SSSM Demonstration Project

Evaluation Report

Year One 2009

Luther Consulting, LLC

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Executive Summary

The SSSM demonstration program is designed to test the viability of a financial model intended to provide supplemental funding for supportive services to homeless individuals housed in Partners in Housing Development Corporation provided housing units. The sustainable social services model proposes to create dedicated supportive housing units utilizing local capital in partnership with established national, municipal and state funding sources. These units would link to traditional rental assistance in order to stabilize operating income for the housing. Once permanently funded the model calculates that the units will render an operating profit which then can be dedicated to funding the support services so critical to the success of permanent housing. By utilizing the revenues from rental income, both subsidized and un-subsidized, the sustainable social services model provides continuous funding for the support services needed by residents in these newly created housing units. The goal is to provide these supportive services to help residents maintain permanent housing and to avoid repeated episodes of homelessness. Service partners will work with clients to improve mental health and self reliance outcomes. Funding for the SSM project was provided in part by United Way of Central Indiana Targeted Initiative Fund.

1. **Financial Viability:**

   The analysis of the financial records of Partners in Housing showed that the program in its first year was unable to fully finance the supportive services side of the program with proceeds from the rental units alone. The records for Crown Pointe apartments show that the staff provided supportive services in excess of $146,000, while at the same time the first year Net Operating Income was around $29,000. The total amount of supportive services provided was calculated using the Medicaid Reimbursement Rates.

   The situation for St. George was somewhat different from Crown Pointe, as the St. George apartment building was not occupied by program tenants for a full year and had fewer resident enrolled into this program that contributed to the income side through rent payments. The Net Operating Income from St. George apartments totaled around $14,000. No information was available at the time of this report as to the amount of supportive services spent on the tenants at that site.

   To date no parts of the Net Operating Income have been used to fund supportive services at either apartment site. The plan to fund a community life coordinator with the surplus generated by rental income for both apartment buildings has been put on hold until the completion of a full year of ownership by PIH and residency of tenants. The cost of a full-time community life coordinator is around $42,000 per year.

2. **Housing:**

To date 44% of tenants at Crown Pointe have lived at that apartment building for between a half year and a year. About a quarter of tenants (24%) have lived there between a quarter and half a year after moving in. At St. George 80% of current tenants have lived there for more than half a year, while 20% have lived in their apartments for more than a quarter of the year.

During the first year of occupancy the program was able to achieve the housing of close to 35 tenants at Crown Pointe apartments for periods of time. Due to transitions that number fluctuated some but always remained very close to that target. The length of vacancies for apartments was three months or less for 66% of all cases. At St. George no tenant has moved out yet. All originally occupied units there are still occupied. Both building sites had no problems identifying eligible tenants for the units. On the contrary, both Partners in Housing as well as Midtown report waiting lists of eligible tenants for each site. The demand is clearly outstripping the supply. In the case of Crown Pointe all tenants were able to maintain the Shelter + Care voucher eligibility.

3. **Supportive Services:**

The case managers at Crown Pointe provided mostly traditional supportive services such as case management (33%) or HIV/AIDS Services (25%). In addition services related to alcohol and substance use, as well as health care and life skills interventions made up the remaining services.

At St. George apartments the daily interventions are much more targeted towards a population with severe mental health problems. The supportive services there are geared towards a group of tenants that has for the most part neurological impairments (53%) and suffer from mental retardation and developmental disabilities (11%) with several co-occurring thought disorders. The Midtown staff at St. George is trained to provide life skills interventions, to dispense medications for thought disorders, and to intervene with tenants who exhibit acute symptoms such as psychosis. The level of interventions and supportive services at St. George is much more involved than it is at Crown Pointe.

4. **Resident Satisfaction:**

The evaluators were able interview over 80% of residents at Crown Pointe and 69% at St. George for the satisfaction survey. Overall satisfaction with the living arrangements and the program itself are very high in both buildings. The tenants at Crown Pointe expressed their satisfaction with the apartments overall and the building and grounds as well. Upkeep of building and grounds at Crown Pointe, as well as security in general received high marks from the resident and typically ranged in the 70% to 90% range. There was almost unanimous agreement with the

satisfaction with staff. Overwhelmingly (97%) were *Very Satisfied* with the help and the support they receive from staff. Several complaints from tenants mostly dealt with slow responses to maintenance calls.

In contrast, St. George tenants, while also expressing high levels of satisfaction with the program overall, tended to have a less favorable opinion about the apartment and building itself. They were also less satisfied with the length of time it takes from initial complaint to actual repair and security issues with the building, such as unlocked front doors. The staff at Midtown received high satisfaction ratings (77% *Very Satisfied* or *Satisfied*).

Methodology

The first Annual Report covers the period of January through December 2009 for Crown Pointe apartments, and May through December, 2009 for St. George apartments. This report contains three sections, a program overview and description of the program residents, including the results of the focus groups the evaluators conducted with the staff, the results of the satisfaction surveys with the tenants at both buildings, and finally an analysis of the financial records of Partners in Housing as the housing provider pertaining to the two buildings.

The first part of the program analyzes the available data on tenant demographics, disability diagnosis for both groups of tenants, and the information pertaining to length of stay and apartment vacancy rates. This information was provided to the evaluators by staff at both sites and is recorded in ClientTrack.

Also included in this section are the results of staff focus groups and interviews the evaluator conducted to gather information and insight into the challenges the staff faces in providing appropriate case management while working with a housed population. The interviews were recorded and transcribed for ease of analysis of the comments.

The evaluators interviewed almost every tenant at Crown Pointe apartments and a majority of tenants at St. George apartments. The surveys were designed to measure the level of satisfaction the tenants had in regards to the housing itself, but also with the support and the services they received from staff. Each survey was conducted individually and in a separate room to guarantee confidentiality for the tenants. The results of these surveys are summarized in the second section.

The final part of this report is presenting the results of an analysis of financial records to assess the viability of this financing model that is intended to provide supplemental funding for supportive services in the form of a full-time community life coordinator jointly for both housing sites. The records were provided to the evaluator by Partners in Housing and reflect budget and actuals for 2009 and 2010 fiscal years.

Program Description

Partners in Housing (PIH) has created housing opportunities in several apartment buildings in Indianapolis to provide S+C housing and social services to individuals who are homeless and often suffer from multiple disabilities or are HIV positive. Affordable housing has been ranked as the most significant need for all populations served by supportive housing, followed closely by case management and flexible supportive services, according to a survey by the Corporation for Supportive Housing (CSH).* To this end PIH and Midtown Community Mental Health (Midtown) partnered in April 2009 to provide housing and supportive services to 60 individuals who are chronically mentally ill. The site chosen is called St George Apartments. In addition, PIH created affordable supportive housing for 40 individuals at a different site, Crown Pointe Apartments.

Partners in Housing purchased the Crown Pointe apartment building on October 31, 2008. The building required some rehab and other maintenance work before PIH could start to move in its first clients late in 2008 and early 2009. The building has a capacity of 40 units, most of which are one bedroom apartments and several studio apartments. The tenants residing at Crown Pointe at that time were moved out of the apartments by not renewing their lease contracts. At the same time PIH started the remodeling activities at Crown Pointe to make the apartments suitable for new tenants. The first program clients and new tenants moved into the Crown Pointe apartment around the beginning of 2009.

