



A Review of Miami-Dade County's Domestic Violence Programs

Office of Management and Budget
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**MIAMI-DADE COUNTY
OFFICE OF MANAGEMENT AND BUDGET**

COMPREHENSIVE REVIEW OF MIAMI-DADE COUNTY'S DOMESTIC VIOLENCE PROGRAMS

Executive Summary

The Office of Management and Budget (OMB) conducted a comprehensive review of Miami-Dade County services that support victims of domestic violence. In performing its review OMB conducted site visits, interviewed staff and analyzed three years of service data from fiscal year 2013-14 through fiscal year 2015-16. OMB staff also participated in a lead working group of the housing technical assistance effort led by the Domestic Violence and Housing Technical Assistance Consortium (DVHTAC). This technical assistance is expected to conclude in 2018. Finally, OMB staff conducted substantial background research. Research sources included studies from academic institutions, professional groups and interviews of local and out-of-state advocacy organizations and service providers. Selected sources are provided in the bibliography beginning on page 28.

It is important to note that this analysis was conducted within the framework of the empowerment model of assistance used by Community Action and Human Services (CAHSD) and by other advocates for victims of domestic violence. The empowerment model emphasizes choice and autonomy, and helps result in greater independence. The analysis also took into consideration the high cost of housing in Miami-Dade County and how this impacts the ability of individuals to move from shelters into permanent housing. The high cost of housing in Miami-Dade County makes it difficult for individuals fleeing domestic violence, especially those of modest means, find a secure and affordable place to live. Accordingly OMB's recommendations take these factors into consideration.

OMB's key findings and recommendations are grouped in the following categories: Programmatic, Resources, and DVOB-Related.

Programmatic

- A vast majority of women who have been homeless have also been a victim of domestic violence or sexual assault. As a result, it is critical to ensure ongoing collaboration between all of Homeless Trust and CAHSD programs serving both homeless populations and victims of domestic violence.
- Explore legislative and regulatory actions to increase tenant housing protections designed for victims of domestic violence. In addition, several landlords are

reluctant to participate in housing programs for victims of domestic violence. To address this concern, study the feasibility of developing a landlord assistance fund similar to the one being created by the Homeless Trust to help pay for expenses that are in excess of normal wear and tear caused by tenants placed in the unit by a domestic violence assistance program.

- Utilization of emergency shelters in Miami-Dade County indicates that there is not currently an excess supply of space. Once the second emergency domestic violence shelter funded by the Food and Beverage Tax opens in 2019, it would be important to monitor utilization of all emergency shelters along with the number of victims turned away for lack of space to guide the need for the future construction of additional shelters. Along with the availability of construction and operating resources in the long term, this utilization analysis should be used to determine whether aging shelters should be retrofitted or be entirely replaced with a new shelter.
- Maintain a level of support for clustered style transitional housing programs given the importance to certain families of on-site program and peer support. During the period reviewed by OMB, monthly occupancy was frequently above 85% in current clustered site housing offered by Inn Transitions.
- Given the importance of offering victims of domestic violence choices and ascertaining program preferences, study the feasibility of giving families in the Inn Transitions programs the option of using US HUD Emergency Solutions Grant (ESG) funds to move to a scattered site unit. This would provide program administrators important information about the transitional housing assistance model that is preferred by existing families. If there is substantial interest among families in the Inn Transitions program for this alternative housing model, consider developing a hybrid model of both clustered and scattered site units.
- Develop an assessment instrument to monitor the effectiveness of scattered site programs funded by ESG grants to identify family characteristics that can serve as predictors for success in a scattered site model as opposed to a traditional clustered site model such as Inn Transitions.
- Children comprise a majority of clients served at the emergency and transitional housing shelters. Conduct a separate evaluation to assess the specific impacts and effectiveness of domestic violence programs on children.
- Revise existing survey instruments to better understand the needs of victims of domestic violence, to collect additional service delivery and satisfaction data, and to learn the extent to which clients understand their rights and what options for

assistance are available. Analyze results and other data-based management reports on a regular basis to monitor domestic violence programs.

- Continue to collect performance information and provide quarterly reports to the Mayor's Office and to the DVOB. Data should include:
 - Results of surveys
 - Length of stay at emergency shelters and transitional housing
 - Cost per client served
 - Shelter vacancy rate
 - Utilization of services in key processes including court-related actions and referrals to social service agencies
 - Unmet requests for emergency shelters and transitional housing
- Update the County website and other outreach materials as needed to make it easy for victims of domestic violence to understand their rights and where to go for assistance. Work with the Communications Department and Internal Services Department on ongoing basis for the design and development of materials.
- CAHSD Victim of Crime Advocate (VOCA) workload at Inn Transitions North and South is unbalanced with a large disparity in each facility's VOCA staff to client ratio. Balance ratio of VOCA staff to client by adjusting VOCA staff at Inn Transitions South.

Resources

- Consider county and state legislative changes to allow for limited flexibility in the use of Food and Beverage Tax monies. Changes would give future members of the DVOB and the BCC leeway should they determine needs and priorities have changed. Before monies can be used for purposes other than those currently allowed by state statute, the following safeguards should be secured:
 - Formal DVOB approval of the alternative use of funds
 - BCC passage of language adopting the use within 180 days of the DVOB's approval
 - Monies must be used on domestic violence housing facilities, and
 - Spending caps on alternative use of funds and maintenance of effort provisions so that funding for existing shelters and construction of new shelters in the future is protected.
- Continue to pursue grant funding from all available federal, state, and non-governmental sources to ensure a variety of support programs including

transitional housing options for victims of domestic violence. Also explore deeper partnerships with the philanthropic community.

DVOB-Related

- Encourage the the DVOB to review its establishing state statute, related county ordinances and bylaws regarding:
 - Board members serving on more than one county board may be faced with a “duality of interests” as described in non-profit board management best practices. Board members in these circumstances may want to refrain from voting on issues where the interests of both boards may diverge.
 - As voting members of the DVOB, County employees providing direct services to victims of domestic violence may not be in a position to conduct oversight over their own operations. As an alternative, membership of CAHSD and MDPD personnel could be limited to non-voting technical assistance.
- Request the DVOB report to the Board on an annual basis, and formally update its community plan.

Background and Project Scope

In May 2016, the U.S. Department of Housing and Urban Development (HUD) ended grant funding of Miami-Dade County's transitional housing programs for victims of domestic violence. HUD funding priorities have shifted to programs that emphasize immediate placement into supportive housing in the community instead of programs relying on clustered transitional housing. To ensure the continuation of existing transitional housing services during fiscal year 2016-17 for this vulnerable population, the Homeless Trust authorized the use of Food and Beverage Tax reserves totaling \$1,062,000. For fiscal year 2017-18, the General Fund is covering the funding gap for these services.

Given how HUD's change in funding priority impacts existing services in Miami-Dade County, the Office of Management and Budget (OMB) was asked to review the County's domestic violence programs, particularly its emergency shelters and transitional housing facilities. This review examines the existing level, utilization, and effectiveness of emergency and transitional housing services, current funding levels and sources, organizational placement, and the extent to which these services follow generally accepted best practices.

Intersection of Domestic Violence and Homelessness

Domestic violence and homelessness are closely intertwined. According to the National Network to End Domestic Violence, 63% of homeless women have experienced domestic violence as adults, and more than 90% of homeless women have had physical or sexual abuse some time in their lives. Indeed, women who are homeless are at greater risk of intimate partner violence or sexual assault. The physical trauma many victims suffer in an abusive relationship can have a direct impact on their ability to live safe and sustainable lives in permanent housing. Also, economic forms of domestic violence such as preventing the acquisition of new or use of existing resources, withholding bank account information, generating debt in the victim's name, and using household income on illicit activity such as gambling and purchasing drugs can restrict a victim's housing options because they often ruin a victim's credit history and long term employment opportunities.

Of course, advocates who serve the homeless and victims of domestic violence share in the goal of helping clients secure sustainable housing. However, there can be a difference in priorities. While both spheres desire sustainable housing for their clients, advocates for victims of domestic violence focus first on safety and security. In addition, as victims of domestic violence stay in emergency or transitional shelters for more than 90 days, they are not considered chronically homeless under a HUD definition. This may negatively impact victims of domestic violence particularly if HUD promotes policies that prioritize assistance for chronically homeless individuals. Given these differences, the

need for coordination is paramount to ensure victims of domestic violence obtain needed housing support services. Comments from a recent survey conducted as part of a technical assistance exercise by the Domestic Violence and Housing Technical Assistance Consortium of Miami-Dade homeless and domestic violence providers validate these conclusions with respondents indicating that greater collaboration is necessary. Furthermore, although more than 40% of survey respondents believe that Miami-Dade County does not have the right mix of safe housing options for victims of domestic violence, more than 60% are optimistic that stakeholders can collaborate better.

As victims of domestic violence move through emergency shelters and transitional housing, many will face challenges with finding and keeping a permanent place to live. Some of them are living independently for the first time and may lack the requisite job and life skills needed to afford permanent housing for themselves and their dependents. This problem is exacerbated by the high cost of housing in Miami-Dade County. For example, the median monthly rental for a one-bedroom apartment in Miami was \$1,890 in 2016. A person earning \$20 per hour or \$41,600 per year would need to dedicate 55% of their income to pay this amount. Table 1 below shows median rents of one-bedroom apartments in large municipalities across the country. Policy choices on programs addressing the needs of domestic violence victims will need to consider the impact of the high cost of housing in the community.

Table 1
Median Rents in Large Urban Municipalities

City	May 2016 Median Rent One-Bedroom Apartment	% of Annual Income for Person Earning \$20/hour
San Francisco	\$3,560	103%
New York	\$3,290	95%
Boston	\$2,290	66%
San Jose	\$2,290	66%
Oakland	\$2,280	66%
Washington, DC	\$2,220	64%
Los Angeles	\$1,990	57%
Miami	\$1,890	55%
Seattle	\$1,770	51%
Chicago	\$1,760	51%

Source: <http://media.miamiherald.com/static/media/projects/2017/graphics/05-18-Housekeeper-02.svg>

In addition to the high cost of rent, victims of domestic violence may face additional barriers to obtaining private rental housing. Some landlords may be reluctant to rent to individuals with poor credit or employment history. Ensuring unit availability in a scattered

site model also depends on the willingness of landlords who may perceive risks to their property by participating in the program. Some communities, including Boston, Washington, D.C. and Orlando, have established landlord assistance programs under which landlords can receive reimbursement for unpaid rent or excessive property damage when renting to formerly homeless persons. In some cases funding has been raised from the private sector. The Miami-Dade County's Homeless Trust has received funding for a similar landlord mitigation risk fund that will be available to clients obtaining assistance through the Continuum of Care and will develop the program during Fiscal Year 2017-18. OMB recommends that CAHSD work with the Homeless Trust to determine how this fund might assist survivors of domestic violence and explore the feasibility of partnering with the private sector, including the developer and philanthropic communities, to seek funding specifically for victims of domestic violence.

Also, certain legal protections for renters do exist, including protections for victims of domestic violence who are tenants in federally funded housing under the Violence Against Women Act. Florida law provides for confidentiality of survivors' addresses. Furthermore, Miami-Dade County's anti-discrimination ordinance prohibits discrimination in housing accommodations based on actual or perceived status as a victim of domestic violence, dating violence or stalking. Some communities have established additional housing protections related to eviction protection, early lease termination, lock changes, tenants' right to call for emergency assistance, and reasonable accommodation in restoring or improving security and safety measures, for example. Some communities require abusers to pay for housing for survivors or impose liability on the abuser for damages to the unit or other housing costs related to the violence. Most such laws are enacted at the state level, though a few municipalities have also enacted protections. For example, domestic violence can be a defense in an eviction proceeding in San Francisco and in New York City, and victims cannot be evicted for having vacated an apartment if they assert their intent to return. OMB recommends that the County, with input from the Domestic Violence Oversight Board (DVOB), review the advisability of proposing similar legislation (either by ordinance or urging action by the state legislature) to the BCC.

Organizational Placement of Services for Victims of Domestic Violence

Miami-Dade County and its community partners provide a comprehensive set of services for victims of domestic violence. These activities are coordinated by the Violence Prevention and Intervention Services (VPIS) Division of the Community Action and Human Services Department (CAHSD). VPIS staff manage and operate the County's Coordinated Victims Assistance Center (CVAC), two state-certified emergency shelters and two transitional housing facilities for victims of domestic violence, as well as services for other vulnerable populations. In fiscal year 2017-18, VPIS has 58 positions, 35 of which are Victim of Crime Act classifications that provide direct service.

COMMUNITY ACTION & HUMAN SERVICES DEPARTMENT

VIOLENCE PREVENTION & INTERVENTION DIVISION		
FY16-17	Classification	FY17-18
1	CH CA&HSD	1
1	Administrative Secretary	1
1	CAHSD Division Director	1
1	Clerk 2	1
4	Custodial Worker 2	4
1	Maintenance Repairer	1
4	Office Support Specialist 2	4
17	Victim Crime Act Specialist 1	17
18	Victim of Crime Act Aide	18
3	Victim of Crime Act Spec 2	2
2	Victim of Crime Act Supv 1	3
5	Victim of Crime Act Supv 2	5
58		58

The Homeless Trust through the local Continuum of Care provides funding for local homeless assistance programs. These programs often serve homeless women who also happen to be victims of domestic violence. Homeless Trust staff also support the DVOB's activities, which closely monitors all of the County's domestic violence programs, including state-certified emergency shelter services provided at The Lodge, which is operated by Victims' Response, Inc. With DVOB oversight, Victims' Response Inc. will also operate a second emergency shelter built and operated with Food and Beverage Tax proceeds. Like CAHSD's emergency and transitional housing programs, Victims' Response Inc. also works with several community partners to ensure victims of domestic violence receive the kind of specific support they need.

