



# MOVING FORWARD

*policies, plans & strategies for Ending & Preventing Chronic Homelessness*

**CITY of ST. LOUIS**  
2012

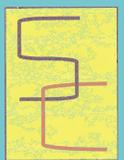
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## **ACKNOWLEDGMENTS**

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*We are grateful to the St. Louis Mental Health Board and consultant Fred Spannaus for the “Strategic Responses to Homelessness” project which led to this compilation. This project was aimed at strengthening the City’s response to homelessness in the context of new federal legislation. It consisted of a series of research activities, interviews, strategic planning sessions, community forums, and white papers conducted over a six-month period in 2012.*

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Preventing Chronic Homelessness*

**CITY *of* ST. LOUIS**  
2012

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A growing number of North American cities are faced with homeless encampments, often referred to as “tent cities.” But there is little research to guide municipalities as they seek to end encampments and relocate residents to housing. When the City of St. Louis sought to develop a proactive response to a string of homeless encampments on the Mississippi River, City officials and staff faced questions of policy, procedure and best practices; yet they found few examples from other cities.

When the encampments formed, the City of St. Louis initially agreed to allow their existence as long as conditions did not threaten inhabitants’ safety. However, nearly two years after the first encampment was established, a series of violent crimes, fires, police calls, and safety hazards caused the City to act. A preliminary response was launched in the fall of 2011, resulting in more than half of the residents relocating, but the site was not closed. As others migrated to the site and crime persisted, it became apparent that a more careful plan was needed to close the camps permanently and successfully house the residents.

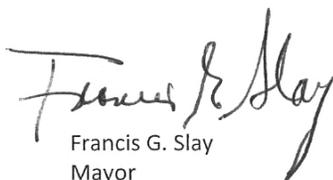
The City Department of Human Services then engaged in extensive planning with key stakeholders, including additional city agencies, community partners, non-profits, housing providers, law enforcement, faith-based groups, a knowledgeable consultant, and the encampment population. As a result, a plan to close the riverfront encampments and relocate residents to stable housing was devised and implemented in the spring of 2012.

The City’s approach rested on four key strategies: (1) building meaningful relationships with encampment residents based on trust and transparency; (2) incorporating ideas and services from key stakeholders (especially persons within the camps); (3) addressing barriers to housing; and (4) instituting firm deadlines and upholding expectations outlined by the City.

We confidently attest that these strategies were instrumental in rehousing 90% of the encampment residents in little over a month after the encampments closed in May of 2012. This document outlines how each of these strategies played a role with daily in-person contact between City staff and residents, and the development of the innovative Transition-in-Place program. This housing initiative adopted a person-first approach by acknowledging and providing for each individual’s needs — maintaining relationships within the encampment community and securing housing where pets were accepted. This report describes the timetable for action steps, provides examples of respectful yet firm communications between the City and the encampment population, and includes analysis and feedback from stakeholders.

The closing of the riverfront encampments and the relocation of 64 homeless persons required thoughtful and creative solutions from representatives at nearly every level of the community. In the end, attention to detail, clear communication and, above all, sensitivity to the needs and well-being of the encampment population contributed immeasurably to the peaceful closure. While the process undertaken by the City of St. Louis was certainly not without flaws, we hope that the following can serve as a template for other cities as they respond to homeless encampments and continue the mission to prevent and end chronic homelessness.

Sincerely,

  
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Mayor

  
William F. Siedhoff, MSW, LCSW  
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**UPDATE**  
*Ten Year Plan to End Chronic Homelessness*

# *Introduction*

**T**he City of St. Louis is on the cusp of virtually eliminating chronic homelessness. The number of chronically homeless persons has declined as housing and other resources have come on line over the past eight years. We now believe that innovative approaches to housing and service provision will result in stable housing being available to every chronically homeless person in the City of St. Louis by 2015. Beyond that date, system-wide improvements in engagement, assessment, case management, and data management will make it possible for the City of St. Louis to prevent today's at-risk person from becoming tomorrow's chronically homeless person.

In 2005 the City of St. Louis and St. Louis County jointly adopted a Ten-Year Plan to End Chronic Homelessness. In 2010, the City of St. Louis and its Continuum of Care issued a Five-Year update, documenting significant progress toward ending chronic homelessness. This report demonstrates further progress and describes how the City of St. Louis will utilize the HEARTH Act and other changes to complete the plan in the next three years.

## **The Numbers**

Since 2005, the number of chronically homeless persons in St. Louis has decreased markedly. Although the total count of homeless has increased slightly from 1,485 to 1,506, the chronically homeless population has become smaller over time. The numbers have varied, but the census of chronically homeless persons was at its highest in 2005 with 210 persons, and was down to 136 in both 2011 and 2012, a decrease of 35%.<sup>1</sup> Of the 136 chronically homeless persons counted in 2012, 97 were temporarily housed in emergency shelters, and only 39 were unsheltered — living on the streets, in vehicles, abandoned buildings and other places unfit for habitation.

As a percentage of the total homeless population, the proportion of chronically homeless has dropped from 14% to 9%. This progress occurred despite a major change in the federal definition in 2010 to include families in the “chronically homeless” category. Previously only single, unattached adults were considered chronically homeless. This progress also took place during a period of severe economic decline and high unemployment. Chart 1 shows the total number of homeless persons and the number of chronically homeless persons from the annual Point-in-Time counts taken in late January, starting in 2005.

## **The Models**

This progress is evidence of the foresight of the 2005 Ten-Year Plan, which called for the adoption of two models: Housing First and Assertive Community Treatment (ACT). The Housing First approach calls for prompt placement of homeless persons into permanent housing, accompanied by an appropriate level of services. This compares to the traditional step-by-step system of emergency shelters and transitional housing. The ACT model is rooted in outreach and engagement along

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<sup>1</sup> Low counts in 2006 of total homeless and chronically homeless suggest that this may have been an undercount in both categories.

with aggressive development of supportive housing units.

### Housing Slots

As anticipated in the 2005 plan, the total number of permanent supportive housing slots for the homeless increased dramatically, from 750 beds in 2005 to 1,403 in 2012. Another 55 beds were under development in 2012, bringing the total to 1,458. This represents nearly a twofold increase in all beds for the homeless.

While most of these slots are, at least in theory, available to chronically homeless persons, some beds are designated specifically for the chronically homeless. These are referred to as “CH beds.” From 2005 to 2012, the number of CH beds jumped twelvefold, from 20 to 240, with another 30 under development.

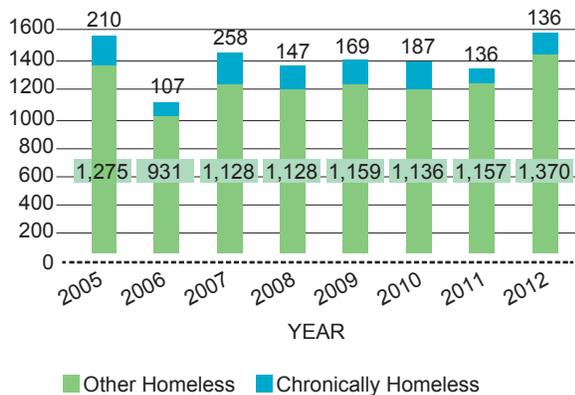
Chart 2 displays the availability of permanent supportive housing beds and CH beds. It shows that the number of CH beds was 9% of the total supply in 2005 and 14% of the supply in 2012.

Even more compelling, there are beds for every chronically homeless person in St. Louis. As of the January 2012 Point-in-Time count, the Continuum of Care had 170 empty transitional and permanent housing beds, distributed as follows:

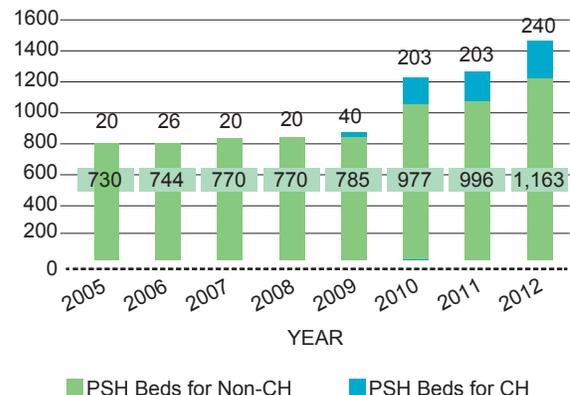
<b>Transitional Housing beds</b>	<b>101</b>
<b>Permanent Supportive Housing beds</b>	<b>69</b>

The 69 vacant beds in permanent housing units could have easily absorbed the 39 “unsheltered” chronically homeless persons. In other words, there was a permanent bed available for every chronically homeless person who was on the streets, with 30 beds to spare. The 97 chronically homeless living in emergency shelters could have been housed with the 101 open transitional housing beds and the 30 “left-over” permanent units.

**Chart 1.**  
Homeless and Chronically Homeless Population-Point in Time



**Chart 2.**  
Permanent Supportive Housing Beds Population



Some projects restrict their use for special populations, such as veterans, people living with HIV/

AIDS, or domestic violence survivors. Thus, not every vacant bed is open to every chronically homeless person. However, some chronically homeless persons fit into each special population category, and they would be eligible for restricted beds. The challenge is matching persons with beds, and making sure that the beds are in appropriate projects. This report summarizes the City's plan for getting persons into stable permanent housing.

## The Need

Chronically homeless persons often face substantial barriers that make them much more difficult to reach, serve, and house than other homeless populations. The federal Interagency Council on Homelessness (ICH) estimates that, although they make up about 10% of all homeless persons, the chronically homeless consume more than half of all resources directed at homelessness such as health care, law enforcement, emergency services, and short-term housing. For that reason, ICH encouraged communities to develop Ten-Year Plans, starting in the early 2000's.

Among the barriers faced by many chronic homeless persons are these:

- Alcoholism and other forms of chemical dependency
- Long-term, untreated — or sporadically treated — mental illness
- Comorbid substance abuse disorders and mental illness
- Physical health problems, many related to exposure to the elements, unsanitary conditions, and lack of regular care
- Poor employment backgrounds, lack of education and job skills
- Criminal histories
- Poor credit
- Disconnection and alienation from families and friends

Within the ranks of the long-term homeless, experts distinguish three subgroups, which are not distinct and often overlap:

- Those driven into homelessness primarily by *economic circumstances* such as job loss, bankruptcy, eviction, and foreclosure. Many, if not most, people can endure one of these catastrophic events and still have a place to live. However, if the disasters come in a series, or if they afflict people with weak support mechanisms, they can lead to long-term homelessness. After they become homeless, these persons often develop behavioral disorders due to repeated and excessive trauma.
- Those whose homelessness can be largely traced to pre-existing *behavioral health disorders*, generally substance addictions and/or severe and persistent mental illnesses. The existence and large size of this group are in large measure a direct result of the de-institutionalization movement that started in the 1980's.
- Those without behavioral disorders who *consciously and willfully* choose to live homeless. This is by far the smallest group, and some in the group are motivated by spiritual or political considerations. There is considerable debate in the human services community concerning whether housing or services should ever be forced on this group.

## The Approach

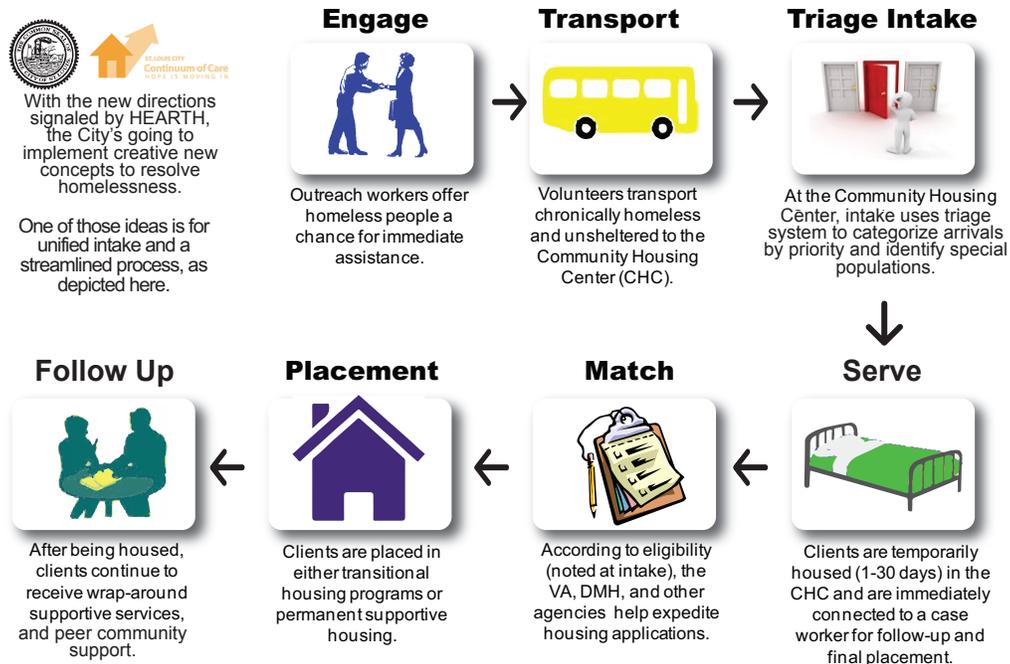
The updated plan to end chronic homelessness in St. Louis addresses the most persistent barriers

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<sup>1</sup> Low counts in 2006 of total homeless and chronically homeless suggest that this may have been an undercount in both categories.

and recognizes the needs and desires of the subgroups. The plan is based on the City's strategic response to the enactment of the federal HEARTH Act, which provides additional flexibility to local communities while stressing the need for evidence-based approaches and data-driven decision making. These methods will use a triage approach, as graphically depicted in Figure 1. This approach is intended to break down barriers caused by behavioral health issues and/or poor encounters with mainstream systems and other systems of care.

**Figure 1.**  
Engagement and Triage System



- **Community Housing Centers** will be located in the City of St. Louis and, it is hoped, throughout the six-county metropolitan area. These Centers will offer friendly, low-demand environments, along with instant access to housing and services. The Centers will welcome and engage chronically homeless persons and develop relationships with them. Mobile teams trained in ACT principles will be attached to the Centers, conducting street-level outreach and screening.

At the Centers, chronically homeless persons will have access to health screening, transportation, case management, and an array of other services. Staff persons will be on hand to assist with application for benefit programs, and classes will be offered in topics such as budgeting and landlord relations. Short-term beds will be available for up to 30 days.

- **A Unified Intake and Assessment System** will reduce bureaucracy and red tape for chronically homeless persons and provider agencies alike. All Continuum of Care (CoC) agencies will employ a common screening tool and enter data into a region-wide HMIS.<sup>2</sup> To alleviate fear and frustrations among chronically homeless persons, consumers will need to provide their basic information only one time. When clients subsequently appear

<sup>2</sup> Homeless Management Information System

at other Centers or agencies, intake workers will access HMIS and instantly view basic data and a history of involvement with the CoC system.

Community Housing Centers will utilize a common assessment tool to identify assets and screen for needs in a wide range of dimensions: trauma, housing, mental health, substance use, education, employment, support systems, and others. This will enable prompt referrals and responses. Once the assessment is completed, it will be entered in HMIS so that other providers can view its findings and respond appropriately.

- **Housing Resources** will be arrayed to quickly move persons into permanent housing with services. Emergency shelters have not proven to be the solution to chronic homelessness. During the closure of the riverfront encampment in 2012, many of the long-term homeless said they would much rather stay on the streets than go to emergency shelters, where most of them had spent at least some time.