The St. George apartment building was purchased by PIH on April17, 2009. The building required some rehab and other maintenance work initially. The same process of not renewing the leases of former residents is ongoing at St. George, but not completed. The units at St. George are all one bedroom apartments. The current program clients and tenants at that building are served exclusively by staff from Midtown Community Mental Health Center. Midtown is providing the case management to its clients at St. George, while the housing management aspects are handled by a PIH housing coordinator.

Program Population

The SSSM Demonstration Program currently covers residents in two apartment buildings, Crown Pointe and St. George. The residents in the Crown Pointe apartment buildings mainly have been homeless and have substance abuse and/or mental health disorders. In contrast all residents at St. George are schizophrenic layered with other mental illness, primarily thought disorders.

Demographically the residents of the two apartment buildings are distinct as well.

Crown Pointe Residents:

The majority of residents at Crown Pointe are *African American* men. No current tenants at Crown Pointe are of *Hispanic* ethnicity.

A detailed break-out by race and gender is shown in Figure 1 and Figure 2.

Figure 1: Race/Ethnicity of Crown Pointe Residents, 2009

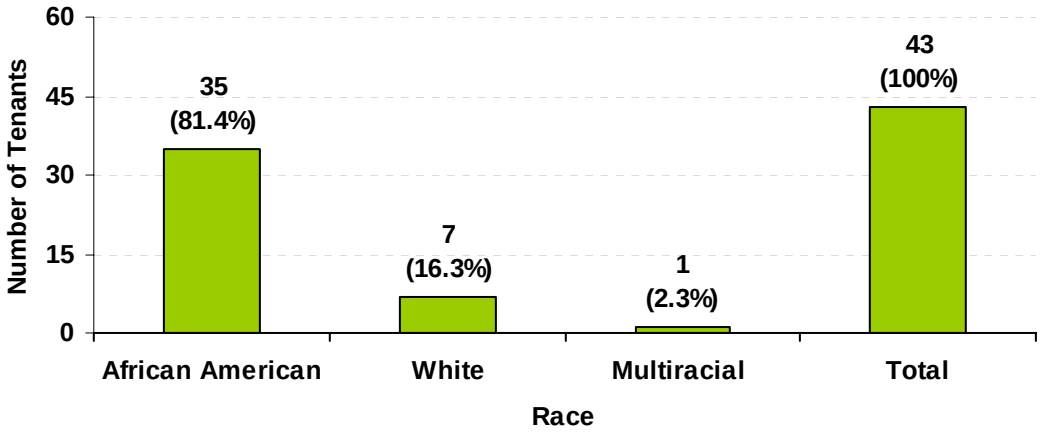
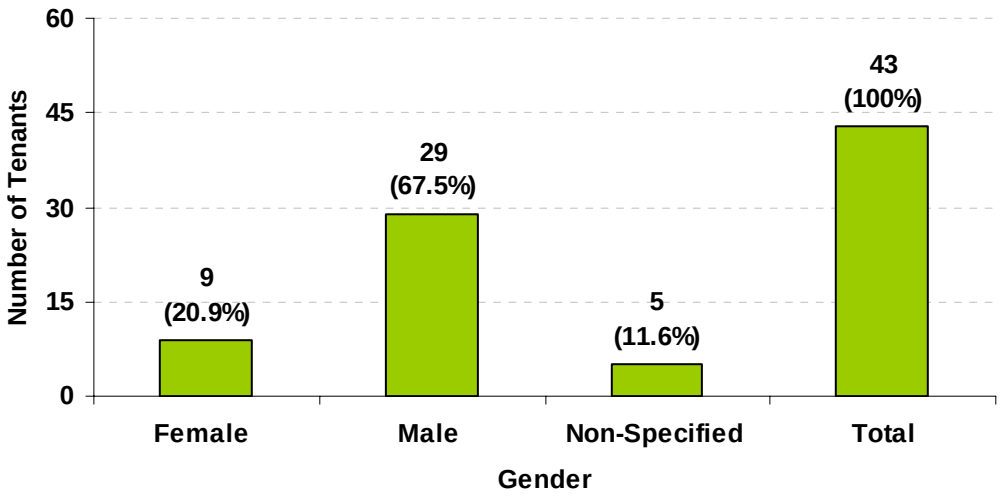
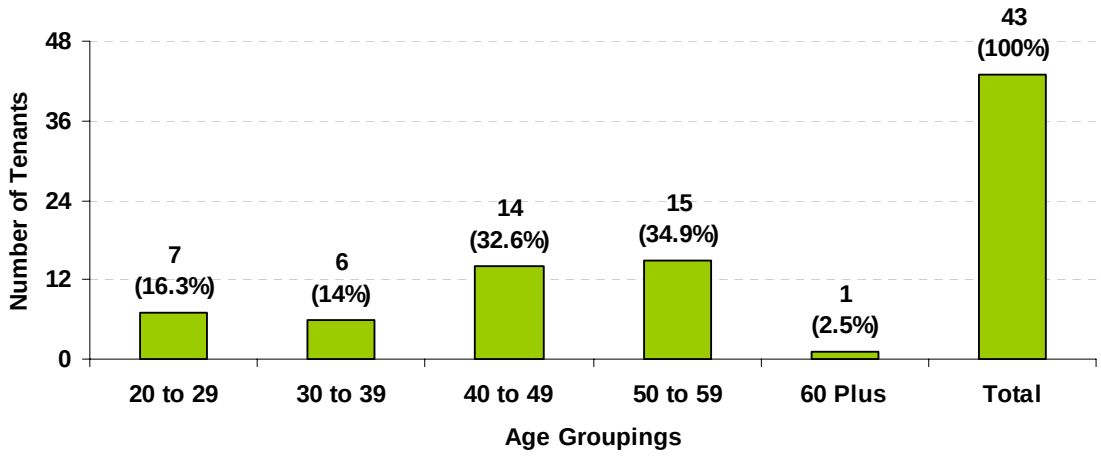


Figure 2: Gender of Crown Pointe Residents, 2009



Age wise a majority of tenants is between 40 and 59 years of age.

Figure 3: Age Categories of Crown Pointe Residents, 2009

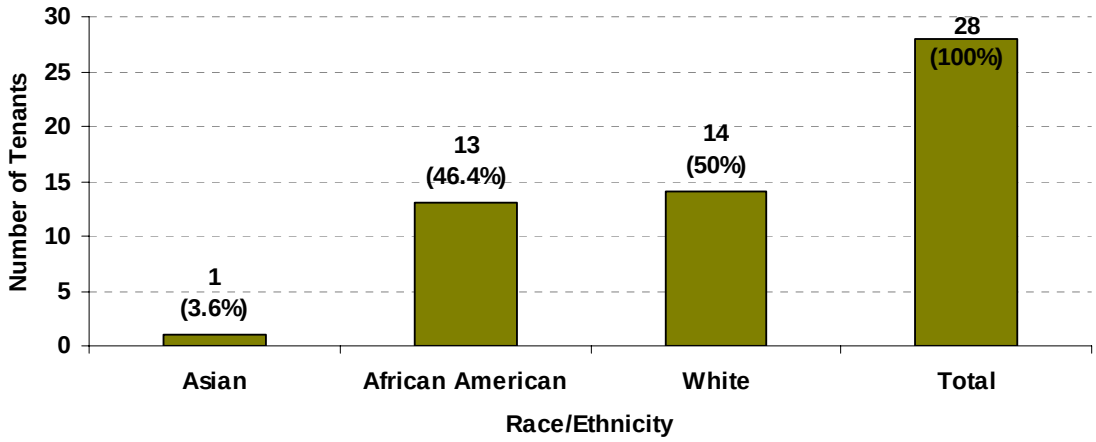


St. George Residents:

Midtown Mental Health started to move tenants into the St. George apartments in June of 2009. The building has a capacity of 63 units. As of October 1, 2009, the latest available update, St. George had 25 tenants that were enrolled into this program and 27 tenants that were not part of this program but prior tenants. The remaining units housed two office spaces for Midtown staff, while the rest were vacant.

