

## **Permanent Supportive Housing (PSH)/Housing First Development Summary**

The Permanent Supportive Housing (PSH)/Housing First approach helps communities to break the cycle of homelessness and crisis among individuals experiencing homelessness.

### **Community Challenge:**

The Coordinated Entry List claims approximately 120 chronically homeless individuals are currently located in our community. Many of these individuals deal with an array of complex problems that lead to their homelessness. Many are unable to access the health care and the treatment services they need. This inability to manage medical conditions and other disabilities makes repeated health crises more likely. Vulnerable people can get caught in a cycle that includes shelter stays, excessive Emergency Room use, time on the streets, staying on family/friends couches, victimization, and perhaps, eventually jail.

This cycle is tragic, creates an unfavorable community environment and is expensive to maintain. By focusing on PSH/housing first for the chronically homeless population and providing direct social service supports as well, persons experiencing homeless will have housing stability and a location from which to begin addressing their complex needs.

### **Specific Goal:**

To assist the City of South Bend in providing safe, decent, and sustained housing (20-22 new apartments) with supportive services for chronically homeless individuals.

### **Need:**

- The 2019 Point-In-Time Count shows that there were 80-120 persons in St. Joseph County who were chronically homeless.
- The Center for the Homeless staff estimate that 30 to 70 persons are living on the street and are served through weather amnesty.

### **PSH Model:**

Housing First, Harm Reduction and Eviction Prevention

***Housing First*** is an innovative approach to engage and rapidly house individuals who are homeless into permanent supportive housing (PSH) and to provide intensive and flexible services to stabilize and support housing tenure. The Housing First strategy is vital because persons experiencing homelessness are often unable to meet the requirements of other types of housing or shelter. Services are readily available with staff continually working to engage and build relationships with the PSH residents. Eviction is a last resort as it is counter-productive to addressing the problem of homelessness.

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A **harm reduction** approach is used in addressing chronic substance addiction such as alcohol. Harm reduction is a set of practical strategies and ideas aimed at reducing negative consequences associated with substance use. Harm reduction incorporates a spectrum of strategies that move from safer substance use, to managed use to abstinence to meet people “where they’re at,” addressing conditions of addiction along with the use itself. The priority is to help individuals remain housed.

### **Resident Eligibility:**

The target population will be chronically homeless individuals. The residents will be persons experiencing homelessness (meeting the HUD chronically homeless definition). SBH will work in partnership with the *City’s Coordinated Entry System*. Coordinated entry utilizes the *Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SPDAT)*, a street outreach instrument currently in use across the county. Rooted in leading medical research, the VI helps to determine the chronicity and medical vulnerability of homeless individuals. Finally, individuals will be evaluated to determine if they have the potential to successfully live in the housing. Once housed, if resident behavior deteriorates and they are unable to follow their Housing Retention Plan (HRP), they may be evicted. Individuals with a history of violence or sex offenses will not be eligible to live in the apartments.

### **Project Background:**

As part of the City of South Bend’s goal to end homelessness in our community, South Bend Heritage, the City of South Bend and Oaklawn Community Mental Health Center were selected to participate as a team in the *2019 Permanent Supportive Housing (PSH) Institute* hosted by the Corporation for Supportive Housing (CSH) and the Indiana Housing & Community Development Authority (IHCDA).

The goal of the Institute is to foster the development of PSH across the state of Indiana through a competitive application and engagement process focused on Homeless Veteran PSH and Chronically Homeless PSH. Once selected, teams are assisted in developing PSH tailored for their communities and offered financing and technical assistance for their proposed PSH project.

The Institute is a priority Initiative for IHCDA and CSH as part of the State of Indiana’s goal to end recurring and long term homelessness. Through the IHCDA Request For Proposal process, The Institute

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process is open to any experienced affordable housing provider (private or not-for-profit), supportive service organization and property management company. The Institute selection process is highly competitive and rigorous.

Building on the Oliver Apartments Institute project collaboration, an application was submitted to IHCDA December 2018. The team and preliminary project concept was accepted in to the Institute 1/14/19 and finished 6/20/19.

16 potential sites and 5 buildings were considered. After analysis by the project team a site located at 1510 West Washington Street was determined by the team to be the top site to pursue for the development. In order to proceed, the site will need to be rezoned from Light Industrial to Mixed Use.

This is a collaborative project which brings together dedicated community partners focused on breaking the cycle of homelessness in our community.

