

**Executive Summary**

**Observations and Recommendations Regarding Homelessness**

**DRAFT**  
for the  
City of Pensacola Florida



**Drafted by Robert G. Marbut Jr., Ph.D.  
on May 14, 2021**

**Presented at the Joint Workshop of the Pensacola City Council,  
Mayor and Escambia County Board of County Commissioners  
on May 17, 2021**

**Presented at the Pensacola City Council Meeting  
on May 27, 2021**

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## Scope of Work

The following outlines the scope of services for strategic planning homelessness services conducted by Marbut Consulting for the City of Pensacola Florida in 2021. For this project, 100% of all the services were provided by Dr. Robert Marbut Jr., and commenced on March 15, 2021, and formally ended on June 15, 2021.

### Scope of Services:

- Researched, reviewed and updated the *2014 Marbut Report*,
- Researched and reviewed the strategic case management issue,
- Researched and reviewed the possibility of coordinated food services and/or a central feeding center.

### Key Deliverables:

- Previewed recommendations with the senior leadership of the City of Pensacola,
- With Joan Johnson and Connor Bookman held joint listening sessions with service providers,
- Provided a written Executive Summary Report of Recommendations,
- Gave a formal presentation to Pensacola City Council.

### Timeline:

- This project commenced on March 15, 2021 and formally ended on June 15, 2021,
- Dr. Marbut conducted four trips to Pensacola covering 24 on-site days during the project,
- The Executive Summary Report of Recommendations was completed on May 14, 2021,
- Dr. Marbut gave a presentation at the Joint County-City Workshop on May 17, 2021,
- Dr. Marbut gave a presentation at the Pensacola City Council Meeting on May 27, 2021,
- The formal contract period ended June 15, 2021.

### Notes About Scope of Work:

- System improvements “organically” materialized during the review process. During this time frame, Marbut Consulting went beyond “study/report” and suggested improvement opportunities that naturally arose throughout this “journey.”
- During the time of this project and beyond his duties directly tied to the City of Pensacola, Dr. Marbut acted as a subject matter expert for both the Homelessness Reduction Taskforce of Northwest Florida and Opening Doors Northwest Florida (CoC).
- This project was for the “study and development of recommendations” phase only, and did not cover any “implementation nor operational” activities.

## New Observations in 2021 (in addition to the 2014 Observations)

### Positive Developments and Opportunities

- There has been an improved understanding in the difference between “enabling and serving” versus “engagement” within many service providing agencies.
- There are increased levels of cohesiveness among most service providing agencies.
- The establishment of the Homelessness Reduction Taskforce of Northwest Florida, co-chaired by Connie Bookman and John Johnson, is a very positive development in the overall public engagement on the issue of homelessness.

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### Negative Developments and Challenges

- The homelessness situation, especially for individuals and families experiencing unsheltered homelessness (eg “street-level” homelessness), has become dramatically worse than it was in 2014.
- The number of individuals living within encampments is up significantly, especially along the railroad tracks. Individuals living in the encampments along the railroad corridors likely will start to move into neighborhoods once these encampments reach a saturation level.
- Anecdotal reports of increased “aggressiveness” are dramatically up. Violence involving people experiencing homelessness has significantly increased, especially involving knives. Violence has included murder and many stabbings.
- Two important leading indicators of future levels of violence have increased: the male to female ratio in encampments has risen and the number of individuals with dogs has increased. The other major future leading indicator, average size of dogs, has remained about the same.
- The handing out of cash continues to be a major problem. These handouts, although well intended by nice folks, actually perpetuate and increase homelessness through enablement, and often fund the purchase of alcohol and drugs. More often than not, these handouts do not address the root causes of homelessness such as mental/behavioral health issues and/or substance use disorders.
- Many agencies and programs continue to measure “out-puts” (eg number of meals served or of heads-n-beds) and are not measuring “out-comes” (eg street graduation rates or recidivism rates). National best practice agencies focus on “out-comes,” not “out-puts.”
- There is an even higher gap in bed capacity in 2021 than there was in 2014, especially for single adults experiencing unsheltered homelessness.

