

HEALTHCARE AND HOUSING (H²) SYSTEMS INTEGRATION INITIATIVE WISCONSIN

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
- Wisconsin Housing Resources, including Permanent Supportive Housing 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.

This information is presented primarily to provide health care providers with a general overview of federal resources available for affordable housing and supportive service providers, as well as the clients they serve.

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 provide rental housing to low-income households in privately owned and managed rental units, but in which the subsidy stays with the building.

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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Currently, there are 123 Public Housing Authorities (PHAs) in Wisconsin administering HCVs and public housing programs. Of those, 27 administer only an HCV program, 58 administer only a public housing program, and 38 administer both.

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 received 5-year annual contributions contracts.

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 Wisconsin with Special Purpose Vouchers

| PHA | NED | Five-Year Mainstream |
|--|------------|----------------------|
| Housing Authority of the City of Milwaukee | 100 | 0 |
| Kenosha Housing Authority | 100 | 0 |
| Marshfield Community Development Authority | 45 | 0 |
| Waukesha County Housing Authority | 0 | 75 |
| West Bend Housing Authority | 100 | 0 |
| TOTAL | 345 | 75 |

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 December 2014, Wisconsin has 12 participating PJs, listed in the chart below. Since 1992, PJs in the state of Wisconsin have received over \$592 million in HOME funds.

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

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

⁴ HUD, HOME Dashboard Report, https://www.hudexchange.info/manage-a-program/home-dashboard-reports/?filter_DateYearEach=2014-12-31&filter_State=WI&filter_Granttee=&program=HOME&group=Dash

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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.

Number of HOME-Funded Tenant-Based Rental Assistance Vouchers as of December 31, 2014

| Participating Jurisdictions | Cumulative as of 2014 Award Amount | Number of Households Since Becoming PJ (1992 or Later) | Number of Households from Oct.-Dec. 2014 |
|-----------------------------|------------------------------------|--|--|
| Dane County | \$7,104,362 | 0 | 0 |
| Eau Claire | \$9,046,000 | 464 | 43 |
| Green Bay | \$14,092,834 | 0 | 0 |
| Janesville Consortium | \$7,928,050 | 0 | 0 |
| Kenosha | \$10,807,846 | 29 | 0 |
| La Crosse | \$8,062,494 | 0 | 0 |
| Madison | \$33,178,240 | 58 | 0 |
| Milwaukee County Consortium | \$24,993,977 | 23 | 0 |
| Milwaukee | \$156,660,603 | 0 | 0 |
| Racine | \$15,534,235 | 423 | 0 |
| Waukesha County Consortium | \$21,826,790 | 67 | 0 |
| Wisconsin | \$283,431,387 | 3582 | 62 |
| TOTAL | \$592,666,818 | 4,646 | 105 |

National Housing Trust Fund (HTF)⁵

The federal government created the 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 HTF 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.

HTF 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).

⁵ HUD Exchange, Housing Trust Fund <https://www.hudexchange.info/programs/htf/>

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During 2015, states will begin developing their HTF Allocation Plans and solicit input from their constituents. States will submit these plans to HUD along with their 2016 Annual Action Plans. HUD anticipates that grantees will receive their HTF allocations by Summer 2016. HUD has posted a list of states it has designated as grantees of the HTF, which will be updated as HUD receives notifications from states of their intent to become grantees.

Information on Wisconsin’s Housing Trust Fund, the Interest Bearing Real Estate Trust Accounts Program, is below.

Continuum of Care (CoC) Program⁶

Wisconsin has 4 active Continuums of Care (CoCs):

- In January 2014, Wisconsin had **6,504 total beds** dedicated for homeless persons year-round.
- About **54.0%** of those beds in Wisconsin were in emergency shelters/safe havens and **46.0%** were in transitional housing programs.
- In January 2014, Wisconsin also had a total of 3,093 permanent housing inventory units, including permanent supportive housing and rapid re-housing.

| Continuum of Care | 2014 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 |
| Wisconsin Balance of State | 4037 | 2198 | 1839 | 626 | 448 | 178 |
| Milwaukee City and County | 1554 | 778 | 786 | 1297 | 1271 | 26 |
| Racine City and County | 297 | 193 | 104 | 139 | 130 | 9 |
| Madison/Dane County | 616 | 341 | 275 | 1031 | 826 | 205 |
| State Total | 6504 | 3510 | 3004 | 3093 | 2675 | 418 |

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 2014, 4 grantees in Wisconsin received ESG grants totaling \$5,094,965, including over \$3.4 million to the state of Wisconsin itself.

