

HEALTHCARE AND HOUSING (H²) SYSTEMS INTEGRATION INITIATIVE

JACKSONVILLE

Homeless Housing Resources

The information in this document is intended primarily to provide people working in health care with basic information about homeless assistance and housing programs and resources. It is also intended to provide context for housing, health care, and service providers for discussions on gaps in needed housing and services that support housing stability. The following resources are covered:

- HUD Resources
 - Vouchers
 - HOME Program
 - Housing Trust Fund
 - Continuum of Care (CoC) Program
 - Emergency Solutions Grants (ESG)
 - Housing Opportunities for Persons with AIDS (HOPWA) Program
 - VA Supportive Housing (VASH) Programs
- Other Federal Resources
 - Supportive Services for Veteran Families (SSVF)
 - SSI/SSDI Outreach, Access, and Recovery (SOAR) Program
 - Low Income Housing Tax Credit (LIHTC) Program
- Jacksonville Housing Resources, including Permanent Supportive Housing (PSH) Programs

HOMELESS HOUSING RESOURCES

Financial support for housing for low-income people tends to fall into categories: support to help cover “hard” costs (such as construction and rehabilitation) and support to cover more flexible “soft” costs, such as vouchers, operating costs, and services. Resources are often focused on a particular population (e.g. people with disabilities, people living with HIV/AIDS, people experiencing homelessness, veterans).

HUD Resources

HUD provides a variety of resources to states, local governments, and nonprofit housing agencies to provide access to or in order to develop affordable housing.

Housing Choice Voucher (HCV) Program¹

The Housing Choice Voucher (HCV) program provides rental assistance for low-income individuals and families. The HCV Program provides “tenant-based” rental assistance under Section 8 by providing low-income households with a voucher they can use to rent any private apartment that meets program guidelines. Section 8 also offers “project-based” rental assistance, which provides rental housing to low-income households in privately owned and managed rental units, but in which the subsidy stays with the building.

There are 101 PHAs operating HCV or public housing programs throughout Florida. **The Jacksonville Housing Authority serves Jacksonville/Duval County and administers both an HCV and public housing program.**

¹ Data from HUD PHA Contact Information http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/pha/contacts and HUD Housing Authority Profile database <https://pic.hud.gov/pic/haprofiles/haprofilelist.asp>

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Special Purpose Vouchers²

Special purpose vouchers have been appropriated by Congress exclusively for people with disabilities. They are an invaluable resource for meeting the housing needs of people with disabilities because they must be set aside for people with disabilities even when they turn over and are re-issued. Vouchers are targeted exclusively to people with disabilities through the following programs:

Five-Year Mainstream Housing Opportunities for Persons with Disabilities

These vouchers are set aside exclusively for people with disabilities. They are funded through the Section 811 tenant-based rental assistance program (25% of the program’s appropriations have been used for tenant-based rental assistance). PHAs³ receive 5-year annual contributions contracts.

- PHAs in the state of Florida have been awarded 676 Five-Year Mainstream vouchers
- **As of December 2015, the Jacksonville Housing Authority has not been awarded any Five-Year Mainstream vouchers**

Rental Assistance for Non-Elderly Persons with Disabilities (“NED” Vouchers)

Over the past decade, HUD has also awarded over 55,000 other vouchers targeted to non-elderly people with disabilities, now referred to as NED vouchers.

- PHAs in the state of Florida have received 2,110 NED vouchers
- **As of December 2015, the Jacksonville Housing Authority has not been awarded any NED vouchers**

Although vouchers are an invaluable resource for helping homeless and low-income individuals with disabilities, PHAs often have substantial waiting lists for applicants to receive HCV and special purpose vouchers; lists may be also closed when the wait for housing becomes unreasonable.

HOME Investment Partnerships Program⁴

The federal government created the HOME Investment Partnerships Program (HOME) in 1990. The HOME program is a formula grant of federal housing funds given to states and localities (referred to as “participating jurisdictions” or PJs). As of September 2015, **the Jacksonville-Duval County PJ has received over \$73 million in HOME funds.**

HOME funds can be used to:

- Build, buy, and renovate rental housing;
- Finance homeownership opportunities;
- Repair homes, including making buildings physically accessible; or
- Provide rental subsidies to eligible households.

