

# We're Making Progress....



*Hope Is Moving In*

ST. LOUIS CITY

**Continuum of Care**

## **Five Year Update on the Ten Year Plan to End Chronic Homelessness**

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## A Letter from the Mayor

In August of 2005, St. Louis City and St. Louis County partnered for an ambitious Ten Year Plan to End Chronic Homelessness. Having passed the five year milestone in 2010, I am pleased to present the following progress report as an update on the strides the St. Louis City Continuum of Care has made toward achieving the goals and action points of the Ten Year Plan.

The homeless services providers and members of the Continuum of Care have put forward an outstanding effort over the last five years, and the Department of Housing and Urban Development has contributed tens of millions of dollars to our housing programs. Without this funding, our progress would not have been possible.

- Between 2005 and 2010, over 400 new permanent supportive housing beds have been created.
- The number of beds specifically designated for chronically homeless persons has increased from a mere 70 beds to 217, with 82 additional beds currently under development, bringing the total to 299.
- Concurrently, the City of St. Louis experienced a 20% reduction in chronic homelessness.
- Despite the troubled economic times, the overall number of homeless persons in St. Louis City has decreased over the past five years, from 1,485 in 2005 to 1,305 in 2010.

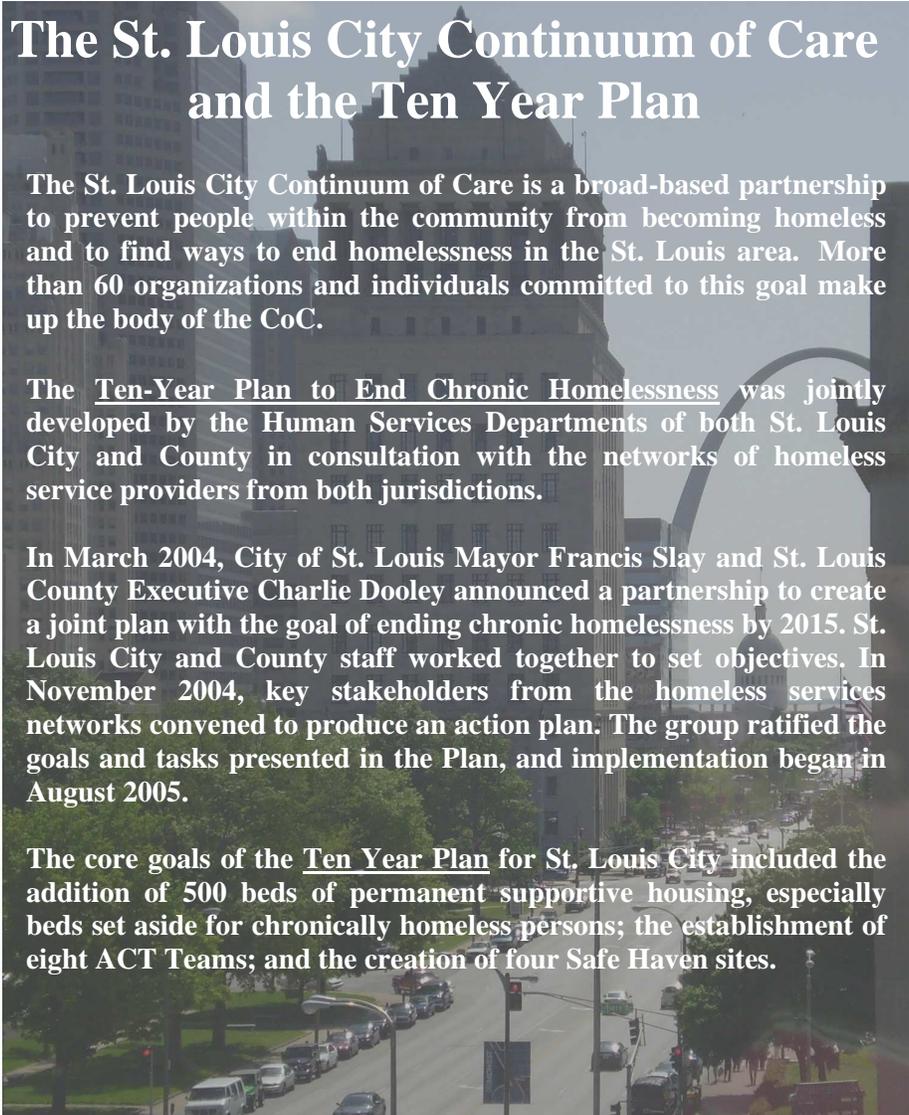
Despite these noteworthy accomplishments, much work remains to be done. One homeless person in our City is too many. I look forward to supporting the continued efforts of our City and our Continuum of Care to end chronic homelessness.