The residents at St. George are distinctly different in the demographic characteristics from the Crown Pointe residents:

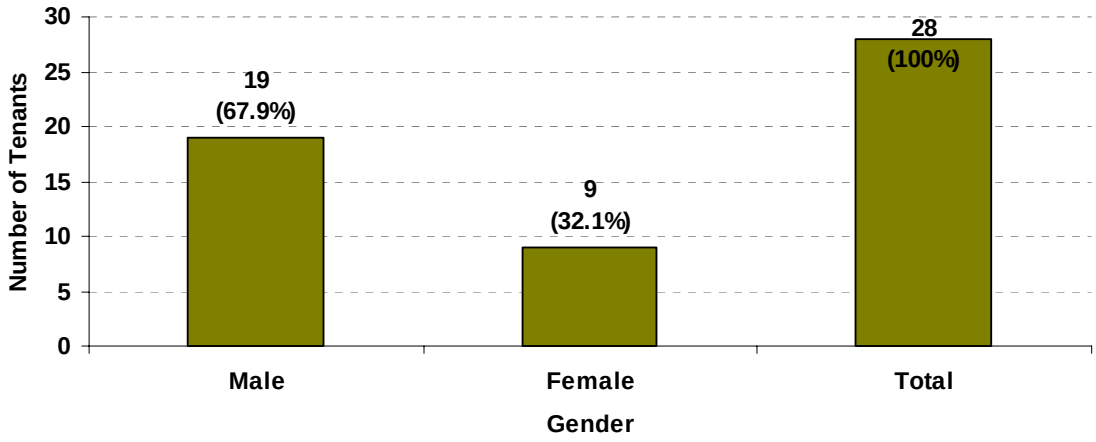
Figure 4: Race/Ethnicity of St. George Residents, 2009



At St. George apartments half of the residents are *White*, while almost half are *African American*. No current tenants are of *Hispanic* ethnicity.

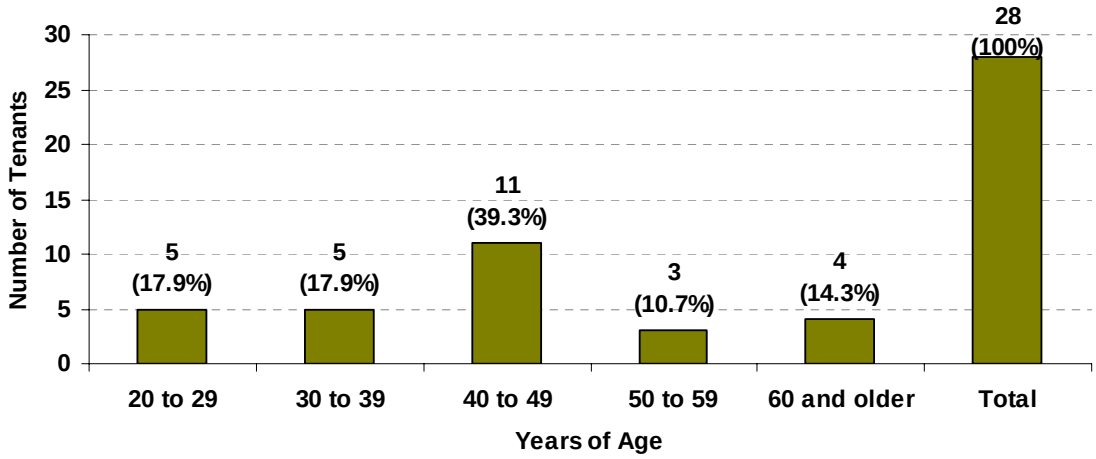
The ratio of males to females at St. George apartments is almost identical to the ratio at Crown Pointe. Two third of residents are male and one third are female.

Figure 5: Gender of St. George Residents, 2009



Almost 40% of residents at St. George are between 40 and 49 years of age.

Figure 6: Age Categories of St. George Residents, 2009



Apart from these demographic differences the two groups at the different apartment buildings show significant differences in their disability status. Prior to enrollment into this program all residents at Crown Pointe had episodes of homelessness in their past, often combined with substance abuse and/ mental health diagnosis. Several of the tenants are also diagnosed with HIV/AIDS. In contrast, all tenants at St. George suffer from severe mental health disorders.

This difference is also reflected in the amount and kind of case management intervention that is required. In the case of Crown Pointe, the case managers provided more traditional services such as life skill interventions, linkages to providers of transportation, food and

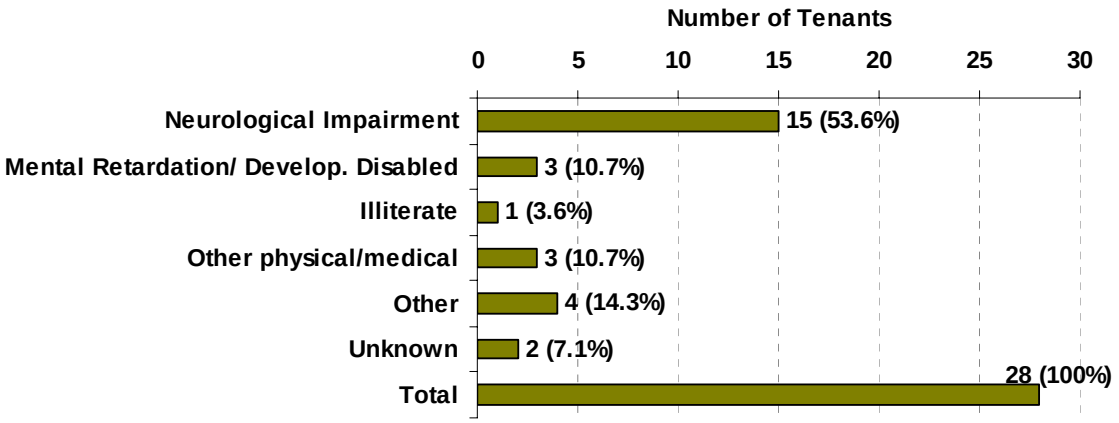
medical services, as well as support to efforts to quit addictions. The services were documented in ClientTrack. The database system also provided the summary report of services provided and the related value for those services shown in Table 1 for Crown Pointe.

Table 1: Services provided to Residents at Crown Pointe, 2009

Services	Total Value	Percent Value
Case Management	$48,891.00	33.45%
Life Skills	$8,757	5.99%
Other Health Care	$9,650	6.60%
Drug/Alcohol Services	$15,705	10.75%
Mental Health	23,805	16.29%
Employment Services	$2,680	1.83%
HIV/AIDS Services	$36,659	25.08%
Total	**$146,147.00**	**100.00%**

At St. George apartments the majority of services provided by the staff to their clients are activities related to daily living, case management, providing individuals with their daily doses of medication, and generally providing appropriate interventions for clients with acute symptoms of mental illness. Figure 7 shows the range of disability status among the residents at St. George.

