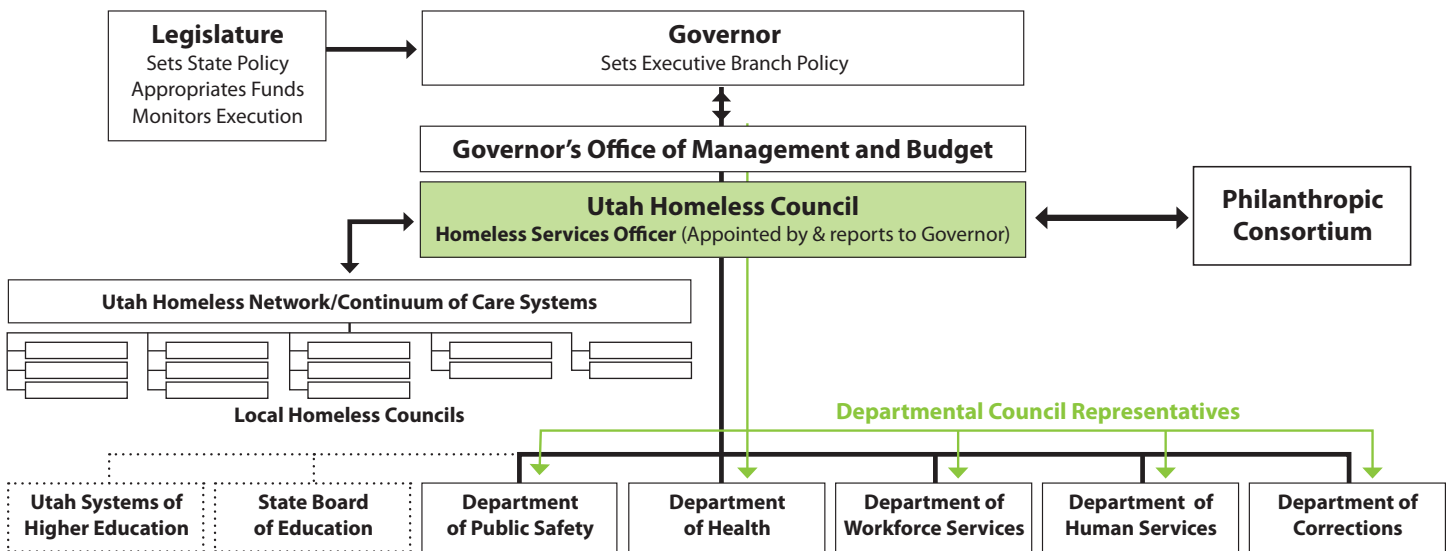
1 Restructure Top-level Governance

The State Homelessness Coordinating Committee is comprised of state and local elected officials, private funders, and service providers, but its current organizational location, deep within the Department of Workforce Services, inhibits inter-agency coordination and coordination between state and local and private entities.

We recommend restructuring homeless governance with the appointment of a Utah Homeless Services Officer and creation of the Utah Homeless Council (UHC). The UHC and Homeless Services Officer will be housed in the Governor’s Office of Management and Budget. In future years, as the work of the

UHC and the Officer becomes more operational, these functions could be moved to a state department.

The complexity of homelessness also involves other state agencies (e.g. Department of Public Safety, Department of Health, etc.) that are working with the same populations, but not working in tandem towards achieving the same goal to minimize homelessness for these populations. Appointing a representative from each department who can assist the Utah Homeless Council is critical to ensure progress towards homelessness priorities and to develop coordinated plans, budgets, and resource allocation.



Recommended Actions

WE RECOMMEND the Utah Homeless Services Officer and the Utah Homeless Council be housed in the Governor’s Office of Management and Budget. In future years, as the work of the UHC and homeless services officer becomes more operational, these functions could be moved to a state department.

WE RECOMMEND each state department agency that sets policy and directs funding affecting homeless populations assign a staff person to inform the work of the UHC and help develop the statewide plan and budget.

WE RECOMMEND a review of all state policy and code to ensure clarity, efficiency, and accuracy regarding homeless services governance and the roles and responsibilities of the Utah Homeless Council.

