

APPENDIX A

CITY OF ST. LOUIS: ANTI-POVERTY STRATEGY

INTRODUCTION

As a major urban center, the City of St. Louis has a disproportionate number of families and individuals that live in poverty. To a large extent, the opportunities and prospects for low-income households are determined by factors beyond the control of City government—these factors include changes in the national and global economies as well as legislation and appropriations at the federal and state levels. In spite of this, partnerships between non-profit organizations, businesses, and City government are making a significant difference in the lives of individuals and families that are striving for economic security in the City of St. Louis.

POVERTY IN GENERAL

Measures of Poverty

The current poverty measure employed by the United States was devised approximately 30 years ago. It is calculated by setting a threshold level of family income or resources. Families below that threshold are considered to live in poverty. In 2003, the poverty threshold was \$18,104 for a family of four. Critics of this method state that the official definition is too low, and that use of this measure underestimates the amount of severe economic hardship in the United States. Alternatives suggested include trying to measure direct hardship, such as the number of incidences of hunger or housing instability. Another method used by selected European nations defines a household as living in poverty if its income is less than one half of the national median.

A Closer Look at the Problem

Under the current premise, family resources examined in assessing poverty include after-tax income plus in-kind transfer payments for food and shelter. Subtracted from a family's "resources" are non-discretionary expenses such as childcare costs, transportation to employment, and out-of-pocket medical care expenses. This methodology may or may not present an accurate assessment of a family's financial situation.

One alternate recommendation is to adjust the poverty threshold to account for geographic differences, given that housing costs in particular vary so widely across geographies. This approach would also include adjusting the threshold on an annual basis. In the summer of 1999, the U.S. Bureau of Census issued a report considering the effect of a new poverty measurement in the U.S. Entitled "Experimental Poverty Measures 1990 to 1997." This report is available at www.census.gov/hhes/www/povmeas.html.

Despite their limitations, official poverty statistics probably offer a reasonably good proxy for harder to measure indicators of deprivation.

Statistical Summary

Between 1990 and 2000, the national poverty rate for individuals dropped from 13.1% to 12.4% according to Census data. In St. Louis, the poverty rate is significantly higher. The poverty rate in St. Louis, expressed in terms of % of individuals who experienced poverty in the previous year, remained unchanged in 2000 at the 24.6% reported in 1990. On the other hand, over this same period the poverty rate for female-headed households with children declined from 54.3% to 45.5%, and the poverty rate for children also declined from 39.7% to 36.4%.

**Table 1:
Percent of People living in Poverty Past 12 Months:
Census 2000**

Group	Percent Below Poverty Level
Families	20.8%
Families with Children under Age 18	29.8%
Families with Children under Age 5	35.7%
Female Headed Households with Children	45.5%
Female Headed Households—Children < Age 5	56.2%
Individuals	24.6%
Persons over Age 18	20.3%
Persons over Age 65	17.4%
Children under Age 18	36.4%
Unrelated Individuals over Age 15	28.0%

**Table 2:
of People Living in Poverty Past 12 Months:
Census 2000**

Group	Number Below Poverty Level
Families	16,169
With related children <18 years	13,232
With related children < 5 years	6,539
Families with female householder, no husband present	11,503
With related children <18 years	10,173
With related children < 5 years	4,939

In August 2004, new estimates of poverty were released by the Census Bureau. This release suggested improvements in recent years. Percent of people below the poverty level in the past 12 months was 21.8 percent (versus 24.6 in 1999) and the percent of children under 18 who were below poverty level in the past 12 months was 32.8 percent (versus 36.4 in 1999). In both cases St. Louis ranked 13th among large cities according to the American Community Survey.

Poverty in the St. Louis Region

In 1970, St. Louis City had 51 neighborhoods that could be classified as “poverty census tracts.” However, according to a new report published by the Brookings Institution, Census 2000 data indicated a “dramatic decline” during the 1990s in the number of people living in high poverty census tracts or “neighborhoods” (defined as census tracts with poverty rates greater than 40 percent). The study concludes that economic inequality in major metropolitan areas as reported in the 1990s in cities and suburbs overall represented a significant improvement over economic inequality in the 1980s.”¹

Entitled “Pulling Apart: Economic Segregation among Suburbs and Central Cities in Major Metropolitan Areas,” the study reports that after 30 years of decline, central cities overall across the nation have stopped falling further behind surrounding suburbs in per capita income. But the report also notes that this national trend is not reflected in the income gap between the suburbs and some central midwestern cities like St. Louis. The study generally concludes that concentrations of people in poverty are changing and that suburban poverty is on the rise.