Rather than depending on shelters, the Centers will provide short-term beds. These will be used only while persons are being connected with case management and engaged in executing a permanent re-housing plan.

The housing plan will be tailored to individual circumstances and guided by the case plan. The Transition-in-Place (TIP) model that was piloted during the encampment closures will be appropriate for many of the remaining chronically homeless individuals and families in St. Louis. The TIP model provides for decreasing rental subsidies and intensive case management.

Where possible, the tenants do not pay utilities while repairing their credit, and pets are allowed in some units. TIP, unlike traditional programs, also accommodates varied household structures, such as unmarried and same sex couples. For others, especially those with severe behavioral disabilities, an immediate placement in a Shelter Plus Care unit will be the best fit.<sup>3</sup>

- **Case Management and Supportive Services** will be based on a standardized approach employed throughout the St. Louis City Continuum of Care. Each case plan will be customized based on individual circumstances. For example, a woman whose homelessness is largely traceable to job loss will focus on developing employment skills, and she might be assigned to an employment-related project. A man with co-occurring mental illness and substance use disorder will have a behavioral health provider as his primary service agency.

Case management has the best chance of success when clients are stably and permanently housed. For that reason, services and housing will be integrally connected at all phases. Case managers will work closely with landlords and property managers before, during, and after housing placement. This will enable case managers to prevent evictions by intervening before problems escalate.

- An enhanced **data management system** will enable system-wide tracking of chronically homeless persons. For a major city, St. Louis has a relatively small number of chronically homeless persons. This is due to its effective implementation of the 2005 Ten-Year Plan to date. With the small and declining number of chronically homeless in the City, it is realistic to expect the data system to track every chronically homeless person.

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<sup>3</sup> The Shelter Plus Care program will fold into the new CoC Permanent Housing program when projects come up for renewal in 2013. However, the basic program apparatus will remain in place.

A truly integrated HMIS can enhance the final stages of the Ten-Year Plan in several important ways:

- o Having real-time data on housing availability will shorten the time that people are homeless. Because the Centers will have access to HMIS, they will see at a glance which agencies have empty units and their requirements. This will enable prompt matches with appropriate housing.
- o Case plans will follow the client. If a person moves from one provider to another, the new providers will be able to pick up the existing case plan and modify it as needed. This will provide continuity in services to this population.
- o All chronically homeless persons can be entered into the system and tracked as they encounter various housing and service providers. Even prior to conducting a rigorous assessment, CoC providers can enter basic identifying data.
- o The system could identify those at risk of becoming chronically homeless and target them for interventions and services. HMIS will track people across providers and across geographic lines in the region. This will enable the system to identify persons who have been without housing for extended periods of time, or who routinely cycle in and out of homelessness. Housing Centers and their mobile units could then target these individuals for interventions, thus preventing chronic homelessness on the front end.
- o For persons new to the region, HMIS system could “tag” chronic homeless persons at the first point of entry into HMIS, giving planners a real-time count of chronically homeless throughout the year.





**STRATEGY PAPER**  
*Response to the HEARTH Act*



# *Introduction*

**T**he HEARTH Act<sup>1</sup> provides a rare window opportunity for the City of St. Louis. With new directions signaled by HEARTH, the City can implement creative new concepts and resolve homelessness in St. Louis. In the next few years the St. Louis City Continuum of Care can realign its array of homeless programs and develop a transparent data-driven approach, marking St. Louis among the most effective systems in the nation.

The City of St. Louis will create a seamless and consistent system of intake, assessment, housing placement, and service provision, enabling people to secure and retain permanent housing. This system will feature data-driven decision-making, transparency, mutual accountability, partnerships and performance management.

## **Overall Goal**

*The overall goal is to develop a system that will move people quickly from homelessness to housing and surround them with needed support and services so they can sustain stable, decent and affordable housing.* The City intends to drastically reduce homelessness in the City of St. Louis by assisting persons into the most appropriate forms of permanent housing, enabling needed services, and doing so as quickly as possible.

To this end the City and its partners will measure success based on participant outcomes and recognition by HUD. The City will develop tools to gauge the progress based on successful long-term placements in permanent housing. As another measure of accomplishment, St. Louis will seek two designations from HUD. It will apply to be one of the first Unified Funding Agencies in the nation and strive to be cited by HUD as a “High Performing Community.”<sup>2</sup>

The St. Louis response to HEARTH rests on eight pillars:

1. A new network of Community Housing Centers
2. A unified “No Wrong Door” system of intake and assessment
3. Creative use of housing resources with a new Transition-in-Place component
4. Integrated case management and supportive services

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<sup>1</sup> On May 20, 2009, President Obama signed the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009. The HEARTH Act reauthorized the McKinney-Vento Homeless Assistance Act and made substantial changes.

<sup>2</sup> HEARTH provides for two special designations among the nation’s over 500 Continuum of Care (CoC) systems. First, HUD may select certain CoCs as Unified Funding Agencies (UFA), which will distribute funds and monitor all projects within their geographic jurisdictions. With a funding protocol already in place using the City as sole grantee, St. Louis is very well positioned to achieve UFA designation. Second, HUD may designate a small number of CoCs as “High Performing Communities” based on superlative achievements. HUD will not start either designation process until late 2013 at the earliest. This gives St. Louis at least a year to prepare.

5. A citywide system of data collection, management and analysis
6. Transparency and mutual accountability among CoC members
7. Direction of financial resources toward effective responses
8. Partnerships and collaboration

### Community Housing Centers<sup>3</sup>

As the linchpin of the system, we will establish a network of Community Housing Centers. It is hoped that this concept would regionalize throughout the St. Louis metro area, resulting in 10-20 Centers in the city and six nearby counties (St. Louis, St. Charles, Jefferson, and Franklin counties in Missouri, and St. Clair and Madison counties in Illinois).

The Centers will be strategically located in areas frequented by homeless persons and those at imminent risk of homelessness. To the extent possible, the Centers will be situated within facilities that already serve homeless persons and that enjoy high levels of trust from at-risk populations. This may include current shelters, human service agencies, referral offices and others. The City will select targeted areas and designate a public and/or private organization to operate each Center.

The Centers will have 24-hour access, seven days a week. Each Center will have trained staff to perform immediate intake and assessment. Mobile teams will do street-level outreach and screening, and transport persons to Centers. The Centers will not be equipped to handle persons in urgent crises such as suicidal ideation or drug overdose; such persons will be transported to appropriate facilities. Services available at each Center could include some or all of the following:

- Immediate access to housing
- Drop-in socialization and engagement
- Short-term beds (up to 30 days)
- Intensive case management
- Immediate screening and application for benefits through SOAR<sup>4</sup> and state and local agencies
- Health screening
- Transportation
- Peer support
- Classes and workshops in topics such as landlord relations, benefit programs, and financial literacy.

All Centers will operate under common set of basic principles. No one will be required to leave during the day. No one will ever be turned away. Families will not be involuntarily separated regardless of composition.

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<sup>3</sup> This is a temporary name.

<sup>4</sup> SOAR is a joint project of several federal agencies to increase access to SSI and SSDI benefits by streamlining the application process. The acronym stands for SSI/SSDI Outreach, Access and Recovery.

## **No Wrong Door – Unified Intake and Assessment**

Homeless and near-homeless persons in St. Louis will be welcomed regardless where they turn for help. Through HMIS, all members of the homeless network will be able to conduct an initial screening and view prior involvement with the homeless system. In all cases, members of the homeless network will contact a Community Housing Center, and assure that the persons have transportation to the Center either via a mobile unit or through other means. For persons needing urgent housing assistance, any HMIS agency can access real-time information about the availability of short-term beds and take immediate action to get people off the streets, 24 hours a day.

Under this “No Wrong Door” approach, all Community Housing Centers will utilize a common assessment, which will be web-based as part of the HMIS system.<sup>5</sup> Using triage techniques, intake personnel will identify and address critical needs within hours. The assessment will yield an accurate description of housing and other immediate needs as well as determine eligibility for services—HUD-funded and others. Based on assessed needs, trained personnel at each site will identify and recommend immediate resources for housing and other services. This will assure that all persons entering the system are promptly referred to housing and other sources of assistance.

Unified intake and assessment will allow the City to comply with a recent HUD requirement for coordinated intake, while enabling quick and effective responses to those entering into homelessness. The CoC will be asked to research currently available assessment instruments and make recommendations for universal application throughout St. Louis.

## **Creative Use of Housing Resources**

The primary purpose of St. Louis’ re-organized housing component will be to rapidly re-house homeless people into units where they can reside long into the future. To assure fairness, the CoC will need to develop a systematic triage process that will assess all homeless persons for housing based on their needs and goals and direct them to the most appropriate form of housing.

1. Emergency shelters and site-based transitional housing programs will play a limited role in this system. They will be used only for those who cannot immediately be placed in permanent housing. The primary purpose of these programs will be to equip persons to move into appropriate forms of permanent housing as soon as possible. Emergency shelters and site-based transitional housing programs will be evaluated in part based on the percentage of persons placed into permanent housing and the length of their stays in permanent housing. While in shelter or transitional housing, participants must be surrounded by competent service delivery utilizing evidence-based or best practices.
2. St. Louis City is pioneering a creative approach to transitional housing that extends the new national trend towards “*Transition in Place*” (TIP) housing. Other communities are implementing TIP by placing participants in non-site-based transitional units and converting the units to permanent housing upon completion of the transitional stage, so that the participants remain in the same units.

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<sup>5</sup> Homeless Management Information System.

The St. Louis TIP approach, generated during the relocation of Riverfront encampment residents, adds several key elements to the basic TIP approach:

- A 12-month rental assistance program, with 100% rent paid for first three months and subsidies declining by 10% each successive month. Case managers will assess tenants' ability to pay each month during the year.
- Up to 18 months of case management services, with follow-up contacts for an additional 6 months
- Accommodation of all household/family compositions
- Eligibility regardless of disability status
- Use of multi-bedroom units (apartments and homes) to house several single individuals
- Pre-identification and pre-selection of landlords
- Acceptance of pets
- Utilities included in rent when possible or paid temporarily by third parties

This approach directly addresses five issues that often lead to housing failure. Many single individuals, especially those with addictions, are challenged by loneliness and a loss of community when they move into scattered site units. The house-sharing system will address that. Second, some persons refuse housing because the landlord does not allow pets. They prefer to live on the streets with their animal companions. St. Louis' TIP can accommodate pets. Third, some housing providers do not allow nontraditional families such as same-sex or unmarried couples. The St. Louis TIP will welcome all household configurations. Fourth, the TIP program will reach non-disabled populations who cannot be served under existing regulations governing permanent supportive housing. Finally, the program will accommodate persons with past-due utility bills.

The City is funding its initial TIP units with a combination of HUD funds, private funds and local funds.<sup>6</sup> In the future the VA may also become a resource. The City expects that its TIP program will actually cost less and be more effective than current approaches. It is arranging for a professional evaluation to test this theory.

3. Permanent housing and permanent supportive housing resources will coordinate with TIP. TIP providers will work with permanent housing providers to maximize opportunities for persons to obtain permanent rental subsidies. In some cases, a TIP unit—and its occupants—could be absorbed into a permanent supportive housing project when clients become eligible for the permanent housing. In all cases, the providers will be open to creating flexible housing options, knowing that one size does not fit all persons.

Units funded by the former Supportive Housing Program and those funded by the former Shelter Plus Care Program will be supported under the new combined HEARTH leasing component. This may involve adjustments in budgets, but these changes are not expected to have a major impact. As in the past, permanent supportive projects will be assessed based on the retention of housing and participation in HMIS. To address needs of persons

<sup>6</sup> HUD funds include HPRP (Homeless Prevention and Rapid Re-housing Program), and Emergency Solutions Grants.

with poor credit and/or criminal histories, the City will promote the use of sponsor-based units with utilities included in rent.

Participation of owners and property managers is a key to the success of the plan. For this reason, the City and CoC will hold recruitment and orientation sessions for landlords to acquaint them with various housing programs. This will allow case managers to meet prospective landlords and landlords to learn of the array of supportive services available to address tenant issues

## **Integrated Case Management and Supportive Services**

Promptly after participants are assessed, a case manager at the initiating agency will work with them to develop an individual or family case plan complete with time-phased goals and objectives for housing and services. To the extent possible, all case plans will follow a wraparound model of services. Case plans will build on assets and lead to the greatest possible level of self-sufficiency for each household. They will address barriers to housing such as bad credit, unpaid utility bills and criminal histories. Providers will work with utility companies to create reasonable repayment plans so households can re-establish service in their names.

Case plans will be developed at the first level of contact, whether it is a Community Housing Center, a shelter, a transitional housing project or a supportive service agency. Each case plan will include client goals and program exit criteria. The plan will be entered into HMIS, and it will follow the clients as they move from one component to another. If a new agency assumes case management responsibilities for the client, the agency will build on and modify the plan as appropriate, and note the changes in HMIS. This will allow for a seamless transfer of clients and minimize confusion among clients and providers.

Case management will be consistent and follow evidence-based and best practices. The City and the CoC will develop clear expectations for case management services such as these:

Comprehensive case management includes assessment, facilitation, intervention, monitoring, evaluation and advocacy. Assessment and the development of a treatment plan takes approximately 90-120 minutes. The treatment plan is shared with other providers and persons working with the client to provide consistency in services. After the initial assessment and treatment plan development, the provision of case management services, including referrals, activities, and monitoring, should involve weekly contact for one hour on average, with additional daily contacts of 5-10 minutes during initial stages of case management. The frequency of contact may diminish as appropriate based on individual progress and needs. All contacts will be logged in HMIS.

The integrated system-wide service network will include several additional features:

- Participants will be re-assessed at regular intervals (monthly or every six weeks) to determine progress toward individual service and housing goals. A dynamic assessment tool could be used for this process.
- All case management teams will use a trauma-informed care approach.
- Providers will encourage case managers to use technological tools such as listserv, Basecamp and other virtual collaboration products.

- The system will be flexible to respond to emerging needs such as the shortage of temporary child care for those seeking work or in training programs.
- The system will include a Community Companionship model where trained volunteers from faith and community-based organizations can be matched with participants to provide individualized friendship, support and advocacy.

## Data-Driven Decision Making

HEARTH requires that progress be measured against major national performance measures:

- Shorten the duration of homelessness
- Reduce recidivism (re-entry into homelessness)
- Reduce new entries into homelessness
- Maintain or increase income

The City will also gauge progress toward local objectives and priorities, as well as comparing costs and effectiveness across and among projects. All project sponsors, as well as the City's Homeless Services Division, will need access to real-time information in order to manage programs and make valid decisions based on factual data. This will involve changes at three levels:

- At the *program/agency level*, data entry will be timely, accurate and complete. Program managers and agency administrators will need to generate real-time reports to make informed decisions without going through gatekeepers.
- At the *City (HMIS Lead) level*, analysts will generate real-time reports for monitoring, technical assistance and allocation decisions. These reports will be system-wide as well as project-specific.
- At the *vendor/software level*, HMIS will be user friendly, smooth, robust and expandable. Agencies will need to be able to utilize HMIS for case management. Ideally, HMIS would also track draw-downs and spending. It is very desirable to have the ability to import/export data with other client data systems, because many agencies are required to enter identical information into multiple systems.