2 Appoint Homeless Services Officer

Appointed by and reporting to the governor, the Homeless Service Officer is the chief policy officer and advisor for homelessness in the state. The Officer acts as the executive director for the Utah Homeless Council and represents the deliberations and decisions of the UHC to the Governor, the Legislature, key stakeholders, and the general public. This

position would reside in the Governor's Office of Management and Budget, accessing GOMB staff for administrative, budget, and data support. Additionally, the Officer would be supported by a staff member "on loan" to GOMB from the Department of Workforce Services with expertise in homeless service system best practices and processes.

Key roles of the Officer

- **Achieve policy consensus** - The Officer is responsible for engaging Utah Homeless Council members in leading the annual statewide response to homelessness and the state's long-term strategy to minimize homelessness and make it rare, brief, and non-recurring.
- **Oversee & recommend budget** - The Officer liaises with Local Homeless Councils, the Utah Homeless Network, and state departments and agencies to create a statewide, system-side annual homelessness plan and budget. The Officer is ultimately responsible for presenting the plan and budget to the Utah Homeless Council for review and approval and, once approved, for representing the plan and budget to all stakeholders.
- **Endorsement of UHC decisions** - In addition to having a voting seat on the Utah Homeless Council, the Officer publicly endorses Council voting decisions and represents those decisions to all stakeholders. Lack of endorsement by the Officer on any single decision does not constitute a veto but allows the Officer to voice concern with decisions for the public record and encourage further deliberation.
- **UHC accountability** – The Homeless Services Officer will ultimately represent the decisions of the Utah Homeless Council to the Legislature, governor, federal, and local governments, LHCs, and the public.
- **Public/private sector coordination** – The Homeless Services Officer coordinates partnerships and funding from the public and private sector that lend to a statewide and system-wide reduction in homelessness.
- **Coordinate homeless services agency leads** – The Homeless Services Officer coordinates homeless service experts from other state agencies (e.g. Department of Health, Department of Public Service, etc.) to promote funding and data-gathering transparency and consistency.
- **Administrative responsibility** - The Homeless Services Officer, with support from GOMB and the UHC Executive Committee, is responsible for administrative duties (e.g. personnel issues, setting agendas, etc.)
- **Assist reviewing state code** - The Homeless Services Officer coordinates with supporting staff to review state code to ensure clarity, efficiency, and policy regarding homeless services governance.

Leadership Profile

The "ideal" Homeless Services Officer will possess the following:

- **Leadership experience and acumen** – Seasoned leader who has navigated change and complexity at the enterprise level. Experience should include a previous role as a CEO, COO, executive director, legislative or executive branch leader, or non-profit leader.
- **Finance and strategy expertise** – Strong finance and strategic thinking skills
- **Relationships** – Strong existing relationships with public and private community leaders statewide
- **Best practices** – A commitment to implement best practices in homeless services
- **Public and private experience** – Experience in both public (including not-for-profit) and private sector settings
- **Empathetic** – A person with empathy who cares deeply about people and community
- **Service focus** – A person who is willing to do this as a public service (attractive salary, but the motivation is service, not career)
- **Commitment** – Makes a three-year commitment to enhance homeless services in Utah

Recommended Actions

WE RECOMMEND the appointment of a homeless services officer (appointed by the governor and confirmed by the senate) to serve as the executive director of the UHC. The homeless services officer

would lead the UHC, oversee statewide homeless services coordination, endorse votes of the UHC, and represent homeless services issues to the governor, legislature, and public.

3 Create Utah Homeless Council

Homelessness is a complex issue requiring local, regional, state, and private sector coordination. The Utah Homeless Council (UHC) would replace the State Homeless Coordinating Committee and serve as the state’s coordinating and decision-making body for homelessness. The UHC will have a statewide and system-wide purview. Housed in the Governor’s

Office of Management and Budget and led full-time by an experienced executive, public and private co-chairs, and an active executive committee, the UHC will provide the experience, authoritative power, and dedication necessary to address homelessness statewide.

