Virginia's Plan to Increase Independent Living Options Action Plan Update

Date: January 10, 2025

Executive Summary

On March 3, 2013, the Commonwealth of Virginia developed Virginia's Plan to Increase Independent Living Options (hereinafter referred to as the "Plan") to increase the availability of independent living options for individuals with developmental disabilities. The Plan met the requirements of Section III.D.3 of the Settlement Agreement with the United States Department of Justice (DOJ).

The Plan was developed by the Virginia Department of Behavioral Health and Developmental Services (DBHDS) in consultation with an Interagency Housing Leadership Team and Permanent Supportive Housing Steering Committee composed of representatives from the Office of the Secretary of Health and Human Resources (OHHR), Virginia Housing (formerly Virginia Housing and Development Authority), the Virginia Department of Housing and Community Development (DHCD), the Virginia Department of Medical Assistance Services (DMAS), the Virginia Department for Aging and Rehabilitative Services (DARS), the Virginia Department of Veteran Services (DVS), the Virginia Department of Health (VDH), as well as a stakeholder advisory group, the Integrated Housing Advisory Committee.

The target population under this plan is adults with developmental disabilities who meet any of the following additional criteria: (1) currently reside at any of the Commonwealth's training centers, (2) receive Developmental Disability (DD) waiver services or are eligible to receive a Developmental Disability waiver and are on the DD waiver waitlist, or (3) currently reside in a nursing home or private Intermediate Care Facility (ICF) and meet the level of functioning criteria to be eligible for a DD waiver.

For the purposes of the Plan, living options are considered independent if they have the following characteristics:

- The individual does not reside with a parent, grandparent, or legal guardian;
- The individual lives in housing types that anyone without a disability can live in, based on income;
- The individual has social, religious, educational and personal opportunities to fully participate in community life;
- Housing is affordable (i.e., the individual pays no more than 30-40% of his/her adjusted gross income);
- Housing is accessible (barrier free);
- Housing is leased/owned by the individual; and
- Housing is not contingent upon participation in services (and vice versa).

The Commonwealth continues to increase independent housing and services options with a goal that 10% of the adult population of individuals using a DD Waiver services or on the waitlist for such a waiver.¹ This target is derived from analysis of current service utilization data, available informal survey data, and national data/trends.

The original plan included a significant amount of information about independent housing options and rationale for how goals were established. The Action Plan with its goals and strategies was included as Appendix C of the original document. Since its publication in 2013, DBHDS has provided quarterly updates related to implementation progress. Going forward, this document shall serve as Virginia's Plan to Increase Independent Living Options for people with a developmental disability who meet the target population criteria, as set forth in the above-referenced Settlement Agreement.

The Action Plan below includes a set of goals, strategies and action items with specific start and end dates, agencies assuming lead responsibility for each action item, outcome measures, and the interagency inkind and other resources dedicated to complete or accomplish each task/action item. Each goal is intended to cover a multi-year period, while strategies and action items reflect the planned activities for fiscal and/or calendar year. The status of each action item and any actual outcomes will continue to be reported on a quarterly basis.

¹ The national average for the number of adults with I/DD living in their own home is approximately 10% of individuals with I/DD identified by state I/DD agencies. (Larson, S.A., Hallas-Muchow, L., Aiken, F., Hewitt, A., Pettingell, S., Anderson, L.L., Moseley, C., Sowers, M., Fay, M.L., Smith, D., & Kardell, Y. (2014). In-Home and Residential Long-Term Supports and Services for Persons with Intellectual or Developmental Disabilities: Status and trends through 2012. Minneapolis: University of Minnesota, Research and Training Center on Community Living, Institute on Community Integration). The RISP report also reports that there are 1.8 people with I/DD per home, so therefore Virginia estimates that there will be at a minimum 1.8 persons with I/DD residing in the 847 housing options created.

Action Plan - Goals, Strategies, and Action Items

Virginia's Plan to Increase Independent Living Options, CY 2025 Goals, Strategies, and Action Items

Goal #1 - Increased Affordability of Independent Living

Goal #1: Provide rental assistance options to the target population

52 options created in FY 15
117 options created in FY 19
-58 options created in FY23
165 options created in FY 16
200 options created in FY 20
80 options created in FY24
174 options created in FY 17
175 options created in FY 21
-118 option created in FY25

125 options created in FY 18 221 options created in FY22

<u>Long-Term Outcome</u>: Increase the target population's ability to afford independent community housing.

Indicators:

• 847 rental assistance slots will be available to the target population by 2021.