- |   |                  |
|---|------------------|
| • South Bend Heritage Foundation                            | Owner-Developer  |
| • Oaklawn (CMHC)  | Service Provider |
| • City of South Bend (Dept. of Comm. Invst.)                | Support          |
| • Indiana Health Center (FQHC)                              | Service Provider |
| • South Bend Heritage Foundation                            | Property Manager |
| • Corporation for Supportive Housing (CSH)                  | Funder-Advisor   |
| • Indiana Housing & Community Development Authority (IHCDA) | Funder-Advisor   |

PSH housing developments are fully endorsed by the *Regional Planning Council*, comprised of numerous service agencies supporting persons experiencing homelessness and the vulnerable in the community.

**Major Service Provision:**

- Mental Health Continuum of Care – Oaklawn
- On and off site; transportation provided
- Primary Healthcare – Indiana Health Centers (IHC)
- several clinic locations;

**Units:** 20-22 single bedroom units, approximately 550 sq. ft. each

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**Local Amenities:** Bus routes nearby; close to grocery, retail, health services, finance, government offices and faith based groups.

**Specific Funding:** STATE FUNDING (\$2.2m reserved for project): Indiana Housing and Community Development Authority (IHCDA) Housing Trust Fund Grant, HOME Fund Grant, Housing Development Fund Loan. LOCAL & FEDERAL FUNDING: St. Joseph County Housing Consortium 2020 HOME funds (\$800,000) and \$500,000 River West TIF. *Proposed total development cost- \$3.5m.* Construction Financing: 1<sup>st</sup> Source Bank (pending).

Funding contracts require 20 year commitment to continual operation of apartment building as Permanent Supportive Housing. Project Based Vouchers for rental assistance are secured through IHCDA/HUD and come with a 10 year commitment (that is renewable). Any modification to intended use must be approved by IHCDA.

Social Service funding committed through Oaklawn Health via Federal and State Medicaid Service Voucher Program.

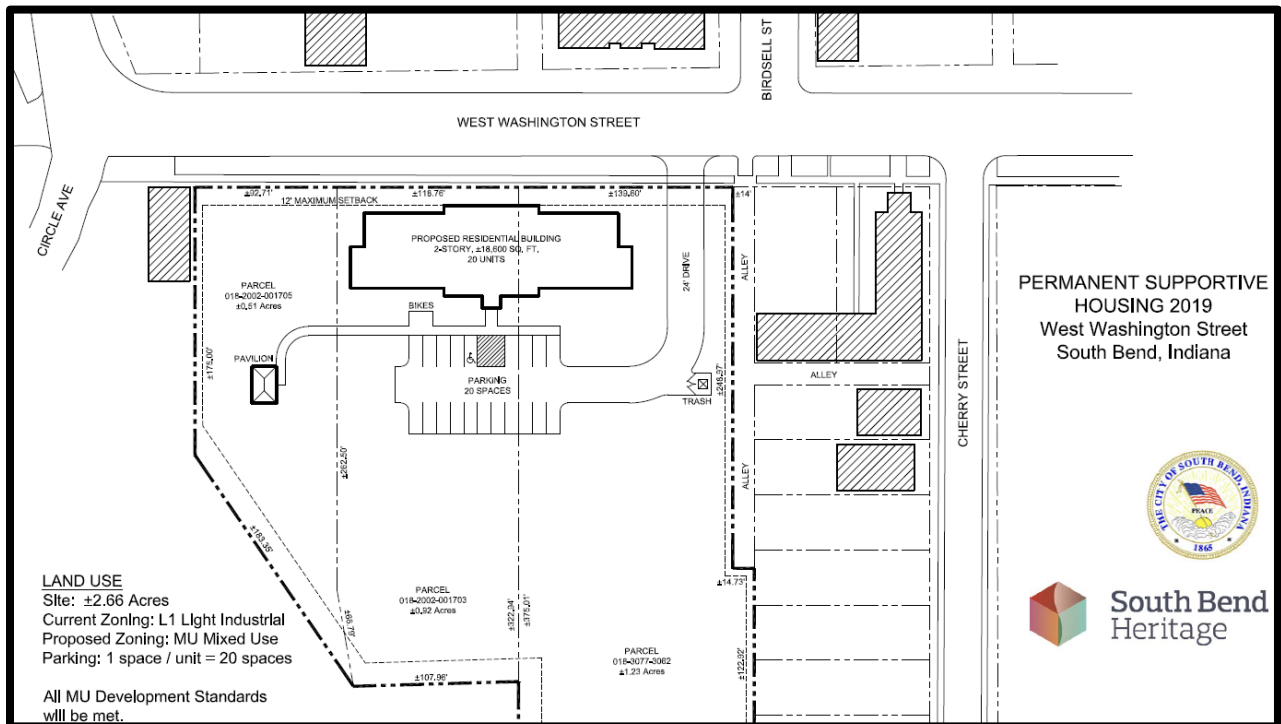
Property Management Staff, Resident Assistant, Recovery Coaching and SBPD services funded through project based voucher rental income for operations.