Prior to being placed in the Homeless Trust, DVOB support staff was part of the Office of Community Advocacy. Staff support was transferred as part of a reorganization in fiscal year 2009-10. Given this placement in the Homeless Trust, there is a chance of conflicting interests and priorities regarding services for victims of domestic violence and homeless individuals. To mitigate against this potential, DVOB support staff in the Homeless Trust should continue to work closely with VPIS staff and establish strong working relationships.

Domestic Violence Oversight Board

The DVOB was created in 1994 as an advisory committee to the Board of County Commissioners (BCC) for all matters related to domestic violence. It is comprised of 15 members representing a variety of domestic violence stakeholder groups. When it was created, the primary function for the DVOB was to provide the BCC with a comprehensive plan on the use of Food and Beverage Tax proceeds for the construction and operation of domestic violence shelters.

The DVOB's original plan forwarded to the BCC in 1996 listed seven objectives, all of which have been completed. The objectives centered on how the Food and Beverage Tax should fully finance the construction and operation of a domestic violence shelter and where the center should be located. The plan also called for an RFP process to determine how the shelter should be managed. Finally, the plan emphasized the importance of grass

roots fundraising and called on the BCC to set aside a minimum number of new affordable housing units annually.

The 1994 authorizing legislation also states that the DVOB should annually review its plan to ensure it is addressing the changing needs of victims of domestic violence and provide an annual report to the BCC of its activities and assessments of existing domestic violence programs. However, the DVOB has not submitted a formal update to its original plan since it was developed in 1996. In 2004, the DVOB hired the Thurston Group to conduct a three-year review of the County's domestic violence shelters. Part of its activities included a workshop with DVOB members to identify new goals and recommended, including:

1. Increase the visibility of the DVOB before the BCC
2. Advocate for legislation to protect and increase funding for domestic violence services, and position the DVOB to diversify its funding sources over time
3. Shift the DVOB focus to systems change and bring domestic violence issues into the political spotlight
4. Strengthen the network of DVOB service providers
5. Build the capacity of the DVOB membership

Although records show the DVOB sought to update its Community Plan in 2009, available minutes of DVOB meetings and a search in Legistar indicates this update was never formally forwarded to the BCC.

In addition to the DVOB, Miami-Dade County's Homeless Trust, the Citizens' Independent Transportation Trust, and the Miami-Dade Economic Advocacy Trust manage a dedicated source of income. However, the DVOB is unique among domestic violence boards across the county and can be considered a best practice. Only one other domestic violence advisory board was found in the United States, the St. Charles County Domestic Violence Board, which manages a dedicated source of income. Most of the domestic violence boards reviewed lead community outreach and educational efforts, and provide advice to local governing bodies on domestic violence policies, but do not manage use of funds. Attachment 1 lists OMB's detailed research findings of similar boards in Miami-Dade County and about the role and practices of domestic violence boards across the country.

OMB also conducted research into the best practices of advisory and non-profit boards in general and about the DVOB in particular. Attachment 2 contains detailed findings from this research and include:

- With DVOB staff support provided by the Homeless Trust, there is the potential for homelessness issues to be prioritized over domestic violence issues.

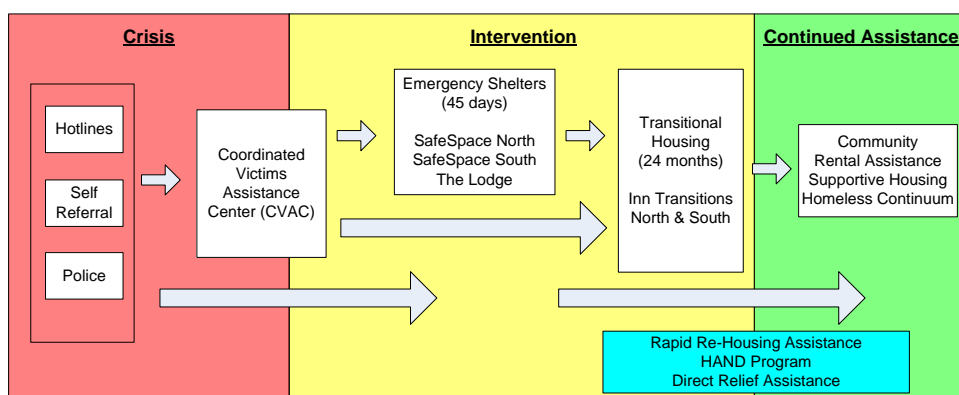
- A member of the DVOB also serves on the Homeless Trust Board. Although County ordinances allow for individuals to serve on more than one board, there is the possibility for priorities of the two boards and of the board member to conflict.
- County employees directly involved in the provision of domestic violence services are voting members of the DVOB. This creates a situation where they are conducting oversight over their own operations.
- While serving as a County employee, the Chair of the DVOB also reports directly to another DVOB member. The restrictions of the Sunshine Law may impede the effective management of County operations, as these two managers would be prohibited from discussing domestic violence issues which could foreseeably come before the Board.

Current Service Model

An important element for understanding how Miami-Dade County services are provided to victims of domestic violence is the use of the “Empowerment Model”. Research has shown that victims of domestic violence who experience a greater amount of autonomy and empowerment are more likely to reach positive longer term outcomes such as attaining life goals, obtaining safe housing, completing education, and securing a stable job. Consequently, empowerment model services like those in Miami-Dade County are designed to help victims of domestic violence be self-sufficient, make informed decisions, undergo personal growth, participate in self-help, and support their peers. Success should be measured in terms of what the client determines is important to her, which could range from finding safe and permanent housing, to enrolling children in daycare, to obtaining resources to fix a car. With this approach, Miami-Dade County service providers do not impose services but instead give the client a substantial amount of discretion in terms of the care and assistance she receives.

Victims of domestic violence can enter Miami-Dade County’s system at different service points, and based on what they determine they need, they can receive assistance from just one service point or from all of them. Common entry points include Miami-Dade County’s Coordinated Victims Assistance Center (CVAC), placement in an emergency shelter after a call to a hotline, or through a referral by a police department. Not all victims of domestic violence seeking assistance from Miami-Dade County experience the full set of available services, such as legal help, child care assistance, case management, and crisis support. Residential services can include a stay at one of the emergency shelters, and a following stay in a transitional housing center. Finally, some victims of domestic violence are able to obtain direct financial assistance to help offset expenses needed to obtain more permanent housing. Figure 1 below provides a high-level overview of services available to victims of domestic violence. Attachment 3 provides a complete list of publicly funded domestic violence shelters, both emergency and transitional, in Miami-Dade County.

Figure 1 Domestic Violence Assistance Overview



Information for victims is available on the County's web site. The CAHSD web site provides the phone numbers of CVAC, Safespace North and South, Inn Transitions North and South, and Domestic Violence Outreach Units of the court system. The phone number of the Lodge is not provided. The descriptions of the services are limited. For example, the section on Domestic Violence Outreach Units does not clearly state that it can assist with domestic violence injunctions. The Miami-Dade Police Department web site provides general information on domestic violence injunctions and provides a phone number for the State Attorney. It does not link to the CAHSD web site, provide information regarding the Domestic Violence Outreach Unit, or provide information on other victims' services. The Office of Community Advocacy also has a page on domestic violence that lists some resources for victims, including non-County resources such as the Florida Coalition for Domestic Violence (FCADV) and Women in Distress of Broward County, and the Florida Immigrant Advocacy Center. The page does not link to either the CAHSD or MDPD web sites. Some of the information provided is unclear. For example, the phone numbers of Safespace North and South are listed under the heading "Miami-Dade Advocates for Victims" but are not identified as emergency shelters. Under the phone numbers the web site states, "Serving Miami-Dade County and the cities of Miami, Coral Gables, Hialeah, Homestead and Opa-Locka." This information may be confusing for victims who reside in other Miami-Dade cities.

OMB recommends that CAHSD work with the Communications department as well as MDPD and the Office of Community Advocacy to review the information regarding domestic violence provided on the Miami-Dade web portal in a collaborative manner. Information should be consistent, accurate and clearly explained, and pages should link to one another. The information should make it easy for victims to quickly locate the best phone number to call for help. OMB also recommends that CAHSD work with Communications and the Internal Services Department to review other promotional materials, to include collaborating with Florida Coalition Against Domestic Violence (FCADV) and other providers as appropriate, with the same objectives in mind. The DVOB may also provide valuable input in this process.

Most web sites designed for domestic violence victims include a warning to victims that their computer activity could potentially be monitored by abusers, and feature a visually prominent button that victims can quickly click to close the browser window if needed. It is recommended that a similar feature be added to the Miami-Dade web sites.

Coordinated Victim Assistance Center

Miami-Dade County's CVAC provides one-stop access to a comprehensive array of services for victims of domestic violence. Prior to CVAC's creation in 2008, victims of domestic violence and sexual assault would need to seek assistance from a variety of organizations throughout the community such as the State Attorney's Office, the Domestic Violence Intake Units (DVIU), shelters, and other community agencies. This created confusion and required victims, many times under duress, to interface with different organizations and processes for services. To address this challenge, the federal Office of Violence Against Women (OVW) provided funding to help communities create one-stop centers for victims of domestic violence known as Family Justice Centers. Miami-Dade County was one of the first jurisdictions to receive OVW funding for this purpose. Currently, CVAC has placed all needed services including access more than 30 program partners under one roof.

In 2011, CVAC was one of two organizations nationwide recognized by the Council on Accreditation with the Innovative Practices Award. This recognition is made to organizations that demonstrate new and forward thinking practices that raise the quality of service to vulnerable children and families. Of particular note, the Council of Accreditation reviewed CVAC's implemented practices and measured them against national standards of practice, especially those that relate to services that are accessible, appropriate, culturally responsive, evidence based, outcome-oriented, and delivered by a skilled and respectful workforce.

In addition to the one-stop location on 2400 South Dixie Highway, CVAC outreach services are available at the North Dade Justice Center, the Hialeah District Court and the South Dade Justice Center. CVAC is staffed by six full time County employees, three of which are Victim of Crime Advocates that provide clients with case management services. This staff is augmented by four additional staff that support onsite domestic violence intake for the local Circuit Court's Domestic Violence Intake Unit (DVIU). Two of these additional staff are funded by grants under the federal Office of Violence Against Women Grants to Encourage Arrest Program.

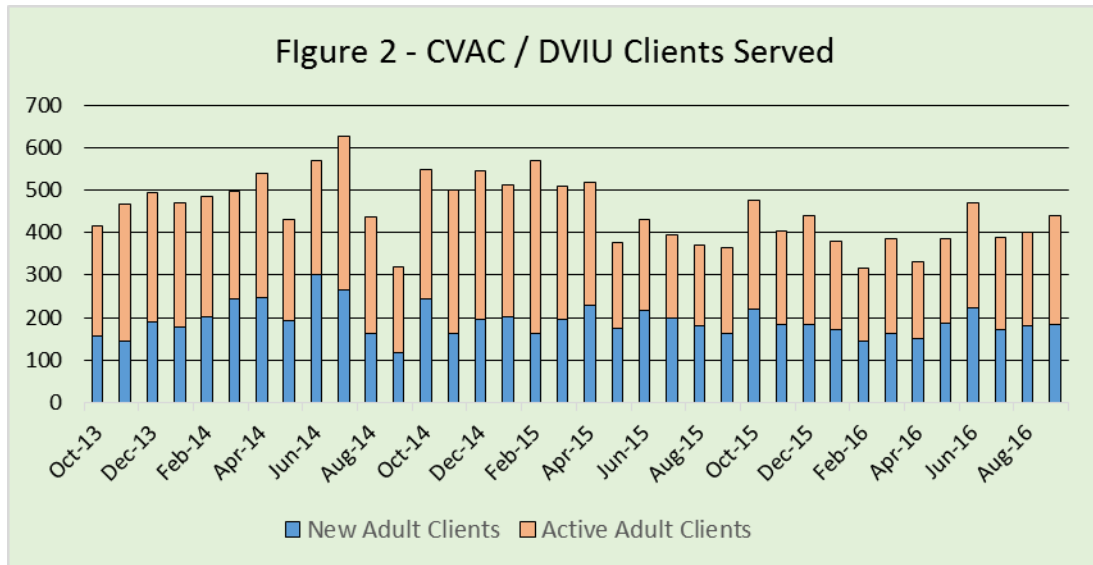
<u>CVAC Staffing</u>	
Classification	
1	Victim of Crime Act Supervisor 2
1	Victim of Crime Act Supervisor 1
1	Victim of Crime Act Specialist 2
2	Victim of Crime Act Specialist 1
1	Victim of Crime Act Aide
2	Victim of Crime Act Specialist 1 ¹
1	Victim of Crime Act Aide ²
2	Administrative Support ²
Notes:	
1. Grant funded employees staffed by other entities	
2. Temporary employees	

Upon arrival, victims of domestic violence complete a detailed intake and danger assessment tool. The results of these steps will then help CVAC's case advocates determine the optimal mix of service options for the client. Of primary importance is development of a safety plan that the client can use after leaving the center. These procedures are also conducted at the emergency shelters if these are the victim's entry point.