## Executive Summary of 2021 Recommendations

- 1 - Move from a Culture of Enablement to a Culture of Engagement . . .  
to Include a Robust Awareness Campaign.
- 2 - Open a Holistic Service Center.
- 3 - Open a “Central Kitchen” That Coordinates and Centralizes Feeding Services.
- 4 - Source and Develop All Types of New Housing Opportunities Whenever Possible . . .  
Especially Focus on Affordable, Emergency, and Transitional Housing Units.
- 5 - Co-locate the Holistic Service Center, the Central Kitchen and Housing.
- 6 - Transform MIS from a “Store Keeper Model” to “Proactive Case Management Tool.”
- 7 - City and County Funding of Homelessness Services Should Be Include in Annual Budgets.

## Recommendation 1

### ***Move from a Culture of Enablement to a Culture of Engagement, to Include a Robust Awareness Campaign.***

Pensacola and the greater Escambia County community need to move from a *Culture of Enablement* to a *Culture of Engagement*. This includes homelessness service agencies, volunteers, staffs, donors, funders, residents, tourists, merchants, government agencies, programs and the community of homelessness. The vision should no longer be to “serve” the community of homelessness but should be to dramatically and consequentially increase “street graduation” rates. Handouts of cash, food and camping equipment at street corners and in parks – although well intended – do not increase homelessness nor do they address the root causes of homelessness. Instead, cash handouts often fund bad habits and actually perpetuate and increase homelessness through enablement.

Rather than enabling acts of charity by well-meaning people (often called “toxic-charity”), food and cash donations should be redirected to high performing agencies that are addressing the root causes of homelessness. A dignified and respectful robust public awareness campaign should be developed to educate and encourage the overall community on how to move from a culture of “enablement” to a culture of “engagement.” This campaign should include at least the Continuum of Care, Homelessness Reduction Taskforce of Northwest Florida, merchant groups, Escambia County and the City of Pensacola. This 2021 recommendation is similar to Recommendation 1 in 2014.

## Recommendation 2

### ***Open a Holistic Service Center.***

It is very important to understand that individuals experiencing homelessness do not “graduate” from “street-life” back into general society if they are enabled to stay on the streets, in parks or in encampments. Likewise, individuals experiencing homelessness do not graduate from street-life by being incarcerated in a jail. Recovery does not occur on a park bench or jail cell floor. The most successful and proven way to increase the rate of street graduations is for individuals to be in formal programs that provide holistic, transformational services 24 hours a day, seven days a week.

Holistic and transformational programs based upon Trauma Informed Care include services like coordinated entry, walk-in intakes, master case management, mental/behavioral health, substance disorder treatment, life skills training, job training, job placement, job retention, day center, HMIS, etc. (for a detailed listing of possible services see Pages 17-19).

The Holistic Service Center should co-locate and integrate as many homelessness service agencies as possible at one location. This improves service delivery by decreasing duplication of services, reducing gaming of services, and filling in service gaps. This should include a bifurcated case management system with customized service tracks and strategies for homegrown and short-term visitors, such as done by the Manna Foodbank. Opening Doors Northwest Florida should be the lead anchor agency at the Holistic Service Center and include as many homelessness service providers as possible on either a part-time or full-time basis. This 2021 recommendation is an expansion of the 2014 Recommendation 4.

### Recommendation 3

*Open a "Central Kitchen" That Coordinates and Centralizes Feeding Services.*

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In conjunction with housing and holistic treatment and recovery services, developing a "central kitchen" would increase efficiencies, centralize "street-feeding" initiatives and provide job training opportunities. Ideally a central kitchen would be located near centralized services, and possibly near housing opportunities. A central kitchen would aid in providing nutritional meals to families and individuals experiencing homelessness, and would provide a venue to centralize the wide range of smaller and disjointed community feeding efforts. Centralized kitchens for the homelessness community have many of the same benefits that are seen with centralized kitchens for private sector restaurants and public schools.

### Recommendation 4

*Source and Develop All Types of New Housing Opportunities Whenever Possible, Especially Focus on Affordable, Emergency and Transitional Housing Units.*

There is a critical and growing need to increase the number of affordable housing placements, especially for emergency and traditional housing placements as well as housing for lower-wage workers, across the spectrum for single men, single women and families with children. The growing lack of affordable housing in the greater Pensacola area has been exacerbated by a relative hot local economy and major increases in the number of individuals moving to Pensacola to retire, both of which have tighten housing inventory and increased housing costs.