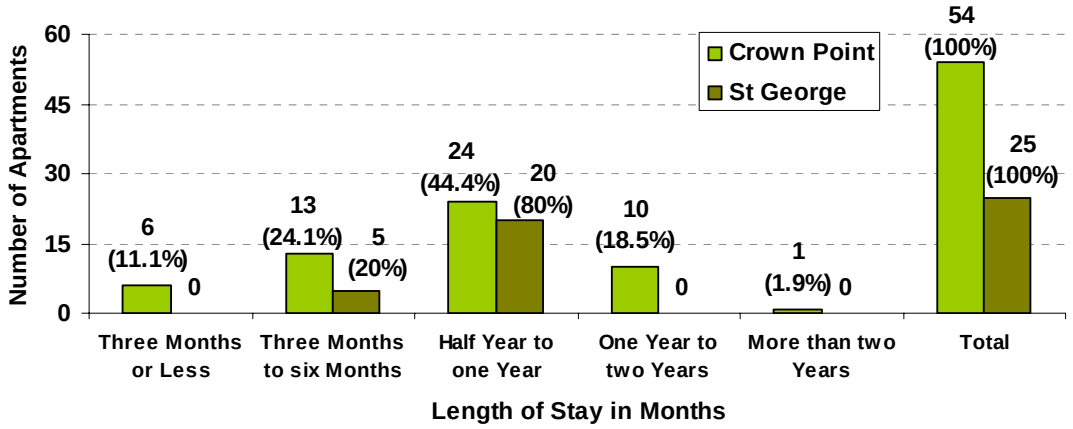
Figure 7: Disability Categories for St. George Tenants, 2009



More than half of all tenants suffer from some form of neurological impairment, often in connection with another disability. The level and intensity of care and support required by the residents at St. George is significantly more intense than the support required by tenants at Crown Pointe.

This difference in the disability status of the two population groups has also significant consequences for the housing part of this program.

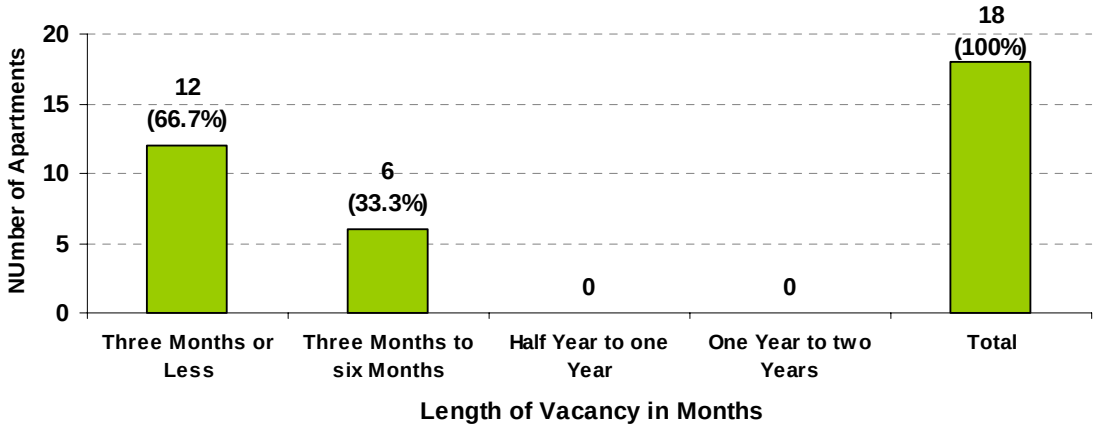
Figure 8: Length of Stay in Months for Crown Pointe and St. George, 2009



Most residents at Crown Pointe have lived in their apartments between six months and one year (44.4%). Only slightly more than a third has resided at Crown Pointe for less than half a year (35.2%). In the case of the St. George apartment building, the majority of the current 25 residents moved into the apartments in two groups, one on June 1, 2009 and a subsequent group moving in late July and early August of that year.

In terms of length of vacancy for the apartments at Crown Pointe, Figure 9 shows the results for the first year plus of the program.

Figure 9: Length of Apartment Vacancies in Months for Crown Pointe, 2009



For the most part the length of vacancies for the Crown Pointe apartments is three months or less. This quick turnaround is a reflection of the high demand for enrollment slots into this program.

To date, no resident has moved out of St. George or has been evicted from that building.

General Observations

The observations made by the evaluators reflect conditions of the program less than one year since its beginning. In part, the findings reflect start-up challenges and inevitable delays that are typical for most social service programs.

As a part of the evaluation process of this program the evaluators conducted focus groups and interviews with the staff at both sites. The intent was to give the staff an opportunity to voice any concerns they may have about the progress of the program, possible shortfalls in resources available and needs not currently being met. The interviews were recorded and transcribed for ease of analysis.

Crown Pointe

At Crown Pointe apartments the housing part of the program is much further along in the rehab and renovation phase and there are fewer building or apartment related complaints from either staff or the tenants. The main challenges at Crown Pointe are mostly about lack of sufficient funding for additional services such as transportation, household items not covered by food stamps and adequate clothing. For example, the two case managers at Crown Pointe have no funds to provide additional bus tickets above the total of 125 they have per year to selectively help about 100 clients. They also have no funds for household items like washing powder or toiletries.

In order to qualify for enrollment into this program, future residents at Crown Pointe apartments need to be an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more or has had at least four episodes of homelessness in the past three years. In addition, potential residents need to either have a diagnosis of mental or physical disability, or have had a history of addiction, or be diagnosed with HIV/AIDS. These conditions represent the Shelter plus Care criteria for enrollment. In the case of an addiction issue the possible tenant has to have at least 60 days of sobriety before the housing component becomes available. Once enrolled in this program the SSSM case managers assess clients and start to link them to other services and service providers. The case managers are supposed to be secondary case managers for their clients. However, in many instances the roles of the case managers switch from secondary to primary provider, simply because the referring agencies tend to have a large case load already and often provide less than adequate case management to the now housed clients. Based on feedback from the project case managers at Crown Pointe this happens in about 75% of all cases referred.

- **Building:**

  From the perspective of housing, the staff at Crown Pointe voiced almost no concerns. Building renovations and improvement projects are ongoing. According to the staff the apartment units are furnished and adequate for the purpose of this program. The only concerns raised were that for some clients it would be better if the

housing site would be away from their old neighborhoods where drugs are easily available and criminal activities are ongoing. On the other hand the staff acknowledged that the location of Crown Pointe offers several advantages for the tenants, such as proximity to bus stops, as well as grocery stores and convenient stores nearby. While some crime and drug activity is going on in this area, it is not considered significant enough to endanger the tenants or to pose an undue temptation to some residents to relapse into substance use. According to the staff the location of the building is almost irrelevant when considering the danger of proximity to drugs, as a determined tenant would be able to secure a supply of substances anywhere, regardless of where the housing site is located.

During the focus group the staff also agreed with the statements by the tenants that the camera security system has been a major improvement in the security infrastructure of the apartment building. Although the camera system is currently not backed up, it offers the capability to be monitored off-site. A second major improvement in the security system for the building should be the installation of a swipe card system to replace keys for all entrance doors to the building.

