NON-HOMELESS SPECIAL NEEDS

NON-HOMELESS SPECIAL NEEDS

Non-Homeless Special Needs (91.220(c) and (e))

1. *Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.*

2. *Describe how federal, state, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.*

Non-Homeless Special Needs Objectives

Special needs for non-homeless populations are set forth in the City's 2010 Consolidated Plan Five Year Strategy. The populations indicated in Table 1B of the Strategy include elderly, frail elderly, those with severe mental illness, developmental disabilities, physical disabilities, persons with alcohol or other drug addictions, and persons with HIV/AIDS.

The following table outlines the specific accomplishment goals that the City of St. Louis plans to achieve through projects supported during the 2014 Program Year.

Table 8. HOPWA 2014 Accomplishment Goals

ACTIVITY	ACCOMPLISHMENT UNITS	GOAL	NON-HOMELESS POPULATION	SOURCE OF FUNDS
Senior Services	01-People	945	Elderly, Frail-Elderly	Federal, State, Grantee, Local
Supportive Service	01-Households	208	HIV/AIDS	HOPWA
Tenant based rental assistance	04-Households	168	HIV/AIDS	HOPWA, Other Federal
Short term rent mortgage utility payments	04-Households	110	HIV/AIDS	HOPWA
Housing Information Services	04-Households	900	HIV/AIDS	HOPWA
Facility based housing-operations	04-Households	40	HIV/AIDS	HOPWA

A more detailed enumeration of specific priorities is described below.

Elderly

The St. Louis Area Agency on Aging (SLAAA), provides a comprehensive system of community based services designed to assist elderly citizens to live independently in their homes and community. Seniors represent 16% of the City's population and 17% live below the poverty level.

The home delivered meals component of the SLAAA program is intended to allow seniors to maintain their independence as much as possible and avoid the need for institutionalization before it is absolutely necessary. Toward this end, the SLAAA program provides hot nutritious lunch meals five days per week to homebound frail elderly and other eligible persons with disabilities unable to attend a congregate meal site. The City's Recreation program also offers seniors an opportunity to participate in a wide variety of recreational activities including social gatherings, craft classes, water aerobics, bingo, walking programs, dances, field trips, and special events.

HIV/AIDS

Housing assistance continues to be identified as one of the greatest areas of need for individuals living with HIV and AIDS. The Department of Health's Center for HIV, STD and Hepatitis Services will coordinate HOPWA grant funds with Ryan White Part A funding to provide a continuum of housing opportunities and supportive services for low-income individuals and families living with HIV/AIDS. HIV/AIDS service agencies presently providing housing services will receive funding to continue existing programs and to provide new services that address gaps and barriers identified in needs assessment and focus group discussions. See HOPWA section for a detailed description of planned activities.

Non-Homeless Special Needs Resources

Funding amounts necessary to address the unmet needs for special needs subpopulations are staggering, estimated at $1,674,500,000. Obviously, the City does not have the resources necessary to address all these needs. For the most part, the City will utilize HUD grants, general revenue, and other funding sources to carry out activities addressing the needs of non-homeless populations to the extent possible.

Housing Opportunities for Persons with AIDS

1. *Provide a brief description of the organization, the area of service, the name of the program contacts, and a broad overview of the range/ type of housing activities to be done during the next year.*

2. *Report on the actions taken during the year that addressed the special needs of persons who are not homeless but require supportive housing, and assistance for persons who are homeless.*

3. *Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of actual outputs and outcomes to proposed goals and progress made on the other planned actions indicated in the strategic and action plans. The*

evaluation can address any related program adjustments or future plans.

4. *Report on annual HOPWA output goals for the number of households assisted during the year in: (1) short-term rent, mortgage, and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness, and improved access to care.*

5. *Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.*

6. *Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved consolidated plan.*

7. *Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.*

8. *Describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.*

9. *Note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.*

Overview of HOPWA Organization

The City of St. Louis is the recipient of Housing Opportunities for Persons Living with AIDS (HOPWA) funds for the St. Louis EMSA. Formula funds are awarded to the Community Development Administration within the City of St. Louis and administered by the Grants Administration section within the Department of Health. The St. Louis EMSA is a bi-jurisdictional region that straddles Missouri and Illinois. The EMSA consists of seven counties in Missouri (St. Louis City, St. Louis County, St. Charles, Franklin, Jefferson, Washington and Warren) and eight counties in Illinois (St. Clair County, Madison, Clinton, Jersey, Bond, Calhoun, Macoupin and Monroe).