<h2 style="margin: 0;">Utah Homeless Council</h2> <h3 style="margin: 0;">Homeless Services Officer serves as Executive Director</h3>	
<p>Executive Committee</p> <ul style="list-style-type: none"> Homeless Services Officer (Executive Director) Public Sector co-chair (appointed by Legislature) Private sector co-chair (appointed by Philanthropic Compact Consortium) Private sector representative (appointed by governor) Mayor Salt Lake County Statewide philanthropic leader (appointed by governor) Statewide philanthropic leader (appointed by Philanthropic compact Consortium) Appointed Mayor* <p style="font-size: small; margin-top: 20px;">HUD and VA representatives serve as advisors to the UHC and are invited to every meeting.</p>	<p>Additional Members</p> <ul style="list-style-type: none"> Executive Director Human Services[†] Executive Director Health[†] Executive Director Corrections[†] Executive Director Public Safety[†] Executive Director Workforce Services[†] Representative Utah Senate (appointed by Senate) Representative Utah House (appointed by House) Superintendent of Public Instruction[†] Statewide faith-based leader (appointed by governor) Mayor Salt Lake City Mayor Midvale Mayor South Salt Lake Mayor Ogden Mayor St George 5 Local representatives, including at least two providers (appointed by the Utah Homeless Network) Individual with “lived experience” (appointed by governor)

* The appointed mayor on the executive committee will be appointed by and from within the mayors with general population centers. As of October, 2020 these cities include: Salt Lake City, Midvale, South Salt Lake, Ogden, and St. George.

† or designee

Recommended Actions

WE RECOMMEND all members of the UHC serve as voting members, with conflicts of interest declared.

WE RECOMMEND a UHC executive committee to help support the homeless services officer with personnel issues, set agendas, oversee strategic planning, and other executive committee functions.

WE RECOMMEND a more equitable membership structure on the UHC than previously on the State Homeless Coordinating Committee with greater balance between state legislative and executive branches; local public and private sector stakeholders; and the philanthropic sector.

Roles and Responsibilities of the Utah Homeless Council

UHC Purpose

The Utah Homeless Council supports the statewide goal to minimize homelessness by making it rare, brief, and non-recurring. The UHC facilitates local and regional efforts to achieve this goal and ensures those efforts are 1) undertaken in a coordinated, equitable, and cost- and service-efficient manner across the state and 2) aligned with existing local and regional efforts to increase access to housing, health care and behavioral health care, education and job training, employment, and other resources that minimize homelessness and increase opportunities for self-sufficiency.

UHC Responsibilities

Some of the Utah Homeless Council responsibilities include:

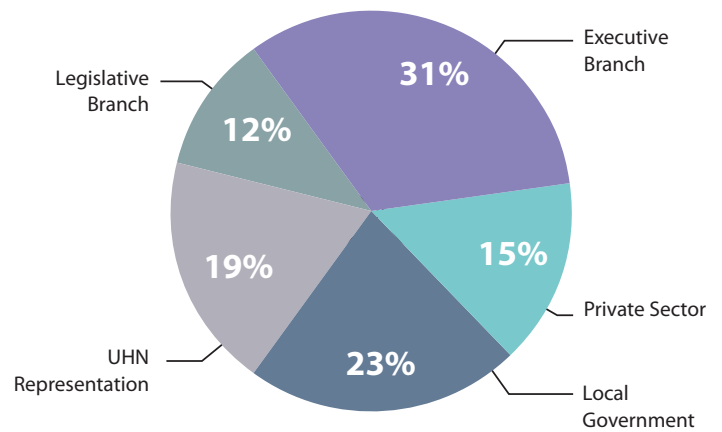
- Enacting a statewide, system-wide strategy to reduce homelessness
- Review local and regional homeless services plans
- Pass a statewide homeless services budget
- Review all funding applications and requests
- Support consistent and transparent data collection on homeless services
- Ensure that accountability and system performance measures are prioritized
- Support the Homeless Services Officer in coordinating gap funding at all levels of government and with the private sector

The executive committee works closely with the Homeless Services Officer to assist with personnel issues, set agendas, oversee strategic planning, and other executive committee functions.

UHC Membership

The success of the Utah Homeless Council requires active participation from all members, each bringing unique experience and governing roles to the Council. The UHC is comprised of a Homeless Services Officer acting as the Executive Director, two co-chairs from the public and private sectors, an executive committee, and supporting members.

UHC Membership Composition



Note: UHN representation may be comprised of local elected officials, service providers, or members of the private sector

UHC representatives who have direct decision-making authority over public funds and policies that can contribute to this goal; direct decision-making authority over private sector funds and policies that can contribute to this goal; direct decision-making authority over implementation of public funding and policies in service environments; direct lived experience receiving services in Utah's publicly-funded homeless and housing service system; and mayors of cities that host general population emergency shelters with 200 or more beds that operate 24 hours a day, are open year-round, and receive state funding.