**Outcomes/  
Metrics:** Permanent Supportive Housing initiatives have produced impressive results in various cities across Indiana and the country. Key outcomes include connections to community clinics or other sources of ongoing primary health care and regular engagement in mental health and treatment services, cost savings and reductions in mortality.

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**Summary**

**South Bend  
 West-Washington  
 Street PSH Site**

- Concept:**
- Building Size: 18,600 sq. ft. (2 floors)
  - 20-22 apartments
  - Management Office
  - Community Room
  - Small Parking lot- dumpster area
  - Outdoor pavilion
  - Landscaping, security lighting, cameras



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### **GENERAL OPERATIONS**

- Residents have leases and some pay a small portion of rent
- State of Indiana Project Based Rental Vouchers Support operations.
- Residents will be evicted for breaking rules and assisted with pursuing shelter and/or acceptance into other housing.
- The property manager and Services Team is focused on eviction prevention efforts to keep residents housed.
- Security Cameras- Main Front Door, Stair Towers, 1<sup>st</sup> & 2nd floor lobby and parking lot.
- No overnight guests- some exceptions (medical need, family, parent visit). Will require form submittal and approval by the management team.
- Part-time Maintenance Tech on site- (trash disposal, general cleaning, etc...)
- 40 hour per week Apt Community Manager on site (M-Sun hours varied).
- Building generally open 8-5 Mon-Sun. Doors locked at all times- resident fob key access only and guests granted entry per request.
- Building Security (Off Duty SBPD Officers- various hours & days per week- 15hrs approx). Coverage will also include a Resident Assistant (RA) on site/front desk/camera monitor 7 days per week, various hours.
- Illegal drug use on site- subject to immediate eviction (lease violation). Apartments Services Team to institute Eviction Prevention Plan (EPP) and work with resident to implement Housing Retention Plan (HRP). HRP process includes eviction appeal procedure.
- Monthly apartment inspections and regular visits from property management staff.
- Two primary Oaklawn *Case Managers* with varied office hours and conducting regular resident engagements. Exclusive *Peer to Peer Recovery Coach* on site on engaging residents on a daily basis. Participation in supportive services is voluntary but strongly encouraged by site staff.
- Residents are selected through the Coordinated Entry Process and based on vulnerability index score, Sex offenders and violent offenders are not considered for residency.

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Summary**

**General**

**Timeline:**

<b><u>June- August</u></b>	
<b>2019</b>	<b>Site Planning</b> <b>Community Engagement</b> <b>Rezoning Application (APC-City)</b> <b>Public Meetings</b> <b><u>Rezoning Reviews (APC- 8/20 @ 3:30pm &amp; City Council 8/26 @ 7pm) 4<sup>th</sup> Floor County-City Bld.</u></b>
<b><u>September-</u></b>	<b>Funding Applications, Project Architecture &amp; Engineering</b>
<b><u>December-</u></b>	<b>Primary Financing Complete</b>
<b><u>April 2020-</u></b>	<b>Contracts and Agreements Finalized</b>
<b><u>May-</u></b>	<b><u>Begin Construction</u></b>
<b><u>March 2021</u></b>	
<b>August -</b>	<b>Lease up-Occupancy</b>

**Community Engagement Summary:**

1. **June 11- SBH Contacts Near Westside Neighborhood Organization President to discuss project, West Washington site, schedule and City submission of rezoning application.**
2. **June 25- SBH and City representatives attend NWSNO Meeting to discuss proposal**
3. **July 3- Official Area Plan Commission (APC) notice sent to adjacent property owners**
4. **July 3: SBH provides Oliver Apartments Tours and Q&A sessions with NWSNO residents**
5. **July 8-18: Extensive communication between SBH and NWSNO occurs**
6. **July 8-18: Specific in-person contacts/calls made by SBH & City to faith based groups located near the proposed site for invitation to special meeting**
7. **July 10: NWSNO residents meet with the Rum Village Neighborhood Association at Oliver apartments to discuss the project**
8. **July 10: At NWSNO request, City of South Bend and SBH agree to officially table rezoning until August 20 APC meeting**
9. **July 10: SBH completes in-person interview with ABC 57**
10. **July 15: SBH completes interview with South Bend Tribune**
11. **July 16; SBH completes in-person interview with WSBT**
12. **July 18: SBH hosts special meeting for faith based groups and residents**
13. **July 23: NWSNO hosts special meeting with City representative in attendance to take a straw vote on the project. Vote Result: 8 Maybe/29 Opposed/22 In favor**
14. **August 19: City present Weather Amnesty Plan to City Council Committee**  
**July 24-August 26: On-going individual, media and various stakeholder group meetings (faith based, resident and business)**

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**Near West Side Neighborhood Organization Questions/Responses- Proposed West Washington Site**