The overall national per capita income gap between central cities and suburbs remained unchanged between 1990 and 2000, in stark contrast to the widening gaps in the previous two decades. For example, in 1989, the percentage of people living in poverty in St. Louis County was 5.7 percent, compared to 30.6 percent in St. Louis City. However, by the 2000 census, the poverty rate in St. Louis County had increased to 6.9%, while there was no change within the city.² While there is still a significantly higher rate of poverty in the City than in the County, the trend is towards a more even distribution.

The “Pulling Apart” report compares St. Louis City and suburban per capita income ratios for 2000, 1990, and 1980. The St. Louis Region Index for 2000 was 67.9, and it was ranked 8th in the nation, compared to 68.7 in 1990, when it was ranked 9th, and 72.7 in 1980 when it was ranked 6th. Thus, there appears to be a slow trend towards decreasing the gap in the ratio between per capita income of St. Louis City and per capita income in the surrounding suburban areas.³

WELFARE REFORM IN MISSOURI

Background and Status

The 1990s saw significant reforms in the welfare system, at both the federal and state levels. These changes affected the lives of low-income families.

¹ http://www.brookings.edu/dybdocroot/metro/pubs/20041018_econseggregation.pdf

² <http://www.census.gov/cgi-bin/saige/saige.cgi>

³ http://www.brookings.edu/dybdocroot/metro/pubs/20041018_econseggregation.pdf

In 1996, the U.S. Congress passed the Personal Responsibility and Work Opportunity Reconciliation Act (“PRWORA”). This Act replaced the old Aid for Families with Dependent Children (“AFDC”) program with the Temporary Assistance for Needy Families (“TANF”) program. PRWORA introduced a five-year lifetime limit on the receipt of TANF assistance. It also mandated strict work requirements for TANF recipients.

Currently, the TANF program requires states to ensure that 50% of all recipients are engaged in work activities. Most families are required to be engaged in work activities at least 30 hours per week to count towards participation rates. States are given participation rate credits based on previous caseload reductions: For each percentage point decrease in the caseload since 1996, one percentage point may be deducted from the required participation rate.

Welfare reform in Missouri began in 1993. The Division of Social Services (“DSS”) oversees the TANF program in Missouri. It provides cash assistance to families based on income and family size for a period not to exceed 5 years or 60 checks in a lifetime. One goal of the TANF program is to end needy parents’ dependency on government benefits by promoting job preparation, work and marriage. DSS describes its Beyond Welfare initiative as a set of programs aimed at preventing, reducing, and ending dependency.

Prevention programs include:

- A pre-kindergarten program, a daycare program for three and four year olds
- Early Childhood Care and Education, a parenting skills program.
- Educare and Caring Communities, school-based programs which link children with social services.
- Quest, a small pilot program aimed at teens.
- Independent Living, a program for foster children and troubled youths.
- Missouri Mentor Partnership, a public/private partnership.

Programs to reduce dependency include:

- FUTURES, a job training program which helps TANF families obtain child care, transportation, and training.
- Parents' Fair Share, a cooperative effort with the Child Support Enforcement Division that provides training for non-custodial parents of children receiving welfare.
- Self-Sufficiency Pacts, a plan outlining individual obligations which must be accepted by each member of a family on TANF.
- Child Support and Paternity Establishment services aimed at reducing the number of "deadbeat dads."
- Medicaid waiver expansions, which assists families making the transition from welfare to work by preserving their medical coverage.

Programs designed to end dependency include:

- Wage Supplementation, which uses TANF benefits to supplement wages paid by employers for up to nine months.
- Direct Job Placement, which helps employers experiencing labor market shortages to employ welfare recipients.
- Family and Community Maintenance Organizations, which coordinate the financing and delivery of services to children, youth, and families.

- 21st Century Communities, a system developed in Kansas City which includes direct job placement, wage subsidies, and other opportunities for employers and participants.
- One-Stop Service Centers, multiple agencies based within single locations to better serve Missourians seeking employment.
- Work First, a self-sufficiency assessment model. This program assesses the readiness of welfare recipients to enter the work force. Welfare recipients are classified as ready to work, able to work within 30 days pending provision of services, and unable to work without intensive case management services. Work First assists families in moving towards self-sufficiency before the state and federal time limits force them off public assistance.