Membership Assumptions

- All members are treated equally and given voting privileges. Conflicts must be disclosed.
- All gubernatorial appointees must also be confirmed by the Senate.
- Representatives of a larger body (e.g. Utah Homeless Network) must represent the interests of the body or community represented and not individual interests.
- A designee will inform and represent the represented member for all decisions and votes.
- The Homeless Services Officer has both voting and endorsement powers but no concurrence or veto powers.

Two main objectives drive the size and composition of UHC:

1 To keep it as small as possible to limit inefficiencies, or overrepresentation of one particular group or region.

2 To increase efficiencies and minimize conflicts, capacity restraints, governance/advisory confusion, and alignment issues.

4 Create Philanthropic Consortium

Leading private funders in the state have already begun collaborating to coordinate funding for homeless services in a more effective manner. We recommend the creation of a formal Philanthropic Consortium with a compact outlining aspirational guidelines for the funders. We also recommend Philanthropic

Consortium representation in the Utah Homeless Council to maximize collaboration and communication between public and private funding. Pooled and coordinated funding will lead to the ability to track performance measures and homelessness priorities.

Compact Concept

Compacts have been an effective way to convey a message or bring a group of people together to address one issue. The Philanthropic Consortium may choose to include the following aspirational guidelines when prioritizing funding:

- Funders should take a system-wide and statewide approach
- When funding, look beyond emergency shelter, focusing on the goal to make homelessness reduced, brief, and nonrecurring.
- Incorporate public health and safety
- Prioritize children and youth, the most vulnerable of the population
- Acknowledge there are diverse needs of homelessness and not every problem can be approached the same way.