*Francis G. Slay*  
Mayor, City of St. Louis

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## The St. Louis City Continuum of Care and the Ten Year Plan

The St. Louis City Continuum of Care is a broad-based partnership to prevent people within the community from becoming homeless and to find ways to end homelessness in the St. Louis area. More than 60 organizations and individuals committed to this goal make up the body of the CoC.

The Ten-Year Plan to End Chronic Homelessness was jointly developed by the Human Services Departments of both St. Louis City and County in consultation with the networks of homeless service providers from both jurisdictions.

In March 2004, City of St. Louis Mayor Francis Slay and St. Louis County Executive Charlie Dooley announced a partnership to create a joint plan with the goal of ending chronic homelessness by 2015. St. Louis City and County staff worked together to set objectives. In November 2004, key stakeholders from the homeless services networks convened to produce an action plan. The group ratified the goals and tasks presented in the Plan, and implementation began in August 2005.

The core goals of the Ten Year Plan for St. Louis City included the addition of 500 beds of permanent supportive housing, especially beds set aside for chronically homeless persons; the establishment of eight ACT Teams; and the creation of four Safe Haven sites.

# Beds for Chronically Homeless Persons

**Goal: Add 500 permanent supportive housing beds for persons who are chronically homeless.**

**Progress to Target:** Prior to the beginning of the Ten Year Plan in 2005, the St. Louis City Continuum of Care had 750 permanent supportive housing beds, of which **only 70 beds were designated specifically for chronically homeless persons**. (When Mayor Slay took office in 2001, only 11 beds were available to chronically homeless persons.)

By 2010, the number of permanent supportive housing beds designated specifically for chronically homeless persons had been **expanded to 217 beds, an increase of 210% from 2005**.

An additional **82 permanent supportive housing beds have received funding and are currently under development**, all of which are designated for chronically homeless persons. Once these beds are added, **the number of beds for chronically homeless persons will total 299 beds, an increase of 327% over 2005**.

**In 2005, 70 beds for persons who are chronically homeless.**



**In 2010, 217 beds for persons who are chronically homeless. An additional 82 beds are under development, bringing the total to 299.**



**Chronic Homelessness:** An unaccompanied homeless individual with a disabling condition who has been continuously homeless for over a year or has had at least four episodes of homelessness in the past three years.

# Permanent Supportive Housing

**Goal: Increase the number of overall permanent supportive housing beds for both chronically homeless and non-chronically homeless persons, in accordance with HUD's "Housing First" strategy.**

**Progress to Target:** Prior to the beginning of the Ten Year Plan in 2005, the St. Louis City Continuum of Care had 750 permanent supportive housing beds.

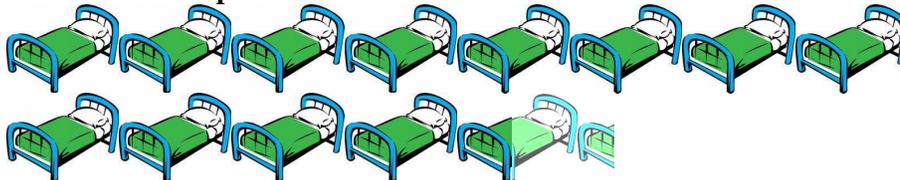
By 2010, **406 additional permanent supportive housing beds** had been brought online. Due to changes in some programs' bed numbers as well as the inclusion of other previously existing programs, **the total number of permanent supportive housing beds reported for the St. Louis City CoC in 2010 is 1231 beds.**

**Another 82 permanent supportive housing beds have received funding and are currently under development.** Once these beds are added, **the overall number of permanent supportive housing beds will total 1313 beds, an increase of 175% over 2005.**

**In 2005, 750 beds of permanent supportive housing.**



**In 2010, 1231 beds of permanent supportive housing. An additional 82 beds are under development.**



***Permanent Supportive Housing:*** Long-term, community-based housing and supportive services for homeless persons with disabilities.

# Safe Havens

**Goal: Create four Safe Havens in the City of St. Louis.**

**Progress to Target:** Prior to the beginning of the Ten Year Plan in 2005, the St. Louis City Continuum of Care had no Safe Haven sites.

By 2010, **funding had been obtained for three of the four** Safe Havens proposed in the Ten Year Plan. **One of the four is fully operational**, with two more in the planning and development states.

**Horizon Club House** serves over 900 clients per year with connection to homeless services and respite from the streets.