Appraisal of Welfare Reform.

Between January of 1993 and February of 2004, recipients of TANF support in St. Louis dropped from 60,000 to less than 22,000, a decline of 56%. The local reduction was nearly identical to the statewide decline of 52%. These figures also resemble national rates. An estimated 141,400 people have now left welfare within the State of Missouri. Table 3 presents the change in TANF cases over time in the Missouri portion of the metropolitan statistical area. Table 4 presents selected characteristics of the TANF population for the same time period.

**Table 3:
Number of Families/Households on TANF**

	1998	1999	2000	2001	2002	2003	2004
Franklin County	369	294	299	284	280	306	291
Jefferson County	888	692	715	724	722	829	835
Lincoln County	211	177	226	215	175	207	185
St. Charles County	749	685	698	664	644	751	817
St Louis County	7,707	7,014	7,236	6,604	6,061	5,794	5,801
St. Louis City	14,006	12,489	12,283	11,742	11,003	9,114	8,466
Warren County	124	115	107	128	91	99	102
MO MSATotal:	24,054	21,466	21,564	20,361	18,976	17,100	16,497

**Table 4:
Individuals on TANF in St. Louis City**

	1998	1999	2000	2001	2002	2003	2004
Children	N/A	N/A	24,468	23,089	19,637	15,037	13,168
Elderly	1,979	1,904	504	512	445	367	377
Female	26,306	23,787	23,277	21,974	19,441	15,288	13,634
Male	16,284	14,481	14,518	13,781	11,575	8,998	8,086
TOTAL:	42,590	38,268	37,795	35,755	31,016	24,286	21,720

The time limits and work requirements in the TANF program have been widely credited with reducing the TANF caseload. While these policy changes probably played a role, several other factors contributed to caseload reductions in the 1990s. These included:

- A strong economy, which generated jobs for low-income individuals;
- Expansion of child care services, which allowed more mothers to enter the labor market;
- Expansion of child support collections, which allowed many female-headed households to rise above poverty; and
- Reforms aimed at "making work pay," including increases in the minimum wage and expansion of the Earned Income Tax Credit.

Despite the decline of TANF caseloads, the poverty level has remained high. In reality, welfare reform has been much less successful at the task of reducing poverty than it has at reducing caseloads. Many of those pushed off welfare rolls and into low-paying jobs have remained mired in poverty. The large reductions in caseloads, in combination with the modest reductions in poverty levels, indicate that many former welfare recipients are working hard, but staying poor.

The Current Situation in Missouri

There is a great deal of uncertainty regarding the federal TANF program. TANF was originally scheduled to expire in September of 2002. It was intended that Congress pass reauthorization legislation before the expiration date, but Congress instead passed a series of three-month extensions to the current program. The continuing series of continuing resolutions has created an unsettled environment for the program, making it difficult to structure permanent programs at the state and local levels.

The House of Representatives has passed a reauthorization bill that would significantly increase the amount of work required of TANF recipients. The participation rate would rise from 50% to 70%. The number of work hours required to count toward the participation rate would rise from 30 hours to 40 hours. The maximum participation rate credits would be capped at 20%. Finally, the House bill would restrict the types of activities that count toward participation rates. These changes could create a serious fiscal strain for states, as they would be required to find resources needed to move many more recipients into work activities.

The House-passed legislation fails to make poverty reduction a key focus of TANF reauthorization. It fails to acknowledge that many families leaving welfare remain in poverty, lacking basic benefits such as health insurance, and often lacking opportunities to improve their skills.

The Senate Finance Committee has passed a bill that would increase work requirements somewhat, although though not as much as the House bill. Significantly, the Senate bill would increase funding for childcare services by \$7 billion over five years. This would be of significant assistance in moving more recipients into the workplace, but, as of this writing, the Senate has not been able to bring this bill to the floor for a vote.

Republicans in the House of Representatives indicated that they will refuse to pass any additional extensions after June 30, 2004 unless policy changes could be introduced. Leadership in both the House and the Senate have warned that waiting until next year to pass reauthorization legislation could jeopardize both additional funding for childcare and the size of the TANF block grant itself.

Thus, governmental and non-governmental agencies that serve people living in poverty are now bracing for the impact of future legislation, without being able to predict either the timing or the components of the legislation. This uncertainty is a serious problem.