Several of the onsite partners at CVAC work with Miami-Dade County staff to help facilitate the coordination of services. These partners, both not-for-profit and government agencies, provide a myriad of services including assistance with filing a protective order or with immigration matters. CVAC partners also offer parenting and financial literacy classes, trauma and crisis counseling, mental health services and referrals to housing programs. Transportation vouchers and other forms of financial assistance are also available at CVAC.

During the period from fiscal year 2013-14 through fiscal year 2015-16 CVAC served an average of 2,297 unduplicated clients per year. Figure 2 below shows the number of unduplicated individuals served by CVAC and DVIU. Recent CVAC exit interviews indicate clients were seeking a variety of services including:

- Housing relocation assistance
- Clothing and baby supplies
- Legal help
- Food and food stamps
- Daycare for their children
- Therapy and counseling



Emergency Shelters

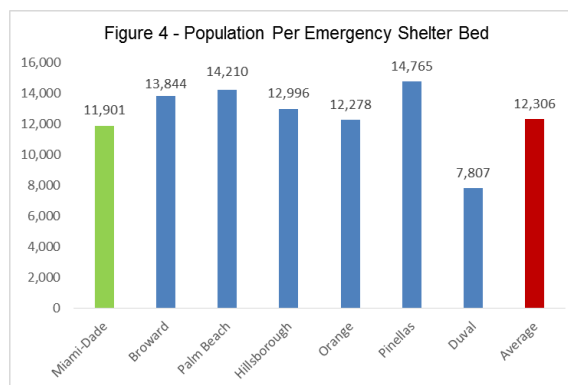
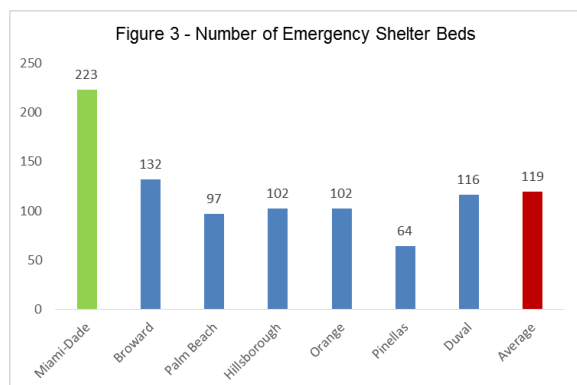
Miami-Dade is home to three state-certified and publically funded domestic violence emergency shelters. Two are operated directly by CAHSD: SafeSpace North and SafeSpace South. These shelters are funded by County General Fund, as well as by state and federal funds. The third shelter is operated by Victims Response Inc. and its construction and operations funding come from the Food and Beverage Tax as well as other state and federal grants. Typical services include emergency shelter space, information and referral to other programs, on-site counseling and case management, and child-centered assistance.

In addition to serving as a major grantor of funds, the FCADV is the state's certifying entity. To receive FCADV certification, emergency shelters need to comply with extensive governance, staffing, service and reporting standards. Key certification requirements include:

- Existence of a board of directors
- Cooperative agreements with law enforcement
- Well maintained and secure facility
- Procedures regarding safety, confidentiality and record-keeping
- Qualifications and ongoing training for paid staff
- Availability of case management, safety planning and counseling services
- 24-hour hotline service

Currently, there are 163 beds and 18 cribs in Miami-Dade County's three certified shelters. Once the new Empowerment Center opens in 2019, this number will increase to 223 shelter beds. This figure is much higher than other large counties in Florida, but

the ratio of population per bed in Miami-Dade is close to the average of the largest Florida counties. Figures 3 and 4 below show how Miami-Dade County compares to other large jurisdictions in the State of Florida (inclusive of the additional certified beds provided by the Empowerment Center).



Utilization of these emergency shelters is very high. Table 2 and Table 3 show total emergency bed capacity and the utilization rate over a three year period. The capacity of emergency beds increased in April 2015 when SafeSpace South moved from a 23-bed facility to a 52-bed facility.

Table 2 - Total Bed Night Capacity (adults and children):

Year	Safespace North	Safespace South	The Lodge	Total
FY2013-14	22,995	8,395	17,520	48,910
FY2014-15	22,995	13,702	17,520	54,217
FY2015-16	22,995	18,980	17,520	59,495

2-year increase in capacity:

Table 3 - Total Annual Bed Nights (adults and children)

Year	Safespace North	Safespace South	The Lodge	Total	Occupants/ Night	Occupancy Rate
FY2013-14	22,330	7,049	19,557	48,936	134	100%
FY2014-15	19,277	10,061	18,827	48,165	132	89%
FY2015-16	20,565	17,616	16,953	55,134	151	93%

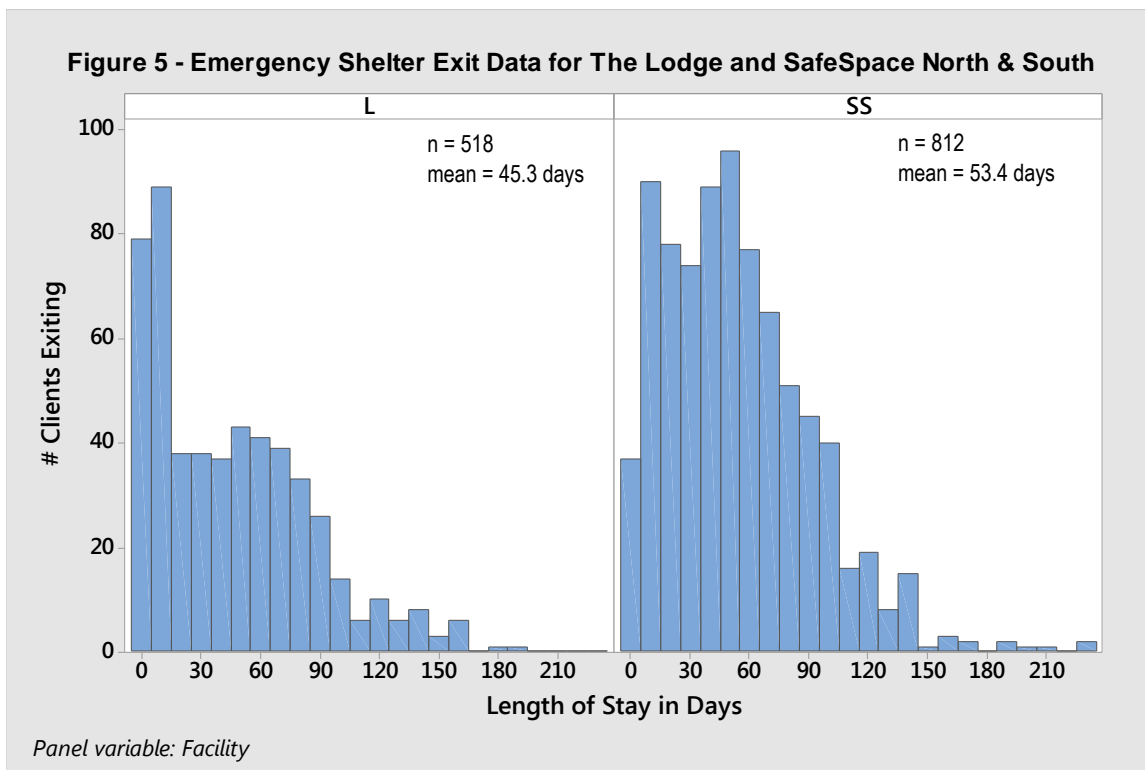
2-year increase in bed nights:

**Safespace FY2015-16 bed nights and unmet requests for shelter annualized based on Oct-June data*

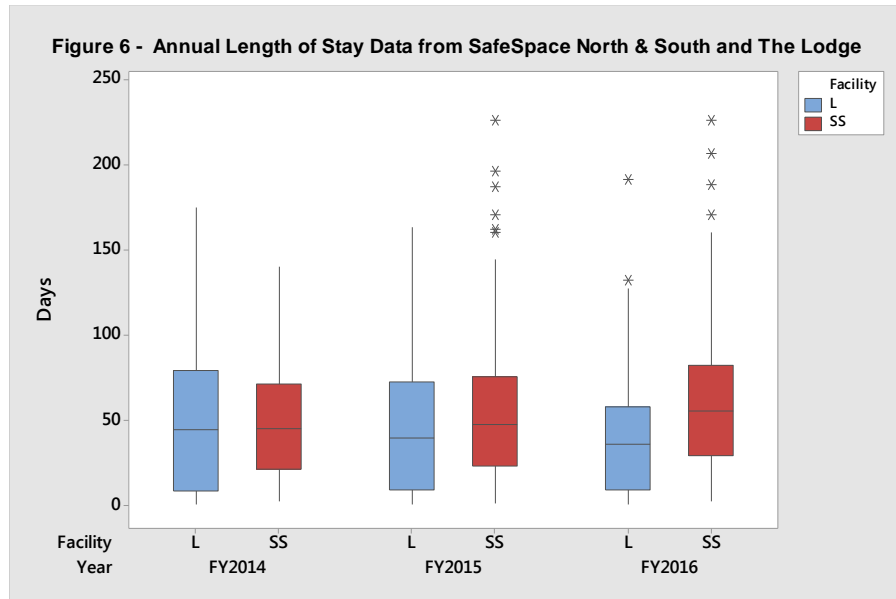
A closer look at the data reveals that slightly more than 50% of the bed nights at the emergency shelters were for children. Not only do children experience trauma fleeing their home and readjusting their lives, they may also come to the shelter as victims of physical abuse themselves. At both the Lodge and SafeSpace North and South, several programs are designed especially for children. Some of these programs include crisis

counseling, recreational activities, and tutoring and homework help. In 2016, CAHSD and the Juvenile Services Department were jointly recognized with a NACo award for developing an anti-violence program for youth aged 13-17 who enter the juvenile justice system due to domestic violence. Given that children are a majority of individuals served in the emergency shelters and experience domestic violence in a unique manner, it would be worthwhile to review the specific impact on children of domestic violence and current support systems in a future study.

In the three years of data provided, the average length of stay for the Lodge was 45 days and 53 days for clients at SafeSpace North and South. When compared, the length of stay at the Lodge and at the SafeSpace facilities differ only in that a larger percentage of Lodge clients leave within the first 15 days. Figure 5 below shows lengths of stay for exiting clients at SafeSpace North and South (SS) and the Lodge (L).

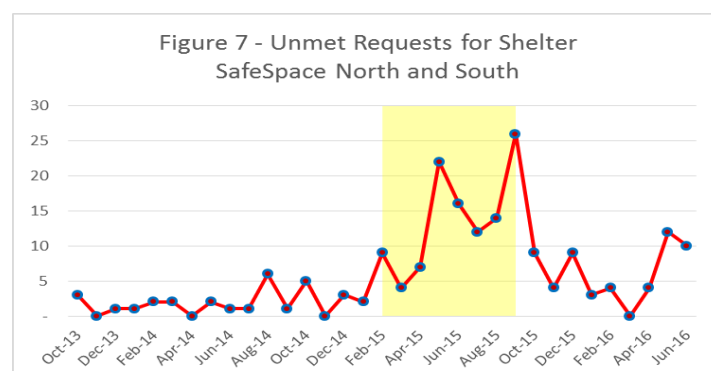


Furthermore, Figure 6 below shows that lengths of stay at SafeSpace North and South has increased since fiscal year 2013-14 while the length of stay at the Lodge slightly decreased. Although staff at both centers indicate that their standard for a length of stay of 45 days, they are reluctant to force a client to leave if they do not have a suitable place to go.



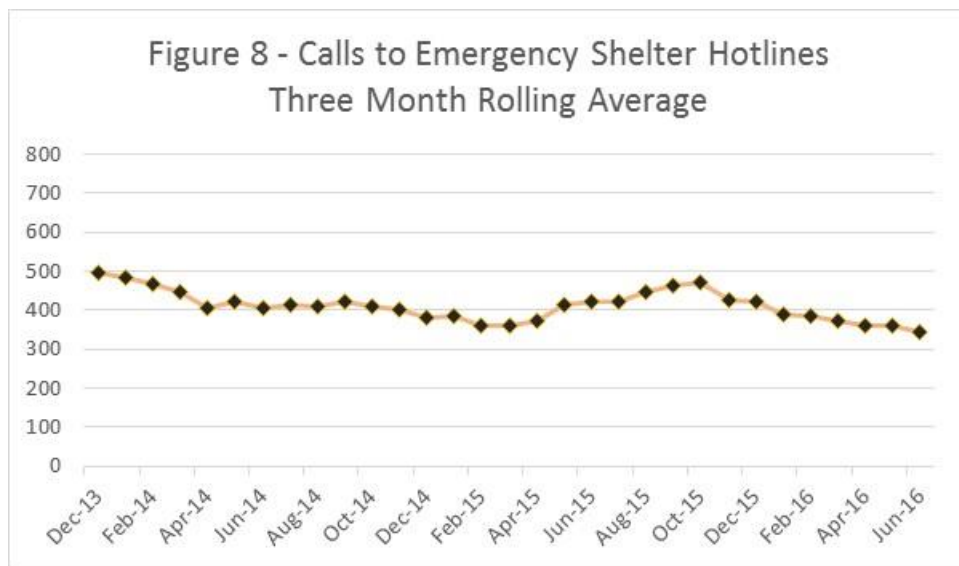
Ultimately a client's length of stay depends on several factors. For example, a client in dire financial circumstances or with a poor credit rating will have difficulty finding a safe and affordable place to live. Clients in need of substantial support services offered at the County's transitional housing facilities may need to wait until space becomes available. Also, a client with no social support network (lack of family or friends) along with financial challenges has very few housing options that are affordable and safe. Case managers are available to help these clients on site develop a safety plan, and can refer them to local partners that can provide a myriad of services needed, such as financial literacy, job skills training, daycare assistance, and many more.