During FY 2012, the St. Louis Eligible Metropolitan Statistical Area (EMSA) contracted with two project sponsors to provide a variety of housing services including facility-based housing, short-term rent, mortgage and utility assistance, tenant based housing assistance, housing information, and case management. The two project sponsors and a description of the range of their respective services are as follows:

Project Sponsor:

Interfaith Residence dba Doorways

Zip Codes for Primary Areas of planned activities:

63101-63128, 62001-62208, 62220-62226, 62231-62236, and 62269

Amounts Committed to that Sponsor:

$1,062,964 in CY2012

Categories Funded:

TBRA, STRMU, Supportive Services (Housing Information)

Faith-Based and/or Grassroots Organization:

N/A

Agency Background:

Founded in 1988 as an interfaith-sponsored organization, Doorways is the only regional organization whose mission has been solely focused on the provision of housing to people living with HIV/AIDS (PLWH/A). Doorways operates 155 supportive living units, including 36 with 24-hour medication, nursing, and nutritional care. Doorways' programs operate in both the Missouri and Illinois counties of the eligible metropolitan statistical area (EMSA) and include short-term rental and mortgage subsidies, tenant-based rental subsidies, facility-based operations, housing information, and case management. This range of services enables Doorways to provide the most appropriate housing and levels of care to achieve the best possible health outcomes of its clients.

Doorways is the largest AIDS-service organization in the bi-state metropolitan St. Louis region. Doorways currently operates four different housing programs for PLWH/A in Missouri and Illinois. The Own Home Program received support from Doorways' HOPWA agreement with the City of St. Louis in 2012.

1) The **Own Home Program** utilizes the bulk of funds provided through the HOPWA agreement. The program provides over $1.4 million per year in rent, mortgage, utility, and move-in subsidies on behalf of people who are homeless or might otherwise become homeless. The program also provides temporary, emergency housing for clients who are currently homeless while they transition to permanent housing solutions. Payments are made directly to property owners and utility companies. Through the program's Clearinghouse component, staff recruit new landlords, maintain lists of approved rental units, and provide placement assistance and outreach to all HIV-affected individuals and their families. The Own Home Program provides housing assistance to PLWA throughout the EMSA.

2) The **Residential Program** currently operates six apartment buildings in St. Louis City, each developed and managed by Doorways for individuals and families living with HIV/AIDS who are capable of independent living but whose financial and health issues limit their ability to pay fair market rent. The Residential Program offers 99 units overall, and includes a Family Residential Complex and one 11-unit building designated as permanent supportive housing for people with disabilities.

3) Doorways' **Supportive Housing Facility** (DSHF) provides housing for those with advanced AIDS or acute conditions that have resulted from or co-occurred with

HIV/AIDS, clients who cannot live without assistance and would otherwise be homeless or unnecessarily hospitalized. The program's fully accessible three-story building offers 36 private rooms with baths, 24-hour supervision and nursing care, and a full meal plan to residents. Through a service partnership with SSM Home Care, DSHF staff includes both registered nurses and certified nursing assistants. Transportation for healthcare, social or behavioral health services is provided. As advances in treatment have occurred, many clients have been able to return from DSHF to independent life (76% last year).

4) Doorways' **Next Step/Out State Program** engages HIV/AIDS service providers and other community-based organizations in an effort to develop housing options for those affected by HIV/AIDS who live in rural and underserved communities. This project, renewed for HOPWA SPNS funding in 2007, has contracted with two partners in Missouri and another two in Illinois to increase housing options for PLWA. Through the provision of technical assistance and administrative support, the **Next Step/Out State Program** serves clients in 62 rural Missouri counties and another 55 counties in southwest Illinois.