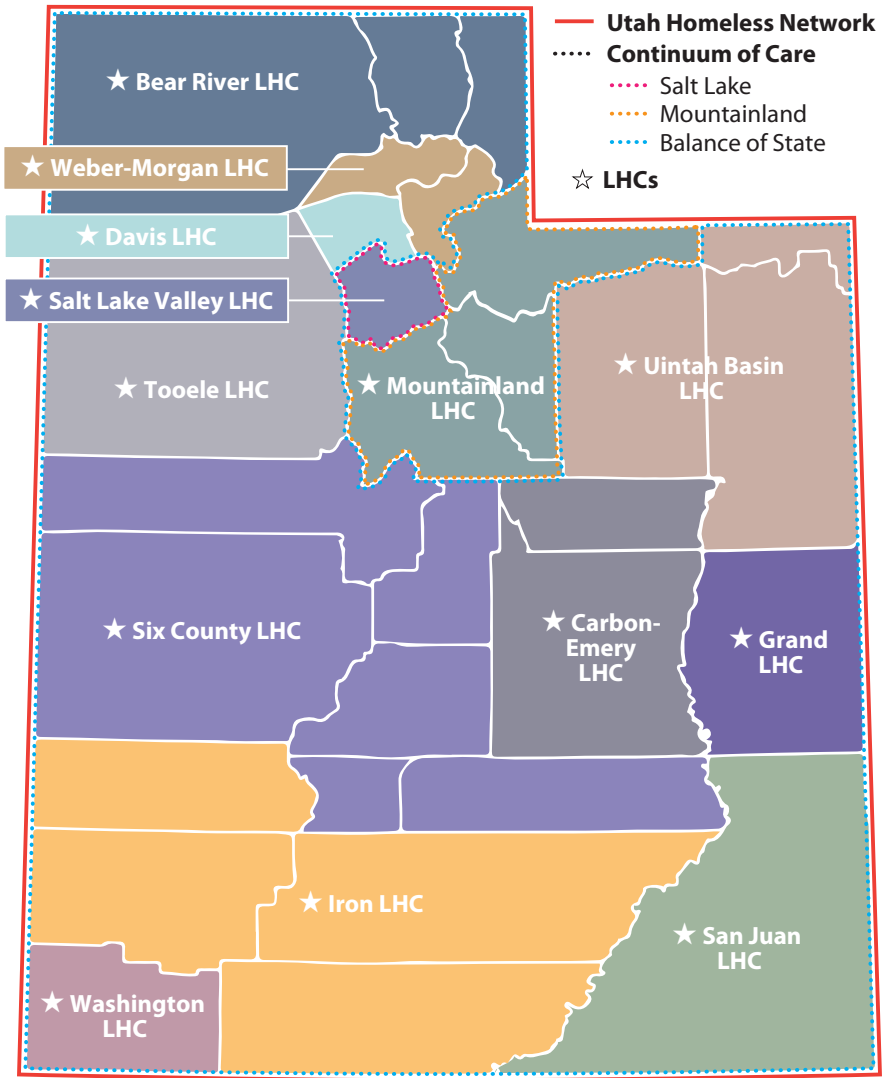
Recommended Actions

WE RECOMMEND major private funders in the state form a Philanthropic Consortium, with a compact outlining aspirational guidelines to help address the complex challenges associated with funding and evaluating a statewide homeless services system.

5 Improve Local Coordination

Utah’s current decision-making framework has been largely shaped by federal policy and funding. Beginning in 1995, U.S. Department of Housing and Urban Development’s (HUD) Continuum of Care (COC) Program required regions within states to establish Local Homeless Councils (LHCs) and to consolidate funding requests from local and regional providers into a single annual application. There are currently three Utah Continuum of Care, largely based on population. There are currently 13 LHCs in the state, regionally situated. The Utah Homeless Network, a statewide, service-provider led organization was informally created to increase collaboration and communication among local officials and providers. All 13 LHCs are represented in the Utah Homeless Network.

Local officials and service providers understand and support the existing local and regional coordinating structures. There simply needs to be greater communication and understanding between the state and local entities. We recommend providing voting representation of these coordinated bodies on the Utah Homeless Council. We recommend that local homeless services, coordinating, and governing efforts be represented on the UHC through representatives appointed by the Utah Homeless Network in collaboration with the Local Homeless Councils. Recognizing the importance of service providers at the local level, we recommend at least three of those representatives are service providers.



Recommended Actions

WE RECOMMEND that local homeless services, coordinating, and governing efforts be represented on the UHC through representatives appointed by the Utah Homeless Network in collaboration with Local Homeless Councils. At least three of the representatives must be service providers.

WE RECOMMEND renaming the Local Homeless Coordinating Committees systems to Local Homeless Councils (LHC) to mirror the Utah Homeless Council in name and purpose at a local level.

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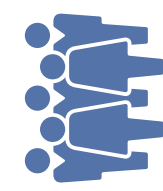
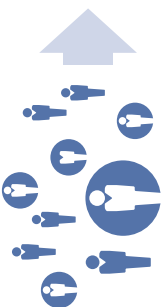
Develop Coordinated Funding Model

A 2017 legislative audit determined there is currently no statewide homelessness budget that provides clear and transparent funding amounts or sources. We recommend an annual statewide funding plan that builds from local to regional to a consolidated, statewide plan. This plan would serve as the backbone of the statewide budget request from the Utah

Homeless Council, federal funding, and coordinated philanthropic efforts.

The plan will include not only a funding request but also a planning process on how to reduce homelessness. It would include a broad scope of funding and planning efforts, not limited to crisis services and emergency shelter planning. The process mirrors the consolidated

plans and budget requests already made to HUD and other federal agencies and would strategically align the timing of local, state, and federal applications to allow for a comprehensive plan. This funding model will help identify the funding gaps that private and public funding is currently not covering and ensures transparency at all levels of funding.



Philanthropic Consortium

Legislative Action in the General Session



Local Service Providers and Agencies

- Create **individual** homelessness plan with projected budget and funding sources

Local Homeless Councils

- Create **consolidated** local homelessness plan inclusive of plans from local providers and agencies

Continuum of Care Systems

- Create **consolidated** regional homelessness plan with projected budget and funding sources inclusive of plans from local homeless councils

Utah Homeless Network

- Create **consolidated** state homelessness plan inclusive of the consolidated regional plans

Utah Homeless Council + GOMB

- Review and approve **consolidated** state homelessness plan with projected budget and funding sources
- Identify unfunded needs and coordinate with local governments and private donors to secure gap funding
- Submit to governor with state budget request

State of Utah and Private Funders

- Contract with individual service providers and agencies to award funding

Recommended Actions

WE RECOMMEND all Local Homeless Councils coordinate with the Utah Homeless Network to provide an annual spending plan and funding request to the UHC for review, approval, and coordination in an annual statewide plan.

WE RECOMMEND UHC coordinate with the private sector to ensure an aligned system-wide and statewide approach for all funding of homeless services.