To move quickly toward data-driven decision making, three steps will take place:

1. With input from the CoC HMIS User Committee, the City will draw up specifications for HMIS software. The City will contract with an HMIS vendor that is able to meet the specifications outlined by CoC member agencies.
2. Again with input from the CoC HMIS User Committee, the City will draft a set of expectations and requirements for HMIS users. This document will address topics such as timeliness, accuracy, and use of data.
3. The City will create and implement a system of graduated incentives and sanctions to enforce compliance with the requirements. Sanctions may include a letter of concern to

the board president, required training, suspension of funds, termination of contracts, and other measures. Incentives may include commendations, letters of appreciation to board presidents, public awards, and other measures.

The expectations, requirements, and menu of sanctions and incentives will be incorporated into HMIS User Agreements, which will be signed by all HMIS users.

## **Transparency and Mutual Accountability**

As the City and providers moves toward data-driven decisions, it is important that the information upon which decisions are based is shared and available. With improved information technology, the City will generate real-time reports.

On a quarterly basis, the City Division of Homeless Services will compile the following reports:

- Performance compared with national and local objectives
- Utilization/occupancy rates
- Spending (draw downs vs. budget)
- HMIS compliance (accuracy, timeliness, completeness)

Each report will contain system-wide data and comparative data for each project. The reports will be distributed before or during CoC meetings, and it is anticipated that the reports will be a regular agenda item. This process will allow all CoC members—and the general public—to assess the performance of the CoC system as a whole, and to view the progress and achievements of each project.

## **Direction of Financial Resources**

To implement this revitalized system, the City will need to allocate funds for such components as Community Housing Centers, Intake/Assessment, Transition in Place and HMIS. Some of the needed resources may come through grants from HUD or other government sources; the City will redirect CoC and ESG and remaining HPRP funds to create the TIP program. As this process unfolds, some current projects will experience decreased support or elimination of funding, and new projects will emerge. The City and its partners will seek non-traditional sources of funding, looking to the business sector, health care providers and others for assistance in creating this holistic approach.

The City will make its determinations for allocation and reallocation of financial resources based on transparent criteria generated by the CoC. Among the factors that will be considered are the following:

- Percentage of participants moved to permanent housing
- Average length of time prior to placement in permanent housing
- Average length of stay in permanent housing
- Percentage of former clients reentering the CoC system
- HMIS compliance (usage, timeliness, accuracy and completeness)
- Utilization and occupancy rates

- Percentage of grant funds expended
- Average growth in participant income and employment
- Client feedback
- Collaboration and referrals

Current measurements on many of these criteria will be included in the quarterly reports prepared for CoC members. All CoC members will know who is achieving performance objectives and who is not. It should come as no surprise when funds are reallocated.

The City may also wish to implement a system of performance contracting. Under this process, the City could use some or all the above criteria to reward providers for superlative performances. There are at least two ways performance contracting could be structured. Under one scenario, providers would agree to place a certain percentage of funding “at risk,” with the pool of funds being directed to high-performing agencies at the end of the reporting period. A second structure would solicit non-HUD money and place it in an incentive fund, with high-performing agencies receiving unrestricted bonuses at the end of the reporting period.

### **Partnerships and Collaboration**

Stronger partnerships will enhance opportunities to reduce homelessness. These partnerships take two forms: geographic and interdisciplinary.

*Geographic partnerships* are already building throughout the metropolitan area. Six CoC systems operate in the region: St. Louis City, St. Louis County, St. Charles/Lincoln/Warren Counties (MO), Missouri Balance of State, Madison County (IL), and St. Clair County (IL). These groups now meet to share mutual concerns and problem-solve. With the advent of HEARTH, the City will explore several opportunities for closer collaboration and partnerships:

- Community Housing Centers could be established (or existing facilities designated as Centers) throughout the metro area.
- A uniform intake and assessment format could be selected and implemented throughout the region.
- HMIS could be consistent. All six CoCs currently use the same HMIS system (ROSIE), but not all CoCs have the same version and functionality. With improved technological capacity, a regional HMIS network could allow information and resource sharing — as well as tracking of clients — throughout the metro area. This step alone could make a significant and immediate impact on the efficiency of the regional homeless system.

Several *interdisciplinary collaborations* can be generated or strengthened as the City moves into the HEARTH era.

- Public housing authorities may be able to prioritize homeless applicants for conventional or voucher-based housing in return for commitments from CoC members for case management and specialized services such as mental health treatment.
- St. Louis’s renowned schools of social work could provide students to fill roles and offer advice from researchers concerning evidence-based practices and program quality.

- Nonprofit human service agencies, community groups and faith-based organizations can provide volunteer opportunities for unemployed participants, helping them gain work-like experience and providing basic job skills.
- School systems and veterans organizations can identify those at imminent risk of homelessness and become active HMIS users.



## **ANALYSIS**

*The Riverfront Encampment*



# Background

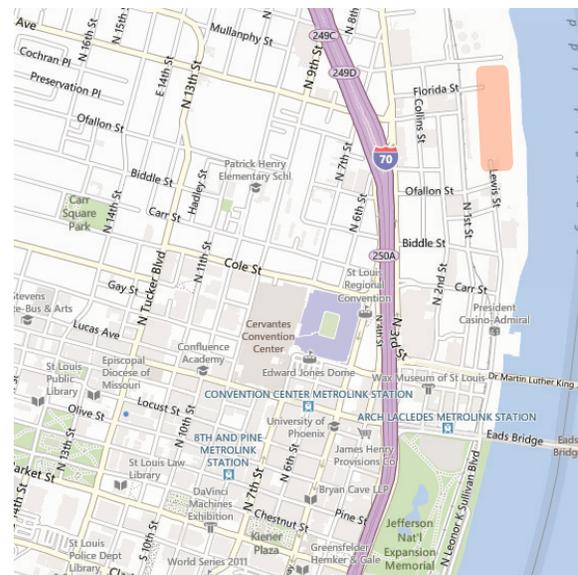
In late 2009 and early 2010, a series of adjacent encampments emerged along the riverfront immediately north of downtown St. Louis. The sites stretched over three vacant blocks. The settlement grew to include four encampments until they were cleared and closed in May 2012.

One small encampment was settled in 2009. The other encampments emerged after the City vacated a previous encampment site at the Tucker railroad tunnel. A homeless advocate, Rev. Larry Rice of New Life Evangelistic Center, advised persons to come to the tunnel site to obtain access to housing. When the City began working to demolish the tunnel, many of the remaining persons moved to the riverfront. They were joined by others.

## The Site

According to local service agencies, the riverfront area may have been selected due to its proximity to downtown and services, its relative isolation and its safety. After the area became the “encampment of choice,” several factors contributed to its growth:

- The City adopted a policy of benign support (“no harm, no foul”) and arranged for running water. A nonprofit organization installed portable toilets at the site.
- The residents were not hassled by law enforcement.
- The encampments developed rudimentary yet functional governing structures.
- They had open admission – they would find space for any newcomer.
- They had sense of community – a place to belong.
- Church groups and others delivered food, clothing and household items directly to the site. This visible, immediate charity proved to be an attraction.



(In Orange) Location of Riverfront Encampment in Downtown St. Louis  
Bing Maps, 2012

The encampments grew to a peak population of about 70 people, covering several vacant parcels next to the riverfront bike trail. The land was owned by the City and railroads.

The encampments took names, selected leadership, and adopted rudimentary forms of self-

governance. They all had tents and roughly-constructed sheds. They were, from north to south:

- **Hopeville** lay at the intersection of Mullanphy Street and North First Street, at the entrance to the encampment zone. It attracted a younger and somewhat rowdier group. The “mayor” of Hopeville wanted to be one of the last to leave, and she stated her intention to stay until those living in Hopeville were gone.
- **Dignity Harbor** was situated immediately south of Hopeville. It was the first community, formed in 2009 before the Tucker Tunnel evacuation. Dignity Harbor had more resources – firewood, generators, even some cabins with heat and air conditioning. It had more middle-age residents and modeled its governance on their understanding of Native American culture, with a “chief” and several entrepreneurial enterprises.
- **Sparta and Atlantis**, on the south end of the string of encampments, were smaller. They were perceived as more “standoffish” by the others, although several workers said that people moved to Sparta or Atlantis when they had been cast out by residents of Hopeville or Dignity Harbor. Atlantis was the final encampment, forming in the fall of 2011.



The Riverfront Encampment was comprised of four individual camps: Hopeville, Dignity Harbor, Sparta and Atlantis. Bing Maps, 2012

Life in the encampments was difficult, with violence, reports of sex trafficking, complaints from landowners and concerns from citizens.

## The People

City officials met with and consulted with leaders of the encampments, at times bringing them together for lunch meetings. In the fall of 2011, the City planned and implemented an intensive effort to identify residents, assess their needs and relocate them to stable housing. The process of identifying residents and assessing their needs took place in two stages:

1. Staff members in the City’s Division of Homeless Services conducted an initial census. This

basic enumeration gathered names and demographic data.

2. Following the initial census, personnel from the Homeless Services Division were joined by other agencies in the City Continuum of Care (CoC). They staffed a mobile unit in the encampment area for two weeks in October 2011, including weekends.

The mobile unit provided housing referrals and immediate services to residents, and its personnel obtained additional information about their needs, using a few standardized questions (e.g., “Have you ever been diagnosed or treated for mental illness?” “Are you taking any meds?” “Are you being served by any agencies?”).



*Entrance to Hopeville, Spring 2012*

Encampment residents were generally forthcoming and freely volunteered information. There were exceptions, of course, but in the main it was not difficult to become acquainted and obtain information. Assessments, observations and interviews revealed the following data about the residents (see Appendix A for a summary of census results):<sup>1</sup>

- Almost two-thirds (65%) were male, with an average age of 42. The largest age bracket was 40-49 years (38%), followed by 50-59 years (27%). Only one person was over 59 years old.
- Although the census did not track race or ethnicity, a solid majority appeared to be Caucasian and non-Hispanic.
- Eleven percent of residents were veterans, all of them men.
- Their length of homelessness varied from 3 months to 23 years, with 44% having been homeless for 2 years or longer.
- Most residents (57%) reported no source of income, with 43% claiming some income.
- Nearly half (45%) reported that they had a criminal record.
- Of those giving a last permanent address, only 38% were from the City of St. Louis. Almost an equal proportion (34%) came from outstate Missouri. Others came from eight different states.
- There were three prototypes, somewhat overlapping:
  - Some were homeless due to lack of resources (housing, jobs).
  - Some were homeless due to untreated disabilities.
  - A small minority of residents chose to be homeless.
- Of disability groupings, 54% reported having been diagnosed with mental illnesses, 48% with physical disabilities, and 15% with substance use disorders.<sup>2</sup> Since these were self-reported, the actual prevalence may be higher, particularly regarding substance abuse.
- Over a fourth of residents (27%) self-reported that they had no mental illness, substance abuse or physical disability. This group was hard to place in housing due to the absence of a qualifying condition.

<sup>1</sup> Statistical data are based on interviews conducted with 60 residents. Not every resident answered every question. Where percentages are given, they represent the proportion of persons responding to the particular item.

<sup>2</sup> Because many residents reported multiple disabilities, the percentages add to more than 100%.

- Despite low self-reported substance abuse, workers observed many residents with apparent substance use disorders. According to professionals from Places for People, rampant alcohol abuse made it difficult to diagnose for Axis I mental disorders “or much of anything else.”
- Many residents exhibited effects of exposure to trauma, past and present.
- The majority (54%) were connected to services, although not all were currently in care (e.g., not taking medications).
- Many of the women in the encampments had male partners, to whom they felt strong loyalty. The women sometimes could have moved into housing but refused because the housing would not accept unwed couples. The professionals felt this loyalty was rooted in the desire for safety and a sense of obligation, not by abuse or fear. However, it is hard to reconcile this with the stories of sex trafficking.
- The residents had several assets—persistence, sharing, self-governance, savvy, entrepreneurship (e.g., wood-selling).

### Initial Relocation Efforts

In the winter of 2011-2012 the City made an initial effort to relocate residents, but it did not clear the encampments. City staff and private agencies worked directly with residents to secure alternative housing. Seven agencies provided housing during this initial effort.<sup>3</sup> One of these, the Housing Resource Center, channeled federal stimulus funds into its rapid re-housing program, enabling many persons to move into permanent housing.

In addition to housing, personnel in the mobile unit assisted with applications for SSI, Social Security cards, birth certificates, picture identification, case management and legal services. Many agencies participated in the effort; a list is contained in the appendix.

The City spent over \$21,000 in direct assistance to help residents of the encampments between October 2011 and February 2012. The largest categories of expenditures were transportation by bus and van (60%), and groceries and household supplies from Kmart and Schnucks (31%).

Although each agency had its own data system, the City maintained a central databank with names and information of 61 persons who had been identified and assessed. However, there did not appear to be speedy or routine processes for transferring data from agencies to the City’s centralized database; one person said the City requested weekly updates. The Homeless Management Information System was not used.

In late winter, the population declined to about 25. By mid-February, 38 had either relocated or were placed in housing, 11 were scheduled to move, and 12 had refused assistance. Those who remained were the “hardest to serve,” including “refusers” and those without disabilities.

### Final Clearance and Closure

Soon after this effort, the area started to repopulate and problems multiplied. Several occupants

<sup>3</sup> Appendix B lists the agencies participating in this initial effort.

of the encampments were victims of violent crimes including fights and stabbings, resulting in the death of one occupant. Such violence resulted in a large number of police service calls, and several tents were consumed by fires. Additionally, rat infestations were found throughout the area.

When the City's Manager of Homeless Services Antoinette Triplett and Consultant Fred Spannaus met with a small group of residents in late February, the residents voluntarily acknowledged that they know they would have to move out. "Just tell us when and how," they said to Ms. Triplett, with whom they obviously had established a friendly and respectful give-and-take relationship.

The encampments grew to a population of 64 persons by March. It was obvious that the situation was deteriorating, and action needed to be taken to house the residents and eliminate the Riverfront encampments. Working with other City departments and its consultant, the City's Department of Human Services generated a plan to re-house all residents of the encampments and clear the property. Over the next few weeks, this plan went through several revisions; the final version is in Appendix C.<sup>4</sup> The plan contained several features:

- Commitments to re-house all residents
- Firm deadlines for residents to move and dates for physical clearance<sup>5</sup>
- Implementation of a creative Transition-in-Place (TIP) housing effort featuring
  - A 12-month rental assistance program with 100% rent paid for first three months and subsidies declining by 10% each successive month
  - Up to 18 months of case management services, with follow-up contacts for an additional 6 months
  - Accommodation of all household/family compositions; and use of multi-bedroom to house several single individuals.
  - Some landlords accepted pets, and utilities were included in rent or temporarily billed to third parties.
- Clear and respectful communications with residents.<sup>6</sup>
- Intensified relocation efforts through a contract with Catholic Charities' Housing Resource Center
- Redirection of funds from ESG, HPRP and other sources
- Increased involvement and advice from indigenous leadership
- Arrangements for care of pets and storage of personal belongings
- Staged clearance on three consecutive Fridays, with Dignity Harbor closing on May 4, Hopeville on May 11, and Sparta and Atlantis on May 18.