**Shenandoah Place** and **Places for Fathers Plus** are under development.

**Created since 2005:**

**1 Safe Haven fully operational**

**+ 2 Safe Havens under development**



**Safe Haven:** Supportive housing serving hard-to-reach homeless persons with severe mental illness and other conditions who are on the streets and have been unwilling or unable to participate in supportive services.

# Assertive Community Treatment Teams

**Goal: Eight ACT teams operating in the City of St. Louis.**

**Progress to Target:** Prior to the beginning of the Ten Year Plan in 2005, there was no formal CoC strategy for utilizing a standardized ACT model.

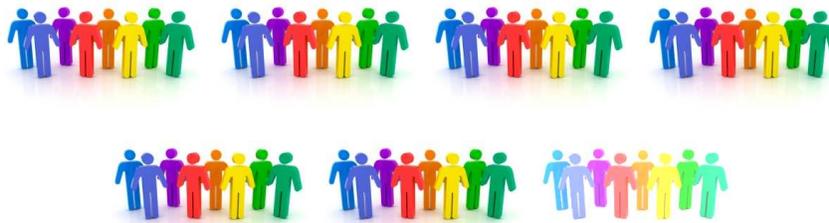
By 2010, the following ACT Teams were operating in the City of St. Louis:

Agency	Number of ACT Teams
BJC Behavioral Health	1 full team
Places for People*	3 full teams
Peter & Paul Community Services	1 modified team (under development)
St. Patrick Center	1 full team 1 modified team
<b>Total</b>	<b>7 ACT Teams</b>

\* Places for People merged with Community Alternatives on January 1, 2011. The numbers in this table reflect the total for the organization after the merger.

**Operating by 2010:**

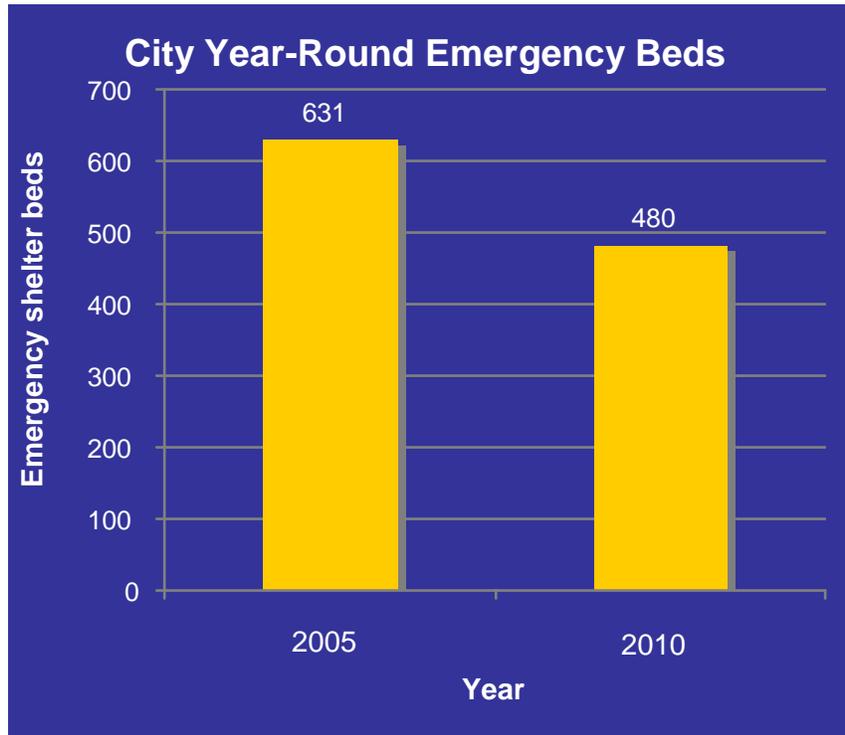
**6 ACT Teams operating + 1 ACT Team under development**



**Assertive Community Treatment (ACT):** An intensive community-based mental health service model for persons with serious mental illness, functional impairments and complex needs. ACT Teams typically consist of a coordinator, mental health worker, occupational therapist, psychiatrist, registered nurse, social worker, substance abuse specialist, vocational rehabilitation counselor, and peer support workers.

# Emergency Shelter Beds

**Emergency Shelter:** A facility that provides temporary shelter to persons who would otherwise be sleeping on the street or in a place not meant for human habitation.



