


## City of Alexandria, Virginia

## MEMORANDUM

**DATE:** MAY 27, 2010

**TO:** THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

**FROM:** JAMES K. HARTMANN, CITY MANAGER 

**SUBJECT:** CONSIDERATION OF THE ALEXANDRIA COMMUNITY SERVICES BOARD'S FY 2011 – FY 2015 HOUSING PLAN

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**ISSUE:** Consideration of the Alexandria Community Services Board's FY 2011 - FY 2015 Housing Plan.

**RECOMMENDATION:** That City Council approve the Alexandria Community Services Board's proposed FY 2011 - FY 2015 Housing Plan and authorize the Board to seek funding to implement the plan subject to City Council approval of any effort to seek such funding.

**BACKGROUND:** The Alexandria Community Services Board (Board) conducts a City-wide review every five years to determine housing needs for Alexandrians with mental illness, intellectual disability or substance use problems and to establish a new housing plan. The current housing plan, covering FY 2009 through FY 2010, was approved by City Council on June 10, 2008. The Board approved changing the previous Housing Plan from five years to two years to synchronize it with the City of Alexandria's Consolidated Plan that expires June 30, 2010, and make reporting more efficient and coordinated. The proposed Board Housing Plan covers the time period from July 1, 2010 through June 30, 2015 (FY 2011-2015) and coincides with the City of Alexandria Consolidated Plan for FY 2011-2015. The Board approved the FY 2011 – FY 2015 Housing Plan at its May 13, 2010 meeting.

**DISCUSSION:** Prior to the presentation of the Housing Plan to City Council, the Board circulated the Housing Plan to the major civic associations within the City and provided an opportunity to receive input to the Housing Plan. The draft Housing Plan was (and still is) posted on the website and it was referenced in the Board's Notice of Public Hearing flyer, which went to heads of Alexandria civic associations. There were no comments from the public hearing or the civic associations.

The Board identifies the following specific priorities and strategies to meet identified housing and supportive service needs:

Priorities:

- Increase access to affordable market rate housing for Board consumers who need it.
- Within their own affordable housing, provide supportive services to Board consumers with a mental illness and/ or substance use disorder. For every 15-20 consumers who want supportive services, an additional full-time direct support staff member is needed.
- Add one group home to serve individuals with a mental illness or co-occurring mental illness and substance use disorder who require intensive supervision or who may also be medically fragile and not eligible for nursing home placements.

Strategies:

- Continue Board's advocacy role with existing affordable housing groups and activities (e.g., Alexandria's Affordable Housing Advisory Committee, Housing Master Plan, etc.). Board staff should work closely with private affordable housing providers, developers and ARHA to ensure that consumers have access to affordable housing units available through such providers.
- Maximize revenue sources for residential services.
- Explore options for funding additional group home.

**FISCAL IMPACT:** Any expansion in residential programming under the proposed housing plan will have a fiscal impact to the City. Although expenses may be partially offset by fee revenues or increased funding from Federal or State sources, there is the probability that additional funds would be needed from the City to implement any expansion. Council approval will be sought before any expansion is planned.

In order for a grant application to be considered and for the project to be funded, the Board will prepare a detailed budget and financing plan that indicates proposed operating and capital uses of funds, as well as the proposed revenue by specific source and amount. Any funding request that requires City funding will need to be considered as part of the annual budget process. Given the fiscal constraints of the current economy, the Board recognizes it will be difficult to fund major new initiatives during the next several years.