Once the plan was approved by Mayor Francis G. Slay, it went into effect immediately. City officials met privately with the leaders of the encampments; then they met with groups of residents. The City distributed fliers and posted signs. After residents and partner agencies had been notified,

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<sup>4</sup> The City also developed a comprehensive 20-page plan, the "Riverfront Encampment Relocation Plan," which is a separate document.

<sup>5</sup> The City prepared a calendar for internal use, which is in Appendix C.

<sup>6</sup> Examples of written communications are in Appendix D.

the City issued a news release to announce the rehousing plan to the news media and general public.

Workers from the City and the Housing Resource Center conducted another census and began almost-daily contacts with residents to identify and select housing. HRC leased several units for use in the new TIP program. The Health Department's Animal Control unit took a census of pets and distributed pet food and cat litter boxes. The City arranged hotel space to provide temporary housing for persons who had not relocated to permanent housing by the clearance dates.

The plan unfolded smoothly and on schedule. At the time of the closure of Dignity Harbor, the settlement was vacant; all residents had moved into housing or to the hotel. Residents of the other encampments observed the demolition. By May 18, the entire site was cleared and all residents re-housed.



Demolition of Dignity Harbor, April 2012



Riverfront Encampment after land clearing, June 2012

## Observations from Professionals

The consultant facilitated debriefing meetings with staff members from agencies responding to the encampments, local officials and a representative of the St. Louis Downtown Improvement Council. Subjective reflections from the debriefings:

- The City acted wisely in bringing agencies together and developing a well-conceived plan for identification and assessment.
- The City felt its initial response in the winter of 2011-2012 was rushed. Only sparse research had been conducted concerning responses to encampments in other communities; there is a very small body of shared knowledge concerning "tent cities." As a result, much of the response was planned in a hurried manner.
- Barriers to housing were viewed as a major reason the initial response failed to clear the encampments:
  - A perceived shortage of permanent housing. Some persons relocated into transitional housing. Even though some feel the area did not have enough permanent units, vouchers were available.
  - Shortage of rental assistance for persons without disabilities

- Length of time needed to process applications
  - Refusal of housing providers to allow pets
  - Refusal of some housing providers to admit couples or unrelated adults
  - Rules (e.g., visitors)
  - Eligibility issues
  - Length of screening/admission process
  - Conditions of some housing (deteriorated and /or unsafe)
  - Fear of loss of relationships
- The second effort in May 2012 was very well planned and executed. Among its strong points were:
    - Effective and respectful communications with residents
    - Advance notice with a structured schedule
    - Knowledgeable answers for residents' questions
    - Anticipation of residents' needs e.g., care of pets
    - Continuous contact with the residents by the City
    - Former residents moving out of downtown area
    - Commitments of rent subsidies and ongoing services
- Professionals expressed concern that some faith-based groups enabled homelessness to persist. By bringing food and other donations to the site they contributed to the growth of encampments and a feeling among residents that their basic needs would be met on a long-term basis in the encampments. Unwittingly, this charity may have led some occupants to refuse to relocate.<sup>7</sup>

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<sup>7</sup> Not all faith-based responses were negative. At least one church - Faith Miracle Temple (located about 26 miles away in North County) provided transportation to and from church on Sundays.



# RELOCATION PLAN

*The Riverfront Encampment*

# *Background*

The homeless encampment along the Downtown St. Louis riverfront was established in late 2009 due to the demolition of a nearby tunnel which initial camp dwellers previously inhabited. The encampment is comprised of four individual communities: Hopeville, Dignity Harbor, Sparta and Atlantis.

The City of St. Louis had taken the position that the encampment would be allowed to exist as long as it remained safe for the inhabitants and the surrounding community. However, as the camp *grew*, there were several instances of violence, fires which damaged occupants' property, nearly 100 calls for police assistance and the stabbing death of a camp member. In a move to ensure the homeless and displaced persons' safety, the City sought to evacuate the encampment in late 2011.

In fall of 2011, the City of St. Louis Homeless Services Division (HSD) conducted a census at the Riverfront Encampment. A total of 61 persons were counted as occupants of the encampment at that time (Appendix A). Efforts were made by HSD and Continuum of Care (CoC) agencies to assist residents with obtaining stable housing and gaining access to supportive services.

A mobile unit was located at the encampment daily for two weeks, open from 9 am to 6:30pm on weekdays. The mobile unit served as a convenient connection hub for encampment residents to meet with housing and supportive service providers. On select days, residents also had the opportunity to meet with legal services, Veterans Affairs and a City Human Services representative who assisted with the attainment of vital records for residents. Daily, several housing agencies were present at the mobile unit to assess residents for housing and supportive services needs. This resulted in 38 people leaving the encampment to either enter supportive housing, reunite with family or depart to an unknown destination.

Those who did not relocate as a result of this effort continued to inhabit the Riverfront Encampment with the remaining total camp population at an estimate of 23 persons.

## **Spring 2012 Relocation Strategy**

### **Overview**

Because violence and hazardous conditions continue in the camps, there is a renewed effort on the part of the City to close the encampment and assist inhabitants into housing.

In a census conducted over a two day period in April 2012, a total of 64 persons were identified as occupants of the encampment (Appendix A). Of those counted, 27 still remained from the previous census collected in the Fall of 2011. All others located to the encampment after the initial census, many having been in the camps for less than a month. The expanding nature of this community serves as additional cause for the encampment to finally be closed as the growing

population contributes to declining living conditions.

The following sections outline the plan for helping encampment residents to access services and relocate to stable housing. This initiative will be undertaken by a network comprised of many partners at the city government and community levels. To better ensure the success of this second attempt, the four camps that make up the Riverfront Encampment will be closed in phases. This approach will allow for each resident to receive focused and intensive assistance throughout the closure process, with a goal to help each participating individual secure housing prior to relocation.

### **Partners & Roles**

#### **HOMELESS SERVICES DIVISION | *Lead Partner***

The City Homeless Services Division (HSD) will be the lead partner throughout the closing process. HSD will be responsible for outlining policies and procedures for cooperating with encampment residents, identifying and administering any funds needed to assist with relocation, delegating closing tasks to process partners, and evaluating the initiative for efficacy and success once all camps have been closed. HSD will also be the point of contact to the Mayor's Office for updates on the closing.

Additionally, with the aid of the Housing Resource Center, HSD will shape policy for the pilot Transition in Place (TIP) housing program. This trial program will only be available to encampment residents identified during the Fall 2011 and Spring 2012 censuses.

#### **HOUSING RESOURCE CENTER | *Case Management***

The Catholic Charities Community Services Housing Resource Center (HRC) will be the initial source for case management services offered to encampment occupants. Prior to the physical closing of the camps, HRC staff will conduct individual intake assessments to identify each resident's housing and supportive services needs. All residents will be assigned a Case Manager to frequently counsel them through the closing process and assist them with identifying, securing and relocating to stable housing of their choice. For many clients, HRC case management will continue beyond the time of relocation. HRC will also function as the program administrator for the previously mentioned Transition in Place (TIP) housing pilot.

#### **PARKS DEPARTMENT | *Signage & Clean-up***

The City of St. Louis Parks Department will be responsible for producing and posting signage around the encampment to notify occupants of upcoming closing events. Content, design and location placement of all signs will be determined by Homeless Services prior to production.

Parks will also conduct tree removal and site grading after all four camps are closed and evacuated.

#### **STREETS DEPARTMENT | *Clean-up***

The City of St. Louis Streets Department will lead the clean-up process at the end of each camp closing. Any structures or belongings remaining after a camp's closing date will be removed along with debris and waste. Once all four camps are vacant, a final cleaning will occur prior to tree removal and site grading.

### HEALTH DEPARTMENT | *Animal Services*

There are approximately 15-20 pet cats and dogs in the encampment. The City of St. Louis Health Department will work with area pet rescue groups to temporarily house pets for residents until they relocate to stable housing. There are a number of residents with pets that are choosing to not take their pets with them when they leave. Any pets remaining in the camps will be taken into the custody of the Health Department, likely going to the Humane Society.

The Health Department has previously cited a rat infestation at the encampment. Once all camps are closed, the site will be treated for any rodent and pest infestations that remain.

### ST. LOUIS METRO POLICE DEPARTMENT | *Site Patrol*

As the individual camps close, ensuring that no one enters the camps will be essential to a successful closing. The St. Louis Metro Police Department (SLMPD) will patrol the camps daily throughout the closing process.

### ST. LOUIS CITY CONTINUUM OF CARE | *Supportive Services*

The more than 60 agencies that comprise the St. Louis City Continuum of Care (CoC) offer a full range of supportive services to homeless individuals. These services include but are not limited to substance abuse counseling, employment training, behavioral health counseling and financial literacy training. As encampment occupants transition from the riverfront into housing, they will have opportunities to access these services.

### FAITH & NON PROFIT COMMUNITY | *Donations, Mentorship*

Faith-based and non-profit organizations have been dedicated resources for the encampment community. Many groups have provided the occupants with food, clothing, blankets, personal care items and opportunities for socialization. The successful transition of the encampment residents from the riverfront into neighborhoods requires the continued support of faith-based and other community groups. For those wishing to assist this effort, contributions can be sent to:

Encampment Relocation Fund  
c/o United Way of Greater St. Louis  
910 N. 10th St  
St. Louis, MO 63101

### RIVERFRONT ENCAMPMENT COMMUNITY | *Encampment Engagement*

Though the relocation effort is to assist riverfront encampment occupants, the residents are also a vital source for distributing information throughout the camps, encouraging their peers to participate in the process and providing feedback to HSD.

### **Relocation Timeline**

#### *APRIL 12, 2012*

- HSD meets with Camp Leaders to discuss relocation effort
- HSD meets with the Encampment Community to announce relocation plan

#### *APRIL 13, 2012*

- Parks Department posts 'Public Notice' signs outlining camp closing dates
- City publishes Press Release

*APRIL 16, 2012*

- HSD conducts census at Riverfront Encampment

*APRIL 1-7, 2012*

- HSD conducts census at Riverfront Encampment

*APRIL 19, 2012*

- HSD updates Encampment Community on relocation process

*APRIL 24, 2012*

- HSD distributes HRC Intake Sessions fliers to Encampment Community

*APRIL 25, 2012*

- HRC hosts Intake Session for Dignity Harbor

*APRIL 26, 2012*

- HRC hosts Intake Session for Dignity Harbor
- HSD updates Encampment Community on relocation process

*APRIL 30, 2012*

- HRC hosts Intake Session for Hopeville

*MAY 1, 2012*

- HRC hosts Intake Session for Hopeville

*MAY 2, 2012*

- HSD conducts first inspection of Dignity Harbor
- HRC hosts workshop for Encampment Community
- Health Department takes census of pets at Dignity Harbor

*MAY 3, 2012*

- HSD conducts second inspection of Dignity Harbor
- Health Department transfers Dignity Harbor pets to shelters
- HSD updates Encampment Community on relocation process

*MAY 4, 2012*

- HSD conducts final inspection of Dignity Harbor
- **Dignity Harbor officially closes**
- Parks Department posts 'No Trespassing' signs at Dignity Harbor
- Streets Department clears land at Dignity Harbor
- SLMPD begins site patrol at Dignity Harbor

*MAY 7, 2012*

- HRC hosts Intake Session for Sparta & Atlantis

*MAY 8, 2012 .*

- HRC hosts Intake Session for Sparta & Atlantis

*MAY 9, 2012*

- HSD conducts first inspection of Hopeville
- HRC hosts workshop for Encampment Community
- Health Department takes census of pets at Hopeville

*MAY 10 2012*

- HSD conducts second inspection of Hopeville
- Health Department transfers Hopeville pets to shelters
- HSD updates Encampment Community on relocation process

*MAY 11, 2012*

- HSD conducts final inspection of Hopeville  
**Hopeville officially closes**
- Parks Department posts 'No Trespassing' signs at Hopeville
- Streets Department clears land at Hopeville
- SLMPD begins daily patrol at Hopeville

*MAY 16 2012*

- HSD conducts first inspection of Sparta & Atlantis
- Health Department takes census of pets at Sparta & Atlantis

*MAY 17, 2012*

- HSD conducts second inspection of Sparta & Atlantis
- Health Department transfers Sparta & Atlantis pets to shelters
- HSD updates Encampment Community on relocation process

*MAY 18, 2012*

- HSD conducts final inspection of Sparta & Atlantis
- **Sparta & Atlantis officially close**
- Parks Department posts 'No Trespassing' signs at Sparta & Atlantis
- Streets Department clears land at Sparta & Atlantis
- SLMPD begins site patrol at Sparta & Atlantis

Following are brief descriptions of events identified on the Relocation Timeline. The descriptions are accompanied by locations for where the events are to occur and the process partner responsible for administering each event. For a calendar of closing events, see Appendix C.

#### **CAMP LEADERS MEETING | HSD**

Downtown Restaurant

Homeless Services Division will meet with each of the four camp leaders at once to discuss plans for the relocation initiative. HSD will seek guidance from the leaders on methods to best engage and inform the Encampment Community of the process.

#### **ENCAMPMENT COMMUNITY RELOCATION ANNOUNCEMENT | HSD**

Riverfront Encampment

After consulting the camp leaders, HSD will announce the relocation plan to all encampment residents. While residents are gathered they will receive a handout detailing the individual camp closing dates (Appendix D). Residents will have an opportunity to ask questions immediately following the announcement. They will also be provided with contact information for directing their questions and concerns.

#### **'PUBLIC NOTICE' POSTING | Parks Department**

Riverfront Encampment

Six 'Public Notice' signs will be posted in visible spots around the encampment (Appendix I). The signs will include the individual camp closing dates and contact information for the Homeless Services Division. All signs will remain posted throughout the closing process.

**PRESS RELEASE | City of St. Louis**

## Local Media Outlets

A Press Release announcing the Riverfront Encampment closing and relocation process will be distributed to media outlets (Appendix E). The release will include an overview of encampment efforts to-date, causes for closing the encampment and a summary of the relocation plan. The release will also encourage the faith-based community and others to participate in the Community Companionship Training. Information for donations will be included.

**ENCAMPMENT CENSUS | HSD**

## Riverfront Encampment

The Homeless Services Division will conduct a census at the Riverfront Encampment over the course of two days. Census will occur in the morning and afternoon to ensure that as many occupants as possible are able to participate. The census will ask that residents identify their respective camps, forms of income they may have, veteran status and length of time in the encampment. Residents will also be asked to disclose any current relationships with supportive service agencies that may exist. With the participant's consent, all census data will be kept confidential except as necessary to be shared among CoC agencies to provide supportive services. For a sample census form, see Appendix F.

**RELOCATION UPDATES | HSD**

## Riverfront Encampment

Each Thursday HSD will provide encampment residents with updates of the relocation process. The updates will be given at the Riverfront Encampment. Residents will have an opportunity to ask questions and voice their concerns. Though there will be a standing update session for each week during the relocation process, HSD staff will be available to discuss plans and address concerns on site frequently throughout April and May.

**INTAKE SESSIONS | HRC**

## Housing Resource Center at St. Patrick Center

The Housing Resource Center will host two intake sessions for each camp. During the sessions residents will meet with a case manager for an initial assessment. From this assessment, case managers will determine each individual's housing and services needs. Residents will also receive assistance with their housing search. All participants will be given a rental assistance packet, literature regarding their privacy rights, and information detailing upcoming workshops at HRC. The rental assistance packet will include a voucher for the Transition-in-Place program, a short set of client instructions for using the voucher and a Request for Unit Approval form. Participants will also receive a bus pass for the month of May to assist with transportation while searching for housing and employment. Prior to the intake sessions, fliers outlining each camp's intake dates will be distributed in the encampment (Appendix G).