To be successful, there needs to be an increase in inventory capacity of all types of housing within the greater Pensacola area. With the exception of the recent COVID-19 relief programs (and possibly the newly proposed American Jobs Plan infrastructure bill by President Biden), the financial burden has been shifting from the Federal government to local governments to fund affordable housing units, especially for short-term emergency and transitional housing units. The County and City should pursue a wide array of initiatives to increase the affordable housing stock to include, but not limited to:

- + try to obtain Federal funds, especially from the recently enacted American Rescue Plan Act,
- + be prepared to obtain funds from the America Jobs Plan if it passes and includes housing funds,
- + use Federal passthrough CDBG funds,
- + try to obtain Florida Housing Finance Corporation funding for affordable housing,
- + purchase and then remodel vacant motels, schools and medical facilities,
- + partner with developers to maximize the use low-income-housing-tax-credits (LIHTC),
- + partner with housing developers to develop public-private housing units,
- + conduct due diligence on the possibility of developing and placing “tiny-houses,”
- + encourage homelessness service organizations to develop “their own” housing stock.

It is very possible to “bundle” several different funding sources together. Most, if not all, possible projects will have highly emotionally-charged NIMBYism zoning and siting challenges. This 2021 recommendation is an expansion of the 2014 Recommendation 3.

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Recommendation 5

***Co-locate the Holistic Service Center, the Central Kitchen and Housing.***

The ultimate goal would be to co-locate the Holistic Service Center, the Central Kitchen and targeted housing at one location such as 1750 Palafox Street (the old State hospital and health department building). For numerous reasons, 1750 Palafox Street is an excellent site and would allow for co-locating all three critical service elements at one site. Knowing that this site would likely take a few years to rehab and develop, a site like 50 Maxwell Street (most recently the temporary US Census Bureau office) would provide for a fast opening of the Holistic Service Center. Additionally, it would be ideal if the Central Kitchen could be developed at the County owned adjacent building to 50 Maxwell, thus allowing to co-locate critical services at one site.

**Recommendation 6**

***Transform HMIS from a “Score Keeper Model” to a “Proactive Case Management Tool.”***

The Homeless Management Information System (HMIS) needs to be transformed from a “Score Keeping Model” to a “Proactive Case Management Model.” To accomplish this, data input needs to be universal (eg used by all agencies) and data input needs to be in real-time (eg inputted same day). Doing this would allow for a wide array of agencies to coordinate and integrate service delivery in real-time. Real-time coordination helps to reduce duplication, fills-in missing service gaps and tracks performance.

In order to promote universal agency participation, funding to service agencies by the City, County, foundations, United Way and the Continuum of Care should become contingent upon being active participants in HMIS. Additionally, each agency should receive at least one “free

licence” and should be offered input support. In order to maximize usefulness, all non-HIPAA-covered information should be available to all participating service partners. Some improvements have been made since 2014, but more improvement is needed. This 2021 recommendation is similar to Recommendation 2 in 2014.

### **Recommendation 7**

#### ***City and County Funding of Homelessness Services Should Be Included in Annual Budgets.***

Crisis funding of homelessness services does not strategically nor proactively address the current state of homelessness within Escambia County and the City of Pensacola. The current condition of homelessness is very costly to the overall community at many levels in that:

- Tragically affects many individuals and their families at a personal level,
- Creates a major drain on local government resources (eg police, fire and EMS),
- Overwhelms the criminal justice system (eg police, courts and jails),
- Overloads emergency rooms/departments,
- Diverts limited non-profit resources,
- Hurts and suppresses economic development,
- Frightens many local residents and tourists.

Expenditures connected to the state of homelessness will continue to dramatically increase as the condition of homelessness worsens. County and City funding needs to be proactive and strategic, and needs to be baked-into their annual budgets.

#### **Other Recommendations:**

**\* Conduct a Targeted Survey of Individuals Experiencing Unsheltered Homelessness:**

In order to successfully address a problem, one must have an accurate assessment of underlying challenges. It would be very useful to quickly conduct a deep-dive survey of the mostly “unsheltered street-level” community of homelessness in order to customize future strategic actions. The focus of this data survey should be on the “unsheltered street-level” community that lives and sleeps on the streets, in drainage ditches, at the beaches, within encampments, in parks and actively uses emergency services and shelters.

Unlike the Housing and Urban Development (HUD) Point-in-Time-Count (PITC) that surveys overall homelessness, this survey instrument should be specifically designed to focus on issues relating to individuals experiencing street-level homelessness within Escambia County. Unfortunately, PITCs often ask questions in ways that “undershoot” real-life durations/timelines/root-causes of homelessness and thus miss what is actually going on in the real world because it is not statistically sensitive enough to detect the real issues.