Additionally, unmet requests for shelter can be an indicator for service demand and existing utilization. Indeed, SafeSpace North and South showed an increased trend of unmet shelter requests during the period reviewed. There was an abnormally large spike in unmet requests for shelter from February until September 2015 as shown below in Figure 7. This occurred as SafeSpace South was moving its location to a larger facility. However, even after removing this data from the analysis, the overall trend indicates an increase in unmet requests for shelter for SafeSpace North and South.



The Lodge provided annual data regarding unmet requests for shelters showing that adult women turned away from shelter increased from 293 in fiscal year 2013-14 to 639 in fiscal year 2015-16. Although SafeSpace and the Lodge try to coordinate placement of a client in need of shelter, the unmet request for shelter data provided does not show if the client that was declined space at one of the shelters actually found space at one of the other shelters.

Another indicator of system utilization and demand for service is the number of calls made to the emergency shelter hotlines. Although it may cause confusion in literature and signage, each emergency shelter has its own hotline. This is an FCADV certification requirement. In addition, there is a national hotline that can be forwarded to the hotline at SafeSpace North and the Lodge. From October 2013 through June 2016 an average of 412 calls per month were made to one of the hotlines (This number may include the same person calling the hotline more than once). With the data provided, Figure 8 below shows that the number of calls to the hotlines has slightly declined since 2013.



Given recent emergency shelter utilization rates and data regarding the number of clients turned away and hotline calls, one can conclude that there is not excess capacity of emergency shelter beds in Miami-Dade County. Once the additional beds are added at the Empowerment Center in 2019, utilization data should be reviewed to determine the impact the additional beds have on overall occupancy. Utilization data review should occur on an ongoing basis to help determine future needs.

Transitional Housing

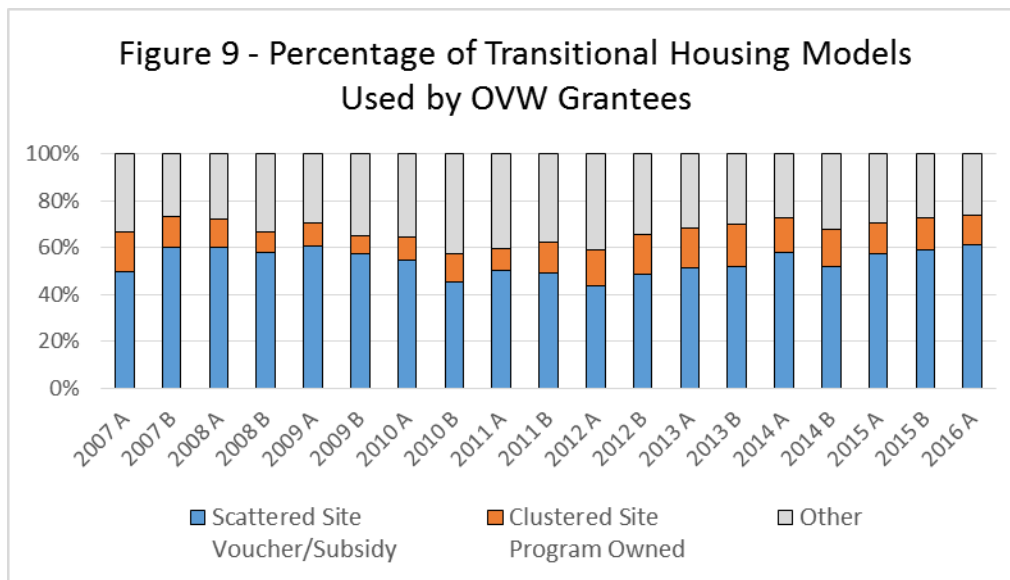
Since emergency shelters are not designed for long stays, transitional housing supports victims of domestic violence who need more time to heal and prepare themselves and

their children for independent living; transitional housing serves as a bridge to self-sufficiency and permanent housing. Transitional housing programs for victims of domestic violence typically offer both safe interim housing as well as on-site trauma-informed support services tailored to the needs of victims of domestic violence. Transitional housing models can typically be separated into three broad categories. Table 4 below summarizes common features as well as some of the benefits and drawbacks of each model.

Table 4 – Transitional Housing Models

Model	Key Features	Pros / Cons
Communal Site	<p>Similar to emergency shelter design.</p> <p>Program clients may have separate or private bedrooms but share common space such as living room, dining room, kitchen, etc.</p> <p><u>Least common of the 3 models used.</u></p>	<p><u>Pros:</u> Location can be secure. Sharing of common spaces allows for more beds in facility.</p> <p><u>Cons:</u> Lack of client privacy, which is especially challenging with stays up to 24 months. Policy of not allowing visitors may be disruptive or negative.</p>
Clustered Site	<p>Program owns or rents facility in a common location (i.e. apartment building or group of buildings on same parcel).</p> <p>Program acts as landlord and service provider. Client stays in her own unit.</p> <p>Inn Transitions North and South are considered clustered site facilities.</p>	<p><u>Pros:</u> Some client privacy, security, and access to program assistance on premises.</p> <p><u>Cons:</u> Clients must leave after a certain period of time (usually 24 months). Program pays for maintenance and for space not being used during turnover periods. Policy of not allowing visitors may be disruptive or negative.</p>
Scattered Site	<p>Program clients live in a stand-alone apartment in the community. Client holds lease in her own name.</p> <p>Program does not act as landlord and can focus resources on rental assistance and wrap-around services.</p>	<p><u>Pros:</u> Client may have more options of places to live, possibly closer to a support network. Program is not responsible for unit and can focus attention and resources on client needs. Client can stay in location once financial assistance ends (assuming rent can be paid).</p> <p><u>Con:</u> Less secure than communal and clustered assistance models. Difficulty finding participating landlords. Programs have weekly visits from case workers but some clients may need more supportive environment.</p>

Twice per year, OVW collects data showing the number and type of units funded by its grants. Data since 2007 indicates that the most common type of transitional housing unit funded by OVW grants are scattered site units with rent paid by a voucher or another type of direct rent subsidy. Figure 9 below shows the share of OVW grant-funded units that use the scattered site model and the program-owned clustered site model. The category “Other” includes clustered site locations where the program *rents* the units as well as transitional housing units collocated at emergency shelters or homeless facilities. The table indicates that the scattered site model is more commonly funded by OVW grants as opposed to the program-owned clustered site model.



Substantial research indicates that scattered site models with regular visits from a victim's advocate or a case manager can be more optimal with better long term effects than traditional clustered housing programs for a variety of reasons. First, not all clients require clustered living arrangements, and may be better off living in a unit within the community. In addition, scattered site units can become a permanent home if the client is able to pay rent once subsidies end. Being able to stay in the unit for the long term promotes stability in the client's and her family's lives. Finally, scattered site models may be more cost efficient since resources are targeted to rent and case management, and not for other costs incurred by clustered or communal living facilities.

Recognizing the stated benefits of the scattered site model, other studies indicate that some victims of domestic violence may be better off with the proximate services, privacy and security offered by clustered site housing facilities. Placing these victims in the community with a rental subsidy and a regular visit from a case manager may not be sufficient to help the client overcome the trauma of domestic violence. More research is necessary to determine the victim characteristics that are the best predictors for long term success in both housing models. Outreach and feedback from current clients would also be important for developing optimal programs for future clients.

In Miami-Dade County, CAHSD operates two clustered site transitional housing facilities dedicated to victims of domestic violence: Inn Transitions North (ITN) and Inn Transitions South (ITS). To be eligible to stay at one of these facilities, victims of domestic violence must have at least one dependent and have some kind of income, 30% of which is paid as rent. Generally, victims of domestic violence are allowed to stay in these facilities for up to two years. During this time, CAHSD case managers assist the residents with goal development and attainment in life skills, employment, and permanent housing. Case managers also try to obtain forms of financial assistance from a direct relief fund managed

by CAHSD. Aid from this fund (\$190,000 in fiscal year 2016-17) is designed to eliminate artificial barriers that limit a client's ability to become independent and self-supporting. Examples of aid include funding first month's rent in a rental apartment after departure, legal assistance, or transportation requirements such as automotive repairs.

ITN is a small apartment-style complex, with families staying in their own private unit. ITN consists of two buildings with a total 19 residential units. These units hold 64 beds and four cribs (up to 75 beds can be made available). In addition to the 19 residential units, ITN has a common room that can be used for meetings and training sessions. A small number of PCs are available in this room for ITN client use.

ITS is a much larger facility on a widespread campus located in a residential community in south Miami-Dade County. The facility's garden-style apartments contain 55 units and has space for 252 beds. The facility also has a central meeting space, a playground and a small library and PC room.

Like the emergency shelters, victims of domestic violence are able to benefit from a wide variety of services available at the Inn Transitions programs. Each of the facilities is staffed by professional CAHSD personnel that provide direct services and support to the resident families. The Victim of Crime Act (VOCA) Specialist and the Victim of Crime Act Aide positions at each facility interact with families daily. As shown in the staffing chart below the number of full time VOCA staff at each facility is similar, but on a per unit basis, staffing is very uneven.

Inn Tranistions North and South Staffing			
<u>Inn Tranistions South</u>		<u>Inn Tranistions North</u>	
55 Number of Units		19 Number of Units	
1	Victim of Crime Act Supervisor 2	1	Victim of Crime Act Supervisor 2
2	Victim of Crime Act Specialist 1	2	Victim of Crime Act Specialist 1
2	Victim of Crime Act Aide	1	Victim of Crime Act Aide
1	Office Support Specialist 2	0.5	Victim of Crime Act Aide - Part Time
11 Units per All VOCA Staff		4.2 Units per All VOCA Staff	
28 Units per VOCA Specialist		9.5 Units per VOCA Specialist	
<i>Ratios assume all positions are filled.</i>			

Comprehensive research published in 2016 funded by OVW analyzed various aspects of transitional housing for victims of domestic violence including staffing levels. The review found that the ratio of staff per client served in the programs is typically between 1:8 and 1:12. With 19 families at any given time at ITN, there is a 1:9 ratio of VOCA Specialist staff per family, which is well within the range of this national review. However, with up to 55 families at ITS, the VOCA Specialist staff to family ratio is 1:28.

Examining the ratio of VOCA Specialists per family is important because this is the staff that is primarily responsible for helping Inn Transitions clients obtain needed services and be prepared to exit into the community. While it is possible for VOCA Specialists at ITN

to meet with clients and work on their cases weekly, providing this level of support for ITS clients is more difficult. Assuming a 40-hour work week, a VOCA Specialist at ITS would be able to dedicate only a total of 1.5 hours per week for each of the 28 families it supports. At ITN, VOCA Specialists would have more than four hours per week for each family.

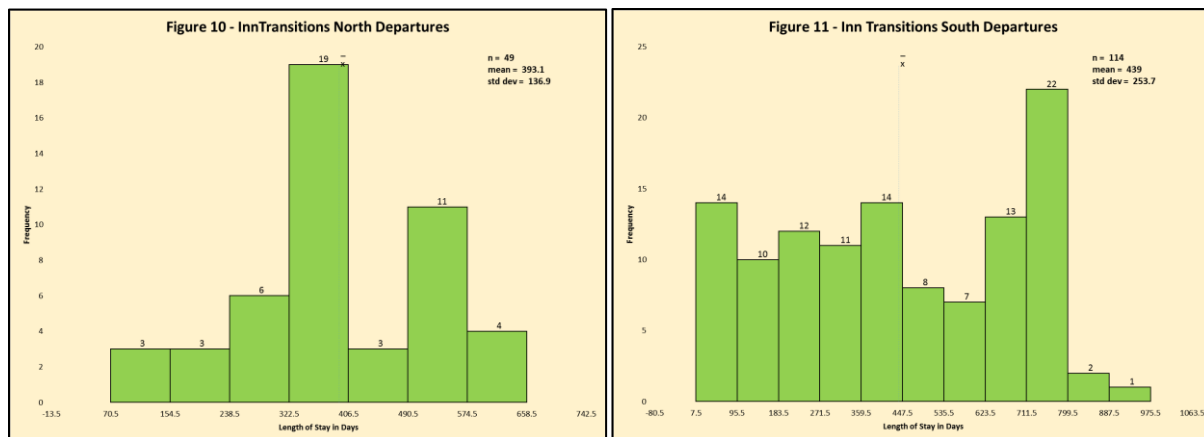
Miami-Dade County has partnered with the Junior League of Miami since 1998 to provide transitional housing services to victims of domestic violence. This partnership began when the Junior League acquired the facility at ITN and made it available to Miami-Dade County for a nominal amount so that it could offer transitional housing services to victims of domestic violence. The most recent lease agreement outlines annual payments Miami-Dade County makes to cover rent, maintenance and repair, property insurance, and various utilities. For fiscal year 2017-18, Miami-Dade's payment to the Junior League for ITN is \$120,051.

In addition to providing access to the ITN facility, the Junior League provides programming sponsorship, recreational activities, and training for residents staying at both ITN and ITS. For example, Junior League volunteers provide training in interviewing skills, resume writing, and parent-teacher engagement. For the clients' children, the Junior League sponsors various activities including anti-bullying and coping skills training. According to the Junior League, its volunteers have provided approximately 6,000 hours of service from June 2014 through May 2017. The organization has also incurred \$90,000 in programming expenses over this same period. For its 2017-18 program year, the Junior League has budgeted \$49,500 in programming expenses and expects 50 of its volunteers to support the programs.