**CAMP INSPECTIONS | HSD**

## Riverfront Encampment

Starting the Wednesday prior to each camp's final closing date, HSD will conduct an inspection of the respective camp. The inspections will allow HSD to determine how many people physically

remain in the camps and if all personal belongings have been claimed.

Throughout the closing process residents will be identifying and securing stable housing with the help of HRC. For those who have identified housing but are not able to move into their units prior to their camp's closing date, arrangements at a hotel will be made on their behalf. Anyone who still resides at the camps during the inspections will be asked to confirm plans for relocating and reminded of the closing deadline.

HRC will also provide residents with temporary storage for their belongings until they transition to housing. Residents will be given a waiver to sign confirming that they have left no belongings they wish to keep once they leave the encampment (Appendix H). Items, including structures, left at the camps during the final inspection will be removed.

### **PET CENSUS & SHELTER | *Health Department***

Riverfront Encampment

The Health Department will take census of all pets located in the encampment. It will also assist any owners that wish to take pets with them into housing. For pets that will eventually be relocated with their owners, the Health Department will place these pets into shelter temporarily until the owners have moved. For all other pets, the Health Department will work to have them transferred to local rescue shelters.

### **OFFICIAL CAMP CLOSINGS | *City of St. Louis***

Riverfront Encampment

Each camp will officially close by 9 AM on its designated date. No person will be allowed to enter the camp area thereafter. At this time the Parks Department will post 'No Trespassing' signs around the closed camp (Appendix I). SLMPD will periodically patrol the camp for reinforcement. Once HSD has determined that no individuals remain, the camp will be cleared of structures and debris by the Streets Department.

### **Post Encampment Closing**

Following the final closing of the Riverfront Encampment, Housing Resource Center case managers will continue to work with former residents as they transition into their new lives within the broader community. Many clients will be working with HRC to attain employment, financial aid and benefits (such as Social Security Disability) and substance abuse counseling among other services.

Community members and faith-based organizations will be encouraged to continue working with their new neighbors through the Community Companionship program. Community partners will be an integral source of guidance and moral support for the former encampment residents as they strive to gain stability and take hold of their future success as individuals and citizens.

## Transition in Place *Pilot Program*

### Overview

The Transition-in-Place (TIP) Rental Assistance Pilot Program is intended to assist residents of the St. Louis Riverfront Encampment access stable housing and services as the Encampment closes. To achieve this intent, the City of St. Louis Department of Human Services, Homeless Services Division and Catholic Charities Community Services Housing Resource Center have partnered to conduct the TIP pilot program as described here within. The program will provide residents with rental assistance, intensive case management and additional supportive services as needed.

Ideally, TIP will provide a “boost” of stability to the residents as they seek employment and secure benefit payments (Social Security Disability, VA benefits, etc.). By securing steady income or qualifying for permanent supportive housing assistance programs, residents will gradually be able to maintain payments for their own units. Unlike the traditional transitional housing model, TIP participants will not be required to relocate after their term of assistance has ended. Instead, residents will have the opportunity to remain in their homes and communities even after graduating from the Transition in Place pilot program.

### Funding

The Transition-in-Place pilot program will make use of funds from an array of public and private sources. The combination of both public and private funds will allow for a more flexible and expansive program to adequately assist the Riverfront Encampment residents.

#### *Public Funds*

For fiscal year 2011, the Department of Housing and Urban Development (HUD) awarded the City of St. Louis an Emergency Solutions Grant (ESG) in the amount of \$1,352,317. This formula grant allows for the City of St. Louis to fund homeless assistance programs throughout the city through its Continuum of Care service providers. Program types funded by ESG include street outreach, emergency shelters, homelessness prevention, rapid re-housing and homeless management information systems (HMIS).

The FY 2011 Emergency Solutions Grant was awarded in a first and second allocation in the amounts of \$865,483 and \$486,834, respectively. Of the second allocation, \$180,129 is eligible to be used for the TIP program. This amount will go towards housing relocation and stabilization and rental assistance.

At the time of HUD’s awarding of the second ESG allocation, all funds from the FY 2011 first allocation were not completely expended. Of the remaining first allocation funds, \$35,904 will be directed to TIP. This amount will also contribute to housing relocation and stabilization and rental assistance for encampment residents.

Under the American Recovery and Reinvestment Act (ARRA or Stimulus Act) of 2009, the City of St. Louis was awarded \$8.4M to provide homelessness prevention and rapid rehousing (HPRP) to those who are homeless and at -risk of homelessness. Several agencies received funding through the HPRP program to provide services to the community. Catholic Charities Community Services- Housing Resource Center is among the HPRP sub-grantee agencies selected in 2009 through a competitive Request for Proposals (RFP) process to administer the HPRP program. Case management and relocation services provided by the Housing Resource Center to the encampment

residents will largely be funded by HPRP as the stimulus program nears its completion.

The TIP public funding also consists of a \$30,000 grant from the Saint Louis Mental Health Board (MHB). These funds will be used to provide housing relocation, stabilization and rental assistance to encampment residents with clinically diagnosed mental and behavioral health illnesses.

### *Private Funds*

In Fall of 2011, the Encampment Relocation Fund was established with United Way of Greater St. Louis. Charitable organizations, businesses and individuals have generously contributed \$23,500 to the fund to-date. The fund will provide the most flexibility in assisting encampment residents with relocation and rental assistance.

In total, available public and private funding for Transition-in-Place relocation, stabilization and rental assistance amounts to \$269,533.

## **Regulations**

For regulations governing the Transition-in-Place Pilot Program, see Title 24 Part 576 of the Code of Federal Regulations (24 CFR part 576).

Additional regulations for TIP have been imposed by the City of St. Louis for the purpose of this pilot. These regulations are outlined in the subsequent sections.

## **Eligibility**

Eligibility requirements for TIP pilot participants are regulated by the Emergency Solutions Grant (ESG) and the Homelessness Prevention and Rapid Re-Housing Program (HPRP). Designation of “homeless” is outlined by the McKinney-Vento Homeless Assistance Act as amended by the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009. For the purpose of this pilot program, the City of St. Louis has imposed additional eligibility requirements for participants.

In order to receive housing relocation, stabilization and rental assistance through the Transition in Place Pilot Program, individuals must meet at least the following criteria:

### **1. Homeless**

Individual has a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground.

Additionally, the individual must not have identified appropriate subsequent housing options; must lack financial resources to obtain immediate housing; and must lack the support networks needed to obtain immediate housing.

### **2. Riverfront Encampment Resident**

Individual has a primary nighttime residence within the Downtown Riverfront Encampment. Individuals are members of one of the four camps that comprise the Encampment: Hopeville, Dignity Harbor, Sparta and Atlantis.

Riverfront Encampment residents participated in at least one census conducted by the Homeless Services Division at the Encampment. Census was conducted daily September

21-23, 2011, and twice daily April 16-17, 2012. The Homeless Services Division maintains all original census forms completed by the residents.

A list of all known Encampment residents was compiled from the results of the censuses.

### 3. Low Income

Individual's total income is at or below 50 % of the Area Median Income (AMI).

The criteria listed above are the minimum criteria set forth by the City of St. Louis to determine eligibility for the Transition in Place Pilot Program. Documentation of each participant's eligibility will conform to the requirements set forth by 24 CFR 576 and the *HPRP Eligibility Determination and Documentation Guidance* published by HUD.

## Assistance Provided

The Transition-in-Place Pilot Program will provide assistance to participants through a two-pronged approach consisting of housing rental assistance and intensive case management. TIP makes use of the best practice "Housing First" model which prioritizes client access to housing simultaneously with receipt of supportive services.

In total, participants will be engaged in the program for up to 18 months.

### Rental Assistance

By gradually reducing rental assistance for participants, the TIP program seeks to ease residents into managing their respective monthly housing costs. For the first three months of the initial lease, Tenants will receive 100% assistance for the total monthly rent. Beginning with month four of the initial lease, depending on the Tenant's ability to pay, assistance will be provided for 90% of the total monthly rent. The Tenant will be responsible for paying 10% of the total monthly rent to the Landlord. For each month thereafter, rental assistance will be reduced by an additional 10% of the total monthly rent. The Tenant will be expected to increase his/her payment to the Landlord by an additional 10% of the total monthly rent each month starting with the fourth month of the initial lease. In total, the Tenant will receive rental assistance paid directly to the Landlord for up to 12 months.

If a tenant is not able to pay any portion of his or her rent during months four through twelve of the initial lease, additional assistance will be provided to the Landlord in the amount of the total month's rent less any payment received by the Landlord from the Tenant for that month.

Rental assistance under the TIP program is for a total of 12 months. At the end of the initial 12 month lease, both the Landlord and Tenant will receive notice declaring the termination of TIP rental assistance. If at the end of the twelve month period the Tenant wishes to remain in his/her unit and has the ability to pay, the Landlord and Tenant must enter into a new lease. The Transition -in-Place program will have no further obligation to the Landlord, the unit or the lease.

### Case Management

As a participant in the TIP program, residents will receive up to 18 months of intensive case management. Separate from aiding participants in their housing search and relocation, case managers will also assist residents with accessing supportive services (substance abuse counseling, employment training, health care, financial fitness training, etc.) and obtaining benefits and permanent supportive housing, if eligible.

Once a participant identifies, secures and relocates into a housing of his/her choice, the case manager and the client will form a case management plan. The plan will outline detailed goals and actions for the client's success during the 18 month TIP engagement period and beyond.

Case managers will be expected to consult their respective clients on a frequent basis as indicated within the case management plan. In the very least, the case management plan should include goals for mental, physical and behavioral health, employment, and attainment of income/benefits. At a minimum, participants and case managers will meet at least once a month during the 18 month TIP period. The purpose of the case manager-participant consults will be to evaluate progress towards plan goals and the adjustment of goals and action steps as deemed necessary by both parties.

### **Additional Assistance**

Through the Homeless Prevention and Rapid Re-Housing Program (HPRP) funding, TIP participants may be provided assistance with security deposits, first and last month's rent, application fees, storage, moving costs, motel accommodations (as needed), and up to six months of past rental/utility arrears. While participants will be strongly encouraged to select units with utilities included in the monthly rent, those with utilities in addition to the monthly rent will be provided utility assistance. Utility assistance will also be provided on the same sliding scale previously outlined for rental assistance.

### **Housing Procedure**

The following steps outline the process by which participants will be able to identify, secure and relocate to housing. In an effort to ease the participant's transition from the Encampment into stable housing, it is essential that case managers and participants adhere to the following procedure.

#### **Step 1. Complete Intake**

Participants will meet with a case manager for an initial intake assessment. During the assessment, clients will be asked to disclose information regarding income, health, employment history and possible criminal history. As a result of the information gathered at the intake, the client and case manager will prioritize what supportive services and assistance are needed in addition to housing.

#### **Step 2. Issue Voucher**

Participants will be issued a Transition-in-Place Rental Assistance Voucher (Appendix J). The TIP Voucher is to be used during the housing search process. The Voucher notifies potential landlords that rental assistance will be provided for the participant's unit. From the time that the Voucher is issued, the client will have 30 days to identify and secure housing.

Within the Voucher packet, participants will also receive a brief set of Tenant Instructions for using the Voucher (Appendix J).

#### **Step 3. Search for Housing**

Case Managers will assist participants with identifying adequate housing. A brochure of select available units will be provided to each participant. However, clients are not limited

to only the units included in the brochure. Case managers will assist participants with searching for housing on the internet via SocialServe.Com and within the open rental market in St. Louis. Depending on the client's comfort level, a case manager may be required to facilitate discussions between prospective landlords and the client as well as attend unit viewings with the client.

Until the participant's chosen unit has passed a Housing Quality Standards inspection and is ready for occupancy, clients will receive temporary housing in a hotel. Federal regulations allow a maximum hotel stay of 30 days. Participants will be issued monthly bus passes to aid in the housing (and employment) search.

#### Step 4. Request Unit Approval

Once a participant has located a unit for housing, a Request for Unit Approval (Appendix J) should be submitted to the case manager. The case manager will then set up an inspection of the unit to be conducted within 48 business hours of the request.

#### Step 5. Inspect Unit

Each unit for which a TIP participant requests rental assistance will be inspected according to the Homelessness Prevention and Rapid Re-Housing (HPRP) Housing Habitability Standards. The Habitability Standards require evaluation of each of the following unit characteristics:

- Structure and Materials
- Accessibility
- Space and Security
- Indoor Air Quality
- Water Supply
- Sanitary Facilities
- Thermal Environment
- Illumination and Electricity
- Food Prep and Refuse Disposal
- Sanitary Condition
- Fire Safety

A unit must receive a passing inspection in each of the above areas to be approved for occupancy by a TIP participant. If a unit does not pass inspection and it is feasible for the noted deficiencies to be remedied within a reasonable time frame, the owner will have an opportunity to take corrective action. Once a unit passes inspection, the landlord and participant will be notified of its approval for occupancy.

#### Step 6. Sign Lease

Subsequent to a unit passing inspection, a 12 month lease will be executed between the landlord and the Housing Resource Center on behalf of the participant. In addition to signing the lease, HRC's duties and obligations within the scope of the TIP program are outlined in a Memorandum of Understanding with the Homeless Services Division. If needed, HRC will also contract for utilities as the account holder on behalf of the tenant.

## Step 7. Move In

Once the lease is executed, participants will be able to relocate to their new units. HRC and the Homeless Services Division will coordinate delivery of a bed and an opportunity for new tenants to shop for home essentials at a local department store. At the time of move-in, tenants will also receive a grocery gift card.

## Termination from Assistance

As previously stated, rental assistance to Transition-in-Place participants will be provided for a maximum of 12 months in conjunction with case management. An additional six months of intensive case management will be provided to the participant after the 12 months of rental assistance end. In total, participants will receive 18 months of case management while engaged in the TIP pilot program.

### Rental Assistance

At the end of the 12-month rental assistance period, the participant and landlord will receive notification of assistance termination. If the tenant wishes to remain in the unit and has the ability to pay, the tenant and landlord will be advised to execute a new lease entered by both respective parties but without the participation of the Housing Resource Center or the Homeless Services Division. Neither HRC nor HSD will have any obligation to the landlord, the unit or the lease once TIP rental assistance has ended.

### Case Management

Throughout the course of the 18-month intensive case management participants and case managers will develop a set of short-, mid- and long-term financial, personal health, employment and housing goals. At the end of the 18 months of case management, participants and case managers will identify next steps to be taken beyond the scope of the Transition in Place pilot program.

## Administrative Requirements

In addition to program requirements outlined by HPRP and ESG regulations, a number of administrative duties will be required to operate the Transition-in-Place Pilot Program. These requirements encompass financial documentation and processing, file maintenance and client reporting.

### Financial Documentation And Processing

As the primary case management and supportive services provider, Housing Resource Center will incur most client-related and program operation expenses upfront. HRC will be reimbursed for all eligible expenses after submitting financial reports to the Homeless Services Division. Reports may be submitted as often as every two weeks to ensure timely receipt of funds for relocation costs, temporary housing, client transportation, client utilities, security deposits, and monthly rents. Reimbursement will also be granted for case management and related expenses.