⁶ 2014 HIC Count, available at: <https://www.hudexchange.info/resource/3031/pit-and-hic-data-since-2007/>

⁷ HUD, CPD Allocation Awards, https://www.hudexchange.info/grantees/cpd-allocations-awards/?filter_year=2014&filter_program=6&filter_state=WI&filter_coc=

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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, Wisconsin has two HOPWA formula awards totaling \$1.05M:

- Milwaukee: \$586,842.00
- Wisconsin: \$468,812.00.

HOPWA – Housing Opportunities for Persons with AIDS (2013)

| | Households Served | HOPWA Expenditures |
|--|-------------------|---------------------|
| Milwaukee | | |
| Tenant-Based Rental Assistance | 0 | N/A |
| Subsidized Permanent Housing | 5 | \$12,000 |
| Transitional/Short-term Facilities | 27 | \$48,145 |
| Short-Term Rent, Mortgage & Utility Assistance | 89 | \$150,100 |
| Permanent Housing Placement Services | 0 | N/A |
| TOTAL | 121 | \$210,245 |
| Wisconsin | | |
| Tenant-Based Rental Assistance | 0 | N/A |
| Subsidized Permanent Housing | 0 | NA |
| Transitional/Short-term Facilities | 0 | NA |
| Short-Term Rent, Mortgage & Utility Assistance | 136 | \$157,065.37 |
| Permanent Housing Placement Services | 0 | NA |
| TOTAL | 136 | \$157,065.37 |
| TOTAL FOR ALL WI | 257 | \$367,310.37 |

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 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 for five years.

From 2008 to 2015, 842 VASH vouchers have been awarded to 9 PHAs across Wisconsin.

⁸ HOPWA Performance Profile 2013-2014, https://www.hudexchange.info/manage-a-program/hopwa-performance-profiles/?filter_YearRange=2013&filter_Scope=GranteeForm&filter_State=WI&filter_Grantee=&program=HOPWA&group=Perf

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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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 2014, four organizations in Wisconsin received SSVF Awards totaling \$3,160,502.

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 Wisconsin Division of Housing (DOH), Bureau of Supportive Housing supports the SOAR Program by providing a combination of PATH and Mental Health Block Grant funds to develop local programs that coordinate services and benefit assistance for homeless persons with mental illness utilizing the SOAR model. In 2014, the DOH announced the initiation of a special project to fund 3-4 new or expanding SOAR programs in Community Development Block Grant (CDBG) non-entitlement areas.

As of 2015, there are 5 local SOAR leads and 10 SOAR trainers across the state of Wisconsin.

Wisconsin Resources

Funding – Special Initiatives – Coordination

This information is presented to make housing and health care providers aware of funding resources for affordable housing, as well as coordination currently taking place. The information is intended to facilitate strategy discussions about ways to close housing gaps, including by strengthening and expanding coordination among housing and service providers.

Interest Bearing Real Estate Trust Accounts Program¹²

Since 1993, Wisconsin Statutes require real estate brokers to establish interest-bearing real estate trust accounts (IBRETAs) for the deposit of all down payments, earnest money and other trust funds received by the broker and related to the conveyance of real estate. Banks and other depository institutions remit the interest from the IBRETA accounts, approximately \$200,000 to \$300,000 annually, to the State. **The Department of Administration's Division of Housing uses these funds**

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

¹¹ Wisconsin Department of Commerce, Division of Housing and Community Development, <http://www.commerce.state.wi.us/housing/docs/Housing-Reference/cd-boh-soar.pdf>

¹² Wisconsin Department of Administration, <http://www.doa.state.wi.us/Divisions/Housing/IBRETA>

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to augment existing emergency and transitional homeless programs. IBRETA dollars partially fund grants to organizations that provide shelter or services to homeless individuals or families.

Federal Low Income Housing Tax Credit Program¹³

The federal Low Income Housing Tax Credit (LIHTC) program is one of the most important affordable housing programs available in Wisconsin 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 Wisconsin, the Wisconsin Housing and Economic Development Authority (WHEDA) 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.

In 2014, The Wisconsin Housing and Economic Development Authority (WHEDA) awarded more than \$12 million in low-income housing tax credit (LIHTC) reservations to 25 developments. The projects will create 1,133 affordable housing units across the state in communities including Appleton, Bayfield, Brillion, Crandon, Eau Claire, Green Bay, Kenosha, Ladysmith, Madison, Menomonie, Milwaukee, Mole Lake, Monona, Oshkosh, New Richmond, Rice Lake, Ripon, Schofield, Waterloo, and Whitewater.