GLOBALIZATION

The plight of the lowest-income people in St. Louis City is affected by changes in the global economy. Recent decades have seen an increase in capital mobility, freer international trade and a rise in the use of information technology. Together, these changes are often referred to as globalization.

The phenomenon of urban poverty is inextricably linked to the economic restructuring that comes with globalization, with low-income St. Louisans bearing a disproportionate share of the negative impacts of these changes. As manufacturing has moved overseas, St. Louis has lost tens of thousands of jobs for low-skilled workers. The jobs lost provided individuals without college educations with the means to live at least a lower middle class lifestyle. The lost jobs were replaced, if at all, with positions that invariably either pay less and provide fewer benefits or require significantly more skills than the unemployed individuals possess.

National policy and international economics form the environment in which the poorest St. Louisans live their lives. A meaningful solution to the problem of urban poverty will necessarily require national and international action. Nationally-based solutions like fully funding job training, increasing the minimum wage, expanding the Earned Income Tax Credit, revising and enforcing trade agreements, and tax cut incentives for businesses that create jobs here instead of overseas are ways that the federal government could, if it chose, begin to address the problem of urban poverty.

The effects of globalization have been analyzed by scholars such as Saskia Sassen and Manuel Castells. Some of the major effects include:

- *A decline in the manufacturing sector, and a rise in the service sector.* In the St. Louis MSA between 1970 and 1990, manufacturing employment declined by 15%, while business and health services employment more than doubled. Examples of this trend include:
 - The demise of the International Shoe Company, which once employed 30,000 in St. Louis.
 - The closure of the General Motors plant in 1979 for a loss of more than 10,000 jobs.
 - The 1998 closure of the Biltwell Company clothing factory in downtown St. Louis, with its 420 jobs moved to Costa Rica.
 - The loss of more than 20,000 jobs at the McDonnell-Douglas Corporation (now part of Boeing) since 1970.
- *Income polarization.* In 1970, a person in the upper earning quintile in the St. Louis MSA earned about 2.8 times as much as a person in the lowest quintile. By 1990, that ratio had increased to 3.4.

- *Increasing concentration of global finance and corporate headquarters.* St. Louis has been hard hit by the consolidation of banking and corporate headquarters. Examples of these trends in recent decades include:
 - In 1998, 420 St. Louis jobs were lost when the headquarters of the Sherwood-Davis medical device company was transferred to Massachusetts.
 - In the 1990s, a rash of bank mergers took away most of the bank headquarters in St. Louis. Examples include the Mercantile Bank, which bought out Germania Bank and the Missouri Savings Bank, and was subsequently absorbed by FirStar of Milwaukee, and then US Bank. Another example is Boatmen's Bank, purchased by NationsBank in 1997 and later absorbed into Bank of America.

THE CITY OF ST. LOUIS STRATEGY

The City of St. Louis is committed to addressing poverty. However, it is clear to most observers that meaningful progress will depend upon policies at the national, state and regional level. Thus, the City's strategy combines efforts to ensure that effective policies at the national and state levels are put in place and implemented, as well as local initiatives to improve the skills of and options available to those with few job skills who tend to comprise the majority of people in poverty.

National Policy

The City will work with its representatives in the United States House of Representatives and Senate to develop and implement programs that have a positive impact on the City's poverty level and the lives of people now living in poverty. Some of these programs and initiatives are the following:

1. **TANF:** Passing legislation to institutionalize this program and make the changes necessary is extremely important. Under the current TANF program, families are beginning to be forced to leave welfare support due to time limit restrictions. Many of these families return to poverty, with virtually no safety net. Increasing the size of the TANF block grant would allow for continuing support for those in need as well as allow the City to strengthen its training programs. The City of St. Louis calls upon the federal government to reauthorize TANF under current rules, with additional funding for child care as called for in the Snowe Amendment.
2. **Employment Training:** There is wide consensus that too many people lack both the motivation and skills to participate successfully in the work force. As described in the Five Year Consolidated Plan, federally funded job training programs help people acquire the necessary skills and motivation. The ability to obtain and keep a job is crucial for a person trying to escape urban poverty. The City of St. Louis calls upon the federal government to reauthorize the Workforce Investment Act, providing both the funds and flexibility that will allow the St. Louis Agency on Training and Employment and its many partners to continue their work, particularly with the City's youth. The reauthorization should include a provision that allows funding to be used for

summer jobs programs, allowing children to focus on their schoolwork during the school year but offering them meaningful summer employment that can provide a skills and motivation basis for adult life.