Additionally, PITC data often “masks” what is really going on within the narrower sub-population of street-level homelessness. By focusing clearly on individuals experiencing street-level homelessness, we would be able to have a higher level of clarity and a more robust understanding of what is really going on with the group of individuals experiencing street-level homelessness. Doing this will allow Pensacola to better customize and target resources and programing.

\* **Make No Changes in Ordinances and Enforcement Until Court Rulings Are Clarified:**

Over the last 18 months, the situation within the Federal court system has been very fluid in regards to issues of homelessness and ordinances. On one side, the US Supreme Court on December 16, 2019 let stand the 9<sup>th</sup> Circuit Federal Court of Appeals opinion in *Martin v. Boise*. On the other side, the 11<sup>th</sup> Circuit Federal Court of Appeals on October 1, 2020 affirmed the dissolution of the Poindexter Agreement (often referred to as *Fontinger v. Miami*). At the risk of oversimplifying these two complex cases, the first case provides more and stronger protections for people experiencing homelessness while the second case provides less and weaker protections for people experiencing homelessness. This situation is often referred to as a “circuit split” when two or more circuit courts provide differing legal opinions on the same underlying legal issue.

This circuit split, along with Federal Judge Carter’s April 20, 2021 Order in the case of *LA Alliance for Human Rights, et al. v. the City of Los Angeles, et al.*, increases the chances the US Supreme Court will grant a review of a future case in order to provide clarity and uniformity of the case law. Therefore, this researcher believes it would be prudent to wait for the US Supreme Court to resolve these issues before making any changes in ordinances. It is much better to fund high performing agencies than it would be to pay lawyers to defend a murky case.

## Critical Next Steps

- 1 - Draft and conduct in-the-field data surveys of individuals and families experiencing “street-level unsheltered homelessness” to include individuals living in encampments, shelters, centers and transitional programs, in order to develop strategically effective programs, and to properly right-size a Holistic Service Center.
- 2 - Develop and implement a public awareness campaign to educate and encourage the overall community to move from a culture of “enablement” to a culture of “engagement.”
- 3 - In the short term, stand-up a Holistic Service Center that includes a Central Kitchen at a site like 50 Maxwell Street.
- 4 - Immediately start the due diligence on the possible development of a Holistic Service Center, a Central Kitchen and targeted housing at one location such as 1750 Palafin Street with the goal of co-locating all three critical service elements at one site.
- 5 - Take action now, before the situation is in a full-blown crisis. Waiting to address this situation at a later date will result in significantly worsen conditions, will be dramatically more expensive to address, and will likely result in loss of funding opportunities.

**Exhibit 1 -**  
**2014 Recommendations of the *Task Force on Improving Human Services***

This exhibit was drafted and approved by a City of Pensacola citizen's task force and reflected the conditions and terminologies of 2014.

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**Need to Move from a Culture of Enablement to a Culture of Engagement**

**The Challenge**

*There are many programs in Escambia County that functionally discourage engagement into 24/7 holistic treatment programs, this in turn enables many homeless individuals to remain homeless.*

Pensacola and the greater Escambia County community need to move from a *Culture of Enablement* to a *Culture of Engagement*. This includes service agencies, volunteers, staffs, donors, funders, government agencies, programs, residents, tourists and the community of homelessness. The vision should no longer be to “serve” the community of homelessness but instead be to dramatically and consequentially increase “street graduation” rates. Handouts given outside of recovery programs (i.e. camping equipment, food and cash), although well intended by nice folks, actually perpetuate and increase homelessness through enablement. Rather than enabling acts of charity by well-meaning people, food and cash donations should be redirected to high performing agencies. A dignified awareness campaign should be developed to educate and encourage the overall community on how to move from a culture of “enablement” to a culture of “engagement.”