1. HUD Chronically Homeless Definition: Abbreviated- **Chronically Homelessness** Status. ... (HUD defines “homeless” as “a person sleeping in a place not meant for human habitation (e.g. living on the streets for example) OR living in a **homeless** emergency shelter.) A homeless individual with a disability. Residing for periods of time in a hospital, treatment center or similar. Has had four (4) episodes of **homelessness** in the last three (3) years.
2. The development will utilize the Coordinated Entry list to house Chronically Homeless individuals. The proposed lease up criteria **WILL NOT INCLUDE** frequent users of the emergency room and other emergency services or jail use like *Oliver Apartments* (FUSE- Frequent Users Services Engagement).
3. Bus Route Proximity: Route #4 (Orange/College-MLK Center) & #10 (Western Avenue)
4. Site Analysis-Buildings Considered/Difficulties: Northeast Neighborhood (near Edison School, Eddy St. South and St. Joseph H.S.), Far Northwest (near LaSalle Academy), South East (Gateway Center sites, former Scottsdale Swimming pool site), Downtown (near Corby’s), Western Avenue (Marycrest) and Rum Village (Oliver Site/Elva’s Club Bld). General difficulties... availability, acquisition cost, size, location and proximity to services.
5. PSH Impact on Property Values: According to the Corporation for Supportive Housing (CSH), several studies indicate that the developments have positive effects across weakening, transitional and stable neighborhoods.
6. Projected Annual Operating Budget: \$185,000-\$220,000
7. Proposed Site Infrastructure-Safety: New curbs, sidewalks, security lighting, storm water drainage, parking lot, landscaping/screening and fencing (as needed).
8. Location of other PSH developments near South Bend- Goshen/Elkhart, Plymouth, Ft. Wayne. Contact LaCasa Goshen for more information: <https://lacasainc.net/>



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**Oliver Apartments Questions/Data (opened October 2017):**

- A. Current Occupancy: 31 units under lease. One unit in process.
- B. Number of resident deaths: 3 (natural causes or overdose suspected)
- C. Number of Evictions/Move Outs: 12 (Reason: non-payment of rent, voluntary-health or family issue, unwanted guest, threat of violence to fellow resident/staff, property damage, drug sale and theft).
- D. Demographic Resident Composition (Nov 2017-Present):
- 16 African American, 29 Caucasian, 1 Hispanic
  - 12 Females/34 Males
  - 20 residents from original 2017 cohort housed (63%) over 1.5 years. 12 residents housed from “Tent City Viaduct”
  - Approximately 80% Housing stability rate achieved per year since opening
- E. Number of residents currently engaged in Oaklawn-Indiana Health Centers Supportive Services, Case Management and Primary Care: 30
- F. Types of Supportive Services Offered: Case Management, Crisis Intervention, Peer Recovery Services, Skills Training & Development, Psychiatric Eval-Referral, Addictions Assessment & Treatment, Psychiatric Inpatient Hospitalization, Integrated Health Care and Transportation
- G. Approximately 170 Calls for Service (8/12/18-7/10/19). Majority of calls: Unwanted Person and no report taken. General nuisance calls. Internal- Resident on resident for loud music, suspicious behavior/person, unwanted person, fight, noise, theft, and disorderly conduct.
- H. Most difficult challenges- addiction to alcohol and synthetic marijuana, mental health and severe physical disability. Unwanted persons/trespassing causing some residents to feel unsafe.
- I. Access to food and basic needs: Oliver Pantry- 1-2 per month food distribution, consumables. Residents can earn “Oliver Bucks” for assisting with building maintenance and other tasks.
- J. Number of residents employed or volunteering: 2-5 (varies)
- K. External Activities-Programs offered: AA/NA, Cooking classes. Connection to Sunshine Clubhouse

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- L. Bus Route Stop at Kemble and Indiana and Transpo ACCESS Bus pick up at Oliver.
- M. Key Lesson Learned- Residents that reject their eviction prevention plans must be evicted and/or rehoused more swiftly to minimize negative impacts on the apartment community.

**POSSIBLE NEIGHBORHOOD ENGAGEMENT OPPORTUNITIES FOR  
NEW APARTMENT BUILDING-**

- 1. Neighborhood committee could serve as building/site design review advisor during development phase**
- 2. Neighborhood representatives could participate in property management team meetings**
- 3. Neighborhood advisors and various social service providers serving the homeless could assist in resident services programming**
- 4. The new apartment building could serve as a host site for neighborhood meetings/gatherings**
- 5. Neighborhood representatives could contribute to outcomes monitoring and reporting**

For More Information please visit:

The National Alliance to End Homelessness  
<https://endhomelessness.org/>

Corporation for Supportive Housing  
<https://www.csh.org/>