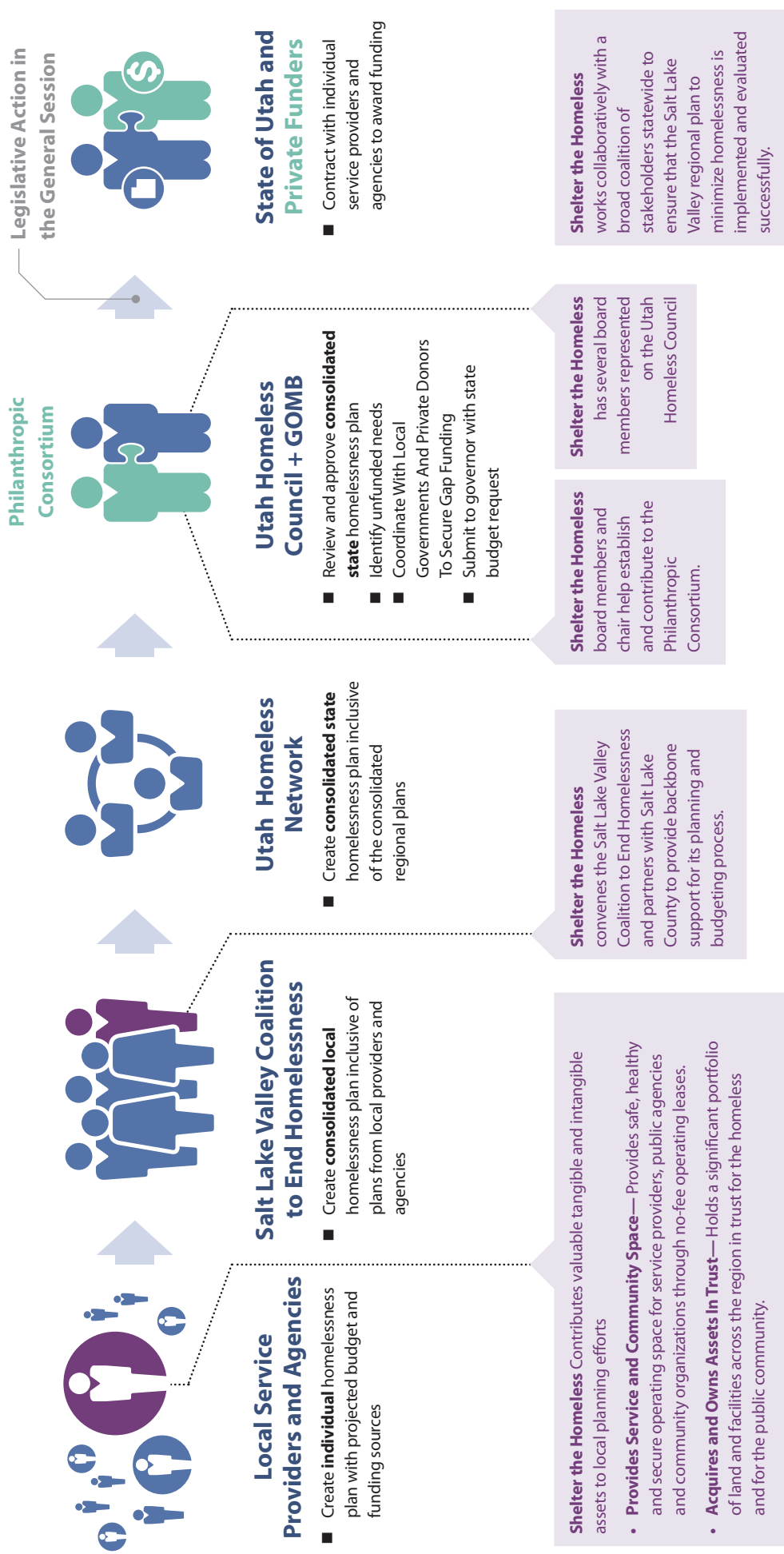
WE RECOMMEND the annual plans at each level to include but not be limited to identifying priorities for emergency and crisis services. The plans should be submitted with a projected budget and should identify anticipated funding sources -- federal, state, local, and private monies -- as well as unfunded needs.

+ Shelter the Homeless

Although outside of this study's scope, we recognize the essential efforts of Shelter the Homeless in addressing homelessness in the Salt Lake region. Shelter the Homeless' existing mission provides a convening space and support necessary for the region.