Critical Assistance Program¹⁴

The Critical Assistance Program (CA) is designed to provide direct emergency financial assistance toward housing costs of low- and moderate-income households. Grant awards include administrative funds to support the housing activities, and may be used to provide housing counseling as well as staff salaries and other administrative necessities. The Division of Housing (DOH) plans to use several hundred thousand to fund prevention activities including services that are concerned with housing counseling and eviction or foreclosure prevention in those parts of the state that are not served using HUD Emergency Solutions Grant or state-funded Homeless Prevention funds. The Division encourages the coordination of CA prevention activities with existing local programs and expects the applicant agency to collaborate with agencies in local communities for the delivery of homelessness prevention services.

Project Homeless Connect¹⁵

Project Homeless Connect originated in San Francisco in 2004 and has since become a national best practice model for homeless services. The one-day service model provides an integrated system of care by focusing on each aspect of homelessness. Services provided by individuals, corporations, nonprofits, and government agencies during Project Homeless Connect events may include dental care, eyeglasses, family support, food, HIV testing, housing, hygiene products, medical care, mental health services, substance abuse treatment, SSI benefits, legal advice, identification cards, voice mail, employment counseling, job placement, wheelchair repair, and more.

¹³ Wisconsin Housing and Economic Development Authority, <https://www.wheda.com/aboutwheda/pressroom/dynamic.aspx?id=4396>

¹⁴ Wisconsin Department of Administration, <http://www.doa.state.wi.us/Divisions/Housing/CA>

¹⁵ United Way of Greater Milwaukee and Waukesha County, <https://www.unitedwaygmwc.org/Project-Homeless-Connect> and La Crosse Homeless Coalition, <https://www.facebook.com/La-Crosse-Homeless-Coalition-409386165777895/>

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In 2015, the city of Milwaukee hosted its sixth annual and La Crosse County hosted its second annual Project Homeless Connect event. United Health Care Community Plan WI, which offers low-cost Medicaid plans, was present at the PCH events in both Milwaukee and La Crosse County in 2014.

Housing Programs- Homeless Assistance Resources

This information is presented to provide people working in the housing and homeless assistance systems with baseline knowledge of other housing programs, learn from other existing programs and better serve clients. Likewise, it is intended to inform health care providers of housing programs that may be able to serve their patients.

Thomas H. Wynn, Sr. Memorial Veterans Manor¹⁶

The Thomas H. Wynn, Sr. Memorial Veterans Manor is a mixed-use, affordable housing development that provides **52 permanent supportive housing units to veterans in Milwaukee, Wisconsin**. Built in a prominent location along important transportation corridors with convenient access to downtown and a major freeway, the development not only houses homeless veterans, but also connects them to vital community resources. Within two months of its May 2011 opening, Veterans Manor was fully leased. The Center for Veterans Issues, which led the development team for Veterans Manor, reports that turnover has been extremely low, which suggests that the project is fulfilling residents' needs for both housing stability and supportive services.

Guest House of Milwaukee, Inc.¹⁷

The Guest House of Milwaukee provides **permanent supportive housing to over 300 individuals and families** throughout Milwaukee County. All permanent housing programs include one-on-one case management to ensure that participants maintain secure, affordable housing. Case managers work with individuals and families to create a Person-Centered Service Plan with the primary goal of maintaining their housing for the long term. Case Managers also work with clients on goals regarding education, employment, medical care, mental health care, and sobriety. The Guest House also employs Recovery Support Specialists who work in collaboration with the Guest House Counseling Clinic and supported permanent housing case management teams to support clients as they learn to manage their mental health and/or maintain their recovery from substance abuse.

AIDS Resource Center of Wisconsin (ARCW)¹⁸

AIDS Resource Center of Wisconsin (ARCW) is a leader in serving persons who are HIV and AIDS infected with medical services, social service, and educational efforts. For persons/families with HIV/AIDS who are homeless, ARCW assists in: locating emergency housing, short-term financial assistance to help pay housing costs, placement in long-term financial assistance programs, and referrals to additional health and social services. **ARCW tailors its housing program to help people with HIV as well as chronic mental illness or substance abuse issues.** Individuals receive counseling, support services and rent assistance to reduce or eliminate behaviors that may prevent them from maintaining secure housing. ARCW owns and operates housing facilities in Milwaukee that

¹⁶ HUD.Gov, "Milwaukee, Wisconsin: Permanent Supportive Housing at Veterans Manor," https://www.huduser.gov/portal/casestudies/study_11282012_1.html

¹⁷ Guest House of Milwaukee, <http://www.guesthouseofmilwaukee.org/permanent-housing.html>

¹⁸ Homeless Services Consortium of Dane County, <http://www.danecountyhomeless.org/members/>

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include a 29-bed SRO building, a 6- unit 3-bedroom apartment building for families, and a duplex with two 3-bedroom units for families.