- If the greater Escambia community keeps doing the same activities in the same ways, the number of street-level chronic homeless individuals will dramatically increase.
- The vision should be to no longer “serve” the community of homelessness, but instead be to dramatically and consequentially increase “street graduation” rates. A street graduation occurs when an individual moves from living on the street (or in an encampment) to an improved quality of life that allows an individual to be a productive community citizen.
- The entire community needs to move from a culture of enablement to a culture that engages homeless individuals in all aspects of daily life. Free food handouts and cash from panhandling - although well intended by nice folks - actually perpetuate and increase homelessness through enablement. Food and cash donations should be redirected to high performing agencies.
- “Hanging-out” should be replaced by “program participation.” Every effort possible must be made to engage individuals into 24/7 programming.
- Engagement should never be mean - instead engagement should always be dignified, kind, caring and compassionate.
- If Escambia successfully shifts from a culture of enablement to a culture of engagement, news of this shift will be passed to homeless individuals nationwide. Individuals who want to avoid engagement thus will be reluctant to come to Escambia despite the attractions of the weather.

**Transform HMIS from a “Score Keeper Model” to a “Proactive Case Management Tool”**

*The Challenge*

*There are several agencies and programs that do not use the HMIS (Homeless Management Information System), and the agencies that do use HMIS sometimes have input delays.*

The Homeless Management Information System (HMIS) needs to be transformed from a “Score Keeping Model” to a “Proactive Case Management Model.” To accomplish this, data input needs to be universal (by all agencies) and data input needs to be in real-time (eg same day or faster input). In order to promote universal agency participation, funding to service agencies by foundations, government agencies, United Way and the Continuum of Care should become contingent upon being proactive participants in HMIS.

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- The current system provides a helpful “score-keeper” function. However, HMIS needs to move from being a passive score-keeper to being a proactive case management tool within a truly integrated Master Case Management System.
- The current HMIS software system and management systems are well structured and are outstanding relative to peer communities around the USA. The recent move by the EscaRosa Coalition on the Homeless (ECOH) to integrate with the Alabama HMIS system with EscaRosa HMIS will significantly increase the robustness of the information.
- Universal real-time HMIS data-input produces four highly desired results:
  - 1- Allows HMIS to become a proactive case management tool.
  - 2- Accurately illuminates the scope and structure of the homelessness situation.
  - 3- Deters “gaming.”
  - 4- Creates a more robust system.
- To improve information flow and lower the barriers of entry, an “universal release” form should be developed and used by all agencies.
- All homeless agencies who receive funding from United Way, Escambia County, cities, foundations and federal agencies, should be formally required by the granting/funding agency to input all HMIS data in real-time. Funding should be contingent upon pro-active HMIS participation and real-time data entry.
- HMIS needs sustained staffing and technical resources in order to continually improve the functionality, sophistication and capacity needed to become a proactive case management tool.

**Need to Increase the Number of Emergency Housing Units for Families-with-children.**

*The Challenge*

*There is a crisis gap between the demand for emergency/transitional housing and supportive services for homeless families-with-children than there is in existing supply.*

Loaves and Fishes operates an outstanding emergency/transitional housing program for families-with-children. However Loaves and Fishes simply does not have the capacity to handle all the families in need. There is a wait list to get into Loaves and Fishes. Additionally, Loaves and Fishes operates on a 3-week program cycle, yet national best practice posits for a program cycle around 8-weeks. Therefore, a fundraising campaign needs to be implemented to raise enough construction and operating dollars to expand the number of units for families-with-children.

- As a start, Loaves and Fishes should add 7 emergency housing units for families-with-children. For operating and budgeting reasons, the increase in these housing units should be phased.
- Also for operating and budgeting reasons, the lengthening of the program cycle from 3-weeks to around 8-weeks could also be phased.
- As new operating systems and improved efficiencies take affect, the number of new units needed should be reevaluated.

Task Force Approved:

## **Proposed Recommendation 4**

### **Establish a True 24/7 “Come-As-You-Are” Service Center at Waterfront Rescue Mission**

#### *The Challenge*

*Escambia County and Pensacola City do not have true 24/7 Come-As-You-Are services anywhere.*

Establish 24/7/168/365 adult men’s and women’s “Come-As-You-Are” (CAYA) programing at the Waterfront Rescue Mission similar to the services at Pinellas Safe Harbor and Prospects Courtyard at Haven for Hope. This would become the main intake portal for adult homeless men and women within Escambia County and Pensacola City. All adult homeless services county-wide should “speak off” of this main hub. Once CAYA services are operational, all county-wide street feeding programs, food pantry programs and daytime service centers for adult homeless men and women ideally should be relocated within the CAYA operation. This should also be the location of the Master Case Managers for adult homeless men and women.