<u>Strategy 1.1:</u> Increase access to Virginia Housing (VH) administered housing choice vouchers (tenant-based rental assistance)

CY 2025 Targets:

• Add vouchers to the VH Housing Voucher pool that is dedicated to the target population, as federal funding permits.

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
1.1.1 Virginia Housing will maintain a set aside of 127 Housing Choice Vouchers for the DD population and will maintain at 95% lease up.	VH	DBHDS	1/2025	12/2025	 Maintain high (approximately 95%) utilization of current VH preference vouchers. Research options to ensure VH voucher access is sustained or expanded 	Federal Housing Choice Voucher funds	

					post Settlement Agreement. Develop a plan to ensure access to VH vouchers for individuals in the target population.		
Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes

^{1.1.2} Review voucher utilization and identify underserved localities across the state. Perform additional outreach to increase voucher utilization by the target population. Completed 2023.

<u>Strategy 1.2:</u> Increase access to local Public Housing Agency (PHA) administered housing choice vouchers (tenant-based rental assistance)

CY 2025 Targets:

• Provide recommendations to PHAs to sustain voucher access for the target population.

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resource s \$\$\$	Actual Outcomes
1.2.1 Encourage local PHAs in	areas where	there is hig	h demand froi	m the target p	opulation and no alternative housing resource	es to serve th	ne
Settlement Agreement popula	ation. Compl	eted 2020.			•		
	·						
1.2.2 Review utilization of	DBHDS	PHAs	1/2025	12/2025	Continue to monitor and should	Federal	
local preference vouchers					utilization of available slots fall below	Housing	
and State Rental Assistance					85% DBHDS will research cause and	Choice	
Program (SRAP).					implement strategies to address	Voucher	
						funds,	
						SRAP	

to affordable housing.	1.2.3 Secure Additional Resources for State Rental Assistance Program (SRAP) to ensure at least 10% of the target population has access to affordable housing.	DBHDS	1/2025	12/2025	 Request additional SRAP funding for FY26 Ensure existing community SRAP allocations are effectively utilized (waitlists, redistribution of funding) 	SRAP	
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<u>Strategy 1.3:</u> Increase the availability of units with project-based rental assistance or rents meeting Low Income Housing Tax Credit (LIHTC) program standards

CY 2025 Targets:

- 730 units (175 9% and 555 4%) are projected for allocation in the 2025 LIHTC funding round.
- PHAs provide project-based rent assistance to individuals in the target population.

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resource s \$\$\$	Actual Outcomes
1.3.1 Apply the 9% LIHTC and 4% tax exempt bond QAP provisions which require developers to construct and rehabilitate units that are available on a preferential basis to the target population.	VH	DBHDS	1/2025	12/2025	 Properties funded in the 2025 competitive round will produce units required to provide the leasing preference. Units produced are set aside to target individuals in the DOJ Settlement Agreement population. TE 4% properties will be produced. Units produced are set aside to target individuals in the DOJ Settlement Agreement population. Final numbers being reviewed by the VH Allocation Team Involved agencies will establish preference unit utilization metrics and methodology 	Annual state allocatio n of LIHTCs	

^{1.3.2} Deleted this item in 2018 due to changes in the LIHTC competitive program that removed program incentives and added threshold requirements for a leasing preference.

to create project-based subsidy where there is an effective demand and available supportive services Strategy 1.4: Moved to	o 1.2.3				program.		
to create project-based subsidy where there is an effective demand and available supportive					program.		
1.3.5 Deleted this item in 202 1.3.6 Explore opportunities	VH	DBHDS	n 2.1.4 1/2025	12/2025	Begin implementation of the Section 811 Project Rental Assistance Contract	Section 811 PRAC	
in a special pool to developers providing accessible units that may have project-based vouchers in integrated settings that must provide preferential leasing to the target population for up to 15% of the units.	VH		6/2024	12/2025	 Accessible Supportive Housing (ASH) LIHTCs will be awarded to developments. Examine alignment of ASH developments with First Leasing Preference and needs of DD population. 	LIHTC	

Goal #2—Expanding Housing Options

Goal #2: Expand quality, accessible, independent community living options for people with developmental disabilities in a manner that provides an array of housing choices in a variety of integrated neighborhood settings.

<u>Long-Term Outcome</u>: *Increased ability of members of the target population to obtain quality, accessible, integrated community housing.*

Indicators:

- Broad expansion of the inventory of quality, accessible, affordable housing in diverse locations
- Expanded inventory of quality, accessible housing in diverse locations that is available on a preferential basis to the target population

<u>Strategy 2.1:</u> Provide incentives for developers to increase the share of newly constructed and rehabilitated rental units that meet accessibility and Universal Design standards and are made available on a preferential basis to the target population.