After meeting with the Shelter the Homeless board, our recommendation is that the organization review and reaffirm its existing mission in relation to the proposed new governance structure, funding model, and Philanthropic Consortium. The below model illustrates

the role of Shelter the Homeless throughout the budget and funding model process, highlighting the existing alignment and opportunity for Shelter the Homeless.

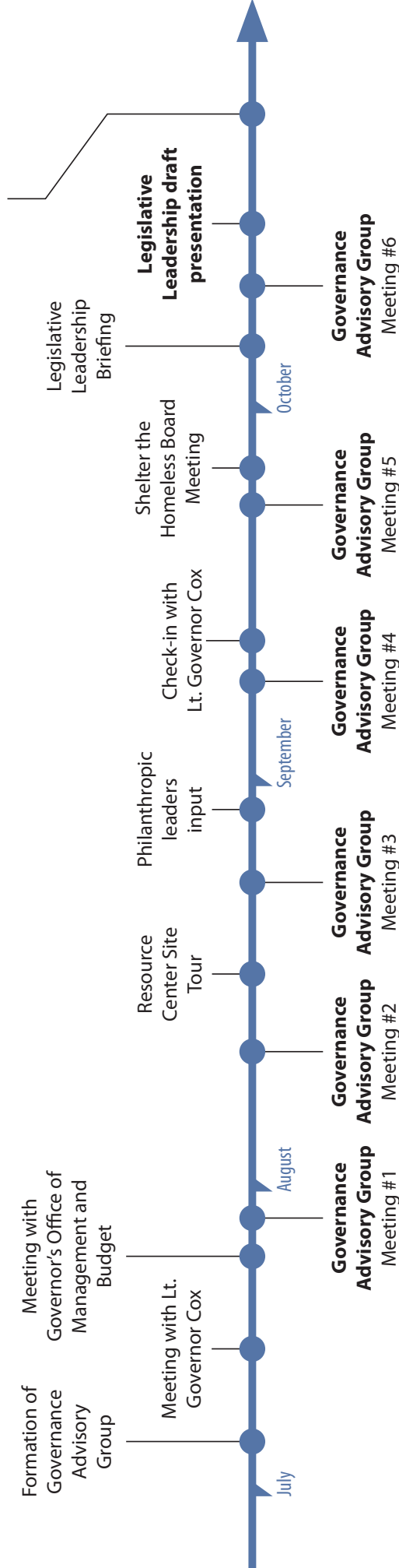


Process and Timeline

The Kem C. Gardner Policy Institute utilized its INFORMED DECISIONS™ process to develop this rapid assessment. In this process we 1) convene a multi-disciplinary group of experts, 2) adhere to a clear scope of work, 3) follow agreed upon guiding principles, 4) utilize and share best available data, 5) make use of strawmen, 6) prepare and expert assessment, and 7) publish in an easy-to-digest format. Here is the rapid assessment timeline we followed:

Present recommendations to:

- State Homeless Coordinating Committee
- Legislative Executive Appropriations Committee
- Health and Human Services Interim Committee



Governance Advisory Group

The Utah Legislature requested the Kem C. Gardner Policy Institute to provide an assessment of the current decision-making framework and governance structure for homeless services and recommendations for improvement. In response, the Gardner Institute convened a Governance Advisory Group, comprised of Utah's best and brightest governing authorities

and major philanthropic donors focused on serving this vulnerable population. The Governance Advisory Group convened virtually six times beginning in August, providing feedback and expertise on the subject. While the advisory group was heavily involved in the process, they are not required to support all recommendations.

Jake Anderegg

Vice President of Community Development, Zions Bank; Senator, Utah Senate

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Community Advocate and Stakeholder; Advisor to the Governor; Member, State Homelessness Coordinating Committee

Kathy Bray

President and Chief Executive Officer, Volunteers of America, Utah; Member, State Homelessness Coordinating Committee

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Partners in the Community

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 James Lee Sorenson
 Vicki Varela
 Ruth V. Watkins
 Ted Wilson

Ex Officio (invited)

Governor Gary Herbert
 Speaker Brad Wilson
 Senate President
 Stuart Adams
 Representative Brian King
 Senator Karen Mayne
 Mayor Jenny Wilson
 Mayor Erin Mendenhall

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