## Emergency Shelter Beds Reported by St. Louis City CoC:

Agency	2005	2010
Covenant House	-	20
Gateway 180	120	115
Fortress Outreach	34	Closed
Haven of Grace	22	10
Karen House	Not reported	27
Metro Center/Shalom House	25	25
Our Lady's Inn	22	26
Peter & Paul Community Services	50	60
Queen of Peace	26	Closed
Queen of Peace – Annex	16	Closed
Salvation Army – Family Haven	47	Closed
Salvation Army – Harbor Light	150	84
St. Martha's Hall	24	23
St. Patrick Center	15	15
Stepping Into The Light	30	25
Women's Safe House	50	50
<b>TOTAL EMERGENCY BEDS</b>	<b>631</b>	<b>480</b>

Between 2005 and 2010, the number of emergency shelter beds in the St. Louis City CoC decreased due to some agencies closing emergency shelter programs. It is important to note that the decline in emergency shelter beds has **correlated with an increase in transitional and permanent supportive housing beds**. The CoC's goal has been to reduce the time clients spend in emergency shelter. Transitional and permanent housing offer more opportunities to address housing barriers and provide supportive services to help homeless individuals and families gain self-sufficiency and long-term housing stability.

# Transitional Housing Beds

**Transitional Housing:** Housing with supportive services that allows homeless individuals and families to stay for up to 24 months and build the skills and resources to move to permanent housing.



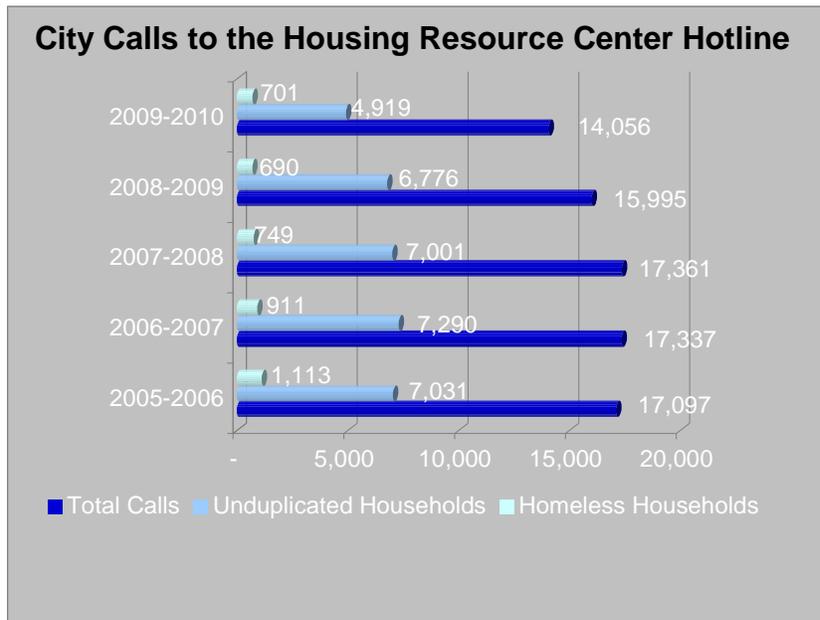
## Transitional Housing Beds Reported by the St. Louis City CoC:

Agency	2005	2010
Almost Home	33	10
Covenant House	16	32
Fortress Outreach	36	Closed
Good Samaritan Center/Humanitri	89	89
Hagar's House	54	-
Lydia's House	115	54
Metro Center/Shalom House	10	12
NBA – Olive Branch	16	-
Peter & Paul – Labre Center	15	15
Peter & Paul Transitional	-	10
Peter & Paul Positive Directions	20	20
Queen of Peace – St. Philippine Home	33	33
Salvation Army – Harbor Light	-	96
Salvation Army – Level III	20	-
Salvation Army – St. Michael's	-	144
Salvation Army – Temple Corps	76	76
St. Louis Dream Center	-	12
St. Louis Office for DD Resources	-	8
St. Louis Transitional Hope House	184	173
St. Patrick Center Rosati Stabilization Center	27	-
YWCA Phyllis Wheatley Center	35	35
<b>TOTAL TRANSITIONAL BEDS</b>	<b>779</b>	<b>811</b>

## Calls to the Housing Crisis Hotline

The Housing Resource Center “**Homeless Hotline**” functions as the gateway to many services offered by the Continuum of Care. Hotline staff conduct **intake and needs assessments** and **refer callers to available emergency shelter beds** and/or other resources.