CY 2025 Targets:

• LIHTC developers provide a leasing preference to the target population

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
2.1.1. Deleted Action Item due to QAI	changes ma	iking prefere	ence units a th	reshold require	ment for LIHTC applicants.		
2.1.2 Provide LIHTC competitive program incentives to encourage developers to construct and rehabilitate units that meet accessibility and Universal Design standards and are made available on a preferential basis to the target population.	VH		1/2025	12/2025	All Developers are informed of the option to provide preferential leasing of the accessible units in the properties to the target population	Annual state allocation of LIHTCs	

2.1.4 Provide state- administered development funding to encourage developers to prioritize units for the target population that will meet their needs.	DHCD	DBHDS	1/2025	12/2025	DHCD selects eligible projects, if any, for pre-development funding with DBHDS input. Examine outcomes from DBHDS funds invested in pre-development through the DBHDS-DHCD MOU. Modify strategies and determine need for DBHDS funds in future competitions.	ASNH funds,
2.1.5 Refine LIHTC incentives and state-administered capital subsidies as appropriate to enhance their effectiveness in housing individuals in the target population	VH DBHDS	DHCD	1/2025	12/2025	 Implement needed operational infrastructure to manage referral/lease up and ongoing operations Involved agencies will review effectiveness of current incentives as part of ongoing assessment of the program. Develop protocols to coordinate between DHCD for developers/ owners of non-LIHTC properties; and VH for 4% credit recipients; and DBHDS to ensure utilization of preference units. Discuss LIHTC QAP criteria and seek alignment with ASNH funding criteria and the housing needs of the target population 	Annual state allocation of LIHTCs and ASNH funds
2.1.7 Increase utilization	DBHDS		1/2025	12/2025	 sign standards. Completed in 2023. Establish utilization/occupancy baseline for 	
of the First Leasing Preference	VH		_,		projects post 2019 QAP changes. • Increase occupancy rate of First Leasing Preference units from CY24 to CY25.	

Strategy 2.2 deleted due to QAP changes making preference units a threshold requirement for LIHTC applicants

<u>Strategy 2.3:</u> Provide capital subsidies to developers to reduce rents in units providing preferential access to the targeted population.

CY 2025 Targets:

• At least 1 local government provides funding to integrated developments serving the target population

Action	Lead Agency(s)	Others Involv ed	Project ed Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
2.3.1 Deleted Action Item 20	23						
2.3.2 Examine the use of the DBHDS Trust Fund for investment in affordable housing should funds become available	DBHDS	DHCD	1/2025	12/2025	Broaden DBHDS Trust Fund language to permit use of funds, should they become available, for individuals with DD residing outside a training center	DBHDS Housing Trust Fund	

Goal #3—Build understanding and awareness about the need to create independent housing options for the target population and the availability of those housing options.

Goal #3: Build understanding and awareness of the need to create independent housing options for the target population and the availability of those housing options.

Long-Term Outcome:

- Increase awareness and understanding of the need for independent housing options for the target population
- Increase awareness and understanding of independent housing options available to the target population

Indicators:

- Increase referrals of the target population to rental assistance resources.
- Revise and implement Housing Module for required training for Support Coordinators

Strategy 3.1: Coordinate state and local outreach and education efforts

Develop and Implement a Communications, Advocacy, Outreach, and Education plan

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
3.1.1. Develop communication materials tailored to PHAs, developers, landlords and owners of multifamily properties and individual units.	DBHDS		1/2025	12/2025	Continue to produce and distribute 2-3 newsletters/year to PHAs, LIHTC properties and landlords about target population's successes, needs and available resources.	DBHDS	

	3.1.2 Develop and update outreach & educational materials to reflect new services and expanded resources that promote the transition to housing. Implement revised Housing Modules for DBHDS Case Management Curriculum.	DBHDS	VH, DHCD, DARS, DMAS	1/2025	12/2025	Continue to make communication materials available.	DBHDS staff	
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Strategy 3.2: Build local outreach and education capacity

CY 2025 Targets:

- Increase awareness and understanding of independent housing options available to the target population among individuals, families, support coordinators
- Increase awareness and understanding of the need for independent housing options for the target population among PHAs, government housing agencies, and private housing providers