3. **Minimum Wage:** Unfortunately, many of the jobs available to workers with minimal education pay minimum wage. The average minimum wage worker is an adult who brings home about half of his or her family's earnings. A person who works full time and receives the federal minimum wage does not make enough to raise a family above the poverty line. An increase in the minimum wage would allow these workers to receive a salary that would provide for more of their families' basic needs.
4. **EITC:** The Earned Income Tax Credit is a Federal tax credit available for low-income individuals and families. It is designed to decrease the burden of social security taxes and increase motivation to work. An individual or family with an income under a certain maximum level may file for the EITC and receive a tax refund if the EITC exceeds the amount of taxes owed. In 2004 millions of dollars were refunded to low-income St. Louis families who filed for the Earned Income Tax Credit. Raising the maximum income level for qualifying for the EITC and increasing the credit amount for those who are eligible would allow more St. Louisans to receive this credit and experience greater benefits from it. The money that the Earned Income Tax Credit refunds to these families can help alleviate some of the symptoms of poverty. The City has been working with its partners to ensure that those who are eligible take full advantage of the available credit.
5. **Tenant-Based Housing Subsidies:** Section 8 and Housing Choice Voucher tenant-based housing cost subsidies are important component of efforts to reduce poverty. These programs have been controversial in the past, especially where Section 8 tenants were "warehoused" in complexes where there was little or no maintenance; however, if properly administered, the program works, and, by limiting housing costs to 30 percent of household income, alleviates a significant burden on families in poverty. The City will articulate to both Congress and the Executive branch of the federal government the importance of these programs. A new element of these programs allows renters who qualify to purchase a home with the subsidy. Given that homeownership is traditionally the best way to accumulate wealth, this program could play an important role in dealing with poverty.
6. **Trade Agreements:** America needs to review and enforce our existing trade agreements. Some trade barriers and relaxed trade agreements can stifle U.S. exports, hurting American industries and their workers. The globalization of the world economy cannot be stopped, but a different direction on trade enforcement could unleash the potential of the American economy and help level the playing field. At a minimum, more help for displaced workers to help them avoid the dangers of poverty will be important.
7. **Tax Incentives:** Many American jobs have been lost to the outsourcing of overseas labor. Modifying tax policy to support businesses that create jobs at home and provide disincentives for transferring jobs to other countries should be considered. Such adjustments, however, must be done in a way that does not overly hamper the efforts of American corporations to become competitive in the world market.

State Policy

The role of the state is critical in the fight against poverty. State funds combined with federal funds are of central importance in day care services, health services, senior services, substance abuse treatment, mental health services and many other initiatives. A bitter

debate has grown in the state legislature about the ability and even desirability of providing these services to citizens in need. As suggested through out the Five Year Strategy, the state has a central role if the reality of poverty is to be successfully addressed.

However, the state has its own financial problems that could inhibit its ability to deal successfully with poverty in the face of stagnant or decreasing federal support. An example of the troubling financial challenges faced by the State is that posed by the November 2nd affirmative vote on Amendment 3 in November of 2004. This vote will require that all motor vehicle sales tax revenue go towards transportation, redirecting that source of revenue from state general revenue to a new state road bond fund. The amendment has been estimated to cost state general revenue as much as \$187 million annually by Fiscal Year 2009 when the phase-in provisions expire.

The redirecting of funds will be used to pay back state bonds for highway construction and reconstruction. The proposed changes will directly impact state general revenue, which funds the majority of the state's services, including:

- Elementary, secondary and higher education
- Health care for seniors, kids and working poor families
- Mental health care
- Foster care and other services for abused and neglected children
- Local health departments.

Currently, Missouri is ranked 6th in the nation for the amount spent on roads per citizen. Given the fragile state of the state's general revenue fund, diverting additional funding from current critical needs like education and health care for Missouri's children is likely to be both painful and a step backward in the drive to reduce poverty.

Local Policy

Some of the services described throughout the Five Year Strategy are services intended to help those in poverty. Some, like Homeless Services, are basic elements of the "safety net" geared to those in the greatest need. Others like job training, job creation and education are more fundamental to a long term reduction in the City's poverty level. Unfortunately, the current state of the City's economy will not allow the City to address these problems in a meaningful way without new and higher levels of state and federal resources.