### File Maintenance

HRC will primarily be responsible for maintaining all TIP client files. Beyond what is required

by HPRP and ESG regulations, all client files should include at a minimum a hard copy of the documents listed below.

- Intake Assessment (should include length of homelessness, income and employment status at start of TIP, last place of residency prior to homelessness)
- Documentation of Homelessness
- Certification of Mental Illness by an LCSW (if applicable)
- Case Management Plan
- Personal Belongings Waiver
- TIP Rental Assistance Voucher
- Unit Approval Request
- Lease
- Landlord Contact Information
- Proof of Monthly Rent Payments (from TIP and client)
- Proof of Monthly Utility Payments (if applicable)

### **Client Reporting**

As with all homeless service providers contracted by the Homeless Services Division, Housing Resource Center case managers will be required to update client information in R.O.S.I.E., the Continuum of Care's Homeless Management Information System. A separate platform has been created within R.O.S.I.E. for the TIP pilot program. At a minimum, case managers should report client information in the HMIS system every 30 days, presumably after the monthly update session. However, case managers will likely make contact with clients on a more frequent basis and therefore should report encounters and client progress (including referrals for services) within 48 hours of client activity. Diligent HMIS reporting will not only be essential for productive case management but will be critical to long term evaluation of the pilot program as described in the subsequent section.

For the pilot program, Housing Resource Center will also be required to provide daily updates to the Homeless Services Division regarding each participant's housing status. Updates will be provided until all former Encampment residents have relocated into their chosen housing units

### **TIP Evaluation**

Transition in Place offers a unique opportunity to provide housing and services to members of the homeless population that often encounter many barriers when seeking aid from traditional programs for the homeless. This model also puts in place a greater sense of permanency and stability for participants by not requiring them to move from their homes and communities once they have graduated from the program. Both aspects of the TIP program can be beneficial to all persons facing homelessness. Therefore, it is the intent of the City of St. Louis and its Continuum of Care to expand the TIP program to the larger homeless population within the area.

However, before TIP can be implemented on a larger scale, the program must be rigorously evaluated for pitfalls and success. A thorough evaluation will identify if TIP can feasibly be implemented on a larger scale with positive impact and which program components require strengthening. The Transition-in-Place pilot program will be evaluated over the course of 24 months beginning on the date of the first client's intake assessment. TIP will be measured against

local traditional emergency shelter and transitional housing programs. Following is an outline of evaluation areas.

Evaluation indicators in bold text are modeled after the HUD national objectives for all homeless assistance programs.

### **Performance Measures**

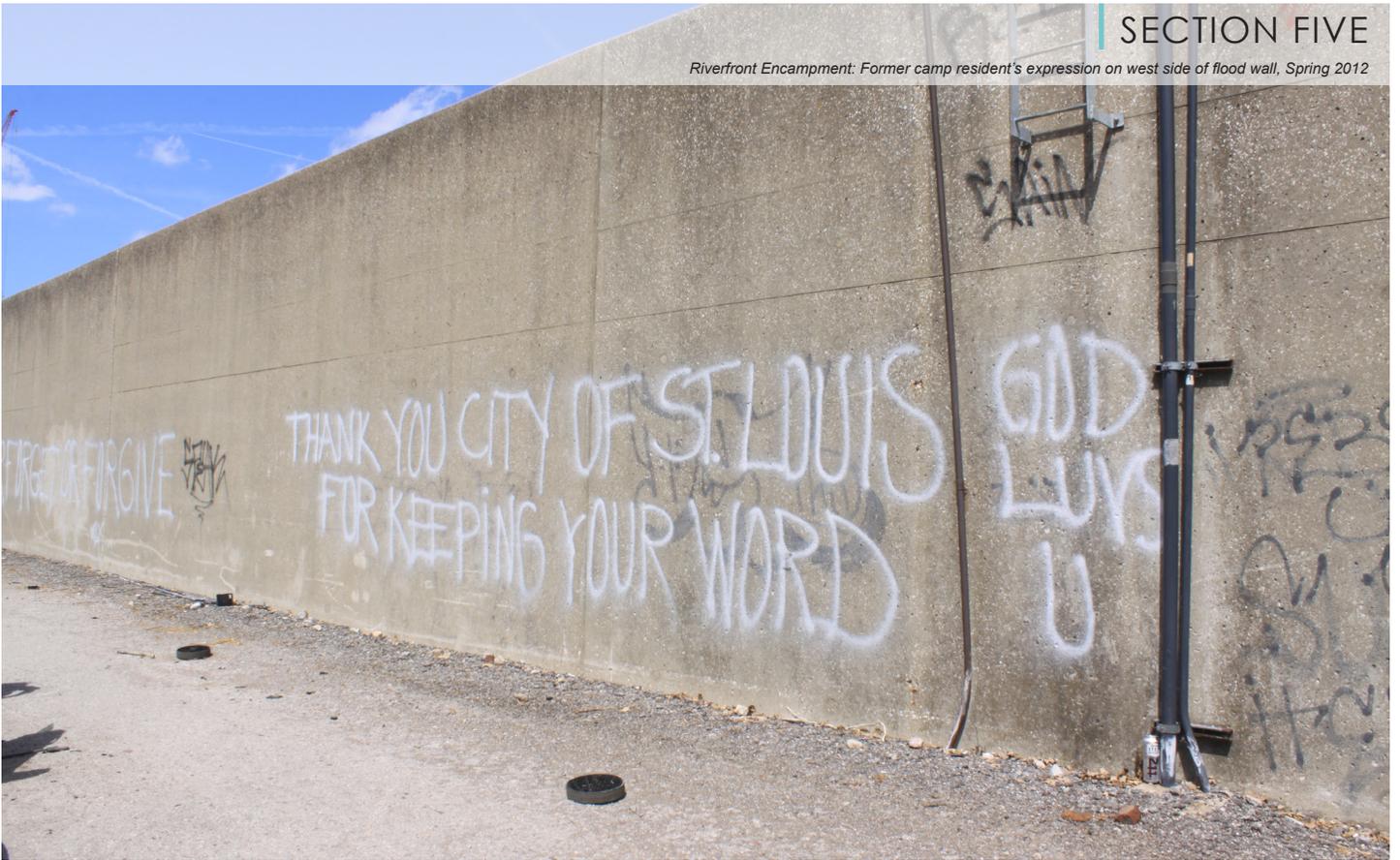
1. Time from client's initial intake with agency to housing relocation
2. Retention rate of participants engaged in program
- 3. Percentage of clients who exit the assistance program into permanent housing**
- 4. Percentage of clients who exited into permanent housing that maintain housing for at least six months**
- 5. Employment rate of participants exiting the assistance program**
6. Exiting clients' income changes {increased, decreased, maintained)

### **Costs Comparisons**

7. Rental assistance provided
8. Supportive services assistance provided
9. Relocation assistance provided
10. Total program operation

### City Impact

- 11. Permanent supportive housing units added**
12. Private vs. public resources utilized
13. Geographic concentration of assisted units



## **TACTICAL PLAN**

### *Encampment Prevention and Responses*

# Introduction

This document provides a tactical plan for preventing and responding to encampments of homeless persons. Sometimes called “tent cities”, these encampments have sprung up in many North American cities over the past decade.

Municipalities’ responses to encampments generally fall into three broad categories:

- *Immediate clearance.* Cities move in, often with little or no warning, expel the inhabitants and clear the site. This response is often accompanied by a show of law enforcement power, and it sometimes meets with resistance.
- *Rehousing.* Cities work with residents and provide services and offer rehousing to all residents before closing and clearing the site. The cities inform residents of plans and schedules far in advance of actual demolition.
- *Sanctioned encampments.* Cities permit encampments to exist, either on a static site or on several temporary sites. Municipalities may provide running water, potable toilets, and other amenities.

This plan follows the Rehousing approach. It is based on the response of the City of St. Louis to four adjacent encampments that arose on the riverfront north of downtown St. Louis in 2010. The encampments were closed and residents relocated in May 2012.<sup>1</sup>

There are many reasons to eliminate homeless encampments. Living quarters in tents or hastily constructed shacks are substandard and unsafe. Vermin thrive in such environments. Encampments are unsightly, and their unsafe and dangerous conditions can pose threats to inhabitants and outsiders alike. There are legitimate concerns about negative impacts on the immediate neighborhood and businesses. Sustaining the encampments diverts attention and financial resources from permanent solutions such as development of decent affordable housing.

Actual clearance can pose dangers — to residents of encampments and to the larger community. The cruel sight of police rousting homeless persons from makeshift huts and tents, confiscating their belongings and herding them off into the streets is something any community wants to avoid. And the fact is, it does not work. The homeless need to live somewhere, and they will likely find other locations for their encampments.

Regardless of the reasons for wanting to eliminate encampments, the rehousing response holds the greatest potential for peaceful and permanent resolution for all concerned – inhabitants, neighbors, merchants and the larger community.

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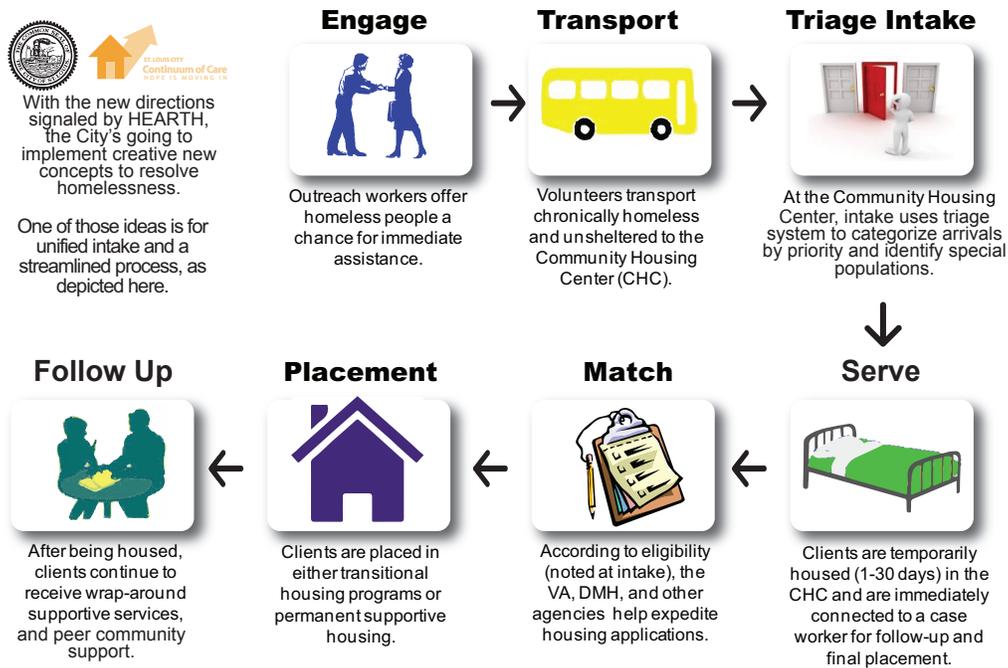
<sup>1</sup> For the story of these encampments and their closure, please see the “Riverfront Encampment Relocation Plan” and the “Encampment Analysis Report.”

## Prevention

The following tactics can help prevent encampments from being established.

- *Identify, engage and intervene with homeless persons.* The St. Louis Department of Human Services has designed a triage-based flowchart that illustrates this process (Figure 1):

**Figure 1.**  
Engagement and Triage System



The chart utilizes a network of proposed Centers, but the process could be implemented without such Centers, so long as trained intake workers are in place. The process provides a systematic approach to placing homeless persons in immediate housing.

- *Train selected city employees in identification and referral of homeless persons.* Many city employees are in positions to identify homeless persons—police, fire, code enforcement, public health, public transit, and public works. These employees can be trained how to identify and approach persons who may be homeless, and how to refer them for screening and triage. This training could be modeled after Crisis Intervention Training (CIT), which is used to educate law enforcement in responding to persons with suspected mental health conditions.
- *Have network of service providers in place.* The triage process will identify persons who are not already linked with services. It is important that these persons are connected with service providers to begin the process of engagement. It is critical that providers demonstrate sensitivity to the cultural attributes of homeless persons, especially those living in groups.
- *Publicize available services.* Persons who are slipping into homelessness, and those at imminent risk, often are unaware of the services that are available in St. Louis. The

general public, too, sometimes has the impression that nothing is being done to help the homeless. A sustained and permanent campaign to inform people of services will help prevent households from becoming homeless.

- *Strong case management.* Intensive case management will start at the point when persons are identified — developing comfortable relationships, maintaining regular face-to-face contact, conducting advocacy, and setting and monitoring individual goals.
- *Maintain ongoing relationships with landlords and property managers.* In order to house persons in permanent units as quickly as possible, the City will rely on strong relationships with landlords and property managers, so that adequate, affordable housing units can promptly be identified.
- *Use HMIS.* Having timely and accurate data about homeless and near-homeless persons is a key step in prevention. Properly used, HMIS will track homeless and at-risk persons across providers and across time, so that workers will see at a glance if a person has been served before, the case plan, and progress or results.

## **If Encampment Is Discovered**

Despite prevention efforts, encampments may spring up. If this happens, the following steps are recommended.

- *Immediately identify all residents through a census and screening process.* Outreach workers, including city staff, will flood the encampment as quickly as possible and become acquainted with its inhabitants. This includes gathering basic data:
  - Names, demographics, street names
  - Photographs (with permission)
  - Previous city or county of residence
  - Involvement with service providers (past or current)
  - Signs of disabilities, e.g., mental illness, substance addiction, physical disability
- *Maintain a constant presence in the encampment.* The City will have staff members at the encampment on a daily basis, getting to know the inhabitants as individuals, identifying their assets and needs, listening for information, and keeping track of changes in personal situations.
- *Maintain honest and transparent communications.* All communications will be based on respect for the dignity and humanity of encampment residents. Just as it is important to provide assistance to residents, it is equally important not to over-promise. If the City cannot fulfill a request, its employees will say so, directly and without qualification.
- *Identify indigenous leadership.* Most encampments create informal leadership and decision-making structures. City officials will identify leaders and respect their roles. Leaders can help define the social dynamics, identify persons in need of special attention or assistance, and serve as channels of communication. Lunch meetings between City officials and the “mayors” of the Riverfront encampments proved to be invaluable.
- *Enlist the aid of housing resources and service providers.* As soon as an encampment is discovered, housing providers and service agencies will gear up to assess residents and

move them into housing as soon as possible.

Service providers need to carefully coordinate with the City and each other to avoid duplication and confusion. One lead case manager will be assigned to each household, based on the needs of the household.

- *Re-house occupants.* One agency will be contracted to manage rehousing efforts, and it should assign staff to work one-on-one with encampment residents to identify and select housing. Placement in permanent housing will be top priority. The use of Transition-in-Place (TIP) housing is strongly encouraged, with rent guarantees, ongoing services and tracking for at least 24 months.

Motel rooms will be secured for temporary use by residents who cannot immediately move into housing. If possible, it is advisable to use motels far from the encampment site, in order to discourage former residents from returning to the site. Placement in emergency shelters will be avoided, as many encampment residents will not want to live in shelters, and some will not be welcomed.

Questions regarding issues such as leasing and liability will be addressed by senior management. Specific units will be identified and photographed for distribution by the housing resource agency.