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025Outcomes	Resources \$\$\$	Actual Outcomes
3.2.1 Educate DD support coordinators and waiver service providers about how to make referrals for available housing resources.	DBHDS	DMAS	1/2025	12/2025	 Launch updated housing training for support coordinators in COVLC (the state's learning management system). Launch new SRAP referral training 	DBHDS staff	

3.2.2 Deleted action item due to reflect the time needed to develop a new housing assessment & referral system in WaMS							

3.2.3 Identify community-based strategies to conduct targeted information and outreach to individuals, families, and support coordinators in areas where housing resources are underutilized to increase referrals for independent housing.	DBHDS	RITs	1/2025	12/2025	Continue to host information sessions for individuals/families	DBHDS staff	
3.2.4 Lead local/regional efforts to educate PHAs, landlords and housing providers about opportunities to develop housing resources for the target population	DBHDS	RITs	1/2025	12/2025	• support outreach to partner agencies and housing providers to: (1) make SRAP available in local communities (2) leverage local, state and tax credit housing resources to develop independent housing for the Settlement Agreement target population.	DBHDS staff	

Goal #4—Effective Access

Goal #4: Build sustainable local capacity to provide coordinated, timely, equitable, and informed access to the resources and services needed to support independent living in integrated settings

<u>Long-Term Outcome:</u> Increase the number of communities with a coordinated, streamlined system that enables the target population to efficiently and effectively access integrated housing and person-centered services.

Indicators:

- Increase in service providers (including all CSBs) that participate in a coordinated system for matching individuals with services in each of the 5 Developmental Services Regions
- Increase in housing providers (including all PHAs) that make units available using a coordinated system for individuals in the target population

Strategy 4.1: Develop coordinated regional outreach, planning and delivery infrastructure

Support the operation of sustainable regional partnerships to identify local barriers to housing for the target population and develop strategies to remove barriers and to increase access to local housing resources.

CY 2025 Targets:

- Build community capacity to implement DD waiver services aligned with supportive housing best practices
- Regional Implementation Teams in five Developmental Services Regions assist with education and outreach efforts to improve access to integrated housing and supportive services
- Integrated Housing Advisory Committee provides input on local barriers to housing and policy strategies to address barriers

Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
4.1.1 Clarify roles for	DBHDS,		1/2025	12/2025	Collaborate with Internal DBHDS	Agency staff	
the Community	DMAS				offices and DMAS to determine		
Housing Guide service					roles and clarify responsibilities		

4.1.3 Implement partnership between selected LIHTC housing provider(s) and service provider(s)	DBHDS	VH DMAS	1/2025	12/2025	 Identify key contacts for Lead Agencies to lead action Monitor partnership between selected LIHTC housing provider(s) and service provider(s) Identify strategies for service funding sustainability 	Agency staff, Jumpstart grants, DBHDS funds DMAS, VH, DHCD	
4.1.4 Obtain input on barriers to housing for the target population and strategies to remove barriers and increase access to local housing resources from key stakeholders.	DBHDS	DHCD, VH, DMAS, DARS, VDH, DVS, DSS	1/2025	12/2025	 Meet quarterly with stakeholders on the Integrated Housing Advisory Committee (IHAC) to identify barriers and strategies, ensure racial equity, and provide updates on VPIILO plan progress. Establish and implement data collection strategy that identifies barrier to access Identify new members to fill vacancies on the IHAC in accordance with principles of diversity, equity and inclusion 	Agency staff	

<u>Strategy 4.2:</u> Identify effective housing related strategies that can be linked with the DD Waiver services to increase access to sustainable independent housing.

CY 2025 Targets:

• Actively engage DBHDS and DMAS Waiver staff to implement services to support independent living.

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Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
4.2.1 Continue to review DD Waivers to identify potential strategies that will facilitate	DBHDS	DMAS	1/2025	12/2025	 Use results of the Possibilities Project TA initiative to identify alignment between Waiver services and supportive housing best practices 	Agency Staff	

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4.2.2 Item completed in 2021

Strategy 4.3: Accelerate the target population's access to integrated settings by:

CY 2025 Targets:

- Implement a centralized process to identify and triage individuals eligible for First Leasing Preference
- Establish housing search functions in each region

• Solicit public input on the design of the 1115 Medicaid Waiver High Needs Support Benefit

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Action	Lead Agency(s)	Others Involved	Projected Start Date	Projected Completion Date	Projected CY 2025 Outcomes	Resources \$\$\$	Actual Outcomes
4.3.1. Deleted to re	flect timelines requi	red to make	WaMS change	S			
4.3.2. Develop strategies to address tenancy support gaps in each region	DBHDS	DBHDS, DHCD, VH	1/2025	12/2025	 Continue piloting DBHDS-funded Tenancy Supports across the Commonwealth. Identify strategies to implement tenancy supports to address gaps. 	Medicaid services, DBHDS funding	

^{4.3.3} Continue to identify and catalogue creative approaches to leveraging private resources to create housing options for individuals in the target population. Item completed in 2018.