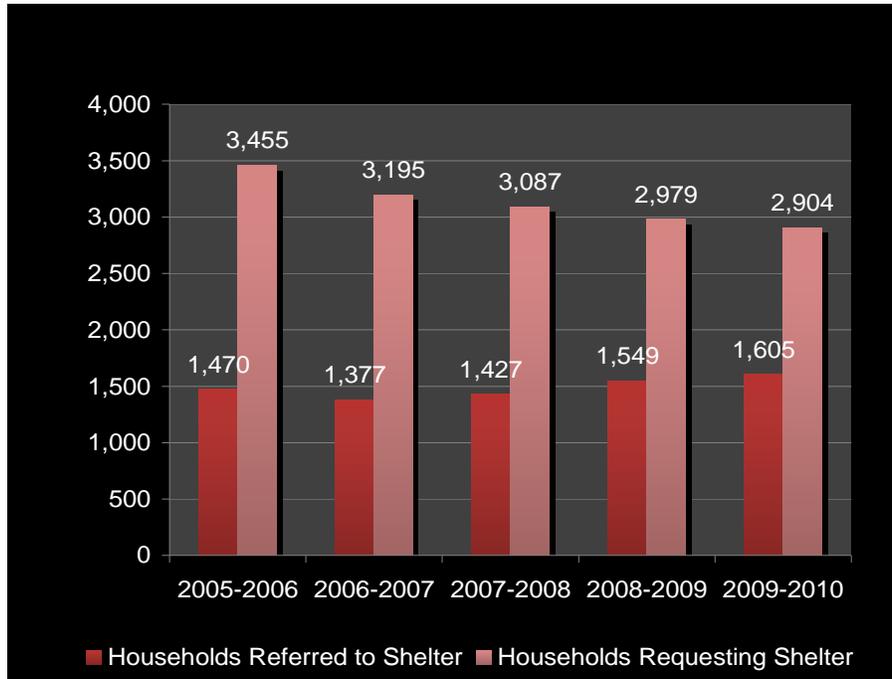
The number of calls to the Hotline is one indicator of the level of need for housing and homeless services in the community. However, when observing the decrease in call volume over the past five years, it is important to bear in mind that other hotlines have been established as well. The United Way’s 211 Information and Referral line has absorbed some calls that were previously directed to the Housing Resource Center, and the Homeless Prevention and Rapid Re-housing Program (HPRP) is now the main recipient of calls for homeless prevention resources.



## Shelter Requests and Referrals

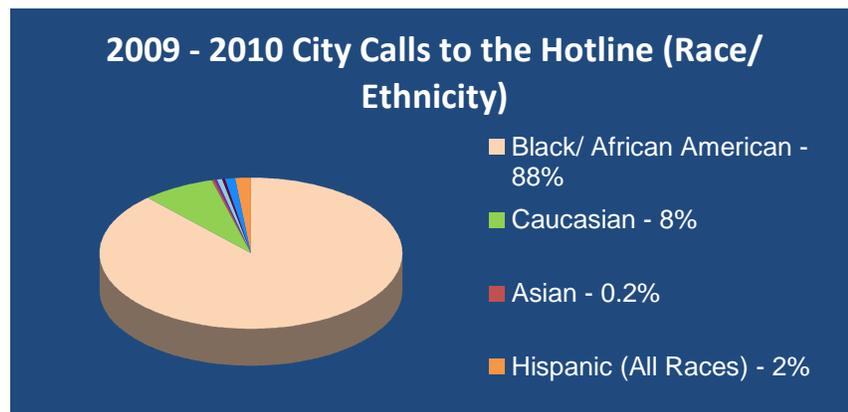
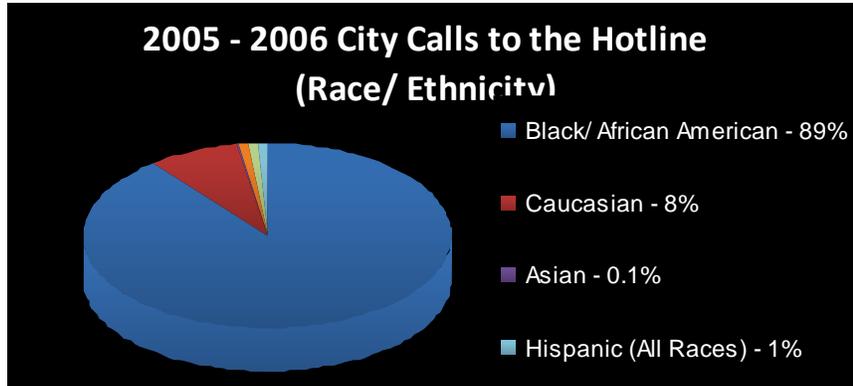
Not every household that calls the Housing Resource Center Hotline to request shelter is able to be referred. Beds for a certain family size or demographic may become full. If no appropriate beds are available, individuals or families sometimes have to be turned away – except in the winter, when additional beds are added. During the 2010/2011 winter, nearly 200 “overflow” beds were added to ensure that no one needs to go without a bed in cold temperatures.