- National best practices indicate that communities need to have at least one 24/7 “Come-As-You-Are” emergency center (sometimes referred to as a low-demand-shelter). Yet, Escambia County does not have a true Come-As-You-Are 24/7 facility.
- CAYA would be modeled after Pinellas Safe Harbor and Prospects Courtyard (San Antonio), and to a lesser extent CASS (Phoenix), Star of Hope (Houston), and The Bridge (Dallas).
- The CAYA operation at Waterfront Rescue Mission would then act as the master community intake-portal for all adult homeless men and women.
- Initially CAYA services would be co-located at the Waterfront Rescue Mission. At a later date, CAYA operations might need to be relocated for capacity reasons.
- Because of the increasing number of homeless, the CAYA services should be established as fast as possible.
- It is critical to co-locate as many holistic homeless service programs as possible within the CAYA operations. Homelessness is too big a challenge for one program or one agency to address alone in isolation. All non-24/7 agencies/programs that are serving homeless adults within the entire County should be encouraged to relocate their adult services to CAYA. It is critical for all agencies to be part of a “strategic system” and not be wed to specific locations. Like great sport teams, individual agencies need to adopt a team-winning attitude in which the team is first while individual agencies are second.
- Attached is a listing of possible services to include within CAYA. Realistically, it is likely that different services would be phased in over time.

## Attachment to Recommendation 4

- The following services should be included within CAYA (full-time and/or part-time):
  - + Engagement into CAYA:
    - \* Outreach - interface with Homeless Outreach Teams (HOTs)
    - \* Intake, registration and assessment
    - \* Master Case Management
  - + Medical:
    - Medical (on-campus and off-campus referrals)
    - Dental (off-campus referrals)
    - Vision (mostly off-campus referrals)
    - Pharmacy services (on-campus)
    - Mental health (on-campus and off-campus referrals)
    - \* Addictive disorders and substance abuse services (on-campus and off-campus referrals)
  - + Job Placement Services:
    - \* Legal services and ID recovery
    - \* Life skills training
    - \* Job skills training (includes interview and resume training)
    - \* Job placement, coaching and enlisting business community support for jobs
  - + Hygiene Services:
    - \* 24/7 bathrooms
    - \* Showers
    - \* Hygiene skills training and services
    - \* Hair cut services (to be presentable for job interviews)
  - + Overnight Sleeping:
    - \* Low demand sheltering
    - \* Transitional living
  - + Feeding:
    - \* Establishment of a commercial kitchen
    - \* Food and meals
    - \* Coordination of meals (delivery and prep from non-profits and churches)
  - + Other Support Services:
    - \* Clothing closet
    - \* Housing out-placement

- \* Veteran services
- \* Daytime activities
- \* Property storage
- \* Donation center

+ Administration:

- \* Administrative services
- \* Security
- \* Storage
- \* Volunteer coordination
- \* Community service work crews

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- CAYA must be a "Good Neighbor". A robust "buffer" around CAYA might need to be developed. Additionally, CAYA needs to be laid out in such a way as to create positive ergonomic, low and defensible space.
- For safety reasons, the queuing for intake must occur inside CAYA and not on the street.
- Safety, health and hygiene are all negatively impacted by dirty, soiled and cluttered environments. Therefore, CAYA needs to embrace national best practices of "*Look, Feel and Smell*" standards:
  - + all areas need to be organized neatly and uncluttered (look)
  - + all areas need to be warm and nurturing (feel)
  - + all areas need to smell like a nice home - should not smell dirty and soiled, nor should it smell like cleaning solutions (smell)
- Having high standards dignifies the folks being helped while fostering higher standards for staff and volunteers. Individuals respond to their surroundings. Neat, clean and warm feeling environments lead to more positive outcomes than dirty, soiled and cluttered environments. Embracing a high environmental quality also helps in being a good neighbor.
- How a facility is operated is as equally important to where a facility is sited. The goal is to reduce the hanging-out and minimize the "crumb-trail" between service agencies by encouraging individuals to come into programming.
- High quality environments also increase resources to agencies in the following four ways:
  - + increases volunteers
  - + increases funding
  - + increases staff member and volunteer productivity
  - + extends the useful life of the physical plant and infrastructure
- "Specialty service providers" and "referral service providers" should also be located at CAYA.