^{4.3.4} Deleted this item in 2023 to combine efforts with 4.2.1

4.3.5 Implement	DBHDS	1/2025	12/2025	Identify baselines and	DBHDS staff	
a performance				benchmarks for SRAP	resources	
measurement				housing stability outcomes		
system for SRAP				 Analyze housing access, 		
				services, and outcomes by		
				demographic group. Should		
				inequities be identified,		
				identify and implement		
				solutions		

Terms and Acronyms

Terms

Affordable Housing - A general term applied to public- and private-sector efforts to help low- and moderate-income people purchase or lease housing. As defined by U. S. Department of Housing and Urban Development (HUD), affordable housing means any housing accommodation for which a tenant household pays 30% or less of its income.

Home and Community Based Services Waivers - waivers approved by the Centers for Medicare and Medicaid Services (CMS) for providing long-term care services in home and community settings rather than institutional settings to eligible individuals with developmental disabilities.

Housing Choice Voucher Program (HCVP) - federal government's major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses and apartments.

Interagency Housing Advisory Committee (IHAC) – Committee formed by DBHDS and composed of representatives from the Office of the Secretary of Health and Human Resources, Virginia Housing (formerly VHDA), the Virginia Department of Housing and Community Development, the Virginia Department of Medical Assistance Services, the Virginia Department for Aging and Rehabilitative Services, and the Virginia Board for People with Disabilities, as well as stakeholder organizations.

Local Entitlement Communities/Jurisdictions – cities, counties and/or a consortium of cities and counties that get a direct allocation of funding from the HUD every year to support economic development and community-related activities.

Low Income Housing Tax Credit (LIHTC) - A congressionally created tax credit (Internal Revenue Code Section 42) available to investors in low-income housing designed to encourage investment that helps finance construction and rehabilitation of housing for low-income renters.

Money Follows the Person (MFP) - In 2008, Virginia launched the Money Follows the Person (MFP) initiative to provide extra supports and services to Virginians who choose to transition from long-term institutions into the community.

Notice of Funding Availability - federal announcement indicating the availability of funding for certain activities and the process by which eligible applicants can access said funds.

Public Housing Agencies (PHAs) – agencies designated by HUD to administer HUD's rent subsidy programs. In most cases, these agencies are Public Housing Authorities, but other public and non-profit agencies may also be designated by HUD to serve as PHAs.

Qualified Allocation Plan (QAP) - Plan developed by state housing finance agencies detailing how it will administer and fund projects under the Low-Income Housing Tax Credit program.

Section 811 Program - HUD program that provides funding to develop and subsidize rental housing with the availability of supportive services for very low- and extremely low-income adults with disabilities

Supplemental Security Income - is a United States government program that provides stipends to low-income people who are either aged (65 or older), blind, or disabled.

Universal Design Standards - a set of design features that enhance the usability and marketability of such units.

Acronyms

ADAAG – Americans with Disabilities Act Architectural Guidelines	HUD - U.S. Department of Housing and Urban Development
CDBG – Community Development Block Grant	ICF – Intermediate Care Facility
CIL- Center for Independent Living	DD – Developmental Disability
CMS – Center for Medicaid and Medicare Services	LIHTC – Low-Income Housing Tax Credit
CRC – Community Resource Consultant	MFP – Money Follows the Person
CSB - Community Services Board	PBRA – Project Based Rental Assistance
DARS – Department for Aging and Rehabilitative Services	PHA – Public Housing Authority
DBHDS – Department of Behavioral Health and Developmental	RIT – Regional Implementation Team
Services	SSI - Supplemental Security Income
DHCD – Department of Housing and Community Development	SRAP – State Rental Assistance Program
DMAS – Department of Medical Assistance Services	SSDI - Social Security Disability Insurance
DSS – Department of Social Services	VDH – Virginia Department of Health
DVS – Department of Veteran Services	VH - Virginia Housing (formerly Virginia Housing and Development
HCBS - Home and Community Based Services	Authority)
HTF – Virginia's Housing Trust Fund (managed by DHCD)	