Currently missing from the buildings, and unanimously agreed on by the staff as an important piece to the success of the program will be the creation of a community room. The room is anticipated by staff and residents to organize events with the tenants, to hold meetings and to provide a space to possibly install some computer terminals with internet access for job searches and online training sessions.

- **Case Management**

One of the more significant challenges to the program at Crown Pointe has been the high case load for each of the two case managers. Currently, each of the two case managers is technically handling 50 clients, including some families at three apartment sites. This is more than twice the number of clients typically considered manageable for one case manager (Blankertz, Cnaan 1994). Even though the case management provided at Crown Pointe was planned to be a supplemental case management to the primary service providers that referred a client in the first place, the reality has been that most referring agencies more or less transfer full responsibilities to the PIH case managers. According to the case managers they are barely managing that workload. They rely on periodic phone contact and are able to address only the most acute and emergent issues with their more severely impacted clients. This underscores the need for additional staff to provide supportive services. The supplemental program funding from the income generated by the properties through rent payment was to pay for a Community Life Coordinator. However, according to statements made to the evaluators by PIH staff the surplus generated in year one was deemed not sufficient to warrant the hiring of that staff at that point in time. Partly as a result of the high workload and the absence of the community life coordinator no tenant or resident council has been formed as of the end of the first program year. The staff has plans to form such a council in the near future, but it will

require some support from another coordinator so as to not add to the work load of the two current case managers and the housing coordinator. Such a resident council was also of great interest to the tenants when asked about it during the satisfaction survey.

St. George

At St. George apartments the challenges to the support staff are of a much different nature.

- **Building:**

  In contrast to the challenges at Crown Pointe apartment the staff at St. George is faced with more building related problems, as well as challenges specific to the tenant population at that site. The focus group with the staff at St. George highlighted several serious problems associated with the apartment buildings as well as the apartment units themselves. Together with personal observations by the evaluators the following problems and challenges were identified.

  The units at St. George in their current condition are not renovated and it is causing significant problems for residents with psychotic disorders. For example, gas stoves were supposed to be removed and replaced with electric stoves or microwaves. An inquiry by the evaluators in August 2010 revealed that this exchange still hadn't happened. Gas stoves pose a real danger to tenants with mental disorders. Similarly the installment and location of blinking and beeping smoke detectors poses a significant stress factor for some of the tenants at St. George. The noises and blinking lights often feed into the thought disorders of tenants who feel they are being spied on by staff. In some instances tenants have removed the batteries from smoke detectors because they were located so close to the stove that simply cooking set off the alarms.

  There are currently no handicapped accessible entrances to the building, as was agreed upon in the MOU between Midtown and PIH. The problem is compounded by narrow and steep staircases that are missing several rubber mats to prevent slipping and, in some instances, are cracked. On checking of the status of the staircases in August of 2010 the evaluators noticed improvements and repairs that were executed earlier in the year. The buildings have experienced problems with plumbing in the past, causing problems within a unit as well as the units below. The plumbing problems also revealed another problem for the Midtown staff, namely the process to request maintenance and the maintenance response time. The Midtown staff reported that in one significant instance one client's ceiling almost caved in because of a leak in her upstairs neighbor's bathroom. The response time to the urgent maintenance request was over one week.

The heating and cooling units in the apartments appear to be the original models and their filters are in need of replacement or cleaning. The clogged filters render the units inefficient and cause the use of a lot of electricity with corresponding high electric bills. The problem is made worse by cracked windows in several units. The installation of new filters in the existing models, or the replacement of those models with more energy efficient units for heating and cooling could lower electric bills overall. It would also be quieter during operation and thus minimizing stress to the tenants at St. George.

Several units in the building don't have any shelving, bars or hooks in the closet space to hang up clothes or use the space as intended. The hardwood floors in many apartments are in very bad shape, in some cases buckling up from previous water damage.

On a building wide level there are several challenges as well. The staff reported that one of the more significant ones has been a broken lock at the front door entrance to the apartment building. Maintenance was called, but two weeks later the door lock was still not fixed, which creates a serious security problem.

Apart from the building and maintenance deficits the lack of space both for the staff and for meetings with tenants is another challenge for the Midtown staff. Currently the staff is sharing one small office where they have to share working stations and desks because of lack of space. There is no room available for private meetings and interventions between staff and residents. There is also no adequate community meeting room available. Any meeting between the staff and all the tenants happens in the basement laundry area.

The Midtown staff considers the location of the apartment building as an advantage, as it is close to the sites of a clinic, a grocery store, and a bus-stop. However, it is also close to a pre-school, which precludes acceptance to patients that have histories of violent crimes or sexual crimes because of the extent of the school zone. The area surrounding the St. George apartment buildings are relatively safe. In addition the staff has established good cooperation with Indianapolis Metro Police Department who are aware of the special nature of the tenants at St. George. In the past they have sent police officers to respond to emergency calls who have training in dealing with mentally disabled people.

The size of the apartment units is ideal for the Midtown clients; small enough to keep clean easily, large enough to facilitate independent living. According to staff, the clients like to keep the smaller units clean without much prodding by the staff.

- **Communication:**

  During the interviews and the focus group with the Midtown staff at St. George apartments the evaluators realized that no formal lines of direct communication between the two agencies at the supervisor staff level had been established. Issues such as timing of maintenance and renovations progress, special considerations and requirements for ongoing and future work in the buildings with regard to the mental health challenges of the tenants, as well as a lack of communication about relevance, importance, and applicability of leasing procedures and forms to this population are clearly not being effectively communicated between the two agencies. One example of this disconnect is reflected in a staff persons comments that "…the lease and application asks a lot of questions about medication and stuff. It confuses the patients… Court committed patients and the ones that are in facilities, they are not going to fall under the same guidelines as regular people that would sign a lease and so on and so forth. It does seem kind of mundane to have them do all these things when they can't really be held to the same standard as we are."
  The St. George staff acknowledged that they found it challenging to explain to PIH that asking the clients at St. George to sign a lease agreement is meaningless to most of them. For the most part the clients don't seem to understand the lease text itself, or are not competent to sign that lease. In addition the application form asks a lot of questions about medical history which confuses the patients and doesn't seem to be relevant to the housing part of this program. According to the staff at St. George their clients mostly don't understand the difference between housing agreements and Midtown specific patient agreements. They do sign the patient agreement with Midtown to authorize treatments.

  According to Midtown staff their expectation was that PIH would work "over the next 12 months"[1] to renovate the buildings, modernize them and "to provide adequate, safe housing for mentally ill individuals"[1]. The staff reported that that has happened only to a degree. The first phase of renovations included the apartments currently occupied by program clients. However, once these units were completed the work progress stopped. PIH planned to move clients out of their current apartments temporarily to fix accessibility issues. However, the staff informed us that this would create a huge problem with people that suffer from severe mental health challenges. Change tends to create a significant stress factor for people with mental disabilities; even a temporary move to fix an apartment can be traumatic. Midtown has been asking PIH to delay those plans for the renovation until a solution can be worked out that is less intrusive for the tenants.