The Junior League also solicits donations to fund items such as the PCs clients use in the common room to search for jobs and obtain homework assistance for themselves or their children. The donations also support a program to help exiting clients obtain furniture, bedding and other amenities that are important for transitioning to a permanent home. Information provided by the Junior League indicates the average amount of assistance provided to exiting clients has been approximately \$1,150. This augments move-out assistance provided through CAHSD's direct aid fund.

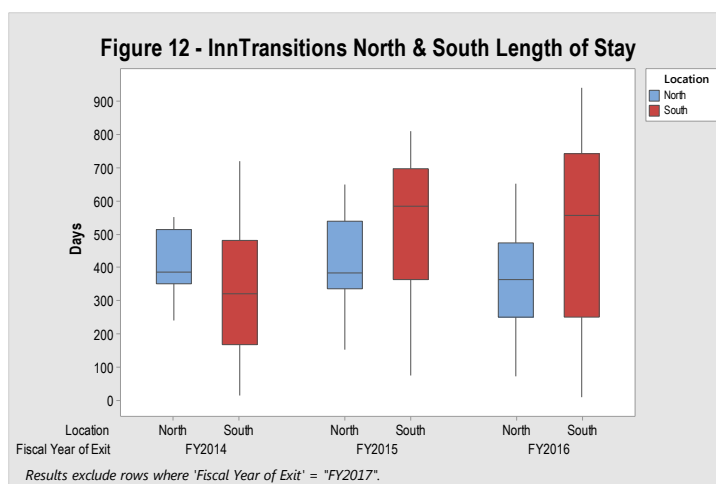
Length of stay in transitional housing is generally limited to 24 months with a client recertification process conducted after the first 12 months. Staff from both ITN and ITS explained that efforts are made to help clients find alternative and more permanent housing within the first year, but given the current expense of housing and the unique circumstances that impact victims of domestic violence, many of them stay in transitional housing for the full 24 months. Given such longer lengths of stay in transitional housing, space is not always available for victims of domestic violence who would benefit from the services.

Figures 10 and 11 show that for the three year period from fiscal year 2013-14 through fiscal year 2015-16 the average length of stay at ITN was 393 days with 51% leaving after 12 months. Over the same period of time the average length of stay at ITS was 439 days with 48% of clients leaving within 12 months.



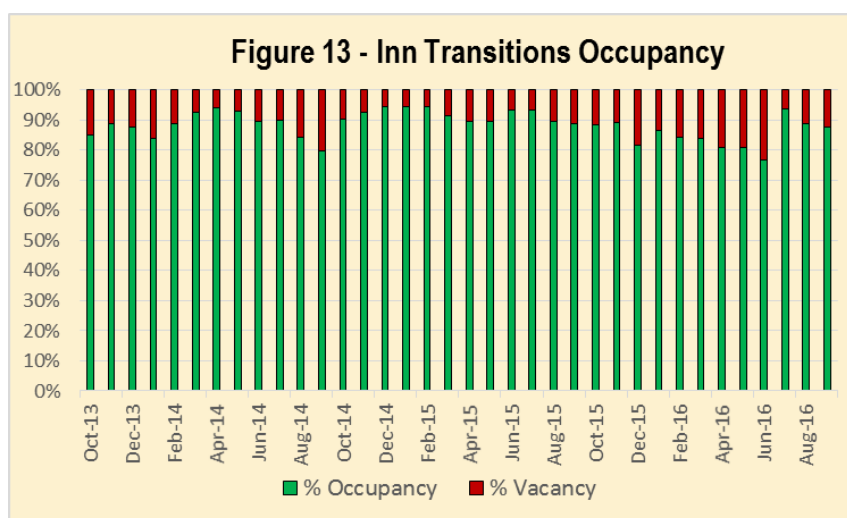
Furthermore, length of stay at Inn Transitions measured as a whole trended slightly higher, mostly due to a growing length of stay at ITS. CAHSD staff speculates that the length of stay at ITS has trended higher than ITN for a variety of reasons but points mostly to ITS's more desirable location and facility amenities. In general, longer lengths of stay shown in Figure 12 below can be indicative of several problems including:

- Lack of affordable permanent housing options
- Staff's limited success in helping the client build the necessary life skills to find and keep a home
- Client's lack of interest or motivation for leaving



Current utilization of the available units at ITN and ITS is high. Unit occupancy is calculated by dividing the actual nights units are occupied per month by the maximum number of unit nights possible. In the three years of data provided, monthly utilization of

available units exceeded 85% on a consistent basis. Figure 13 below shows that monthly occupancy dipped below 80% just once in the three year period reviewed and averaged 88% over the period. Unit occupancy would be higher but rates are negatively impacted by the number of days it takes for units to be refurbished after a family departs. It is important to note however, that units are occupied by a single family and given the various sizes of families and the mix of the number of bedrooms per unit, it is possible that some occupied units have vacant beds. Although staff try to ensure families are in right-sized units, this can't be guaranteed. Nevertheless turnover time between exiting and entering families is brief when no major cleaning and unit rehab is required.



Families departing the Inn Transitions program move into a variety of housing types. Table 5 below shows the destinations of families exiting ITN and ITS during the years reviewed. No client during this period exited to homeownership. Approximately 21% exited to some form of supportive housing, which includes public housing, Section 8 assistance, or other publicly subsidized housing. Other than this exit data, CAHSD staff does not follow-up with exited clients to assess longer term outcomes.

Table 5 - Destination Upon Exit from Inn Transitions North and South

Placement	FY2013-14		FY2014-15		FY2015-16		3-Year Totals		Grand Total
	ITN	ITS	ITN	ITS	ITN	ITS	ITN	ITS	
Families Exiting	13	46	19	24	17	44	49	114	163
Rental Unit With No Financial Assistance	31%	32%	53%	17%	40%	26%	47%	30%	35%
Family and Friends	23%	39%	33%	33%	47%	29%	33%	32%	32%
Supported Housing	38%	16%	7%	37%	13%	31%	16%	24%	21%
Other*	8%	13%	7%	13%	0%	14%	4%	15%	12%

*Other includes undisclosed destination

In general, scattered site transitional housing with wrap-around services cost less per family than clustered housing with on-site client support such as the Inn Transitions

programs. Currently scattered site models provided by Miami-Dade homelessness services cost approximately \$1,300-\$1,500 in monthly rental assistance and case management. These costs are based on HUD fair market rental amounts used by federal housing assistance programs. For 2018, fair market rents established by HUD are \$1,066 for a one-bedroom apartment and \$1,351 for a two-bedroom apartment. In addition to the unit costs, both models incur case management costs. As previously noted, research has indicated that an average caseload for a case manager working exclusively with families in transitional housing is approximately eight to twelve families. (This research does not differentiate between different transitional housing program models.) Assuming a caseload of ten families, and using the mid-range salary of a VOCA Specialist 2,¹ the monthly cost of case management per family would be approximately \$640. (The cost of a case manager employed by a nonprofit provider would likely be less.) Combining this figure with the 2018 fair market rents noted above results in a total cost of \$1,716 for a one-bedroom apartment and \$2,001 for a two-bedroom apartment, excluding program administrative costs, which might be in the range of \$100 per month.² This would amount to a total cost of approximately \$1,800 for a one-bedroom apartment and \$2,100 for a two-bedroom apartment.

Table 6 below shows Inn Transitions' average monthly unit costs over a three year period. In fiscal year 2015-16, monthly unit costs at Inn Transitions exceeded \$2,200, which is slightly higher than the \$2,100 estimate explained above for a two-bedroom apartment. It is important to note that both Inn Transitions locations have a mix of room types that range from studio apartments to four-bedroom apartments. ITN is made up of studio apartments, one-bedroom loft apartments, and two-bedroom apartments. ITS does not have any studio or one-bedroom apartments. Instead all of its 55 apartments have at least two bedrooms, with most having three bedrooms and some even having four bedrooms.

Table 6 - Inn Transitions Expenses and Unit Costs

Year	Estimated Administrative Costs	Inn Transitions North	Inn Transitions South	Total Operating Expenses	Total Unit Nights	Avg Unit Cost per Night	Avg Unit Cost per Month (Cost per Unit Night * 30.42)
FY2013-14	\$ 79,000	\$ 539,565	\$ 987,850	\$ 1,606,415	23,762	\$ 68	\$ 2,057
FY2014-15	\$ 79,000	\$ 657,337	\$ 930,818	\$ 1,667,155	24,795	\$ 67	\$ 2,045
FY2015-16	\$ 79,000	\$ 743,093	\$ 902,832	\$ 1,724,925	23,014	\$ 75	\$ 2,280

*includes HT reimbursements

However, there is substantial variation of expenses and unit costs when comparing Inn Transitions North and Inn Transitions South as shown on Table 7 below. A review of financial information provided by CAHSD staff indicates average unit costs are significantly higher at Inn Transitions North.

¹ Monthly salary of \$5,000 with 28% fringe benefits

² Based on the estimated administrative costs of the current transitional housing program provided by CAHSD and 60 families per year exiting transitional housing

Table 7 - Inn Transitions Expenses and Costs by Facility

Inn Transitions South						
Year	Estimated Administrative Costs*	Inn Transitions South Expenses**	Inn Transitions South Expenses net of rental revenue***	Total Unit Nights****	Avg Net Unit Cost per Night	Avg Net Unit Cost per Month (Net Cost per Unit Night * 30.42)
FY2013-14	\$ 45,529	\$ 1,027,850	\$ 987,850	17,661	\$ 59	\$ 1,780
FY2014-15	\$ 45,529	\$ 970,818	\$ 930,818	18,429	\$ 53	\$ 1,612
FY2015-16	\$ 45,529	\$ 942,832	\$ 902,832	17,105	\$ 55	\$ 1,687

*Source of estimate: CAHSD

**Includes \$63,500 for two temporary janitorial workers budgeted under the Energy Programs Division of CAHSD in FY 2017-18

***based on FY2017-18 budgeted revenue of \$40,000 pending actual data

****allocated between Inn Transitions North and South by number of units

Inn Transitions North						
Year	Estimated Administrative Costs*	Inn Transitions North Expenses	Total Unit Nights**	Avg Unit Cost per Night	Avg Unit Cost per Month (Cost per Unit Night * 30.42)	
FY2013-14	\$ 33,838	\$ 539,565	6,101	\$ 94	\$ 2,859	
FY2014-15	\$ 33,838	\$ 657,337	6,366	\$ 109	\$ 3,303	
FY2015-16	\$ 33,838	\$ 743,093	5,909	\$ 131	\$ 4,000	

*Source of estimate: CAHSD

**Allocated between Inn Transitions North and South by number of units

Note: Client rent is paid to the Junior League

There are a variety of factors leading to the wide disparity in average unit costs between the two facilities. These factors include:

- The number of units at ITN is almost three times lower than ITS which exacerbates per unit costs
- There is a higher ratio of staff to units at ITN, as previously discussed
- In general, current ITN staff are more senior employees with VOCA staff having substantially higher salaries than their ITS counterparts
- The County pays rent to the Junior League for ITN (budgeted at \$130,000 in fiscal year 2017-18), while paying no rent for ITS (however CAHSD is budgeted to pay property taxes and insurance of \$75,000 in fiscal year 2017-18) and receives approximately \$40,000 in rental income from clients offsetting its costs

With current demand and utilization rates, and given the importance of on-site program and peer support available in a clustered site location such ITN and ITS, it would be important to keep this as an available option for Miami-Dade County victims of domestic violence. Although ongoing analysis is required to determine the optimal number of clustered site units needed in the future, especially as new models of assistance become available, current use does not indicate an excess supply.

Assessing Program Outcomes

CAHSD currently surveys a limited number of clients as they exit the CVAC, SafeSpace and the Inn Transitions programs. Questions in both English and Spanish focus on overall satisfaction, services desired and how services and offerings can be improved. A small number of surveys are collected and tabulated on a monthly basis. Staff review the surveys, along with other departmental topics, during monthly departmental Brainstorm Meetings.

The National Resource Center on Domestic Violence (NRCDV) provides research on best practices in domestic violence programs. Important NRCDV focus areas are program evaluation and outcome assessment. Given the primacy of the empowerment model for victims of domestic violence, survey questions have been developed that can provide some quantifiable information regarding empowerment. The questions assess a respondent's understanding of safety, awareness of program options, expectations of support, and their perception of negative tradeoffs for seeking help. Respondents are asked the extent to which they agree with the following statements:

Safety

- I can cope with whatever challenges come at me as I work to keep safe.
- I know what to do in response to threats to my safety.
- I know what my next steps are on the path to keeping safe.
- When something doesn't work to keep safe, I can try something else.
- When I think about keeping safe, I have a clear sense of my goals for the next few years.
- I feel confident in the decisions I make to keep safe.

Expectations of support

- I have a good idea about what kinds of support for safety that I can get from people in my community (friends, family, neighbors, people in my faith community, etc.).
- I feel comfortable asking for help to keep safe.
- I have a good idea about what kinds of support for safety I can get from community programs and services.
- Community programs and services provide support I need to keep safe.

Perception of negative tradeoffs

- I have to give up too much to keep safe.
- Working to keep safe creates (or will create) new problems for me.
- Working to keep safe creates (or will create) new problems for people I care about.

Supplementing CAHSD's current survey instruments with some of these questions would provide a more comprehensive perspective on the effectiveness of Miami-Dade County's domestic violence programs. It would also yield some quantitative data that can be used to analyze trends in client perspectives on safety, their understanding of available options, and if they are reluctant to make changes for fear of negative consequences. Results can be used to fine tune existing programming and shelter safety planning.