Jacksonville HOME-Funded Tenant-Based Rental Assistance Vouchers as of Sept. 2015

Participating Jurisdictions	Cumulative as of Sept. 2015 Award Amount	Number of Households Served by TBRA Vouchers Since 1992	Number of Completed Housing Units Since 1992
Jacksonville-Duval County	\$73,618,004	1	4,687
Florida	\$437,442,446	2,013	16,898

² Technical Assistance Collaborative, Database of Vouchers for People with Disabilities, <http://www.tacinc.org/knowledge-resources/vouchers-database/?state=FL>

³ Non-profit disability organizations were also eligible to apply for Section 811-funded Mainstream vouchers.

⁴ HUD, HOME Dashboard Reports, https://www.hudexchange.info/resource/reportmanagement/published/HOME_Dash_PJ_JAXN-FL_FL_20150930.pdf

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National Housing Trust Fund (NHTF)⁵

The federal government created the National Housing Trust Fund in 2008, but it has not been operating due to insufficient funding. Funds are now being set aside, and HUD anticipates that allocations will begin in 2016. The NHTF program is a formula grant of federal funds given to states and state-designated entities. Each state determines its priority housing need for production or preservation, primarily of rental housing, that is affordable and available to extremely low-income households. A state must use at least 80 percent of each annual grant for rental housing; up to 10 percent for homeownership; and up to 10 percent for the grantee's reasonable administrative and planning costs.

NHTF funds can be used for:

- New construction of rental and homebuyer units;
- Acquisition or acquisition/rehabilitation of rental and homebuyer units; or
- Operating costs for rental projects (up to one third of annual grant).

The HUD Office of Community Development and Planning issued a Notice on January 28, 2016 outlining the timing for states and entitlement jurisdictions to submit their FY16 consolidated plans (ConPlan), action plans, and National Housing Trust Fund (NHTF) allocation plans. To receive its share of the NHTF, a state must submit an allocation plan as part of its annual action plan. The notice says that HUD expects to announce the amount of NHTF funds that each state will receive in April 2016. Florida is estimated to receive \$5.3 million.

Information on Florida's housing trust funds – the State Housing Trust Fund and the Local Government Housing Trust Fund, both of which were created and funded under Florida's Sadowski Act– will be presented later in this Worksheet.

Continuum of Care (CoC) Program⁶

Florida has 27 active Continuums of Care (CoCs):

- In January 2015, Florida had **22,026 total beds** dedicated for homeless persons year-round; **1,626 of Florida's beds are in the Jacksonville-Duval County CoC.**
- About **50% of Florida's beds** were in emergency shelters/safe havens and **50%** were in transitional housing programs. **57% of the total beds in Jacksonville-Duval County** were in emergency shelters/safe havens while **43%** were in transitional housing programs.
- The state also had a total of **16,271** permanent supportive housing (PSH) beds and **3,126** rapid re-housing beds. **Jacksonville-Duval County had 1,027 beds** in PSH and **325** in rapid re-housing in 2015.

⁵ HUD Exchange, Housing Trust Fund <https://www.hudexchange.info/programs/htf/> and National Low Income Housing Coalition, "HUD Notice on ConPlans Includes NHTF Allocation Plans," February 8, 2016, <http://www.nlihc.org/article/hud-notice-conplans-includes-nhtf-allocation-plans>

⁶ 2015 HIC Count, available at: <https://www.hudexchange.info/resource/3031/pit-and-hic-data-since-2007/> and https://www.hudexchange.info/resource/reportmanagement/published/CoC_HIC_CoC_FL-510-2015_FL_2015.pdf

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Continuum of Care	2015 Homeless Housing Inventory			Permanent Housing Inventory		
	Total Year-Round Beds (ES, SH, TH)	Inventory by Type		Total (PSH, RRH)	Inventory by Type	
Emergency Shelter/ Safe Haven		Transitional Housing	Permanent Supportive Housing		Rapid Re-housing	
Jacksonville-Duval, Clay Counties CoC	1626	932	694	1352	1027	325
State Total	22,026	11,029	10,997	19,397	16,271	3,126