- *Identify funding resources.* The burden of rehousing encampment inhabitants can strain municipal finances. For that reason alone, it is important to resolve encampments before they grow to unmanageable size. The City will seek creative ways to use existing funding streams, such as Emergency Solutions Grants, Community Development Block Grants, and Continuum of Care contracts, including seeking permission to reprogram unspent funds from current contracts. The City and its partners may also seek urgent private assistance from foundations, United Way, mental health authorities, and others.
- *Plan for closure.* City officials will form a task force including human services, law enforcement, public health, animal control, the housing resource agency, public works and others as appropriate. The group will lay out a timetable and plan for rehousing, signage, fliers, resident meetings, clearance and, if needed, securing the property for owners or future use. This plan should list each partner and its role.<sup>2</sup>
- *Obtain buy-in from top officials.* Before the plan is finalized, it needs to be reviewed and approved by the Mayor and other top-level officials.
- *Establish a timetable.* It is critical to credibility to set firm deadlines, publicize them, and adhere to them.
- *Anticipate and address related needs.* Two questions commonly arise from residents: “What about my pet?” “What about my stuff?”
  - Provision will be made for secure storage of personal belongings off-site during the relocation process.
  - Pets are important to many residents. These persons will be more willing to relocate if they can take their animals with them, or at least can be assured that their pets will be placed in homes. Animal control personnel can provide pet food and litter

<sup>2</sup> See “Riverfront Encampment Relocation Plan” for an example.

boxes for cats, take a census of pets, and make plans for placement of pets. Rehousing personnel will identify units that accept pets.

### **Closure and Clearance**

When all parties have agreed to their roles and the timetable has been confirmed, plans will be announced.

- *Inform residents first.* Shortly before the closure is publicly announced, City officials will inform indigenous leaders of the timetable and answer questions. Next, City officials will meet with residents, respond to questions, and distribute written information.

- *Post signage.* As soon as residents are informed, signs will be posted on the site.

The tone of all written communications needs to be factual and respectful. Threatening and confrontational language is to be avoided.

- *Notify Continuum of Care and other partners.* Through an email, the City will notify all CoC members of plans to close the encampment. This will be done an hour or two prior to public release of the plan.
- *Notify the public through the news media.* After residents and CoC members are informed, a news release will be issued stating plans to house residents in stable, decent, and affordable units and clear the encampment.
- *Implement rehousing plan.* As soon as the plan is announced, the housing resource agency will begin assertive work with residents. Staff will contact each resident on a daily basis, giving options, showing pictures of units, providing transportation as needed, and prodding towards decisions. As the process unfolds, residents will begin relocating. At the same time, residents who do not have permanent housing will pack their personal belongings for storage.
- *Relocate remaining residents.* One or two days before clearance, any residents who have not already relocated will be transported to temporary quarters in a motel and their belongings moved to storage.
- *Final walk-through.* A few hours before clearance, city officials will inspect the encampment to assure that no residents remain. If any remain, they will be transported to the motel.
- *Clearance.* Heavy equipment then will move in and clear the site. All vegetation will be removed and the site graded, so that no one can hide or set up tents without being seen.

### **After the Closure**

To assure success and prevent the recurrence of homelessness or the re-establishment of future encampments, the following actions will be taken:

- *Ongoing services and tracking.* Service providers will continue working with former residents for at least 18 months—obtaining benefits, providing treatment for behavioral health disorders, assisting in gaining independent living skills, and providing ongoing case management for identified needs.

The City will support case management services for at least 18 months and will track



- Closing notice is posted



- Residents gather belongings



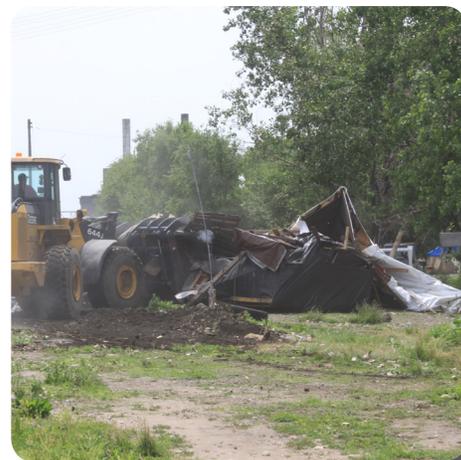
- Pets go to temporary homes



- Residents leave as unit



- Final walk through conducted



- Land cleared of debris

former encampment residents for at least 24 months.

- *Companionship.* Along with housing and service needs, it is important to address the socialization needs that former encampment residents are likely to have. No matter how poor their conditions, encampments often offer a sense of community. Among the steps to address these needs are:
  - Reunions and gatherings of former residents, planned and implemented by residents
  - Institution of a community companionship program
- *Site work.* The site of the encampment will be fully secured by fencing, “no trespassing” signs and whatever is needed to prevent another encampment. The City will work with landowners to design steps and allocate costs. It is recommended that eradication of rodents and insect pests be undertaken quickly.

### **A Note on News Media**

News reporters need stories. The City can help by:

- Emphasizing the re-housing process and availability of services
- Providing factual information about the nature of residents (e.g., de-identified data about length of homelessness, disabilities, former cities of residence, etc.). This can be especially important if people come from shelters or other forms of housing to live in encampments.
- Having residents available for interviews, especially indigenous leaders
- Providing opportunities for reporters to observe the rehousing and relocation processes

Regardless of these steps, the news media are likely to stress demolition, not re-housing and services. They are apt to look for and publicize any dissatisfaction among inhabitants or community advocates. This is to be expected; the media are attracted to controversy. The City’s job is not to “manage” the news, but to make sure reporters have access to the full story.

### **A Note on Donors**

Well-meaning citizens and religious congregations can pose special challenges. They are likely to want to bring food, used clothing and other donations directly to an encampment. While their motivation is positive and completely understandable, such actions can have the effect of sustaining the encampment, rather than supporting permanent solutions. Meanwhile, the haphazard distribution of goods at encampments can be disorganized and inequitable.

It is recommended that one person be designated to coordinate relations with congregations, community groups and other potential donors. This could be a City Division of Homeless Services employee or a staff member in a partner CoC agency. This person could serve as single channel of communication, informing potential donors of specific needs, arranging for delivery to designated collection spots, overseeing a fair distribution system, and providing thanks and recognition to donors.

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## APPENDIX A: Riverfront Encampment Census Results

### Fall 2011 *Census*

Total Counted .....	61
Men .....	65%
Women.....	35%
Vets .....	11%
MI .....	54%
SA .....	15%
Physical Disability .....	48%
From City.....	38%
Not From City.....	62%

### April 2012 *Census*

Total Counted.....	64
Men .....	52%
Women.....	48%
Children .....	3
Vets .....	9%
MI .....	32%
SA.....	28%
Physical Disability .....	16%
Stable Income.....	11%
From Fall 2011 .....	42%
Not From City .....	58%

## **APPENDIX B: Initial Encampment Partners**

### **Agencies Participating in Initial Outreach Effort:**

ArchCity Defenders  
BJC Behavioral Health  
Catholic Charities  
Catholic Family Services  
DD Resources  
Humanitri  
Missouri Department of Mental Health  
Peter and Paul  
Places for People  
Shalom House  
St. Louis Department of Human Services  
St. Patrick Center  
St. Vincent de Paul  
US Department of Veterans Affairs  
YWCA

### **Agencies Providing Housing Prior to May 2012 Closure:**

BJC Behavioral Health  
Catholic Charities  
Catholic Family Services  
Missouri Department of Mental Health  
St. Patrick Center  
St. Vincent de Paul  
US Department of Veterans Affairs  
YWCA

# APPENDIX C: Closing Calendar and Action Steps

## Riverfront Encampment Closure Calendar April 2012

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	2	3	4	5	6	7
8	9	10	<b>11</b>  All Signs Ready  Print Resident Flyers	<b>12</b>  11a Lunch w/ Camp Leaders  6:30p Mtg w/ Residents  10p Email CoC  Email Landlords	<b>13</b>  8a 'Public Notice' Signs Posted  9a Issue Press Release  Request Faith-Based Assistance	14
15	<b>16</b>  9a Contact Property Owners  11a Census Shift A  4:30p Census Shift B	<b>17</b>  11a Census Shift B  4:30p Census Shift A  9a Landlords Mtg for TIP	18	<b>19</b>  Relocation of Residents Starts	20	21
22	23	<b>24</b>  Distribute HRC Intake Flyers	<b>25</b>  9a HRC Prep Mtg  10:30a Command Team Mtg  12p DH Intake Session	<b>26</b>  12p DH Intake Session  6:30p Update Residents	27	28
29	<b>30</b>  12p Hopeville Intake Session					

Last updated 4/24/2012 at 2:00pm

-  Homeless Services
-  Parks Dept.
-  Mayor's Office
-  Command Team [HSD, SLMPD, Outreach, Streets Dept.]
-  All Entities [HSD, SLMPD, Parks, Streets, Outreach, Owners, Landlords, Residents]
-  Housing Resource Center

## Riverfront Encampment Closure Calendar May 2012

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
		<b>1</b> 12p Hopeville Intake Session	<b>2</b> Dignity Harbor Inspection Pet Pick-Up DH Residents Move to Motel	<b>3</b> Dignity Harbor Inspection 6:30p Update Residents Pet Pick-Up	<b>4</b> 9a Dignity Harbor Final Inspection 9a DH Closes 9a No Trespassing Signs Posted 1p Land Cleared	<b>5</b> DH Site Patrol
<b>6</b> DH Site Patrol	<b>7</b> 12p Sparta & Atlantis Intake Session	<b>8</b> 12p Sparta & Atlantis Intake Session	<b>9</b> Hopeville Inspection Pet Pick-Up Hopeville Residents Move to Motel	<b>10</b> Hopeville Inspection 6:30p Update Residents Pet Pick-Up	<b>11</b> 9a Hopeville Final Inspection 9a Hopeville Closes 9a No Trespassing Signs Posted 1p Land Cleared	<b>12</b> Hopeville & DH Site Patrol
<b>13</b> Hopeville & DH Site Patrol	<b>14</b>	<b>15</b>	<b>16</b> Sparta & Atlantis Inspection Pet Pick-Up S&A Residents Move to Motel	<b>17</b> Sparta & Atlantis Inspection 6:30p Update Residents Pet Pick-Up	<b>18</b> 9a S&A Final Inspection 9a S&A Close 9a No Trespassing Signs Posted 1p Land Cleared	<b>19</b> All Camps Site Patrol
<b>20</b> All Camps Site Patrol	<b>21</b>	<b>22</b>	<b>23</b>	<b>24</b> Encampment Closure Evaluation Mtg	<b>25</b>	<b>26</b>
	Tree Removal & Site Grading					
<b>27</b>	<b>28</b>	<b>29</b>	<b>30</b>	<b>31</b>		

Last updated 4/30/2012 at 1:00pm

- |                         |              |               |   |  |
|-------------------------|--------------|---------------|---|--|
| Homeless Services       | Parks Dept.  | Streets Dept. | Command Team<br>[HSD, SLMPD, Outreach, Streets Dept.] | All Entities<br>[HSD, SLMPD, Parks, Streets, Outreach, Owners, Landlords, Residents] |
| Housing Resource Center | Health Dept. | SLMPD         | Health Dept., Parks Dept.]                            |  |

# Detailed Encampment Closure Plan

## February 29 – April 12

Present plan to Mayor's Office

Receive approval and go-ahead

Establish Command Team and set meeting schedule (starting on following day)

Division of Homeless Services begins securing housing units (in order of priority):

- Permanent supportive housing / Shelter Plus Care
- TIP: Transition-in-Place pilot program (multi-bedroom units)
- Other transitional housing
- Shelters (last resort)

City and Division of Homeless Services prepares for:

- Receipt of donations and storage of personal items
- Produce signs for Public Notice, No Trespassing
- Produce fliers for residents
- Produce Press Release

April 12 (Thursday)

Department of Human Services and Division of Homeless Services administrators hold lunch meeting including Michael George and leaders of each encampment:

- Inform of plans and timetable
- Solicit their involvement and assistance
- Obtain their input into certain strategic decisions

Division of Homeless Services secures agreement of mental health and substance abuse service providers for crisis and ongoing services

Division of Homeless Services Manager holds on-site meetings with encampment to inform occupants of plans, timetable, services, and options during Misfits for Jesus evening gathering

- City staff distribute fliers in encampment

## April 13 (Friday)

In following order:

- 1) Division of Homeless Services Manager sends early morning email to CoC notifying of closure
- 2) City (Parks Dept.) posts 'Public Notice' signs at entrances to each encampment
- 3) City issues News Release to media (or hold news conference)
- 4) City makes officials available for interviews

April 16 (Monday)

Form Command Team/hold meeting:

- Inform of plans and timetable
- Make modifications if needed
- Establish clear decision making process and media relations
- Designate responsibilities and assignments

City contacts all adjacent property owners:

- Inform of plans and timetable
- Solicit their permission to grade and clear property

Division of Homeless Services staff and outreach partners begin census and needs assessment in encampment. This process will continue as needed, and as occupants come and go.

- Census occurs in two shifts at 11am and 4:30pm to ensure as many occupants as possible are included

## April 17 (Tuesday)

Division of Homeless Services staff and outreach partners continue census and needs assessment in encampment. This process will continue as needed, and as occupants come and go.

- Census occurs in two shifts at 11am and 4:30pm

## April 19 (Thursday)

Start moving people out of encampments into stable housing situations. Each person will be offered at least two appropriate housing choices.

## April 23-24 (Monday-Tuesday)

Engage, train and inform clean-up crews, police and providers.

## **May 2-3 (Wednesday-Thursday)**

Division of Homeless Services and outreach partners conduct thorough inspection of Dignity Harbor:

- Inventory and secure any remaining personal belongings of persons who have departed
- Make list and notes about all remaining occupants
- Inform remaining occupants of hour-by-hour timetable for closure

## **May 4 (Friday)**

Closure of Dignity Harbor. Team of Homeless Services staff, police and providers on-site very early. In order:

- 1) Final inspection of all vacated structures, tents, etc.
- 2) Removal of any pets to animal shelter (Department of Health)
- 3) Inventory and pack belongings of remaining occupants (Parks Department)
- 4) Remove remaining occupants from site – transport to shelter
- 5) Clear property
- 6) Post 'No Trespassing' signs at encampment entrances (Parks Department)

## **May 9-10 (Wednesday-Thursday)**

Division of Homeless Services and outreach partners conduct thorough inspection of Hopeville (same process as above).

## **May 11 (Friday)**

Closure of Hopeville (same as above).

## **May 16-17 (Wednesday-Thursday)**

Division of Homeless Services and outreach partners conduct thorough inspection of Sparta and Atlantis (same process as above).

## **May 18 (Friday)**

Closure of Sparta and Atlantis (same as above).

## **May Follow-up (TBD)**

- Police patrol site (ongoing)
- Complete grading and tree removal as needed
- Install permanent signage
- DHS and partner agencies continue engagement, services and follow-up activities with former occupants
- Conduct group meetings of former occupants on monthly basis (to be planned by indigenous leadership and faith-based groups)
- May 24, 10am @ DHS - Conduct evaluation of closure process
- If closure is successful, issue commendations from Mayor to key organizations and personnel (including indigenous leadership)
- Make recommendations for prevention and intervention with other/future encampments

# APPENDIX D: Communications with Residents

## Riverfront Encampment Communities

As you are aware, the Homeless Services Division has been working with your community over the past months to locate alternative forms of housing. Many of your peers have expressed the need for homes in a more stable, safer and cleaner environment as a result of the City's decision to permanently close the Riverfront encampments. **Let's continue to work together** as we near the final closing dates.