The strategy does, however, include a number of recommendations and objectives that are central to the reduction of poverty. The City can help to fight poverty over the long term by:

- Promoting economic development, especially job intensive industries with decent salaries. The life sciences industry is one such industry that the City is actively engaged in developing.
- Encouraging young people to complete their educations and training to fill these jobs. Washington University and Saint Louis University both have programs where their graduate students spend time in the City's public schools, generating interest among these youth in life sciences careers. The St. Louis Community College system also has

programs that train high school graduates for less skilled jobs in these fields—even less-skilled jobs in the life sciences and healthcare industries pay significantly higher than poverty level.

- Continuing to improve the quality of the City’s public schools, and continuing to ensure that choice—charter schools, private schools, parochial schools—is available to City parents. Another initiative is expanding the number of magnet schools.
- Providing other employment readiness and training services to those in need, in particular with respect to information technology skills.
- Building the tax base so that basic city services and “safety net” services can be provided to all. While true City self-sufficiency is still a long way off, progress towards this goal is being made. A healthier City economy will allow the City to improve the quality of the services it offers to its citizens still in poverty.
- Helping less affluent citizens purchase a home in a neighborhood where housing values are likely to increase. While this strategy may not be completely appropriate for those who truly live in poverty, the availability of homeownership opportunities for people of low- and moderate-income can be position homeownership as a “goal within reach” for people who cannot see any way they could possibly become homeowners. The new American Dream Downpayment Initiative will help low-income people take advantage of the major way in which most American families build wealth.
- Insuring that the problem of abandoned and nuisance properties in low-income neighborhoods is effectively addressed, thereby preserving the value of neighborhood property for those low-income people who are already homeowners.
- Developing and implementing mechanisms for better and more widely available day care, pre-school, after school services that allow single parents to regularly work without abandoning their children. The City is currently engaged in discussions to expand the number of professional day care services in the City and to ensure that home day care services are properly supervised.

Local Agencies Addressing Poverty

The following lead government agencies and non-profit agencies address poverty or problems closely related to poverty in the City of St. Louis:

- **Department of Human Services**

634 North Grand Boulevard
St. Louis, Missouri 63103

The Department of Human Services is a department of city government that administers a mix of social service programs. As a direct service to the citizens of St. Louis, it provides information and referrals for various private and public programs. It also coordinates programming and funding for the Office for the Disabled, Veteran Affairs, Youth and Family Services, Homeless Services, and the St. Louis Area Agency on Aging.

- **Department of Health**

634 N. Grand Boulevard
St. Louis, Missouri 63103

Programs and services of the City of St. Louis Department of Health protect the public by working to assure a safe and healthy environment. The Department assists individuals in achieving and maintaining good health, offering a wide variety of programs and services, including disease prevention, food and beverage control, tuberculosis clinic, lead poisoning clinics, and sexually transmitted diseases services.

- **City of St. Louis Housing Authority**

4100 Lindell Boulevard
St. Louis, Missouri 63108

The St. Louis Housing Authority is a federally funded agency operating under a Board of Directors appointed by the Mayor and elected by Tenant Affairs Boards. The Authority administers approximately 40 housing complexes, as well as the City's Section 8 and Housing Voucher programs which allows eligible families and seniors to choose a rental home that meets their needs, while paying just 30% of their income.

- **St. Louis Agency for Training & Employment**

1017 Olive Street
St. Louis, Missouri 63101

SLATE is the City's recipient of workforce investment act funding for both youth and adult programs. The agency provides a "one stop center" for job readiness development, skills development referrals, job seeking skills and job referrals. The agency is examining the possibility of merging with other such agencies in the region, so that a more global and regionally based approach to employment can be delivered.

- **St. Patrick's Center**

1200 N.6th Street
St. Louis, Missouri 63101

St. Patrick's Center is one of many nonprofits assisting people in achieving independence and serving homeless, mentally ill, and chemically dependent individuals and families in the St. Louis area. Many who are homeless or at the risk of becoming homeless, have received critical assistance through St. Patrick's.

- **United Way**

1111 Olive Street
St. Louis, Missouri 63101

United Way of Greater St. Louis conducts an annual campaign to raise money for organizations in the City and surrounding counties, monitors community needs, reviews agencies to determine how best to allocate funding, and is an active participant in many community service projects.