Emergency Solutions Grants (ESG)⁷

The Emergency Solutions Grant (ESG) Program provides grants to states and localities for emergency shelter, transitional housing, and permanent housing for the homeless. ESG funds can be used for street outreach, emergency shelter, homelessness prevention, rapid re-housing assistance, and HMIS, as well as administrative activities. ESG funds may also be used to fund Homeless Prevention and Rapid Re-Housing Programs (HPRP). In 2015, 24 grantees in Florida received ESG grants totaling \$11,500,068, **including \$498,656 to the Jacksonville-Duval County and over \$5 million to the state of Florida itself.**

Housing Opportunities for Persons with AIDS Program (HOPWA)⁸

HOPWA funding provides housing assistance and related supportive services by grantees who are encouraged to develop community strategies and form partnerships with nonprofit organizations. Funds may be used for a range of housing, social services, program planning, & development costs.

HOPWA funds are awarded through the Consolidated Plan as a block grant to states and larger metropolitan areas based on the incidences of AIDS, and competitively through an annual Notice of Funding Availability (NOFA). **In 2014, the City of Jacksonville received over \$1.4 million.**

HOPWA – Housing Opportunities for Persons with AIDS (2014)

	Households Served	HOPWA Expenditures
City of Jacksonville		
Tenant-Based Rental Assistance	N/A	N/A
Subsidized Permanent Housing	N/A	N/A
Transitional/Short-term Facilities	N/A	N/A
Short-Term Rent, Mortgage & Utility Assistance	1,763	\$1,225,370
Permanent Housing Placement Services	198	\$206,296
TOTAL	1,961	\$1,413,666

VA Supportive Housing Program (VASH)⁹

VASH is a joint project between the Department of Veteran Affairs (VA) and the Department of Housing and Urban Development (HUD). The goal of the program is to transition veterans from

⁷ HUD, 2015 CPD Allocation Awards, https://www.hudexchange.info/grantees/cpd-allocations-awards/?filter_year=2015&filter_program=6&filter_state=FL&filter_coc=

⁸ City of Jacksonville CAPER (2015-2016 Program Year)

⁹ HUD.Gov, HUD-VASH Vouchers, http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/programs/hcv/vash

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homelessness to having permanent, secure, safe housing so that they may rebuild their lives. This program is administered with a housing voucher from HUD for veterans to rent a home or an apartment, and intensive case management services provided by the VA.

From 2008 to 2015, 6,659 VASH vouchers have been awarded to PHAs in Florida, **including 535 vouchers to the Jacksonville Housing Authority.**

Other Federal Resources

Supportive Services for Veteran Families (SSVF)¹⁰

The SSVF Program is a VA program that awards grants to private nonprofit organizations and consumer cooperatives that will provide supportive services to very low-income Veterans and their families residing in or transitioning to permanent housing. The grantees will provide a range of supportive services designed to promote housing stability.

In 2015, eight organizations received SSVF Awards totaling \$29,000,000, including \$5,000,000 to Emergency Services & Homeless Coalition, Inc. to serve low-income Veterans and their families in Duval, Clay, and Nassau Counties. \$2,000,000 of that \$5,000,000 amount is renewable.

SSI/SSDI Outreach, Access, and Recovery Program (SOAR)¹¹

Through its SOAR program, the Substance Abuse and Mental Health Services Administration (SAMHSA) seeks to end homelessness through increased access to Supplemental Security Income (SSI) and Social Security Disability Income (SSDI) support. Nationally, 37 percent of all applications for SSI/SSDI are approved upon first application. However, for people who are homeless, initial SSI/SSDI application approval is only 15 percent. When homeless people apply for SSI/SSDI through the SOAR Initiative, initial application approval is greatly increased – 93 percent of persons thought to be eligible are approved within 3 months.

The SOAR effort in Florida is an initiative designed to increase access to SSI/SSDI for eligible adults who are experiencing or at risk of homelessness and have mental illnesses, medical impairments, and/or co-occurring substance use disorders. Individuals may become eligible to use the SOAR model by completing the SOAR Online Course. **There are currently 33 SOAR Trainers and 19 Local SOAR Leads in the state, including 3 Local SOAR Leads and 4 SOAR Trainers in Jacksonville.**

Federal Low Income Housing Tax Credit Program¹²

The federal Low Income Housing Tax Credit (LIHTC) program is one of the most important affordable housing programs available in Florida for supportive housing development. The LIHTC program is administered by the U.S. Department of Treasury. The program provides competitive awards of federal tax credits to developers to assist in the creation of affordable rental housing including supportive housing. In Florida, the Florida Housing Finance Corporation administers the LIHTC program. The LIHTC program income targeting requires that 20 percent of LIHTC units be made available for households at or below 50 percent of area median income (AMI) or that 40 percent of LIHTC units be made available for households at or below 60 percent of AMI.