During the past five years, the gap between shelter requests and shelter referrals has started to become narrower.



## Demographics for Hotline Calls

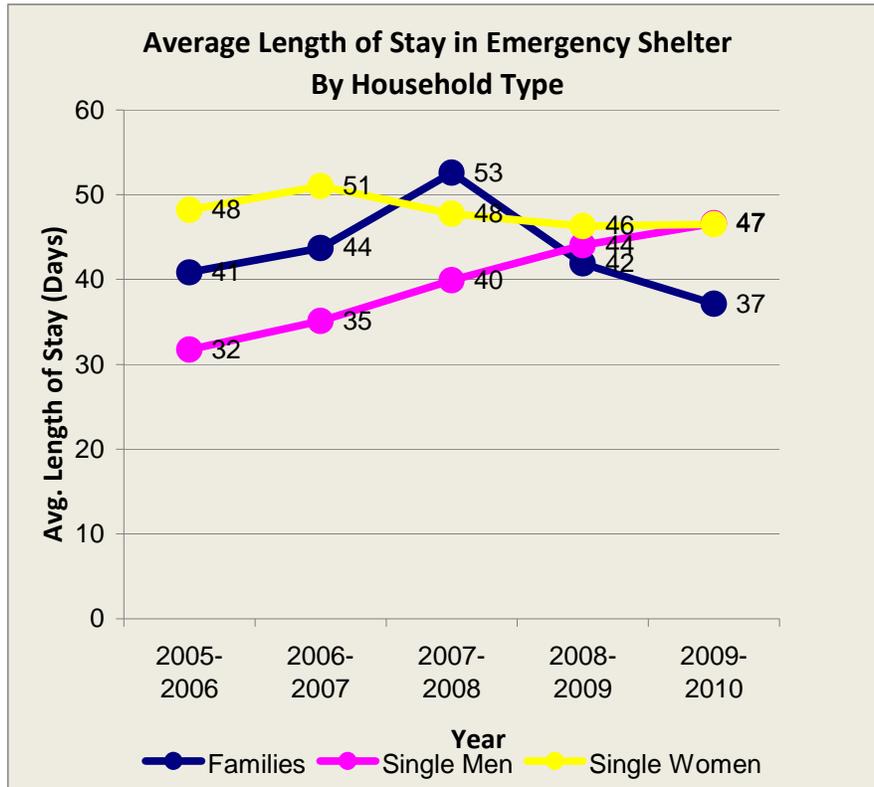
**Race/ethnicity characteristics** for persons seeking assistance from the Hotline **have remained consistent** between 2005 and 2010. In the City of St. Louis, nearly 90% of persons seeking services for housing crisis situations identify as Black or African-American.



## Average Length of Stay in Emergency Shelter

From 2005 to 2010, the **average duration of a family's stay in emergency shelter** has decreased from 41 days to **37 days**.

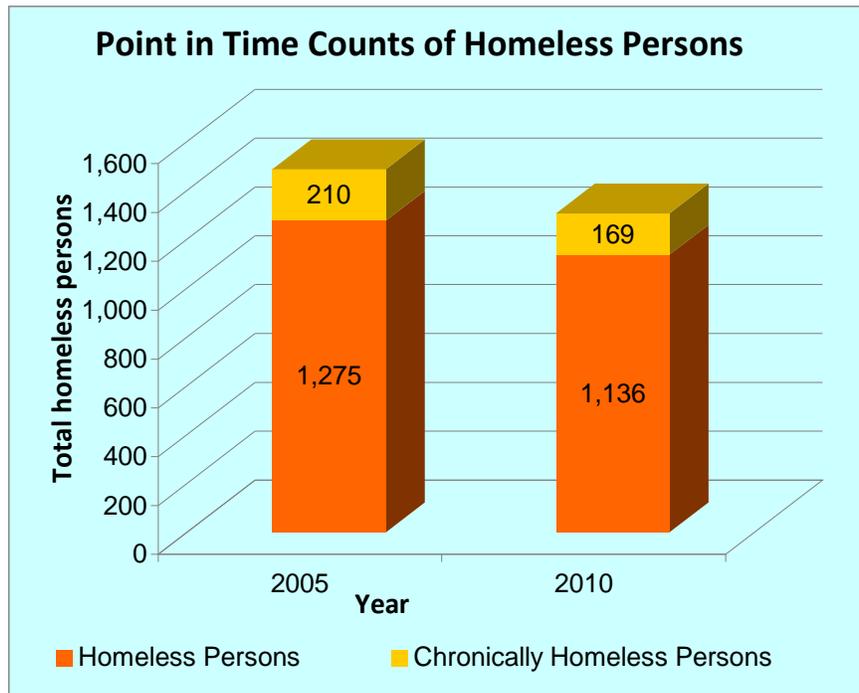
For single men, the average length of stay in emergency shelter increased from 32 days to 47 days during this period. For single women, the average length of stay decreased slightly from 48 days in 2005 to 47 days in 2010.