  The staff emphasized that the buildings have a lot of potential. It would be helpful if an established standard and process of how to create a safe environment and a process to deal with maintenance issues were developed jointly. Under current conditions the staff expressed their frustration that requests of and follow up to building

[1] MOU Between PIH and Midtown, Section 2a, April 2009

maintenance requires time and staff resources which interfered with the focus of their work. They noted that in some instances the maintenance personnel were not briefed or prepared to deal with mentally ill tenants. These observations point to a lack of communication between PIH and Midtown about the basic issues involving a severe mentally disabled population. Currently there seems to exist a lack of understanding how housing issues directly impact the stability of the St. George tenants. Dealing with a population that has severe mental health issues requires the creation of stable housing conditions as a basis for successful intervention, because even little disturbances in daily routines can negatively impact these clients and cause psychotic episodes.

The case management staff supervisor at St. George was not involved in any of the planning meetings between Midtown and PIH leading up to the contractual agreement. Currently there are no regular meetings taking place between PIH and Midtown staff. Currently Midtown staff are submitting a list of potential tenants to PIH for consideration. Midtown admission policies do not restrict clients with prior felonies or convictions from their treatment programs, however PIH's housing policies do set limits in that regard. PIH has rejected clients in the past because of past felonies or convictions, even if they have been over 25 years ago, citing their no-tolerance policy for the rejections. The staff reported that no clear written guidelines for possible rejection of new clients have been communicated to Midtown. The rejection or acceptance of new clients appeared arbitrary to staff. To date only verbal guidelines have been provided by PIH for who is and is not acceptable for the housing part of this program. According to the MOU between PIH and Midtown (Section 2e) a process needs to be established through which "PIHDC will confer with Midtown if an applicant is not eligible for any reason." In the absence of such written guidelines or meetings to discuss eligibility or rejection of applicants Midtown is faced with uncertainty about what to communicate to possible applicants to the housing part. Raising expectations with mentally ill clients only to have to disappoint them if they are rejected can set back a client's progress towards more independence and self-reliance. The simple fix to this problem lies the establishment of clear guidelines for acceptance or rejection into the housing part and the establishment of regular meetings between the partners to discuss individual cases.

Currently the St. George apartments have "mixed" population of tenants, some that are SSSM clients and some that were residents prior to PIH acquiring the buildings. This situation makes an effective control of who enters the building and who leaves almost impossible. The staff doesn't even always know who else is living in the building, since PIH does not provide them with a roster or list of residents. Since PIH is in the process of not renewing leases for previous residents, this problem should take care of itself within the next few months though. For the time being though staff felt that it would be helpful to have a card reader installed at every exit door to track the movement of their clients in and out of the building. Such a system has been installed, but it is not working properly at the moment. The card swipe system would

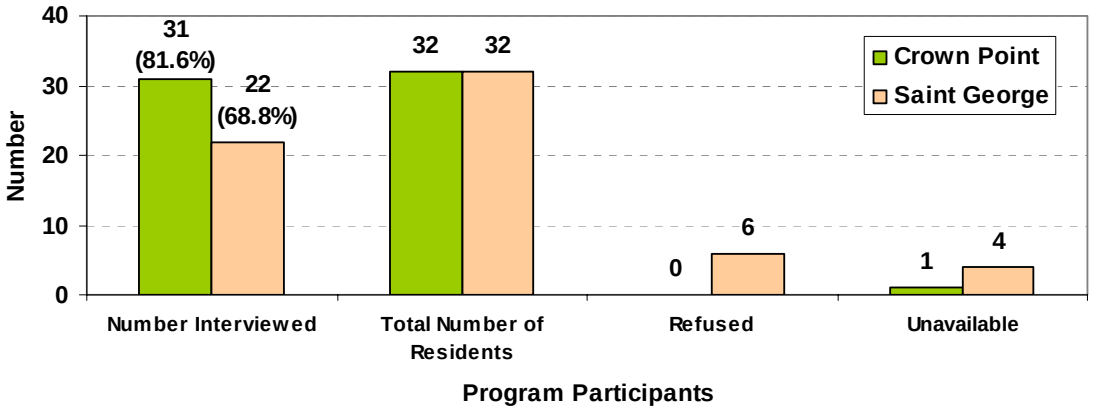
also alleviate problems that tenants had with doors not locking properly, or door locks not working at all.

In addition, the security camera system that PIH installed has proven to be enormously helpful in allowing the staff to detect problems with tenants early on and to intervene with security related issues right away.

Tenant Satisfaction Survey Results

During the last part of the year 2009 the evaluators conducted satisfaction surveys with all residents at Crown Pointe apartments and the majority of residents at St. George apartments. The survey was designed to measure the level of satisfaction that residents feel towards their living arrangements, the staff they interact with, and to possibly identify any issues that might impact the residents' success in maintaining housing and avoiding episodes of homelessness.

Figure 10: Number of Interviewed Residents by Apartment Building, 2009

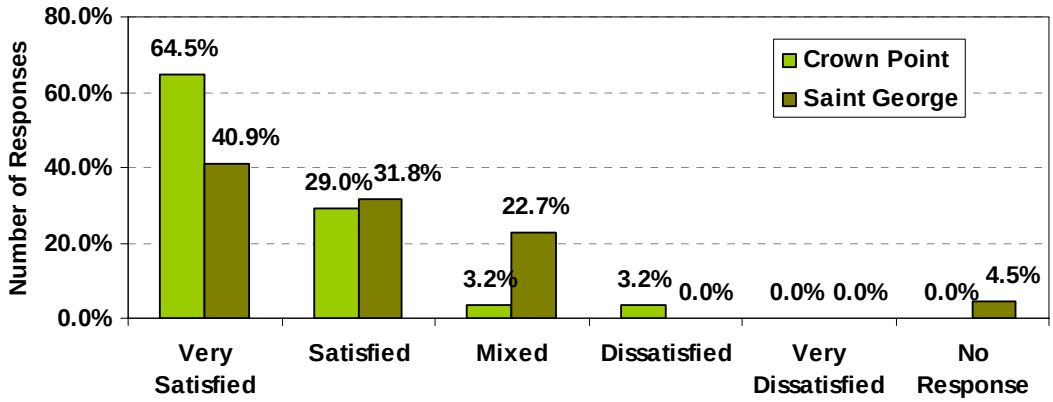


The interviews with tenants in both apartment buildings were completed between November 2009 and January 2010. In total, the evaluators interviewed 53 tenants, 31 (81.6%) in Crown Pointe and 22 (68.8%) in St. George. In the case of the Crown Pointe Apartment residents no tenant refused the invitation to take the survey, however one was unable to meet due to conflicts with work schedules and therapy session schedules. At the St. George apartments the staff recommended that the evaluators do not interview several of their tenants because it would create a lot of stress for those tenants to answer questions. Based on the recommendations by the Midtown staff that is working intensively with the people at St. George, we conducted interviews with those residents that were not only willing to answer the survey questions, but were also deemed able to understand the questions and respond in a meaningful way.

Based on the observations of this first round of interviews it has become clear that a second round of satisfaction surveys are not useful for the St. George tenants because they were unable to understand and participate in the survey process.

The survey started by asking the tenants their overall level of satisfaction with their current living arrangements. The results are shown in Figure 11 below.