Funding Sources for CAHSD Programs

CAHSD's domestic violence emergency shelters and transitional housing programs are financed by a variety of sources including the Miami-Dade County General Fund, grants from the Florida Coalition to End Domestic Violence, grants from the US Department of Justice, donations, and until recently the US Department of Housing and Urban Development. Table 8 below provides a summary of fiscal year 2017-18 funding sources for CVAC, SafeSpace North and South, and Inn Transitions North and South. The General Fund contribution includes \$1,062,000 that was provided for transitional housing in fiscal year 2016-17 by the Homeless Trust.

Table 8 - FY 2017-18 Program Budget for CAHSD Managed Services for Victims of Domestic Violence

Program	Program Budget	Funding Sources			
		General Fund	Federal/ State Grants	Rental Revenue	Total
Coordinated Victims Assistance Center (CVAC)	1,274,000	501,000	773,000		1,274,000
VPIS Administration	415,000	415,000			415,000
Victims Assistance Program	139,000	39,000	100,000		139,000
Safespace North and South	3,498,000	1,578,000	1,920,000		3,498,000
Inn Transition South	961,000	794,000		167,000	961,000
Inn Transition North	714,000	714,000			714,000
Total	7,001,000	4,041,000	2,793,000	167,000	7,001,000

In addition to funding in Table 8, CAHSD was awarded on August 30, 2017 a US HUD-funded Emergency Solutions Grant (ESG) of \$781,258. Funds can be used for rental assistance at scattered site programs and other housing-related expenses. The funding is non-recurring and grantees are required to expend the funds within two years. VPIS staff plans to support 30 families and individuals with these funds, including single women who are not currently eligible to stay at Inn Transitions.

Federal funding preferences for housing support programs are trending towards scattered site transitional housing models and away from the more traditional communal models. But given the importance of security for victims of domestic violence, moving entirely to a scattered site model may not be ideal. As a result, it would be important for CAHSD to compare the effectiveness of the ESG grant-funded programs to the current programs offered at Inn Transitions to help guide future resource decisions and the proper mix of options regarding transitional housing for victims of domestic violence.

Food and Beverage Tax and Current Uses

Florida counties have the option of assessing a tax on food and alcoholic beverages in certain establishments, otherwise known as the Food and Beverage Tax. Miami-Dade County assess two variations of the Food and Beverage Tax. The first is a two percent sales tax collected on food and beverage sales by restaurants in or on the property of a hotel or motel.

The second Food and Beverage Tax is a one percent sales tax that is collected on food and beverage sales by establishments earning more than \$400K that sell alcoholic beverages for consumption on their premises, except for hotels and motels. This tax is collected throughout Miami-Dade County but not in the cities of Miami Beach, Surfside and Bal Harbour. The statute allows 85% of the tax receipts to be used by the Homeless Trust, and *“not less than 15% of these funds shall be made available for construction and operation of domestic violence centers.”* Florida Statutes define a domestic violence center as “an agency that provides services to victims of domestic violence as its primary mission.”

The County Attorney’s Office has opined that this funding can be used to cover operational expenses only at facilities built with this tax proceeds. The wording “construction **and** operation” in the statute is specific, and cannot be read as “construction **or** operation.” However, the definition of domestic violence center in the state statute does not necessarily limit the funds be used for the construction and operation of **emergency shelters**. The statute defines a domestic violence center as an “agency that provides services to victims of domestic violence, as its primary mission”. The DVOB has stressed that the legislative intent of the tax was to fund the construction and operation of emergency shelters, and it has formally taken such a position. A March 16, 2017 memo issued by the DVOB to the Mayor and to the Board of County Commissioners reemphasized the DVOB’s position that the Food and Beverage Tax can only be used to fund and operate emergency shelters.

Today, The Lodge is the only facility that currently qualifies for operational funding under this interpretation. The construction of the second emergency shelter is being funded by this revenue source. Table 9 provides an overview of receipts and expenditures from the portion of the Food and Beverage Tax dedicated to domestic violence services.

Table 9 – Food and Beverage Tax Revenues and Related Expenditures

	FY2013-14 Actual	FY2014-15 Actual	FY2015-16 Actual	FY2016-17 Budget
Sales Tax	\$ 3,226	\$ 3,545	\$ 3,689	\$ 3,679
Interest	\$ 23	\$ 24	\$ 31	\$ -
Non-Operating Source				\$ 16,649
Revenue Total	\$ 3,249	\$ 3,569	\$ 3,720	\$ 20,328
Lodge Expenses	\$ 1,988	\$ 1,777	\$ 1,875	\$ 1,973
New Shelter	\$ -	\$ -	\$ -	\$ 7,304
Reserve & Contingency				\$ 10,845
Other	\$ 359	\$ 244	\$ 513	\$ 206
Expenditure Total	\$ 2,347	\$ 2,021	\$ 2,388	\$ 20,328
Balance	\$ 902	\$ 1,548	\$ 1,332	\$ -

The decision on using Food and Beverage Tax proceeds to fund the construction and operation of emergency domestic violence shelters in the future should take into consideration expected demand for service as population grows. According to the Florida Bureau of Economics and Business Research (BEBR), Miami-Dade's population will grow by 2035 to a range between 2.9 million to 3.8 million, with a midpoint of 3.3 million. Assuming a midrange population of 3.3 million and no change in demand for emergency domestic violence shelter space, Miami-Dade County will need 54 additional certified emergency shelter beds by 2035 to equal the number of certified beds per capita that Miami-Dade County will have once the second shelter opens in 2019. Current revenue and expenditure projections indicate that funds will be sufficient to build and operate such a shelter to meet this demand by fiscal year 2035-36.

Given such a long time frame, it is possible that population growth may be on the low end of the BEBR projection and local domestic violence trends, priorities and demand for service can change. Furthermore, predicting future rates of domestic violence given different assumptions of demographic and the socio-economic mix of future populations is very difficult. Social science research has identified certain demographic risk factors for intimate partner violence, including younger age, unemployment and low income. However, developmental and relationship experiences also play an important role. Moreover, risk factors are dynamic with different factors either mitigating or exacerbating each other. The precise relationship between multiple risk factors and the prevalence of domestic violence in a community is unknown.

Additionally, housing and crisis intervention options considered as best practices today may be replaced by alternative service delivery models in the future. It is also possible that it would be a more economical and efficient use of resources to refurbish an existing

facility as opposed to building a new one. However current restrictions on the use of Food and Beverage tax proceeds would prevent monies from being used to refurbish an existing facility not built with Food and Beverage Tax proceeds. As a result, it may be wise to provide future policymakers with limited flexibility in the use of Food and Beverage Tax funds. Given the primacy of safeguarding the funds so that they are targeted for serving victims of domestic violence, especially those in crisis, any changes regarding the use of the Food and Beverage Tax should include the following safeguards:

- Formal DVOB approval of the alternative use of funds
- BCC passage of language adopting the use within 180 days of the DVOB's approval
- Monies must be used to provide housing to victims of domestic violence, and
- Spending caps on alternative use of funds and maintenance of effort provisions so that funding for existing shelters and construction of new shelters in the future is protected.

Conclusion and Next Steps

Miami-Dade County provides a comprehensive set of services for victims of domestic violence. Indeed CVAC and the DVOB can be considered as best practices for bringing critical services under one roof and by obtaining input from key stakeholders to guide the use of funds dedicated to building and operating domestic violence shelters. In addition to CVAC and the DVOB, emergency shelter and transitional housing services provided by Miami-Dade County and its partners are critical components of available services.

Based on high occupancy rates shown in the data reviewed, utilization of domestic violence services is high. During the period of fiscal year 2013-14 through fiscal year 2015-16, occupancy of the domestic violence shelters never dipped below 89%. It will be critical to monitor utilization of emergency shelters once the Empowerment Center opens in 2019. Similarly, occupancy of the transitional housing facilities operated at both Inn Transitions locations averaged 88% over the three year period.

As it pertains to transitional housing services for victims of domestic violence, research indicates a trend away from clustered transitional housing to a scattered site model. On a per client basis, scattered site transitional housing usually costs less than clustered housing similar to what is provided by the Inn Transitions program. However, moving entirely to this model for victims of domestic violence may not be optimal for certain families who require higher security and more immediate access to services. Ongoing technical assistance conducted by the Corporation for Supportive Housing and the Domestic Violence and Housing Technical Assistance Consortium will provide greater insight on the existing stock and mix of supportive housing for victims of domestic violence and the homeless community. Once these efforts are completed, future program and budgeting decisions will be more informed.

OMB is prepared to support CAHSD and other partners in continuing to support Miami-Dade County's domestic violence programs and can help pursue and implement the recommendations made in this report.

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Attachment 1
Miami-Dade County Office of Management and Budget
Benchmarking Research: Selected County Boards with Oversight Functions and Selected National Domestic Violence Boards

Jurisdiction Name	Board Name	Oversight of Specific Funding Source?	Board Mission	Board Membership and Appointment	Board Member Term	Staff Support
<i>Sample Miami-Dade County Boards with Oversight of Specific County Funding Source or Operation</i>						
Miami-Dade County	Homeless Trust	Yes - food & beverage tax. Additionally, the HT administers federal Continuum of Care dollars	Administer proceeds of a one-percent food and beverage tax; implement the local continuum of care plan called the Miami-Dade County Community Homeless Plan; serve in an advisory capacity to the Board of County Commissioners on issues involving homelessness.	Twenty-seven member board of trustees. No County employees currently serve on the Board.	No more than two consecutive 3-year terms unless approved by 2/3 of BCC	Homeless Trust (County department)
Miami-Dade County	Citizens' Independent Transportation Trust	Yes - PTP sales tax	To monitor, oversee, review, audit, and investigate implementation of the transportation and transit projects listed in any levy of the surtax, and all other projects funded in whole or in part with surtax proceeds; To assure compliance with any limitations imposed in the levy on the expenditure of surtax proceeds	The Trust will have fifteen members: one residing in each of Miami-Dade County's thirteen commission districts, one appointed by the Mayor without regard to such appointee's district of residence, and one appointed by the Miami-Dade League of Cities without regard to such appointee's district of residence. No person shall be eligible to serve as a member of the Trust who has any interest, direct or indirect, in a contract with the County or in any corporation, partnership or other entity that has a contract with the County, or who is a member of a community council. CITT members cannot serve on any other County Board.	4-year term, but no more than 8 years, regardless of the date appointed, except with BCC approval	Office of the CITT
Miami-Dade County	Domestic Violence Oversight Board	Yes - food & beverage tax	Develop and submit to the Board of County Commissioners a comprehensive plan for the use of the portion of the local optional food and beverage sales tax proceeds dedicated to the provision of domestic violence centers. As part of this plan, the DVOB is further charged with pursuing and maximizing available federal and state matching funds and monitoring and evaluating the provision of services to domestic violence victims.	The Board consists of 15 members; 13 members are appointed by the County Commission; one member is appointed by the County Mayor; one is appointed by the State Attorney. Members represent service providers, domestic violence victims, and advocates, members of the judiciary, impacted jurisdictions and the Public Health Trust. Two County employees (from CAHSD) currently serve on the Board.	No more than two consecutive 4-year terms unless approved by 2/3 of BCC; term is also by tenure of appointing official	Homeless Trust (County department)
Miami-Dade County	Miami-Dade Economic Advocacy Trust	Not specified in ordinance; current funding sources include documentary surtax for affordable housing, teen court dollars	Ensure the equitable participation of Blacks in Miami-Dade County's economic growth through advocacy and monitoring of economic conditions and economic development initiatives in Miami-Dade County.	Trustees shall be appointed by the BCC after having been selected by the Miami-Dade Economic Advocacy Trust Nominating Council. Members include representatives from the fields of economic and business development; criminal justice; community based organizations; educational organizations; banking and finance; and health organizations. In addition, the Board of Trustees shall have at least one voting member from the Miami-Dade County School Board and one voting member from State or local government. In addition, a majority of the membership of the Board of Directors shall be members of the African-American community. Trustees who are representatives of or who are employed by any State or local governmental agency may not vote on matters affecting the governmental agency by which they are employed or whom they represent. Two County employees (from Police and Cultural Affairs) currently serve on the Board.	No more than two 3-year terms	MDEAT staff (County department)
Miami-Dade County	Zoo Oversight Board	Not specified in ordinance; Zoo Miami is self-supporting	In addition to overall policy and operational guidance, the Zoo Board shall be responsible for establishing long and short term strategic and program plans for Miami-Dade Zoological Park and Gardens, including the establishment of goals and objectives guiding all activities and for overseeing the preparation of a consolidated (Zoological Society and County) budget for Miami-Dade Zoological Park and Gardens for adoption by the Zoological Society and Board of County Commissioners.	Oversight of the policy and operation of the Miami-Dade Zoological Park and Gardens shall be performed by an Oversight Board composed of the following nine members: (a) The County Mayor and in his absence, a designee; (b) The Miami-Dade County Manager or designee; (c) The Sitting President of the Zoological Society; (d) The immediate past president of the Zoological Society; (e) The Executive Director of the Zoological Society; (f) The Executive Director of the Miami-Dade Zoological Park and Gardens; (g) The Director of the Miami-Dade Park and Recreation Department; (h) A member of the Board of County Commissioners to be designated by the Chairperson of the Board of County Commissioners ("Board Designee"); and (i) A member of the Executive Committee of the Zoological Society.	By tenure	PROS