¹⁰ Data from http://www.va.gov/HOMELESS/ssvf/docs/2014_SSVF_Award_List.pdf

¹¹ SAMHSA, SOAR Works! Florida profile, <https://soarworks.prainc.com/states/florida>

¹² Florida Housing Finance Corporation, "Housing Credits," <http://www.floridahousing.org/Developers/MultiFamilyPrograms/ProgramDescriptions/HousingCredits/>

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Since its inception in 1987, Florida Housing Finance Corporation's Housing Credit program has allocated over \$201 million in housing credits toward the production of more than 53,000 affordable rental units. **Jacksonville's federally assisted affordable rental housing stock includes 47 properties with 8,664 units financed through the LIHTC program.**

Jacksonville Resources

Funding – Special Initiatives – Coordination

William E. Sadowski Affordable Housing Act¹³

The William E. Sadowski Act created a dedicated source of state revenue for affordable housing programs: a documentary stamp tax paid on all real estate transactions. The tax supports two housing trust funds: the **State Housing Trust Fund** and the **Local Government Housing Trust Fund**.

Major affordable housing programs operated through the **State Housing Trust Fund** include the Homeownership Assistance Program, Predevelopment Loan Program, Affordable Housing Guarantee Program, Catalyst Training/Technical Assistance Program, Affordable Housing Study Commission, and the **State Apartment Incentive Loan (SAIL) Program**:

- Provides low-interest loans on a competitive basis to affordable housing developers each year who propose the construction or substantial rehabilitation of multifamily units affordable to very low income individuals and families. A minimum of 20% of the units must be set aside for households with income at or below 50% of AMI. Funds are required to be geographically and demographically targeted based on need.

The Local Government Housing Trust Fund primarily supports two programs - **Homeless Housing Assistance Grants** and the **State Housing Initiatives Partnership (SHIP)**:

- **Homeless Housing Assistance Grants** fund transitional and permanent housing beds, including both rapid rehousing and PSH for homeless individuals throughout Florida.
- **The SHIP program** provides funds to local governments as an incentive to create partnerships that produce and preserve affordable homeownership and multifamily housing. A minimum of 30% of SHIP funds are reserved for households with income at or below 50% of the area median income (AMI). Funds are distributed on an entitlement basis to all counties and Community Development Block Grant entitlement cities in Florida. **Duval County has historically focused on assisting elderly households through the SHIP program.**

Housing Programs- Homeless Assistance Resources

Ability Housing¹⁴

Ability Housing is a nonprofit in Northeast Florida that focuses on the development and operation of quality affordable rental housing for individuals and families experiencing or at-risk of homelessness and adults with a disability. Ability Housing provides the following PSH opportunities for homeless individuals and families:

- **CASA** consists of 29 single-family scattered rental properties reserved for adults with disabilities who wish to live independently and formerly homeless individuals. Ability Housing

¹³ Florida Housing Finance Corporation, http://www.floridahousing.org/FH-ImageWebDocs/AboutUS/SadowskiAct_Outline.pdf

¹⁴ Ability Housing, "2013 Annual Report," http://abilityhousing.org/wp-content/uploads/2014/08/2013_AnnualReport_AbilityHousing.pdf

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collaborates with service providers so each resident has the support they require to maintain their housing and develop their independent living skills.

- **Mayfair Village** is an 83-unit apartment community located on Jacksonville's Southside. All units are targeted to low-income families, with half targeted to homeless households.
- **Renaissance Village** is a 52-unit apartment community located in Jacksonville's Longbranch neighborhood for families experiencing or at risk of homelessness.
- **Oakland Terrace** is a 60-unit apartment community located on Jacksonville's Eastside for individuals and families experiencing or at risk of homelessness and for adults with a disability.
- **Village on Wiley** is a new construction 43-unit property in Jacksonville. The project will provide supportive housing for the community's most vulnerable population, persons who frequently use crisis services, especially persons experiencing chronic homelessness.