## Point-In-Time Counts of Homeless Persons

From 2005 to 2010, the total number of homeless persons reported in the City of St. Louis decreased from 1,485 persons to 1,305 persons. The number of chronically homeless persons decreased from 210 persons to 169 persons.

This represents a **20% reduction in chronic homelessness**.



***Point-In-Time:*** An annual census of the population of homeless persons in St. Louis City is conducted on the last Wednesday of January each year.

## Competitive HUD Funding Received

Since the beginning of the Ten Year Plan, the St. Louis City CoC has received a total of **\$54,954,081.00** in competitive HUD grant funds for homeless programs including permanent supportive housing, transitional housing, Safe Havens, and supportive services.

Year of Funding Competition	Renewal Projects	New Projects
2005	\$5,015,445.00	\$3,820,295.00
2006	\$8,447,134.00	\$0
2007	\$6,040,857.00	\$4,158,108.00
2008	\$4,616,081.00	\$4,363,703.00
2009	\$8,384,700.00	\$1,498,846.00
2010	\$8,608,912.00	*

\*HUD had not yet released grant awards for New Projects from the 2010 Competition at the time of printing.

In addition, the CoC received a competitive grant through the American Reinvestment and Recovery Act of 2009 (ARRA). **\$8.4 million was received for the Homeless Prevention and Rapid Re-housing Program.**

## New Programs Since 2005

Since the beginning of the Ten Year Plan, the St. Louis City CoC has created many new programs to serve homeless and at-risk residents and to move toward the goal of ending homelessness. New programs that have received funding through the City of St. Louis since 2005 are listed below:

**The Bridge at Centenary United Methodist Church** opened its doors in 2005. The Bridge serves as a day-time drop-in center where homeless persons can seek respite from the streets, enjoy warm, nutritious meals, and receive connections to many other CoC services. Approximately 3,000 meals are served every week.

**St. Vincent de Paul Project MORE** began in 2007. The program provides 35 units of permanent supportive housing for single men, 20 of which are set aside for chronically homeless individuals.

**Employment Connection Project Homecoming** began in 2007 and serves single men and women as well as families with children, focusing in particular on veterans. The program connects clients to employment and offers 20 beds of permanent supportive housing.

**St. Louis Office for DD Resources Horizon Club House** opened in 2007 as St. Louis City's first Safe Haven site. Horizon Club provides eight beds of transitional housing for chronically homeless single men and women, as well as offering showers, laundry, bag storage, and connection to services to approximately 900 homeless persons each year.

**The Department of Mental Health (Chronic)** received funding for two new Shelter Plus Care programs that provide housing vouchers for chronically homeless individuals in 2007 and 2008. The 2007 grant created 50 beds of permanent supportive housing for chronically homeless individuals, and the 2008 grant added vouchers for 30 more beds.

**The Department of Mental Health (Family)** received funding for new Shelter Plus Care housing vouchers for homeless families in 2008. This funding created 70 permanent supportive housing beds for families affected by mental illness.

**Covenant House Missouri** received funding to expand its transitional housing program in 2008. Covenant House now provides 32 transitional housing beds for homeless youth ages 16-21.

**St. Patrick Center Rosati House** opened its doors in 2008. Rosati House offers 42 beds of permanent supportive housing for chronically homeless single men and women suffering from mental illness.

**St. Patrick Center Project Protect Housing** began in 2008. The program offers 110 beds of permanent supportive housing for homeless families affected by mental illness and substance abuse disorders.

**St. Vincent de Paul Project Plus** began in 2009. Project Plus provides 35 beds of permanent supportive housing for chronically homeless single men and women.

**Peter and Paul Community Services Shenandoah Place** received funding in the 2007 competition to establish St. Louis City's second Safe Haven site. The site in north St. Louis is under development, and is expected to provide 25 beds of permanent supportive housing for chronically homeless individuals.