Housing Initiatives, Inc.¹⁹

Housing Initiatives Inc. (HII) provides rental subsidies for individuals and families with mental illness in the city of Madison. **HII provides tenant-based rental assistance for permanent housing to homeless mentally ill and disabled persons.** Tenants receive supportive services from 3rd-party resources; in-place case management is required for admission to the program. Housing is scattered site and is owned as well as leased by HII. Clients are housed in mostly small, 4-8 unit apartment buildings within neighborhoods all across Madison, and are close to important amenities such as bus stops and grocery stores. Currently, HII owns and manages 94 apartment units in 16 buildings.

Tellurian UCAN²⁰

Tellurian operates a number of programs that provide housing and services to **people who are homeless or those at risk of becoming homeless who are in need of alcohol and drug treatment, mental health therapy and housing in Dane County.**

- The **SOS (Start on Success) Project** provides intensive transitional housing and services to chronically homeless families who have attempted to enter the Dane County shelter system at least three times since 1990.
- The **THP (Transitional Housing Program)** is a 20 bed community-based residential facility for single men and women who are homeless and have a mental illness, a chemical dependence, or both.
- The **Community Intervention Team** is a 10-member multi-disciplinary team providing assertive outreach and case management services to alcohol and other drug dependent clients, mentally ill clients, dually diagnosed clients and persons who are homeless due to mental illness and/or chemical dependency.
- The **ReachOut project** is an outreach program that supports the needs of homeless persons in the downtown area and is responsible for helping people who are homeless and mentally ill find housing and/or treatment.

Tellurian also operates **two permanent housing facilities for single adults with serious mental illness and/or chemical dependence who have previously been chronically homeless** due to their disabilities. The Willie Street SRO is a 15-unit housing opportunity with a resident manager for persons who are homeless and who also have a serious and persistent mental illness and/or chemical dependency. Tellurian operates two group homes staffed 24 hours a day and serves people who are homeless and have serious and persistent mental illnesses.

Community Action Coalition (CAC) for South Central Wisconsin, Inc.²¹

Community Action Coalition's permanent supportive housing programs, **Home for Good** and **SHIFT** (Supportive Housing for Individuals & Families in Transition), provide long-term, community-based housing for homeless persons with disabilities in South Central Wisconsin. These programs provide

¹⁹ City of Madison, "2012 Annual Report on Homeless Served in Dane County,"

http://friendsofthestatestreetfamily.org/sg_userfiles/2012_Annual_Report_Final_print.pdf

²⁰ Homeless Services Consortium of Dane County, <http://www.danecountyhomeless.org/members/>

²¹ Community Action Coalition for South Central Wisconsin, Inc, <http://www.cacscw.org/family.php>

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intensive case management with access to supportive services including alcohol and drug abuse services, mental health and counseling, health related services, education assistance, child care, transportation, household goods/cleaning supplies, and furniture. Participants are assisted in obtaining and remaining in permanent housing, and are helped to increase self-sufficiency by increasing employment and/or income to maximize their ability to live independently. CAC also provides housing case management, mediation with landlords, information and referral to prevent homelessness, and operates the SSVF program in Dane, Jefferson, and Waukesha counties.

Couleecap, Inc.²²

Couleecap, Inc. offers an emergency shelter/homeless prevention program, transitional housing for homeless families, and permanent supportive housing for individuals with disabilities or living with a mental illness in the **Coulee Region**. The **New Hope Permanent Supportive Housing program** provides permanent housing to families and/or individuals with disabilities who are homeless in Crawford, La Crosse, Monroe, and Vernon counties. Couleecap also operates a **Housing First Permanent Supportive Housing program**, which provides permanent housing and case management services to single individuals who are chronically homeless and living with a mental health issue **in La Crosse County**. A case manager assists Housing First clients to develop goals and monitor progress towards self-sufficiency.

²² Couleecap, <http://www.couleecap.org/hsg.html>