**ATTACHMENT:** Alexandria Community Services Board's FY 2011 – FY 2015 Housing Plan

**STAFF:**

L. Michael Gilmore, Ph.D., Director, MH/MR/SA  
Carol Layer, Deputy Director, Extended Care Division, MH/MR/SA  
Judy Carter, Assistant Director, Extended Care Division, MH/MR/SA  
Jim Fleming, Department Fiscal Officer, MH/MR/SA



alexandria community  
services board

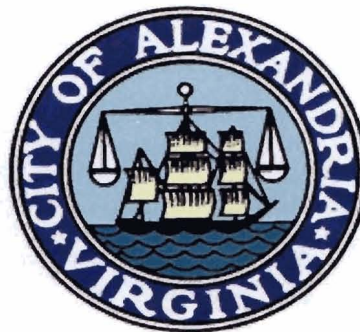
*Promoting Respect, Recovery, Hope*

DRAFT

# Housing Plan for FY 2011-2015

(July 1, 2011 through June 30, 2015)

To Be Docketed for Alexandria Community Services Board on  
March 4, 2010 and City Council on June 12, 2010



## **Purpose of the Alexandria Community Services Board Housing Plan**

The Alexandria Community Services Board (ACSB) is a group of 16 volunteers appointed by the Alexandria City Council. The ACSB's vision is for Alexandria residents whose lives are affected by mental illness, intellectual disabilities, and substance use disorders to achieve and maintain personal satisfaction in relationships, work, and community life. The Alexandria CSB mission is to deliver compassionate best-practice services that measurably improve the quality of life for the neediest Alexandrians affected by mental illness, intellectual disabilities, and substance use disorders. The Alexandria Community Services Board Policy #13, "Alexandria Community Services Board Residential Services Development Policy," requires the Board to periodically develop a housing plan that identifies the Board's highest priority supported housing needs and gaps in services for individuals with mental illness, intellectual disability and substance use disorders and offer a proposed means by which these housing needs can be met. The plan identifies the type of housing and preferred general locations in a manner that is consistent with the intent and requirements of the federal Fair Housing Act. The Board's Housing Plan is submitted to City Council for review and approval. In addition, the citizens of Alexandria are given an opportunity to provide input into the Board's future housing plans, as the plan is distributed annually to civic associations and others prior to the Board's Annual Public Hearing.

## **Summary of FY 2009-2010 Two Year Housing Plan Accomplishments**

The Board identified the following specific priorities to meet identified housing and supportive service needs:

- Increase access to affordable housing for Board consumers who need it.
- Within their own affordable housing, provide supportive services to Board consumers with a mental illness and/ or substance use disorder. For every 15-20 consumers who want supportive services, an additional full-time direct support staff member is needed.
- Add one group home to serve individuals with a mental illness or co-occurring substance use disorder who require intensive supervision or who may also be medically fragile and not eligible for nursing home placements.

## **Proposed Strategies**

- Increase Board's advocacy role with existing affordable housing groups (e.g., Alexandria Housing Action, Alexandria's Affordable Housing Advisory Committee, etc.).
- Board staff should work closely with private affordable housing providers and ARHA to ensure that consumers have access to affordable housing units available through such providers.
- Maximize revenue sources for residential services.
- Explore options for funding additional group home.

The Board's 2009-2010 Housing Plan reflected a major paradigm shift for the Board from buying and directly operating homes and other properties to providing services to individuals in affordable housing of their choice. Board efforts over the past two years have focused on increasing affordable housing opportunities in the City of Alexandria. The Board increased its advocacy role with ACSB staff attending

Alexandria’s Affordable Housing Advisory Committee monthly meetings as well as providing Council feedback on the Affordable Housing Initiatives Work Group Final Report 2009. ACSB members and staff have participated in City Council’s strategic planning meetings, including Goal 7 “Alexandria is a caring and inclusive community that values its rich diversity, history and culture, and promotes affordability.” ACSB staff was also appointed to participate on the City’s affordable housing master planning task group and has been the author of revisions to the Homeless Services Coordinating Committee’s *Ten Year Plan to End Homelessness*.

The Board did not explore options for funding an additional group home in light of the serious budget deficits being experienced within the City and the State.