**Shalom House Permanent Supportive Housing** received funding in the 2008 competition. The program will provide 30 beds of permanent supportive housing for chronically homeless single women, especially those affected by mental illness and substance abuse.

The **Homeless Prevention and Rapid Re-housing Program (HPRP)** received \$8.4 million of federal stimulus money in 2009 to address homelessness in the wake of the economic crisis. The Homeless Prevention side of the program offers

rental and utility assistance for individuals and families who will become homeless without temporary assistance, but are likely to achieve stable housing within a few months. The program can also provide assistance with security deposits and some moving and storage costs for individuals or families who need to relocate. The Rapid Re-housing branch of the program offers similar services for individuals or families who are currently homeless, to help them stabilize quickly in a new home. Multiple agencies have partnered to provide services for the HPRP program. In addition to financial assistance, beneficiaries receive case management as well as referrals to legal services, budget and credit counseling, employment services, and mainstream benefits.

**Catholic Family Services Places for Fathers Plus** received funding in the 2009 competition to create St. Louis City's third Safe Haven. The Safe Haven will provide 27 beds of permanent supportive housing for chronically homeless men.

**Gateway 180 Water Tower Transitional Housing** was awarded funding in the 2009 competition. Approximately 38 beds of transitional housing for large families will be created.

## Outlook for the Next Five Years

During the first five years, the City of St. Louis Continuum of Care made significant progress toward achieving the goals outlined in the Ten Year Plan to End Chronic Homelessness. Nevertheless, a great deal of work remains to be done to meet the targets set in the Plan and to ensure that St. Louis City residents no longer face chronic homelessness.

Below are some of the major challenges the Continuum of Care will face in the next five years.

- 1) Many of the chronically homeless individuals currently in St. Louis have a last permanent address in another part of the region or are from out of state. The CoC will need to develop more regional collaboration so that the Continuums contiguous to the City have a greater capacity to provide services to their residents in need.
- 2) The recession and ensuing budget cuts at federal, state, and local levels have led to serious reductions in funding for mental health services. Many chronically homeless persons are struggling with mental illnesses that create barriers to becoming and remaining stably housed. The CoC will need to find resources and devise mechanisms to continue crucial mental health services for homeless and at-risk populations.
- 3) The depressed economy and jobless recovery have led to a dearth of employment opportunities. Lack of employment income continues to present a serious barrier to achieving long-term housing stability for many homeless and at-risk residents in St. Louis City and the wider region.
- 4) HUD is changing its definition of homelessness as well as the definition of chronic homelessness under the forthcoming HEARTH Act. The new definitions are more expansive, so the CoC will very likely see an increase in the number of persons counted as chronically homeless as well as the total homeless population overall.

We would like to thank the members and partners of the St. Louis City Continuum of Care for their tireless efforts in serving the homeless and at-risk residents of St. Louis.

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Affordable Housing Trust  
Almost Home  
BJC Behavioral Health  
The Bridge  
Bridgeway Counseling  
CAMCO  
Catholic Charities Community  
Cath. Char. Housing Resource Center  
Catholic Family Services  
Community Alternatives  
Covenant House Missouri  
Center for Women in Transition  
Demetrious Johnson Foundation  
Department of Mental Health  
Doorways  
Emmanuel Outreach Ministries  
Employment Connection  
Energy Care  
Family Resource Center  
Gateway 180 Homelessness Reversed  
Gateway Housing Foundation  
Grace & Peace  
Grace Hill Neighborhood Health  
Grace Hill Settlement House  
Greater New Vision/St. Louis Metro  
Clergy Coalition  
The Haven of Grace  
Horizon Housing Development Co.  
Human Development Corporation  
Humanitri

Legal Services of Eastern Missouri  
Lydia's House  
Missouri Probation and Parole  
Municipal Information Systems, Inc.  
New Life Evangelistic Center  
Our Lady's Inn  
Paraquad  
Peter & Paul Community Services  
Queen of Peace Center  
Redevelopment Opportunities for Women  
Salvation Army  
Shalom House  
Social Security Administration  
Society of St. Vincent de Paul  
St. Francis Xavier  
St. John's Mercy  
St. Louis City Dept. of Human Svcs.  
St. Louis Empowerment Center  
St. Louis Public Schools  
St. Louis Transitional Hope House  
St. Martha's Hall  
St. Patrick Center  
Stepping Into the Light  
St. Louis Office for DD Resources  
United Way  
Urban League  
Urban Strategies  
Veterans Administration Medical Center  
Women's Safe House  
YWCA