Attachment 1
Miami-Dade County Office of Management and Budget
Benchmarking Research: Selected County Boards with Oversight Functions and Selected National Domestic Violence Boards

Jurisdiction Name	Board Name	Oversight of Specific Funding Source?	Board Mission	Board Membership and Appointment	Board Member Term	Staff Support
Other Domestic Violence Boards						
St. Charles County, Missouri	St. Charles County Domestic Violence Board	Yes - \$5 marriage license fee, \$10 dissolution of marriage fee. The Board has the authority to solicit donations from the community	Administer the allocation and distribution of fees to shelters for victims of domestic violence (subject to Council approval). Note: St. Charles County does not directly provide any DV services.	Seven members appointed by County Executive with approval of County Council. Registered voters who have resided in St. Charles County for a period of not less than one year. No member of the Domestic Violence Board shall be an employee, board member or volunteer (more than 12 hours per year) of an agency receiving assistance from the funds administered or recommended by the Domestic Violence Board. Two County employees currently serve on the Board.	3 years	Support is provided by the Planning and Zoning Division of the Community Development Department. Planning and Zoning also staffs the Community Assistance Board, which oversees funding for homeless services.
City of DeSoto, Texas	Domestic Violence Advisory Commission	No	Provides advice and recommendations to the City Council and DeSoto Police Department on how to improve the city's response to violence against victims, with a specific focus on successful interventions with children and teens who are witnesses to and/or victimized by domestic violence, dating violence and sexual assault.	Ten members: seven members appointed by the City Council, two members from the DeSoto Police and Clergy (DPAC) and one member from DeSoto Independent School District.	Maximum of three two-year terms	Victims Assistance Coordinator
Spartanburg County, South Carolina	Domestic Violence Board	No	Coordinate the planning, development and improvement of systems and services for victims and perpetrators of domestic violence; promote domestic violence prevention activities; support efforts to strengthen the family unit; and raise the level of public and professional awareness of domestic violence.	15 resident electors of Spartanburg County appointed by County Council. Consists of one representative from each county single member election district who shall be a resident of the district, 8 at-large members. One at-large member shall be appointed by the Chairman of County Council. The following will be represented: Dept. of Social Services, Medical Society Auxiliary, Bar Association, Law Enforcement, The Aged, The SAFE Homes Network, Rape Crisis, and Mental Health.	4 years	N/A
Santa Clara County, California	Domestic Violence Council	No	Act in an advisory capacity to the Board of Supervisors to assure safety and restoration for victims of domestic violence, cessation of the violence, and accountability for batterers	22 members who are appointed be the Board of Supervisors and meet various qualifications. Three representatives shall be from battered women's shelters; Two judges from the Santa Clara County Superior Court, consisting of one judge from the Family Court and one from the Criminal Court; A representative, at a policy-making level, from each of the following public safety and human services organizations or interest areas: (1) Probation Department; (2) Public Defender's Office; (3) District Attorney's Office; (4) Pretrial Services; (5) Sheriff's Office; (6) Santa Clara County Police Chief's Association; (7) San Jose Police Department; (8) Social Services Agency; (9) Batterer's Treatment Program; (10) Former Victim of Domestic Violence; (11) Santa Clara County or Silicon Valley Bar Association; (12) Victim-Witness Assistance; (13) Gay, Lesbian, Bisexual and Transgender Community; (14) Medical Community; (15) The Family Law Bar; (16) Children's Issues; and (17) Immigrant Voices.	Maximum of three 3-year terms	The Director of the Office of Women's Policy or designee shall be ex officio secretary of the Council and shall be responsible for providing secretarial assistance to the Council
Los Angeles County, California	Los Angeles County Domestic Violence Council	No	Provides leadership in the creation and support of a victim/survivor-centered, countywide and coordinated approach to educate, prevent, and respond to domestic/intimate partner violence.	Council is comprised of member agencies. There shall be no more than 70 member agencies of the DVC. Agencies are eligible for membership after three years of active participation in the DVC, and with sponsorship from a private or non-profit agency that is a member in good standing with the DVC. The Executive Board of the DVC is comprised of appointed and elected officers and committee chairpersons. The position of the Chair shall be appointed by the District Attorney for Los Angeles County.	N/A	Board of Supervisors provides an Executive Director
Monterey County, California	Domestic Violence Coordinating Council of Monterey County	No	To improve coordination between agencies, departments, and the courts for the benefit of victims of domestic violence and abuse; to promote effective prevention, intervention, and treatment techniques which will be developed based upon research and data collection; to improve the response to domestic violence and abuse so as to reduce the incidents thereof	17 members including: District Attorney, Sheriff, Chief Probation Officer, 5 at-large members appointed by Board of Supervisors, 1 member by Chief Law Enforcement Officers' Associations, 1 member each by presiding judge of municipal and superior courts, 6 agency representatives	N/A	N/A

Attachment 1
Miami-Dade County Office of Management and Budget
Benchmarking Research: Selected County Boards with Oversight Functions and Selected National Domestic Violence Boards

Jurisdiction Name	Board Name	Oversight of Specific Funding Source?	Board Mission	Board Membership and Appointment	Board Member Term	Staff Support
Orange County, Florida	Domestic Violence and Child Abuse Commission	No	Recommend improvements to DV services in Orange County. The Orange County Domestic Violence Commission (DVC) was originally convened in 2005 by the Chief Judge and the Clerk of the Courts of Orange County. After the Domestic Violence Commission issued its report in June of 2013, the Domestic Violence Implementation Workgroup was formed with the same membership from the Domestic Violence Commission	The DVC is co-chaired by the Honorable Alice Blackwell, Circuit Judge with the Ninth Judicial Circuit, and Dick Batchelor, President of Dick Batchelor Management Group, Inc.	N/A	N/A
Mecklenburg County, NC	Domestic Violence Advisory Board	No	Make recommendations to the BCC and Charlotte City Council on gaps and needs of services to victims of DV	12 Members (2 by Mayor, 4 by City Council, 6 by County Commission). All County employees are prohibited from serving on any board, committee, council, or commission where appointments are made by Board of County Commissioners (BCC) or where funding is provided by the County, including special study committees appointed for the purpose of recommending funding or policy. This policy does not prohibit County employees from serving in an ex-officio capacity on any of the above boards, committees, councils, or commissions when required by law, when a position is reserved for a County employee to be designated by the BCC, or when such service is deemed by the BCC to be in the best interest of the County.	Maximum of two 3-year terms	The DVAB receives staff support from the Mecklenburg County Community Support Services Prevention and Intervention Services.
San Diego, CA	San Diego Domestic Violence Council	No	The San Diego Domestic Violence Council (SDDVC) is a network of public, non-profit and private agencies. The SDDVC is made up of a county-wide team of over 300 member organizations including domestic violence service programs, criminal justice agencies, social service agencies, healthcare, primary and higher education, and others, as well as community members. Its mission is: Bringing our community together to end domestic violence and promote healthy relationships in San Diego County.	The members of the Council range from private nonprofit social service providers, hospitals, and law enforcement to local governments, community clinics, and individuals.	N/A	N/A
New York City, NY	NYC Domestic Violence Task Force	No	The persistence of domestic violence in New York City even as the City has become safer overall led Mayor Bill DiBlasio to create the Task Force in November 2016. The Task Force was charged with re-envisioning how New York City responds to domestic violence.	Created by Mayor. The Task Force included experts and leaders from a broad spectrum of City agencies and community-based organizations, professionals who assist victims and work with offenders, leaders in law enforcement and the criminal justice system, senior representatives from key city agencies and individuals who have survived domestic violence.	N/A	The Mayor's Office to Combat Domestic Violence (OCDV) formulates policies and programs, coordinates the citywide delivery of domestic violence services. OCDV collaborates with government and nonprofit agencies that assist domestic violence survivors and operates the New York City Family Justice Centers. Staff from the OCDV, the Mayor's Office of Criminal Justice, and the City University of New York Institute for State and Local Governance provided support to the Task Force.
Milwaukee, WI	Commission on Domestic Violence and Sexual Assault	No	The duties of the Commission include, but are not limited to: <ul style="list-style-type: none">• Review and development of policies and procedures to improve response to domestic violence and sexual assault• Training in the areas of domestic violence and sexual assault• Legislative advocacy to support victim safety and perpetrator accountability• Community awareness and education aimed at the intervention and prevention of domestic violence and sexual assault	The Commission convenes local agencies, institutions, and community members to coordinate Milwaukee's response to domestic violence and sexual assault. Appointed members of the Milwaukee Commission on Domestic Violence and Sexual Assault include representatives of: City of Milwaukee Mayor's Office, City of Milwaukee Common Council, Milwaukee Health Department, Milwaukee Police Department, Milwaukee County District Attorney Office, Wisconsin Department of Corrections, Wisconsin State Legislature, the Judiciary, Milwaukee Public Schools, Bureau of Milwaukee Child Welfare, Domestic violence service providers, Sexual assault service providers, Health care providers, Faith community, Survivors of domestic violence and sexual assault, Other members of the community	N/A	City Health Department - Office of Violence Prevention

Source of Miami-Dade County Board information: County Boards Appointment System and Miami-Dade County Code

Attachment 2
Miami-Dade County Office of Management and Budget
Domestic Violence Oversight Board – Potential Issues and Research Findings

Item Observed	Potential Issue(s)	Research Findings
A. The Domestic Violence Oversight Board (DVOB) is currently staffed by the Homeless Trust, which coordinates the USHUD funding process. However, domestic violence (DV) services are managed by the Community Action and Human Services Department (CAHSD).	<ul style="list-style-type: none"> • The mission of the Homeless Trust is not directly related to domestic violence services, although some domestic violence victims are homeless. The DVOB may be more closely aligned to the CAHSD mission of serving vulnerable populations. • Because the Homeless Trust does not manage the provision of domestic violence services, including the operation of domestic violence centers, it may not be in the best position to provide timely and accurate information regarding County DV services to the DVOB, or to communicate DVOB direction and input to County service providers. 	<ul style="list-style-type: none"> • DV boards nationally are staffed by a variety of departments, including police, community development, the office of women's policy, community support services, health department and Mayor's offices • Most Miami-Dade County advisory boards are staffed by the Department having management and/or operational responsibilities related to matters under the purview of the board. • Some County boards, including boards that do not directly align to County department operations, are staffed by the Board of County Commissioners or the Office of the Mayor. • In some cases, a County department or entity exists specifically to staff the board and/or implement board directives (e.g. Homeless Trust, Office of the Citizen's Independent Transportation Trust, Miami-Dade Economic Advocacy Trust, Commission on Ethics and Public Trust)
B. At least one DVOB member also serves on the Board of the Homeless Trust.	<ul style="list-style-type: none"> • In certain situations, the interests of the two Boards may not be complementary. Overall County resources for homeless services as well as DV services are limited. 	<ul style="list-style-type: none"> • Sec. 2-11.38 of the Miami-Dade County Code permits members to serve on two County boards simultaneously (or more with unanimous approval of the BCC and where required or permitted by law). • According to the National Council of Nonprofits, "Conflicts can be nuanced and have more to do with a 'duality of interests' than a financial conflict." (National Council of Nonprofits) • Recommended practices include requiring board members to disclose affiliations such as membership on other boards, putting this information into the membership roster, establishing disclosure as a normal practice and encouraging board members to refrain from voting on issues where they may have a "duality of interests" (Masaoka) • The DVOB Bylaws state that all meetings will be held in compliance with County and state Conflict of Interest and Open Government Laws but do not address duality of interests

Attachment 2
Miami-Dade County Office of Management and Budget
Domestic Violence Oversight Board – Potential Issues and Research Findings

Item Observed	Potential Issue(s)	Research Findings
<p>C. Two DVOB members are CAHSD employees. The DVOB ordinance does not specifically state that the board should (or should not) include County employees. The two board members were appointed by individual county commissioners as (1) a provider of services to domestic violence victims and (2) a representative of impacted jurisdictions.</p>	<ul style="list-style-type: none"> • This arrangement calls on DVOB Board members who are County employees to exercise oversight over their own operations. • In general, independence is considered an important component of effective oversight. • In some cases, participation on advisory boards by County employees provides important expertise in furtherance of the board's mission. 	<ul style="list-style-type: none"> • Miami-Dade County does not prohibit County employees from serving on advisory boards. • The DVOB ordinance does not specify that County employees may not be Board members, nor does it specify that any seats are reserved for employees. • Broward and Pinellas counties prohibit employees from being appointed as voting members on advisory boards by county commissioners or the county commission as a whole unless otherwise established in authorizing legislation. • OMB identified one domestic violence board in the nation that oversees a dedicated funding source for DV services, in St. Charles County, Missouri. Two county employees serve on that board. • In the state of Washington, "most local governments prohibit employees from serving on advisory boards, except as advisors or staff liaisons." (Municipal Research and Services Center of Washington, 2008) • OMB's general research on corporate and nonprofit boards indicates that board member independence is considered desirable. • Some Miami-Dade County Boards explicitly prohibit County employees from serving as members (e.g. Ethics Commission, Board of Rules and Appeals). • Some County Boards do not specifically reserve slots for County employees, but currently include County employees as members (e.g. Miami-Dade Economic Advocacy Trust, in addition to the DVOB). • At least one County board, the Zoo Oversight Board, explicitly includes the Department Director of the managing department (Parks, Recreation and Open Spaces) among its voting members.