Presbyterian Social Ministries¹⁵

Presbyterian Social Ministries operates **Home Safe**, a HUD-funded, PSH program serving individuals suffering from chronic alcoholism and homelessness in Jacksonville, Florida. Home Safe provides individual case management, recovery support services, employment coaching and assistance, and life skills enhancement services to Home Safe residents. Presbyterian Social Ministries also operates the **Home Safe Extension** program, which works with couples and families.

Community Connections¹⁶

Community Connections of Jacksonville takes a holistic approach to address the challenges clients face in overcoming homelessness. Community Connections offers key programs in Housing, Youth Services and Literacy and Workforce Readiness to help remove clients from the cycle of poverty. Community Connections offers the following opportunities through its Housing program:

- **Preventative Services** – Emergency assistance and social services can stabilize families and help them find and keep permanent housing.
- **Transitional Housing** – The Davis Center's transitional housing provides homeless women and children with up to 18 months of shelter and services.
- **Rapid Rehousing** – Community Connections works to re-house homeless and at-risk families as quickly as possible, to prevent the trauma of evictions and family displacement.
- **Permanent Housing** - Community Connections provides permanent housing in Duval, Nassau and Clay Counties for families who need exceptional assistance. Clients are chronically homeless and are veterans, disabled, or have other special needs.

River Region Human Services, Inc.¹⁷

River Region Human Services provides a variety of housing options both on site and at several locations in the Jacksonville area. Three locations provide PSH for chronically homeless and disabled individuals and families. All of the locations provide rental help along with supported services, including case management and/or a peer specialist. River Region's housing programs for clients who are homeless and/or living with HIV/AIDS include:

¹⁵ Presbyterian Social Ministries, <http://www.presbyteriansocialministries.org/psm/services/>

¹⁶ Community Connections, "2014 Annual Report," http://communityconnectionsjax.org/wp-content/uploads/2015/06/CC-2014-Annual-Report_Final.pdf

¹⁷ River Region Human Services, Inc., <http://www.rrhs.org/housing-3/>

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- **Assisted Living Facility** - Designed for people with mental health or co-occurring mental illness, substance abuse, and an HIV diagnosis. Housing is provided for those who are court-ordered to obtain a residence within an inpatient facility.
- **Rogerson Halfway House** - Transitional housing for court-ordered offenders who are released and required to participate in an inpatient treatment program for substance abuse.
- **Andy's Place** - PSH for those who have been homeless due to substance abuse, mental illness, or HIV/AIDS. Residents receive life skills training.
- **Supportive Housing Alternatives Program (SHAP)** - Provides housing assistance for chronically homeless individuals with a history of substance abuse or mental illness. Rental assistance is tenant-based, allowing the client to choose his or her own housing.
- **Forging Useful Systems to Empower (FUSE) Program** - Provides affordable housing, coordinated supportive services, and development of an Integrated HIV/AIDS Housing Plan (IHHP) for Northeast Florida households (families and individuals) headed by homeless persons living with HIV/AIDS.
- **HOPWA Program**- Provides housing and support services for adults with HIV/AIDS and co-occurring substance abuse and or mental illness problems, as well as a history of criminal justice involvement. Based upon individual client needs, the HOPWA program consists of housing services including supportive mental health and substance abuse services, closely supervised assisted living, and residential co-occurring treatment services.

RRHS has successfully implemented the first and only PSH programs in Northeast Florida following the Housing First and Harm Reduction evidence-based practices and principles nationally recognized by HUD and the Substance Abuse and Mental Health Services Administration (SAMHSA).

I.M. Sulzbacher Center for the Homeless¹⁸

The Sulzbacher Center is Northeast Florida's largest provider of comprehensive services for homeless men, women and children. In addition to shelter, food, emergency clothing, medical care, and employment services, the shelter also offers case management and a comprehensive health assessment for clients including medical, dental, vision and mental health areas. Since 2001, the center has also operated over 100 HUD-funded, scattered-site housing programs targeted to specific homeless populations.

¹⁸ I.M. Sulzbacher Center for the Homeless, <http://www.sulzbachercenter.org/our-programs/housing-services>