Project Sponsor:
Peter and Paul Community Services

Zip Codes for Primary Areas of planned activities:
63104, 63118

Amounts Committed to that Sponsor:
$290,055 in CY2012

Categories Funded:
Facility-Based Housing, Supportive Services (Case Management)

Faith-Based and/or Grassroots Organization:
N/A

Agency Background:
Peter and Paul Community Services is an agency committed to providing housing and supportive services to persons who are homeless, especially those living with mental illness and HIV/AIDS. This agency utilizes HOPWA facility-based operation funds to support transitional housing activities within the agency. The Positive Directions transitional housing program is a 20-bed program that provides up to two years of transitional housing and a savings program assisting HIV-infected homeless individuals in setting goals, learning living skills and establishing a regular income and savings plan, with the goal of moving into independent living. These services are particularly targeted to individuals with multiple diagnoses of mental illness and/or substance abuse along with HIV infection. The goal of Positive Directions is to promote the improved physical and mental health of clients, help clients secure and sustain permanent, independent housing, and to avoid both a need for return to the streets or re-hospitalization.

Actions Planned for Program Year 2014

HOPWA funds are used to support tenant based rental assistance, short-term rent, mortgage and utility assistance, facility based housing, supportive services (case management) and housing information services throughout the St. Louis EMSA.

Evaluation of Specific Objectives from 2012

The St. Louis EMSA HOPWA program served a total of 426 unduplicated households with housing assistance during Program Year 3. Additionally, 376 households were provided with supportive services (case management) in conjunction with both facility-based and TBRA housing activities. 1,275 households received housing information services. Service goals were exceeded for STRMU, Housing Information Services, and Supportive Services.

Housing assistance activities were largely successful in stabilizing clients: 91% of clients who left the TBRA program during 2012 obtained stable housing upon exit, as did 79% of clients leaving the facility-based program and 73% of the departing STRMU clients. However, these percentages represent a decrease from the outcomes achieved in PY2 (especially for the STRMU program). This decrease is ascribed to the barriers detailed in Section c.

For PY3, the St. Louis HOPWA program expected to serve 168 households with TBRA assistance, but fell short at 155. The facility-based housing program expected to serve 50 households, but was only able to serve 43. The shortfall in the number of clients receiving TBRA and facility-based housing assistance was due to longer average stays in the program compared to previous years. Longer stays were based on multiple factors, including high client acuities and a stagnant economy that made it difficult for clients to secure adequate income. For the next program year, case management staff working with both TBRA and transitional housing clients will continue to emphasize helping clients obtain income sources and learn good budgeting to increase self-sufficiency, as well as locating and building more partnerships to increase non-HOPWA funded permanent housing options to facilitate clients moving out of the program.

Report on Annual Output Goals from 2012

The table below shows the actual performance in FY 2012 compared to the goals set. As mentioned above, goals were exceeded in all categories except Facility-Based. This was due to the fact that the expected output for Program Year 2 was estimated high compared to the amount of funding. Households were not able to exit the program as quickly as anticipated, due to challenges with acquiring stable employment, including obtaining skills training, as well as a greater number of program participants requiring treatment for additional issues, such as mental health and/or substance abuse. This resulted in the lower number of households served during the year. Client demand continues to be steady, and clients continue to seek other resources outside of the Facility-Based Housing and Supportive Services (Case Management), but do heavily rely on these services to maintain daily living. An increase in STRMU was due to more households needing assistance to overcome temporary crises and maintain their current living situation; the majority of services provided were for Short-term Rent, as well as Utility Assistance. The region experienced unseasonably warm temperatures and several days of heat

temperatures in the 100s, which contributed to higher utility usages.

Table 9. FY 2012 Performance

Activity	Goal	FY 2012 Actual
Tenant Based Rental Assistance	168	155
Short-term Rent/Mortgage/Utility Assistance	90	238
Facility Based Operations	50	43
Supportive Services (case management)	218	376
Housing Information	600	1,275

Agency-specific accomplishments are described below.

During Program Year 3, Doorways utilized $1,062,964 in HOPWA resources to provide services over 1,000 distinct households. Three hundred and thirty-three households received direct housing support, including 155 in the TBRA program and an additional 238 receiving STRMU support. One thousand two-hundred and seventy-five persons received HOPWA-funded housing information, resource and referral services. Housing assistance activities were successful in stabilizing clients: 91% of clients who left the TBRA program during 2011 obtained stable housing upon exit, as did 73% of the departing STRMU clients.