By the end of FY 2010, the ACSB will have achieved a major accomplishment with the completion of the renovation and opening of the Safe Haven. The Safe Haven provides three apartments with supportive services for twelve individuals who are homeless with a serious mental illness or co-occurring mental illness and substance use disorder.

Client fees and Medicaid MHSS revenues have exceeded budgeted amounts for two years.

The table below shows the number of housing units and beds proposed and implemented during the course of the 2009-2010 Housing Plan. The ACSB did not implement any new group homes from July 2008 through June 2010.

**Table 1: The Number of Housing Units and Beds Proposed and Implemented for the Board’s Two Year Housing Plan FY 2009 – 2010**

Residential Configuration	# of Proposed Housing Units	# of Actual Housing Units Added	# of Proposed Beds	# of Actual Beds Added
Safe Haven	3	3	12	12
Group Homes	1	0	8	0
Apt/Condos	0	0	0	0
Housing Choice Vouchers	0	0	0	0
<b>Total</b>	<b>4</b>	<b>3</b>	<b>20</b>	<b>12</b>

**Overview of Housing Plan Process**

In preparation for the Board’s 2011-2015 Housing Plan revisions, staff reviewed residential wait list data and reports, as well as the Board’s 2008 Needs Determination Study completed for the Board’s 2009-2010 Housing Plan. The Needs Determination Study should be considered as an integral part of the new ACSB Housing Plan for 2011-2015 and reflective of current literature, best practices and current trends. Analysis of residential services waiting list data indicate that the increase in the number of clients waiting for residential services is a result of current residents unable to move out of our ACSB residential settings because they are unable to find affordable market rate housing.

The new Board Housing Plan will be for the time period of July 1, 2010 through June 30, 2015 (FY 2011-2015) and will coincide with the City of Alexandria’s Consolidated Plan for FY 2011-2015. The U.S. Department of Housing and Urban Development (HUD) requires public and private entities to

demonstrate consistency with the City of Alexandria's Consolidated Plan to be eligible for or continue to receive funding from HUD. The Board's Housing Plan is incorporated into this document. The ACSB Housing Plan will integrate annual action plans and yearly progress reports on accomplishments into the City of Alexandria's Consolidated Plan Annual Report and Yearly Action Plans. These reports are sent to HUD as well as to City Council.

As required by Board Policy #13, a draft of the Board's Housing Plan will be circulated to major civic associations and other interested parties for comment prior to the Board's February 4, 2010 Public Hearing. The Housing Plan will be docketed with the ACSB on March 4, 2010 and City Council on June 12, 2010.

### **Proposed Housing Plan for FY 2011-2015 (July 1, 2010 through June 30, 2015)**

The Board's Housing Plan for FY 2011 – 2015 proposes continuation of all current ACSB supportive residential services, as long as they continue to meet consumers' needs. All future housing and residential services expansion will be congruent with best practice whenever possible, i.e., housing will be uncoupled from treatment and supportive services, and clients will be able to exercise choice to the greatest extent possible in deciding where they live. To operationalize this best practice, the ACSB must shift from buying and directly operating homes and other properties to providing consumers services of their choice in affordable housing of their choice. Moreover, if possible through partnerships with non-CSB housing providers or through other arrangements, efforts should be made to transition from the current model of ACSB owned and operated housing to a model in which provision of housing is separated from the provision of services.

The Board identifies the following specific priorities to meet identified housing and supportive service needs:

- Increase access to affordable market rate housing for Board consumers who need it.
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### **Proposed Strategies**

- Continue Board's advocacy role with existing affordable housing groups and activities (e.g., Alexandria's Affordable Housing Advisory Committee, Housing Master Plan, etc.).
- Board staff should work closely with private affordable housing providers, developers and ARHA to ensure that consumers have access to affordable housing units available through such providers.
- Maximize revenue sources for residential services.
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## **Preferred Locations of Future Board Housing**

The Board seeks to balance the value of openness and public awareness of Board actions with the protection of the rights of persons with disabilities to live and work without discrimination. Board-owned or controlled housing should be located throughout the City in order to maximize housing choices and to ensure compliance with the intent and requirements of the federal Fair Housing Act.