Figure 11: Overall Satisfaction with Living Arrangements, 2009

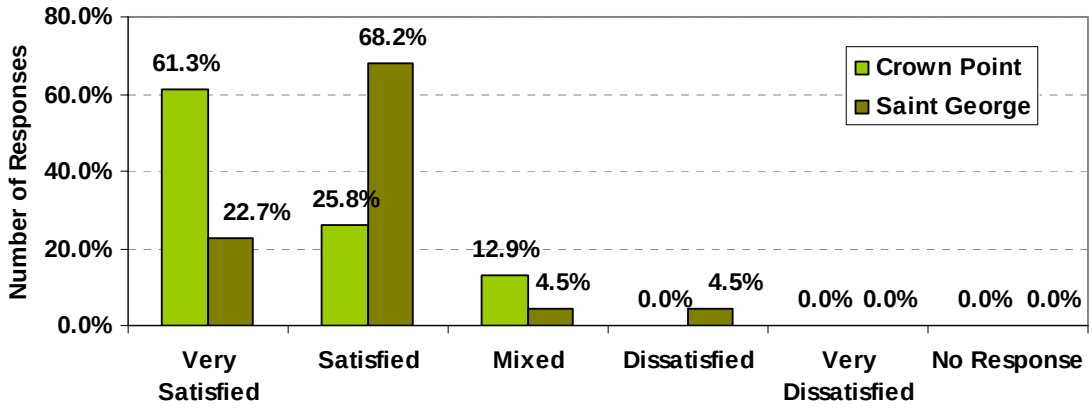


The vast majority of tenants at Crown Pointe (93.5%) were either *Very Satisfied* or *Satisfied* with their current living arrangements. In contrast, only 72.7% of residents at St. George expressed that same level of satisfaction (*Very Satisfied* or *Satisfied*) with their current living arrangements. When asked about the reason for that lower rating one resident stated that "…the floors could be better", that "the carpets need to be cleaned" and "that the floor has splinters". The resident stated that he had some maintenance issues unresolved for over three months. He stated that he intends to move out as soon as possible to find his own place. On the other hand another resident stated that "he liked the apartments very much because they are newly renovated and the staff keeps on top of things".

Among the St. George tenants a large number (22.7%) rated their level of satisfaction as only *Mixed*.

In terms of satisfaction with the actual apartment both groups of tenants expressed similar high ratings of satisfaction, namely 87% for Crown Pointe and 90% for St. George. It is interesting to note that the majority of Crown Pointe residents have a *Very Satisfied* impression of their apartments, while the residents of SG opted overwhelmingly for the *Satisfied* rating to that same question.

Figure 12: Overall Satisfaction with the Apartment, 2009



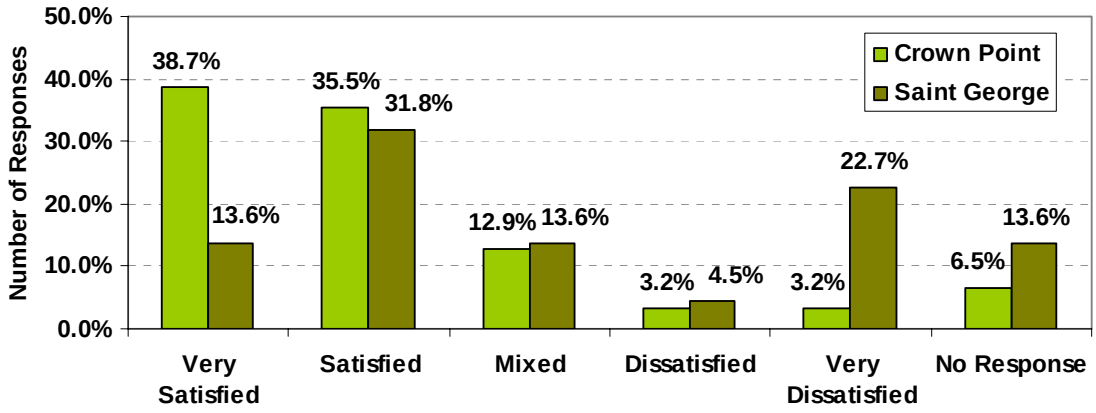
For both groups the individuals that expressed either a *Mixed* or *Dissatisfied* rating had recent complaints about required maintenance in their apartments and were therefore less satisfied with their apartments.

Satisfaction with privacy was ranked very high (96.8%) among the residents of Crown Pointe, were more than two thirds of all survey respondents gave a *Very Satisfied* Rating to the privacy they enjoyed. The tenants at St. George apartments were almost equally satisfied with their privacy (81.8%), although only about a quarter (22.7%) of the interviewed are willing to give that aspect of their living arrangements the highest rating of *Very Satisfied*.

Two respondents at St. George apartments rated their satisfaction with the privacy they have as either *Dissatisfied* or *Very Dissatisfied*. One tenant did not elaborate on his reasons for this low rating, while the other complained about a lot of people knocking at his door and asking for cigarettes and that the staff would not intervene.

One of the more difficult questions to answer for both groups of tenants turned out to be the question about how satisfied they were with the idea of staying were they currently lived for a long time. Figure 13 shows the result for that question for both groups of tenants.

Figure 13: Overall Satisfaction with the Idea of Staying were they Live for a long Time, 2009



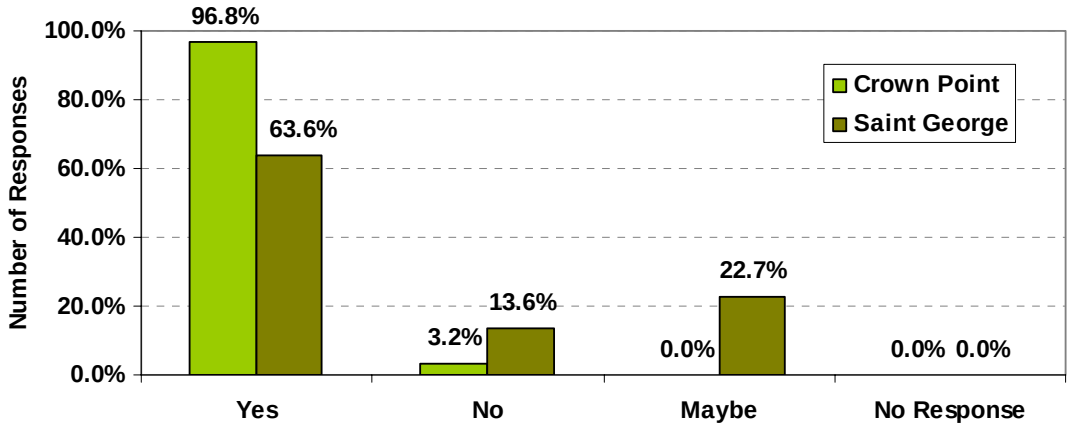
Among the respondents at Crown Pointe almost three quarter (74.2%) were either *Very Satisfied* or S*atisfied* with the idea of staying were they lived for a long time. Among that group only about 13% had *Mixed* feelings about the prospect, while only two tenants (3.2%) voiced their dissatisfaction outright by rating their satisfaction level with that prospect as either *Dissatisfied* or *Very Dissatisfied*.

Among many respondents to the survey at St. George this question seemed difficult to comprehend. Several interviewees asked for clarifications, after which some still seemed confused and unsure how to answer. The large number of tenants that chose the *No Response* answer is a result of that confusion. Of those that felt confident to answer this question less than half (45.2%) were either *Very Satisfied* or *Satisfied* with that idea. Slightly more than 13% gave a *Mixed* level of satisfaction.