Peter and Paul's Positive Directions served 43 households with HOPWA funding during 2012, an increase from 2011. One hundred fifty-seven thousand five hundred and seventy dollars ($157,570) was spent on facility-based transitional housing; $132,485 funded case management. The shortfall in the number of clients receiving transitional housing is directly related to the background history of clients being served. Many had prior felony convictions, and over 75% reported active drug or alcohol addiction. Additionally, clients were experiencing lack of monetary resources due to longer waiting lists and stricter standards which have led to fewer approvals for SSI/SSDI. As previously stated, economic stagnation and continued high unemployment made it extremely difficult for clients to obtain skills trainings, as well as consistent paid work. Nevertheless, the program was successful in stabilizing many of these individuals: 79% of clients leaving the facility-based program obtained stable housing upon exit.

Annual HOPWA Output Goals for 2014

Table 10. HOPWA Anticipated Accomplishments

Activity	FY 2014
Tenant Based Rental Assistance	168
Short-term Rent/Mortgage/Utility	110
Facility Based Operations	40
Supportive Services (case management)	208
Housing Information	900

In FY14, services are anticipated to be funded at a relatively similar rate which should allow the housing providers to serve a comparable number of clients. That being said, if funding is

significantly decreased, the actual number of clients served would be expected to fall in line with the funding available.

Resources Leveraged from Other Public and Private Resources

Housing providers seek grants and match funding and leveraged funds from federal, state and local sources as part of its comprehensive strategy to provide additional housing resources for PLWH. For example, in 2012 the providers received grants, matching funds and leveraged funds totaling $1,468,777 to provide housing assistance and supportive services and other non-direct housing costs.

The St. Louis HOPWA Program Administrator and its project sponsors are key participants in the local Ryan White jurisdiction. Ryan White Part A resources are allocated to provide emergency housing and short-term rent assistance to help clients gain or maintain housing stability. In 2012, over $248,000 in Ryan White funds were utilized by Doorways for emergency housing and short-term rent to complement HOPWA funding. Emergency housing assistance is available up to 60 days for clients who need temporary housing to prevent homelessness or during transitional periods between permanent housing. These resources are critical to the housing services delivery system as they act as a "bridge" to stable housing and are immediately available to combat homelessness. Through the centralized Ryan White Part A case management system, eligible HOPWA clients have access to the AIDS Drug Assistance Program (ADAP) and other social and support services available to improve health outcomes and quality of life. Ryan White case managers are the prime referral source for HOPWA housing services.

Geographic Distribution of Funds

The St. Louis EMSA HOPWA program continues with its efforts to provide parity of services across jurisdictional boundaries. Historically, ensuring parity of services across Missouri and Illinois has been challenging. However, utilizing a single provider for both states to deliver tenant-based rental assistance as well as emergency and short-term rental, mortgage, and utility assistance facilitates equal access to services, equitable distribution of resources, and the opportunity to leverage resources available in the Missouri portion of the EMSA that are not available in the Illinois portion of the EMSA.

Efforts are made to dedicate a proportionate share of HOPWA funds across the Missouri and Illinois portions of the EMSA. In the most recent epidemiological profile, approximately 85% of the HIV/AIDS epidemic in the EMSA was in the Missouri counties. In FY 2012, expenditures for the Illinois counties of the EMSA were as follows: tenant-based rental assistance (20%), short-term rent/mortgage/utility assistance (17%), and housing information (7%).

Barriers:

In FY 2012 and FY 2013, several key barriers were identified in the St. Louis EMSA:

A. Lack of Affordable Housing/Long Waiting Lists – One barrier for clients is the shortage of affordable housing in the St. Louis region, especially in urban areas where

most services and public transportation are located. This shortage means a greater number of people seeking long-term rental assistance. As a result, the waiting list for the TBRA program has continued to grow. As of September 2013, over 200 clients had been placed on the TBRA waiting list. While Doorways conducts regular outreach to waiting list members to offer information about other housing resources and remove those who have managed to find alternative housing on their own, the list remains large. It is clear that need for ongoing rental assistance continues to exceed the demand, due to entrenched socio-economic disparities and insufficient low-cost housing. At the same time, despite weatherization efforts and utility assistance programs, many clients continue to face high utility costs in the summer and winter, which contribute to housing instability.