- A master case management system needs to be built upon the existing Waterfront Rescue Mission program. Master Case Managers should conduct the initial intakes into the HMIS system, do initial and ongoing assessments, develop the individual recovery-action-plans and be proactive “navigators” of the recovery-action-plans. Master Case Managers would develop and customize all aspects of the recovery-action-plans for each homeless individual receiving services. Master Case Managers would then proactively monitor and manage each recovery-action-plan.

# DRAFT

**Modify Existing Ordinances**

*The Challenge*

*The City of Pensacola has a set of ordinances that in part would likely not withstand legal challenge(s) for internal and external reasons, and the City ordinances are not aligned with the ordinances of Escambia County.*

The City of Pensacola has a set of ordinances that are likely not “Pottinger” compliant and thus would likely lose a legal challenge if they were to be enforced. Therefore, it is recommended that City of Pensacola consider Pottinger compliance, dignity, respect and actual behavior as the core principles when modifying existing ordinances. Furthermore, the ordinances of the City of Pensacola and the ordinances of Escambia County should be closely aligned.

- In order for any ordinances to be utilized, the ordinances would need to be “Pottinger” compliant (see Pottinger vs. City of Miami). Per the Federal U.S. Court of Appeals Eleventh Circuit in Atlanta “Pottinger” is the controlling legal interpretation of the Federal law relating to homeless individuals. Pottinger has several compliance aspects, but the critical standard that pertains to Pensacola and Escambia is there is no available alternative capacity within the shelter system. Simply stated, before an ordinance can be enforced there must be existing available capacity within the shelter system before someone can be sent to jail.
- In order for ordinances to be effective, the ordinances need to be uniformed (or very closely aligned) between the City of Pensacola and the County of Escambia. If the ordinances are not closely aligned then many of the individuals experiencing homelessness will likely move to the jurisdiction that has the “least restrictive” ordinances.
- In the professional opinion of the Consultant, the existing ordinances would likely not withstand a legal challenge.
- Defensible, usable and functional ordinances should be developed in order to give law enforcement practical tools that can be successfully used to encourage individual diversion into safe housing.
- For legal and fiduciary reasons, this advisory *Task Force* should not be the body that drafts such ordinances on a word-by-word basis. Instead, this *Task Force* should recommend “broad principles” for the ordinances. The word-by-word drafting should be done within the City Attorney’s office in consultation with experts within the field of homeless law.

Task Force Approved:

**Proposed Recommendation 6**

**Repeal Sections 8-1-22, 8-1-23 and 8-1-24 of the Code of the City of Pensacola**

*The Challenge*

*The City of Pensacola has a set of ordinances that in part would likely not withstand legal challenge(s) for internal and external reasons.*

*Action must first be taken on Task Force Recommendations 3 and 4 before the reviewed ordinances can be enforced.*

Since the City of Pensacola has a set of ordinances that in part would likely not withstand legal challenge(s) for internal and external reasons, and since there first needs to be action taken on Task Force Recommendations 3 and 4, it is therefore recommended that Sections 8-1-22, 8-1-23 and 8-1-24 of the Code of the City of Pensacola be repealed until Recommendations 3 and 4 are carried out.

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**Exhibit 2 -**  
**The Seven Guiding Principles of Homeless Transformation**

***The Measuring Stick***  
***Moving from Enablement to Engagement***

After visiting 237 homeless service providers in 12 states and Washington, DC, Dr. Robert Marbut established the following the *Seven Guiding Principles of Homeless Transformation* which he commonly found to be the best practices within communities across the USA. These *Seven Guiding Principles of Homeless Transformation* were used as key measuring sticks when reviewing homeless service providers in Volusia as well as the overall service network within Volusia County.

**1. Move to a Culture of Transformation (versus the Old Culture of Warehousing):**

Homeless individuals must be engaged and no longer enabled. Everybody within the service delivery system (eg general public, media, elected politicians, appointed officials, boards, staffs and volunteers of service agencies and most importantly the homeless themselves) must embrace a culture of transformation. A culture, that through the help of others, homeless individuals can transform and integrate themselves back into society. For moral and fiscal reasons, homelessness must become an unacceptable condition that is not tolerated in the USA.

**2. Co-location and Virtual E-integration of as Many Services as Possible:**

In order to increase success, all services within a service area must be e-integrated. Virtual e-integration improves coordination of services, enhances performance, reduces “gaming” of the system, engages individuals on the margin of society and increases cost efficiencies within and between agencies. Furthermore, whenever financially possible, services should be co-located. Co-location goes beyond virtual e-integration by increasing access and availability into a shorter period of time through the reduction of wasted time in transit and minimization of mishandled referrals. Co-location also increases the supportive “human touch.”