When siting new residential programs, the Board's Policy 13 stipulates that the Board consider: (a) financial and physical criteria that must be met by the intended housing, and (b) the location within the City. The Board uses eight Board Planning Areas<sup>1</sup> that are based on a combination of the Small Area Plans used by the City's Department of Planning and Zoning.

Every attempt is made to place new Board-owned and operated housing in Planning Areas with the lowest proportion of existing CSB housing. (Residential programs or facilities not owned or operated by the CSB or Sheltered Homes of Alexandria are not included in this plan.) If appropriate housing is not available in a Planning Area that is designated as having the lowest number of choices of CSB housing, the Board may search other Planning Areas, beginning with the Area having the next lowest number of CSB housing and so on.

For example, as shown in **Table 1**, the Board plans to begin its search for a new group home in Board Planning Areas IV or V. If appropriate housing is not available in Area IV or V, the Board will move its search to Areas III or VIII. If appropriate housing is not available in an Area with the lowest proportion of CSB housing, the Board may either: (i) request additional funds from City Council to purchase or lease appropriate housing in that Area, or (ii) seek housing in the Area with the next lowest proportion of special needs housing. **Table 1** shows, for each Board Housing Planning Area, the number of existing CSB group homes and apartment building sites and the proposed rank order for the siting of a new group home.

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<sup>1</sup> The Board combined several of the City's 15 Small Area Plans into eight Board Planning Areas. However, Board Planning Areas I, II, VI, and VII correspond directly to the City's Small Area Plans. Board Planning Area III combines Northridge/Rosemont and Fairlington/Bradlee. Board Planning Area IV includes the City's Small Area Plans of Old Town and Southwest Quadrant. Board Planning Area V covers the City's Small Area Plans of Braddock Rd Metro; Northeast; Old Town North and Potomac Yards/ Potomac Greens. Board Planning Area VIII includes Taylor Run; King St. Metro/Eisenhower Ave.; and Eisenhower East. See Appendix I for a map of the City of Alexandria CSB residences by CSB Planning Area.

**Table 1: Concentration (Percentage) of All ACSB Housing Sites by ACSB Planning Area and Proposed Locations for New Group Home**

Board Housing Planning Area	Group Homes for Persons with Mental Illnesses, Intellectual Disabilities or Substance Abuse	No. of Apartment Sites for Persons with Mental Illnesses, Intellectual Disabilities or Substance Abuse	Total ACSB Housing Sites in Board Planning Area	Percentage of All ACSB Housing Sites in Planning Area	Consumer CSB Housing Choices Available Compared to Average (12.5%)	Ranking of Placement of New Group Home
I Alexandria West	0	7	7	17.07%	Above Average Number of Consumer Choices	3
II Landmark/Van Dorn	0	7	7	17.07%	Above Average Number of Consumer Choices	3
III Northridge/Rosemont; Fairlington and Bradlee	1	2	3	7.32%	Below Average Number of Consumer Choices	2
IV Old Town; Southwest Quadrant	0	1	1	2.44%	Low Number of Consumer Choices	1
V Braddock/Metro; Northeast; Old Town North; Potomac Yard/ Potomac Greens	0	2	2	4.87%	Low Number of Consumer Choices	1
VI Potomac West	4	7	11	26.82%	High Number of Consumer Choices	4
VII Seminary Hill	4	3	7	17.07%	Above Average Number of Consumer Choices	3
VIII Taylor ;King St. Metro/Eisenhower Ave; Eisenhower East	1	2	3	7.32%	Below Average Number of Consumer Choices	2
<b>Total Units</b>	<b>10</b>	<b>31</b>	<b>41</b>	<b>100%</b>	<b>Average 12.5% per Board Planning Area</b>	