After each community's closing date, no one will have access to the area. It is important that you take with you any belongings you wish to keep. Once the area is closed, the land will be cleared. If you are unable to take everything you want with you, you are welcome to place your belongings in secure storage with the Homeless Services Division.

If you are still in need of housing or services, please notify the Homeless Services Division as soon as possible. HSD staff will be on site throughout the months of April and May. Additionally, you can contact HSD by phone (314-657-1713) or in person Monday through Friday, 8-5 PM at 1520 Market Street, Room 4062.



### TIMELINE

MAY 4, 2012

Dignity Harbor Permanently Closes

MAY 11, 2012

Hopeville Permanently Closes

MAY 18, 2012

Sparta Permanently Closes

### AFTER MAY 2012

The City of St. Louis and the St. Louis City Continuum of Care are committed to your successful transition into housing. We are here to support you through May and beyond.

### How We Can Help

- Housing Assistance
- Mental Health Treatment
- Substance Abuse Treatment
- Clothing
- Household Supplies

CITY of ST. LOUIS  
Homeless Services Division  
**314.657.1713**  
1520 Market St., Rm 4062  
Mon-Fri 8-5 PM

# PUBLIC NOTICE

The Riverfront encampment will be *permanently closed* beginning **MAY 4, 2012**.

**MAY 4, 2012** Dignity Harbor Closes  
**MAY 11, 2012** Hopeville Closes  
**MAY 18, 2012** Sparta Closes

**THE CITY OF ST. LOUIS WILL STRICTLY ENFORCE THESE DATES. ACCESS WILL BE DENIED THEREAFTER.**

*If you are still in need of housing or services, please notify the Homeless Services Division.*

Homeless Services Division, CITY of ST. LOUIS  
**314.657.1713**  
1520 Market Street, Room 4062  
MON-FRI 8-5 PM



# NO TRESPASSING



**VIOLATORS  
WILL BE  
PROSECUTED**

CITY ORDINANCE #57335

REVISED CITY CODE 15.74.120

# APPENDIX E: Press Release Announcing Closing



Francis G. Slay  
Mayor



## NEWS

FOR IMMEDIATE RELEASE  
Friday, April 13, 2012

Contact: Bill Siedhoff  
PHONE: (314) 612-5900

### City Announces Final Plan to Re-House Riverfront Encampment Occupants

*Encampments will be closed; residents will be offered housing assistance*

The City of St. Louis today announced plans to close three homeless encampments along the riverfront between Mullanphy and Dickson streets. The closing will take place in stages beginning May 4<sup>th</sup>. About 30 residents remain in the riverfront encampments.

Prior to closure, professional staff from the Department of Human Services and its partnering private agencies will work with remaining occupants to assess individual situations and needs. Occupants of the encampments will continue to be offered housing assistance during the closing process.

This is a continuation of an assessment and re-housing process that began last fall. Encampment occupants started relocating in September of 2011, resulting in a total of 38 persons moving from the area. Originally, a total of 61 persons were identified as residents of the encampments. Persons in need of immediate care will continue to be referred for services.

“The solution to homelessness is homes, not temporary encampments,” said Mayor Francis G. Slay. “We are committed to offering stable, decent housing to people living in the encampments. But allowing the encampments to remain is no longer an option.”

“The encampments have attracted a great deal of attention to the problems of homeless persons,” added William Siedhoff, Director of Human Services. “But they are not safe places for people to live, and they are certainly not a long-term answer to the problem.”

The City had taken the position that it would allow the encampments as long as the people living there did not bother or hurt themselves or others, and as long as public safety and public health was not put in jeopardy. Unfortunately, several occupants of the encampments have been victims of violent crimes, including fights and stabbings, which resulted in the death of one occupant. Such violence resulted in a large number of police service calls. Additionally, several tents were consumed by fires and rat infestations were discovered throughout the area.

City officials met with leaders of the encampments to inform them of the housing plan and impending closures. Manager of Homeless Services Antoinette Triplett and her staff also informed all occupants of the plan. City workers will be posting signs this morning specifying the closing timeline.

The City today also simultaneously issued an appeal to faith-based and community groups to assist in making the transition as smooth as possible. Donations can be made to the United Way of Greater St. Louis-Encampment Relocation Fund, 910 N. 10<sup>th</sup> St., St. Louis, MO 63101 or by calling (314) 657-1702. Additionally, the launch of a Community Companionship Program will offer one-on-one friendship and support to those who are relocated into housing.

###

# APPENDIX F: Census Form

**Final Census: St. Louis Riverfront Encampment**

First Name \_\_\_\_\_ Last Name \_\_\_\_\_ Nickname \_\_\_\_\_

Phone Number: \_\_\_\_\_ Census Taker: \_\_\_\_\_ Date: \_\_\_\_\_

1. Are you living in a particular encampment?
  - No.
  - Yes, I live in:
    - Dignity Harbor
    - Hopeville
    - Sparta
    - Other **(Please specify: \_\_\_\_\_ )**
2. Do you have an outreach worker or someone from an agency that you've been working with?
  - No
  - Yes **Please check appropriate box on the back. If possible, write name of outreach worker.**
3. Are you a veteran?
  - No
  - Yes
4. Do you have any income (job, Social Security, unemployment, veterans', TANF)?
  - No
  - Yes
5. When did you move to the encampment? \_\_\_\_\_
6. Is there anyone living in the encampment that you want to share housing with? **Please give name(s).**  
\_\_\_\_\_

Resident signifies that he/she understands that this information will be kept confidential except as necessary to be shared among Continuum of Care agencies to provide supportive services.

# Riverfront Encampment Housing & Services Intake Sessions

## HOUSING & SERVICES INTAKE SESSIONS

APRIL 25 & 26, 2012 12-3p  
Dignity Harbor Intake Sessions

APRIL 30 & MAY 1, 2012 12-3p  
Hopeville Intake Sessions

MAY 7 & 8, 2012 12-3p  
Sparta & Atlantis Intake Sessions

**Housing Resource Center**  
314. 241.5600  
800 N. Tucker Blvd  
St. Louis, MO 63101

To receive assistance with securing housing and supportive services, please plan to attend an upcoming **Housing & Services Intake Session**. All sessions will take place at the Housing Resource Center.

Housing Resource Center (HRC) will host two intake days for each Riverfront Encampment Community. Please only attend an intake session designated for your respective community. Lunch will be provided for participants.



*Hope Is Moving In*

ST. LOUIS CITY  
Continuum of Care

# APPENDIX H: Personal Belongings Waiver



## PERSONAL BELONGINGS WAIVER

I, \_\_\_\_\_, understand that the Dignity Harbor encampment will be officially closed by the City of St. Louis as of 9:00 AM May 4, 2012. I understand that any and all items remaining at Dignity Harbor after this time will be removed and disposed of by the City. I also understand that upon final departure from Dignity Harbor I should take with me any personal belongings that I wish to keep. My signature below confirms that I have removed any such belongings from Dignity Harbor.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

# APPENDIX I: Sign Posting Locations



Google Maps, 2012

## PROPOSED SIGNAGE PLACEMENTS Riverfront Encampment Closing

- 1** South side of Mullanphy St between Lewis St and Commercial St (at entrance of Hopeville)
- 2** West side of Commercial St between Mullanphy St and Smith Ave (at end of Hopeville, entrance to Dignity Harbor)
- 3** East side of Lewis St between Mullanphy St and Florida St (at entrance to Sparta)
- 4** East side of Lewis St between Florida St and Smith Ave (at entrance to Dignity Harbor)
- 5** Northeast corner of Dickson St and Lewis St
- 6** West side of Commercial St at Smith Ave (at footpath to Dignity Harbor)

# APPENDIX J: TIP Voucher, Instructions & Unit Approval Request

**[FORM A] FOR LANDLORD---** Please make a copy and return original to client.



City of St. Louis  
Department of Human Services  
Homeless Services Division



FRANCIS G. SLAY  
MAYOR

## TRANSITION IN PLACE RENTAL ASSISTANCE VOUCHER

TENANT NAME:	Unit Size:*	Voucher No:
Number of Household Members:		Issued On:
		Expires On:
* This is the maximum number of bedrooms for which the tenant family qualifies.		

### 1. Transition in Place (TIP) Rental Assistance Program

This coupon has been issued by the **Homeless Services Division of the City of St. Louis** in partnership with **Catholic Charities of St. Louis Housing Resource Center** (program administrator) to the Tenant identified above who is eligible to participate in the TIP program. Under this program, the program administrator makes monthly payments to a Landlord on behalf of an eligible Tenant. The Tenant selects a decent, safe and sanitary dwelling unit and the program administrator makes payments to the Landlord to help the Tenant to afford the rent.

When the program administrator issues this Voucher, it fully expects to have money available to provide assistance. However, the program administrator is under no obligation to the Tenant or the Landlord or any other party until the program administrator has approved the unit and entered into an agreement with the Landlord and the Tenant.

### 2. Key Steps in Using this Voucher

- A. The Tenant must select a rental unit that meets the program's housing quality standards and has a reasonable rent according to the guidelines established by the U.S. Department of Housing and Urban Development (HUD). When the Tenant finds a suitable unit, the Tenant must give the program administrator a "Request for Unit Approval" form, signed by the Landlord and also provide a copy of the Landlord's lease.
- B. After the program administrator receives the "Request for Unit Approval," the program administrator will inspect the unit and review the Landlord's lease. If the unit meets the program's standards and the rent for the unit is reasonable, the program administrator will notify the Landlord and the Tenant that the unit has been approved.

[Note: If the unit or lease cannot be approved, the program administrator will give the Landlord an opportunity to correct the problem or the Tenant can begin to look for another unit.]

C. The program administrator will then work with the Landlord and the Tenant to execute all of the necessary documents as follows:

- The Landlord and the program administrator (on behalf of the Tenant) must sign a 12 month lease.
- The Landlord and the program administrator must sign a TIP Voucher Contract.
- Once all necessary documents have been signed and the Tenant moves into the unit, payments to the Landlord will begin.

3. Security Deposit

The program administrator will pay a security deposit to the Landlord consistent with local market practices. When the Tenant moves out, any reimbursement of the deposit due from the Landlord under state and local laws will be paid to the Tenant.

4. Tenant Rent and Assistance

For the first three (3) months of the initial lease between the Landlord and program administrator, the program administrator will pay 100% of the total monthly rent on behalf of the Tenant to the Landlord. Beginning with month four (4) of the initial lease, depending on Tenant's ability to pay, the program administrator will pay 90% of the total monthly rent to the Landlord. The Tenant will pay 10% of the total monthly rent to the Landlord. For each month thereafter, the program administrator will reduce its payment to the Landlord by an additional 10% of the total monthly rent. The Tenant will increase his/her payment to the Landlord by an additional 10% of the total monthly rent each month starting with the fourth month of the initial lease. In total, the Tenant will receive rental assistance paid directly to the Landlord by the program administrator for 12 months. See chart below.

**Transition in Place 12 Month Rental Assistance**

Month	Assistance Pay Rate	Tenant Pay Rate
1	100%	0%
2	100%	0%
3	100%	0%
4	90%	10%
5	80%	20%
6	70%	30%
7	60%	40%
8	50%	50%
9	40%	60%
10	30%	70%
11	20%	80%
12	10%	90%
13	0%	100%

If a tenant is not able to pay any portion of his or her rent during months four (4) through twelve (12) of the initial lease, the program administrator will pay to the Landlord the total month's rent less any payment received by the Landlord from the Tenant for that month.

5. Length of Assistance

Rental assistance under the TIP program is for a total of 12 months. At the end of the initial 12 month lease, the program administrator will send notice to both the Landlord and Tenant declaring the termination of TIP rental assistance. If at the end of the 12 month period the Tenant wishes to remain in his/her unit and has the ability to pay, the Landlord and Tenant must enter into a new lease. The program administrator will have no further obligation to the Landlord, the unit or the lease.

6. Equal Housing Opportunity

If a Tenant has reason to believe that he/she has been discriminated against on the basis of age, race, color, creed, religion, sex, handicap, national origin, or familial status, the Tenant may file a complaint with HUD. HUD has set up a hotline to answer questions and take complaints about Fair Housing and Equal Opportunity. The toll free number is (800) 424-8590.

ISSUED BY:	
Name:	Signature:
Date:	Telephone:
ACCEPTED BY VOUCHER HOLDER	
Name:	Signature:
Date:	Telephone:

**FOR CLIENT:** Please read the following instructions.



FRANCIS G. SLAY

MAYOR



City of St. Louis  
Department of Human Services  
Homeless Services Division



## TENANT INSTRUCTIONS

Congratulations! You have been issued a rental assistance Voucher.

### How can the voucher be used?

The Transition in Place Rental Assistance Voucher can be used as you search for a housing unit. The Voucher notifies potential landlords that you will receive rental assistance for your unit.

### Instructions

1. Find a housing unit that you like.
2. Give the Voucher (**FORM A**) to the Landlord or Leasing Agent.
3. Give the Request for Unit Approval (**FORM B**) to the Landlord or Leasing Agent.
4. Return the Request for Unit Approval (**FORM B**) to HRC.

**If you or the Landlord/Leasing Agent have any questions, please call your HRC Case Manager at (314) 241-5600.**



FRANCIS G. SLAY  
MAYOR



City of St. Louis  
Department of Human Services  
Homeless Services Division  
**TRANSITION IN PLACE**  
**REQUEST FOR UNIT APPROVAL**



*Hope Is Moving In*  
ST. LOUIS CITY  
Continuum of Care

TENANT NAME & VOUCHER NO.	LANDLORD NAME	NO. OF BEDROOMS
UNIT NO. & ADDRESS		LANDLORD'S ADDRESS
		Telephone No.

**INSTRUCTIONS:**

This form should be completed by the Tenant and the Landlord to request the **Housing Resource Center's** approval of the unit for which the Tenant has elected to receive rental assistance.

**Landlord: After the Tenant submits this request to the Housing Resource Center, a staff member will be in touch with you to arrange for an inspection.**

**Tenant:** With the Landlord, fill out this form completely and return it to **Housing Resource Center**. Do not sign a lease until **Housing Resource Center** has inspected and approved the unit.

(1) Type of Unit:  Single Family  Semi-detached/Row House  Garden/Walk up  
 Elevator/High Rise  Mobile Home Date Constructed: \_\_\_\_\_

(2) Most recent rent charged:  
Were the same utilities/appliances included in the rent:  Yes  No

<u>Utilities and Appliances</u>	<u>Provided by Owner</u>	<u>Provided by Tenant</u>
Heating (fuel type: _____)	<input type="checkbox"/>	<input type="checkbox"/>
Cooking (fuel type: _____)	<input type="checkbox"/>	<input type="checkbox"/>
Electric	<input type="checkbox"/>	<input type="checkbox"/>
Hot Water (fuel type: _____)	<input type="checkbox"/>	<input type="checkbox"/>
Water	<input type="checkbox"/>	<input type="checkbox"/>
Refrigerator	<input type="checkbox"/>	<input type="checkbox"/>
Range	<input type="checkbox"/>	<input type="checkbox"/>
Trash Collection	<input type="checkbox"/>	<input type="checkbox"/>

Tenant Name (Type or Print):	Landlord Name (Type of Print):
(Signature/Date)	(Signature/Date)