Attachment 2
Miami-Dade County Office of Management and Budget
Domestic Violence Oversight Board – Potential Issues and Research Findings

Item Observed	Potential Issue(s)	Research Findings
D. The current Chair of the DVOB reports to another member of the Board as a County employee.	<ul style="list-style-type: none">• The restrictions of the Sunshine Law may impede the effective management of County operations, as these two managers may not discuss issues which could foreseeably come before the Board.• In theory, the reporting relationship between two board members could compromise member independence.	<ul style="list-style-type: none">• In benchmarking various DV Boards nationally as well as County advisory boards, no equivalent situation was identified.

Attachment 3
Miami-Dade Office of Management and Budget
County Domestic Violence Facilities

	Shelter Name	Criteria for Admission	Funding Sources	Capacity	Key Facts and Observations
Emergency Shelters	The Lodge	Imminent threat of DV Lodge accepts victims of sexual assault not deemed domestic violence	Food & Beverage Tax	48 Beds	<ul style="list-style-type: none"> County shelter operated by VRI Reimbursements handled by Homeless Trust Frequent coordination with SafeSpace Non-resident services provided
	Second Shelter Funded by Food and Beverage Tax (Empowerment Center)			60 Beds	<ul style="list-style-type: none"> Will also be operated by VRI with reimbursements handled by Homeless Trust Projected cost is approximately \$16M Target opening is FY2018-19
	SafeSpace (North)		<ul style="list-style-type: none"> General Fund FL Coalition Against Domestic Violence 	63 Beds + 12 cribs	<ul style="list-style-type: none"> Older facility, with substantial wear and tear SafeSpace Foundation provides PC room Non-resident services provided Operated by CAHSD staff
	SafeSpace (South)		<ul style="list-style-type: none"> General Fund FL Coalition Against Domestic Violence 	52 Beds + 6 cribs	<ul style="list-style-type: none"> Moved to current location in 2015 (capacity was 23 beds at previous facility) Apartment-style buildings and rooms Non-resident services provided Operated by CAHSD staff
Transitional DV Housing	Inn Transitions (North)	<ul style="list-style-type: none"> Must have income; 30% provided as rent Must have dependents 	<ul style="list-style-type: none"> General Fund Homeless Trust funds replace US HUD funds in FY2016-17 	19 Client Units ≈64 Beds + 4 cribs (potential for 75 beds)	<ul style="list-style-type: none"> Facility owned and maintained by Junior League CAHSD staff operates Residents may stay two years, but are encouraged to stay no more than one year Restrictions include no visitors
	Inn Transitions (South)			55 Client Units ≈252 Beds	<ul style="list-style-type: none"> Property being turned over to Miami-Dade County; County maintains facility Currently subject to oversight by First Housing, the monitoring agency for Enterprise (current property owner) Junior League owns PCs and provides activities six months out of year CAHSD staff operates Stays of two years are more common than ITN Restrictions include no visitors

Attachment 4
Food and Beverage Tax
15% Domestic Violence Services
Long Term Revenue and Expenditure Estimates

Average Annual Growth Rate in Revenue since FY2006-07	6.22%
Enter Assumption for Revenue growth rate for Yr 1 and After	5.00%
Enter % of Expected Revenue for Budgeting (i.e. 95% rule)	95%

	Years	0	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
		2016-17	2017-18	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	2034-35
		Actuals	Budget	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates
Estimated Food and Beverage Collection		25,470,835	25,293,000	26,744,377	28,081,596	29,485,675	30,959,959	32,507,957	34,133,355	35,840,023	37,632,024	39,513,625	41,489,306	43,563,772	45,741,960	48,029,058	50,430,511	52,952,037	55,599,638	58,379,620	61,298,601
Estimated Revenue for Budgeting Purposes		N/A	N/A	25,407,158	26,677,516	28,011,392	29,411,961	30,882,559	32,426,687	34,048,022	35,750,423	37,537,944	39,414,841	41,385,583	43,454,862	45,627,605	47,908,986	50,304,435	52,819,657	55,460,639	58,233,671
	15%	3,820,625	3,793,950	3,811,074	4,001,627	4,201,709	4,411,794	4,632,384	4,864,003	5,107,203	5,362,563	5,630,692	5,912,226	6,207,837	6,518,229	6,844,141	7,186,348	7,545,665	7,922,948	8,319,096	8,735,051
Beginning Trust Fund Balance From Prior Year		17,770,869	18,752,400	19,038,562	17,711,376	12,736,920	7,223,978	6,945,528	6,816,028	6,846,450	7,047,298	7,429,640	8,006,138	8,790,072	9,794,378	11,033,678	12,522,316	14,276,393	16,311,808	18,647,298	21,300,479
Revenue																					
Annual F&B Tax Revenue for DVOB		3,820,625	3,793,900	3,811,074	4,001,627	4,201,709	4,411,794	4,632,384	4,864,003	5,107,203	5,362,563	5,630,692	5,912,226	6,207,837	6,518,229	6,844,141	7,186,348	7,545,665	7,922,948	8,319,096	8,735,051
Annual Interest Income		79,557	25,000	50,000	46,000	33,000	19,000	18,000	18,000	18,000	18,000	19,000	21,000	23,000	26,000	29,000	33,000	37,000	43,000	49,000	56,000
Total Current Year Revenues		3,900,182	3,818,900	3,861,074	4,047,627	4,234,709	4,430,794	4,650,384	4,882,003	5,125,203	5,380,563	5,649,692	5,933,226	6,230,837	6,544,229	6,873,141	7,219,348	7,582,665	7,965,948	8,368,096	8,791,051
Total Funding Availability		21,671,051	22,571,300	22,899,636	21,759,003	16,971,628	11,654,772	11,595,912	11,698,031	11,971,653	12,427,861	13,079,332	13,939,364	15,020,910	16,338,608	17,906,819	19,741,664	21,859,058	24,277,757	27,015,394	30,091,529
Expenditures																					
Personnel Costs, includes fringes		102,858	98,000	104,401	105,967	107,556	109,170	110,807	112,469	114,156	115,869	117,607	119,371	121,161	122,979	124,824	126,696	128,596	130,525	132,483	134,470
Operating Costs Shelter 1 (The Lodge)		2,022,391	1,974,000	2,052,727	2,083,518	2,114,771	2,146,492	2,178,689	2,211,370	2,244,540	2,278,208	2,312,382	2,347,067	2,382,273	2,418,007	2,454,278	2,491,092	2,528,458	2,566,385	2,604,881	2,643,954
Other Operating Expenses (Not Covered by Operating Agreement)		30,672	65,300	31,132	31,599	32,073	32,554	33,042	33,538	34,041	34,552	35,070	35,596	36,130	36,672	37,222	37,780	38,347	38,922	39,506	40,099
Operating Costs for 2nd Shelter		-	-	-	-	2,385,250	2,421,029	2,457,344	2,494,204	2,531,617	2,569,592	2,608,136	2,647,258	2,686,966	2,727,271	2,768,180	2,809,703	2,851,848	2,894,626	2,938,045	2,982,116
Capital/Development Costs		476,568	6,786,000	3,000,000	6,801,000	5,108,000	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Reserves		-	13,648,000	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Debt Service Costs		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total Expenditures		2,632,489	22,571,300	5,188,260	9,022,084	9,747,650	4,709,245	4,779,883	4,851,582	4,924,355	4,998,221	5,073,194	5,149,292	5,226,531	5,304,929	5,384,503	5,465,271	5,547,250	5,630,459	5,714,915	5,800,639
Revenue Less Expenditures		19,038,562	-	(1,327,186)	(4,974,456)	(5,512,941)	(278,451)	(129,500)	30,421	200,848	382,343	576,498	783,934	1,004,306	1,239,300	1,488,638	1,754,077	2,035,415	2,335,490	2,653,180	2,990,412
Carryover/Reserve		19,038,562	-	17,711,376	12,736,920	7,223,978	6,945,528	6,816,028	6,846,450	7,047,298	7,429,640	8,006,138	8,790,072	9,794,378	11,033,678	12,522,316	14,276,393	16,311,808	18,647,298	21,300,479	24,290,890

Option 1 - no change; third shelter opens in FY 2035-36			
No additional services			
Construction Cost (2016 dollars)	16,000,000		
Operating Cost (2016 dollars)	2,300,000		
Fund Balance			
		1,500,000	5,000,000
		7,000,000	
		17,147,298	14,800,479
		10,790,890	

Option 2 - Alternative use of funds capped at \$750K; third shelter opens in FY2039-40	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000
Construction Cost (2016 dollars)	16,000,000																
Operating Cost (2016 dollars)	2,300,000																
Fund Balance	11,986,920	5,723,978	4,695,528	3,816,028	3,096,450	2,547,298	2,179,640	2,006,138	2,040,072	2,294,378	2,783,678	3,522,316	4,526,393	5,811,808	7,397,298	9,300,479	11,540,890

Assumptions for Columns Marked Estimates

Personnel / Operating Cost Growth	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%
Construction Cost Growth	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%
Construction Cost	16,160,000	16,321,600	16,484,816	16,649,664	16,816,161	16,984,322	17,154,166	17,325,707	17,498,964	17,673,954	17,850,694	18,029,200	18,209,492	18,391,587	18,575,503	18,761,258	18,948,871	19,138,360
Operating Cost	2,334,500	2,334,500	2,369,518	2,405,060	2,441,136	2,477,753	2,514,920	2,552,643	2,590,933	2,629,797	2,669,244	2,709,283	2,749,922	2,791,171	2,833,038	2,875,534	2,918,667	2,962,447

Attachment 4
Food and Beverage Tax
15% Domestic Violence Services
Long Term Revenue and Expenditure Estimates

	Years	19	20	21	22	23	24	25	26	27
		2035-36	2036-37	2037-38	2038-39	2039-40	2040-41	2041-42	2042-43	2043-44
		Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates	Estimates
Estimated Food and Beverage Collection		64,363,531	67,581,708	70,960,793	74,508,833	78,234,275	82,145,989	86,253,288	90,565,952	95,094,250
Estimated Revenue for Budgeting Purposes		61,145,355	64,202,623	67,412,754	70,783,391	74,322,561	78,038,689	81,940,624	86,037,655	90,339,537
	15%	9,171,803	9,630,393	10,111,913	10,617,509	11,148,384	11,705,803	12,291,094	12,905,648	13,550,931
Beginning Trust Fund Balance From Prior Year		24,290,890	27,639,045	31,365,475	35,493,785	40,047,707	45,052,155	50,533,288	56,518,572	63,037,843
Revenue										
Annual F&B Tax Revenue for DVOB		9,171,803	9,630,393	10,111,913	10,617,509	11,148,384	11,705,803	12,291,094	12,905,648	13,550,931
Annual Interest Income		64,000	72,000	82,000	93,000	105,000	118,000	132,000	148,000	165,000
Total Current Year Revenues		9,235,803	9,702,393	10,193,913	10,710,509	11,253,384	11,823,803	12,423,094	13,053,648	13,715,931
Total Funding Availability		33,526,694	37,341,438	41,559,388	46,204,294	51,301,091	56,875,958	62,956,382	69,572,220	76,753,774
Expenditures										
Personnel Costs, includes fringes		136,487	138,535	140,613	142,722	144,863	147,036	149,241	151,480	153,752
Operating Costs Shelter 1 (The Lodge)		2,683,613	2,723,867	2,764,725	2,806,196	2,848,289	2,891,014	2,934,379	2,978,395	3,023,070
Other Operating Expenses (Not Covered by Operating Agreement)		40,700	41,311	41,930	42,559	43,198	43,846	44,503	45,171	45,849
Operating Costs for 2nd Shelter		3,026,848	3,072,250	3,118,334	3,165,109	3,212,586	3,260,775	3,309,686	3,359,332	3,409,722
Capital/Development Costs		-	-	-	-	-	-	-	-	-
Reserves										
Debt Service Costs		-	-	-	-	-	-	-	-	-
Total Expenditures		5,887,649	5,975,963	6,065,603	6,156,587	6,248,936	6,342,670	6,437,810	6,534,377	6,632,393
Revenue Less Expenditures		3,348,154	3,726,430	4,128,310	4,553,922	5,004,448	5,481,134	5,985,284	6,519,271	7,083,538
Carryover/Reserve		27,639,045	31,365,475	35,493,785	40,047,707	45,052,155	50,533,288	56,518,572	63,037,843	70,121,381
Option 1 - no change; third shelter opens in FY 2035										
No additional services										
Construction Cost (2016 dollars)		5,500,000								
Operating Cost (2016 dollars)		3,006,883	3,051,987	3,097,767	3,144,233	3,191,397	3,239,267	3,287,856	3,337,174	3,387,232
Fund Balance		5,632,161	6,306,604	7,337,148	8,746,837	10,559,889	12,801,755	15,499,182	18,681,279	22,377,585
Option 2 - Alternative use of funds capped at \$750,000		750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000	750,000
Construction Cost (2016 dollars)			1,500,000	5,000,000	8,000,000	5,500,000				
Operating Cost (2016 dollars)						1,595,698	3,239,267	3,287,856	3,337,174	3,387,232
Fund Balance		14,139,045	15,615,475	13,993,785	9,797,707	6,956,457	8,448,323	10,395,750	12,827,847	15,774,153
Assumptions for Columns Marked Estimates										
Personnel / Operating Cost Growth		1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%	1.50%
Construction Cost Growth		1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%
Construction Cost		19,329,743	19,523,041	19,718,271	19,915,454	20,114,608	20,315,754	20,518,912	20,724,101	20,931,342
Operating Cost		3,006,883	3,051,987	3,097,767	3,144,233	3,191,397	3,239,267	3,287,856	3,337,174	3,387,232