- **Catholic Charities, Archdiocese of St. Louis**

4532 Lindell Boulevard
St. Louis, Missouri 63108

Catholic Charities is the largest private provider of social services in Missouri. Organized as a federation, Catholic Charities is comprised of fourteen agencies offering more than 100 programs to assist, on average, more than 100,000 impoverished people annually.

- **Better Family Life**

724 Union Boulevard
St. Louis, Missouri 63108

Better Family Life focuses on the dignity and self-sufficiency of the region's African-American population and primarily serves individuals and families in the City. The organization is one of the SLATE's primary contractors for youth development and mentoring services.

- **Employment Connection**

4000 Laclede Avenue
St. Louis, Missouri 63108

Employment Connection focused heavily on employing those incarcerated following their release but has now expanded its focus to include others in need of employment. The agency has a significant track record of successfully placing the chronically hard-to-place.

- **Human Development Corporation**

929 N. Spring Avenue
St. Louis, MO 63108

The Human Development Corporation provides a range of services to assist low-income individuals and families in gaining the skills, knowledge, and motivation needed for to self-sufficiency, is the official "Community Action Agency" for the City. Since 1964, HDC has been dedicated to human dignity and self-sufficiency.

Asset Building Initiatives

One way to combat cycles of poverty is to focus on building the assets of those in poverty and those at risk of poverty. In the City of St. Louis, several agencies are attempting to do this by establishing escrow accounts and Individual Development Accounts ("IDAs"), as well as through a variety of financial literacy programs. These include the following

- **Family Self Sufficiency Program (“FSS”), St. Louis Housing Authority:** Family Self-Sufficiency (“FSS”) is a HUD program that encourages communities to develop local strategies to help assisted families obtain employment that will lead to economic independence and self-sufficiency. An interest-bearing FSS escrow account is established by the Housing Authority for each participating family. An escrow deposit, based on increases in earned income by the family, is credited to this account by the Housing Authority during the term of the FSS program. The Housing Authority may make a portion of this escrow account available to the family during the term of the 5-year contract to enable the family to complete higher education, vehicle purchase, or address other goals that advance self-sufficiency. If the family completes the program and no member of the family is receiving welfare, the amount of the FSS account is paid to the head of the household.
<http://www.hud.gov/offices/pih/programs/hcv/fss.cfm>
- **Urban League/Altria/Magic Johnson Financial Literacy Initiative:** The Urban League of Metropolitan St. Louis, together with the Altria Corporation and celebrity Magic Johnson, is sponsoring a financial literacy program for African-American youth. Lessons from the program are sure to be well-received given the active participation of Magic Johnson. The goal of the program is to ensure that at-risk youth are offered the skills they need to build assets and self-sufficiency in adult life.
- **Beyond Housing/Neighborhood Housing Services Individual Development Accounts (“IDAs”):** IDA’s are the centerpiece of a new asset-based strategy that creates hope, strengthens families, and develops a plan for an enduring escape from poverty. Beyond Housing participants commit to saving a minimum of \$10 to a maximum of \$50 each month for a period of up to three years. The United Way of Greater St. Louis has dedicated funds to support the program and match the savings on a dollar for dollar basis. Each participant identifies a specific goal chosen from a list of five approved assets: homeownership, post secondary education, home repair, business start-up, or purchase of a vehicle needed to access a living-wage job. When an individual meets the savings goal, and completes certain financial education classes, the savings institution releases a check for the participant.
[http://www.beyondhousing.org/stories/storyReader\\$33](http://www.beyondhousing.org/stories/storyReader$33)
- **People’s Clinic:** In addition to its original mission of providing quality affordable primary health care services to the north side of the City’s primarily African-American population, People’s Clinic is now expanding to deliver a more holistic range of services, including an IDA program for their clients. The organization’s strong standing in the communities it serves is ensuring both the popularity and success of this program.

Summary

As described through out this Five Year Consolidated Plan and Strategy as well as in this Appendix, the City works closely with a number of organizations that are engaged in fighting poverty on a variety of levels, in addition to engaging in a variety of activities that address poverty on a broader level. These activities include direct economic development, partnering in a variety of ways with others engaged in economic development, and a variety of initiatives to advance the skills and job-readiness of those without significant job skills. As noted above, however, the City alone has neither the resources nor the comprehensive range of control necessary to address the root causes of poverty—federal and state assistance will continue to be necessary to address this significant problem.