**3. Must Have a Master Case Management System That is Customized:**

Because there are so many different service agencies helping homeless individuals (eg government at multi-levels, non-profits and faith-based), it is critical that ONE person coordinates the services an individual receives and to do so in a customized fashion. The types of service provided is critical, but what is more important is the sequencing and frequency of customized person-centered services.

**4. Reward Positive Behavior:**

Positive behavior of individuals should be rewarded with increased responsibilities and additional privileges. Privileges such as higher quality sleeping arrangements, more privacy and elective learning opportunities should be used as rewards. It is important that these rewards be used as “tools” to approximate the “real world” in order to increase sustainable reintegration into society. Every aspect of service delivery should be rooted in preparing the individual or family to have sustained success in permanent housing.

**5. Consequences for Negative Behavior:**

Too often there are no consequences for negative behavior of individuals. Unfortunately, this sends a message that bad behavior is acceptable. Within the transformational process, it is critical to have swift and proportionate consequences.

**6. External Activities Must Be Redirected or Stopped:**

External activities such as “street feeding” must be redirected to support the transformation process. In most cases, these activities are well-intended efforts by good folks; however, these activities are very enabling and often do little to engage homeless individuals.

**7. Panhandling Enables the Homeless and Must Be Stopped:**

Unearned cash is very enabling and does not engage homeless individuals in job and skills training which is needed to end homelessness. Additionally, more often than not, cash is not used for food and housing but is instead used to buy drugs and alcohol which further perpetuates the homeless cycle. Homeless individuals who are panhandling should be engaged into the transformational process. Furthermore, most panhandlers are not truly homeless but are preying on the good nature of citizens to get tax-free dollars.

**Exhibit 3 -  
Robert G. Marbut Jr., Ph.D. Biography**

Dr. Robert Marbut has worked on issues of homelessness for more than three decades: first as a volunteer, then as chief of staff to San Antonio Mayor Henry Cisneros, next as a White House Fellow to President H.W. Bush (41, the Father), later as a San Antonio City Councilperson/ Mayor-Pro-Tem and as the Founding President & CEO of *Haven for Hope* for five years (the most comprehensive homeless *transformational center* in the USA). He has also worked in 3 different Presidential Administrations, including serving as the Executive Director of the US Interagency Council on Homelessness, often called the “Federal Homelessness Czar.”

In 2007, frustrated by the lack of real improvement in reducing homelessness, and as part of the concept development phase for the *Haven for Hope Campus*, Dr. Marbut conducted a nationwide best practices study. After personally visiting 23 homeless service facilities in 12 states and the District of Columbia, he developed *The Seven Guiding Principles of Homeless Transformation*, which focuses on root causes and recovery, not symptoms nor short term gimmicks. These *Seven Guiding Principles of Transformation* are used in all aspects of his work to create holistically transformative environments in order to reduce homelessness.

Since his national best practices study, Dr. Marbut has visited a total of 1,212 operations and has worked in all 50 states, plus Washington, DC and Mexico, DF. He has helped hundreds of communities and agencies to dramatically reduce homelessness.

**Dr. Marbut has consulted on issues of homelessness with more communities and organizations than anyone else in the USA.**

He earned a Ph.D. from The University of Texas at Austin, Austin, Texas in International Relations (with an emphasis in international terrorism and Wahhabism), Political Behavior and American Political Institutions/Processes from the Department of Government.

He also has two Master of Arts degrees, one in Government from The University of Texas at Austin and one in Criminal Justice from the Claremont Graduate University (affiliated with the Peter Drucker School). His Bachelor of Arts is a Full Triple Major in Economics, Political Science and Psychology (Honors Graduate) from Claremont McKenna (Men's) College. He also earned an Aviation Technology Level 1 Certificate from Palo Alto College.

Dr. Marbut also has completed three post-graduate fellowships, one as a White House Fellow (USA's most prestigious program for leadership and public service), one as a CORO Fellow of Public and Urban Affairs in Los Angeles, and one as a TEACH Fellow in the Kingdom of Bahrain and the State of Qatar (1 of 13 USA educators selected). He was also a member of the Secretary of Defense's Joint Civilian Orientation Conference 2000 class (JCOC-63) which is DOD's premier civic leadership program and focused on Special Operations.

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