B. Unemployment/Lack of Income – Poor economic conditions in recent years have continued to make it difficult for households served with HOPWA to obtain stable income and establish self-sufficiency and permanent housing. Unemployment is also disproportionately high among minorities, persons with a history of substance abuse, incarceration or mental illness, and persons with HIV/AIDS. Combined with the shortage of affordable housing mentioned above, this environment has made it more challenging to transition individuals from TBRA to independent housing. Households also have greater need to utilize STRMU funds, rather than being able to stabilize after one instance of limited assistance. Doorways has worked to address this challenge by adding a case manager within the previous program year. This position focuses on working specifically with TBRA clients to engage in more intensive housing plans and improve clients' ability to transition into other permanent housing options.

C. Reduced Ryan White Funding – An additional barrier identified for the future is the expected reduction of Ryan White funds available for housing services. In FY 2012, $219,379 had been allocated, which is somewhat higher than in previous years, but still below historical levels. The smaller amount of Ryan White funding means that emergency housing services will receive priority. While emergency housing is crucial in the continuum of housing services provided to PLWHA, amounts of Ryan White funding available to complement HOPWA activities by providing short-term rent assistance are likely to be minimal.

Expected Trends

As has been established for some time, the amount of funding available to support housing services in this EMSA is not sufficient to ensure housing stability among a known group of existing clients, much less to meet the estimated need in this service region. People living with HIV/AIDS who are in need of on-going rental assistance and support in order to achieve housing stability and improved access to care continues to grow. Moving forward, and in an economic climate in which income and employment gains among the poor are expected to stagnate at best, all efforts should be made to increase the level of funding provided for housing services to this target population. Recent research findings confirm a structural link between stable housing, health outcomes, and healthcare costs among people living with HIV/AIDS. The dedication of

public resources should be informed by these findings.

Additionally, as had been recommended through Technical Assistance received from HUD, the TBRA program at Doorways will institute a moratorium on its current wait list. This moratorium will allow for re-assessments to occur with all clients currently on the wait list so that the list may be pared down to those most in need. An acuity comprised of several factors has been created in partnership with Doorways to assist in their assessment efforts. This acuity will aid in the TBRA program wait list being segmented into three need-specific tiers that will assist the project sponsor in serving those with the greatest needs first.

Major changes to healthcare for individuals living with HIV/AIDS are anticipated in Program Years 4 and 5 due to the implementation of the Affordable Care Act (ACA). While the ACA is expected to increase access to health services and insurance options for PLWH/A, it will be challenging for HIV positive persons to navigate the new healthcare landscape, and manage application and eligibility documentation for insurance services while facing unstable housing. The DOH and its project sponsors will continue to work even more closely with collaborative partners, including other HUD-funded and Ryan White-funded agencies, to develop strategies for helping clients navigate their medical care and insurance, identifying other housing resources, and leveraging funds to meet identified housing and support service needs.

Evaluations/Studies/Assessments to be Conducted

No plans for FY 2014.

Specific HOPWA Objectives

1. *Describe how federal, state, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the Action Plan.*

Program Year 5 Action Plan "Specific HOPWA Objectives" Response:

Federal, state, and local public and private resources that are expected to be available in Program Year 5 will be utilized in accordance with the Consolidated Plan commensurate to identified need and housing services gaps.

Currently, approximately $1.5 million is spent annually on housing related services in the St. Louis EMSA for persons living with HIV/AIDS. This includes both HOPWA and other federal sources. In addition to the direct housing services and supportive services provided by HOPWA, Ryan White Part A resources are allocated to provide emergency housing for up to 60 days for clients who need temporary housing to prevent homelessness or during transitional periods between permanent housing. These resources are critical to the housing services delivery system as they act as a "bridge" to stable housing and are immediately available to combat homelessness. Through the centralized Ryan White Part A case management system, HOPWA clients have access to the AIDS Drug Assistance Program (ADAP) and other social and support services available to improve health outcomes and quality of life. Ryan White case managers are

the prime referral source for HOPWA housing services.

HOPWA agencies also utilize state, local, and private resources such as Missouri Housing Development funds, Affordable Housing Trust Fund dollars, and Dollar More (utility assistance) to provide additional emergency, rental, and utility assistance. However, it is important to note that these resources have been significantly reduced in recent years due to economic pressures at the state and local levels. Due to rising medical care and medication costs, Ryan White Part A funds for supportive services, which include emergency housing and short-term rent assistance, have also been reduced in an effort to cover the higher prioritized core medical service categories.