It is important to remember that while the residents in both groups have similar monthly housing leases, the residents at Crown Pointe apartments are relatively free to leave their living arrangements at any point in time. In contrast, the residents at St. George, because of their acuity, are not at that same level of independent living.

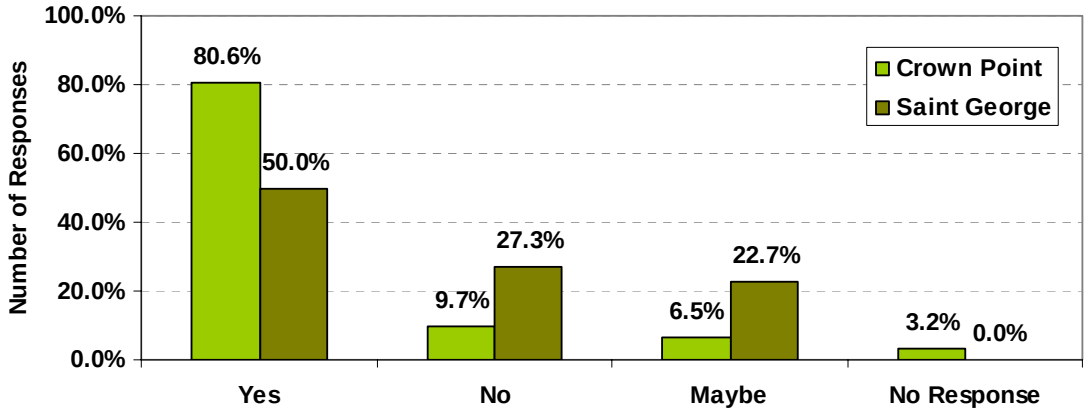
The majority of tenants liked to live where they are and considered it their home. Figure 14 shows the results for questions.

Figure 14: Do you like Living here?



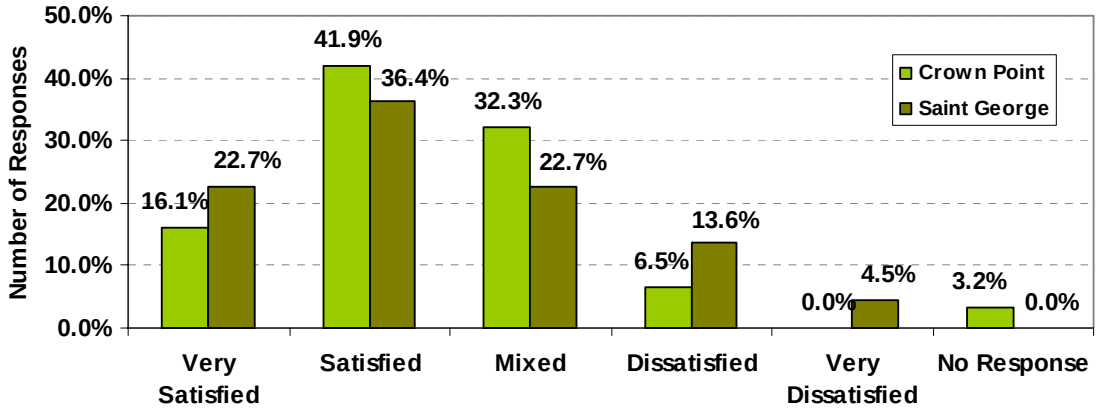
The residents who did not like living at either apartment building were dissatisfied with the location of the building, and complained about the noise level in the Crown Pointe building. In the St. George apartments, three tenants stated they didn't like living there because they wanted to live more independently with maybe occasional outpatient help, one would have liked more space, while one wanted to simply move out of there.

Figure 15: Does it feel like Home to you?



One important aspect of the program is concern about the safety of tenants in the respective apartment buildings. The evaluators asked a series of questions concerning the perceived safety in the surrounding neighborhoods, the apartment building and the apartment itself. The results are shown in Figure 16 through Figure 19.

Figure 16: How do you feel about how safe are you on the streets in your neighborhood?



Overall the tenants are cautiously optimistic about their personal safety in the adjoining neighborhoods. Over half of Crown Pointe and St. George tenants were either *Satisfied* or *Very Satisfied* with the safety aspects on neighborhood streets. A majority of tenants also stated that they have experience with living in similar neighborhoods in the past and typically use common sense measures to minimize danger to themselves, such as staying inside after dark, moving in groups of two or three residents for short shopping trips, or to make contact with local residents to signal a belonging to this neighborhood community now.

Figure 17: How do you feel about how safe are you in your apartment?

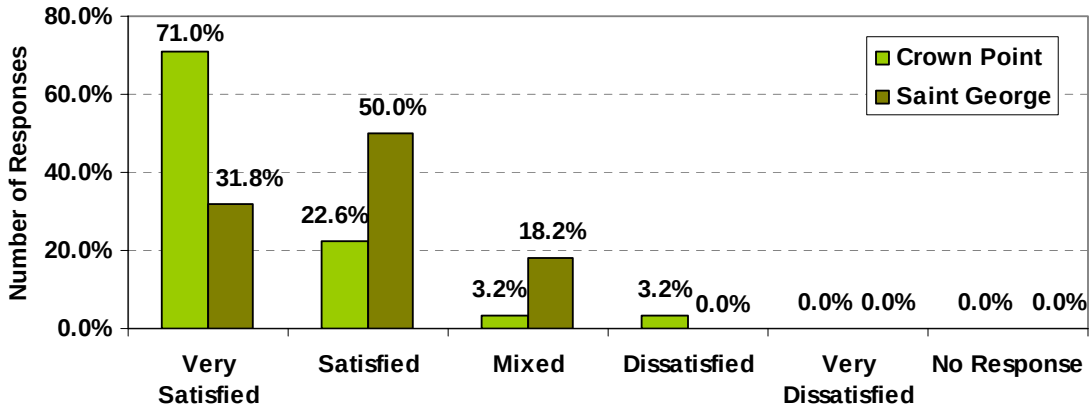
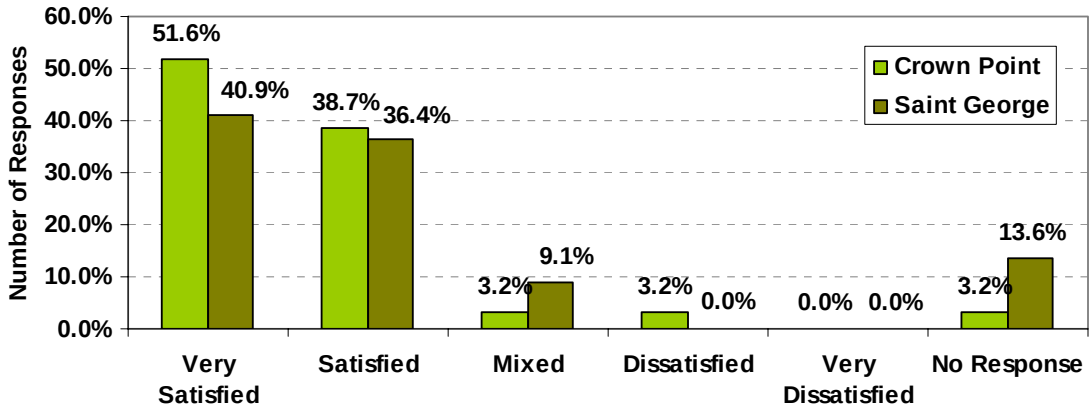


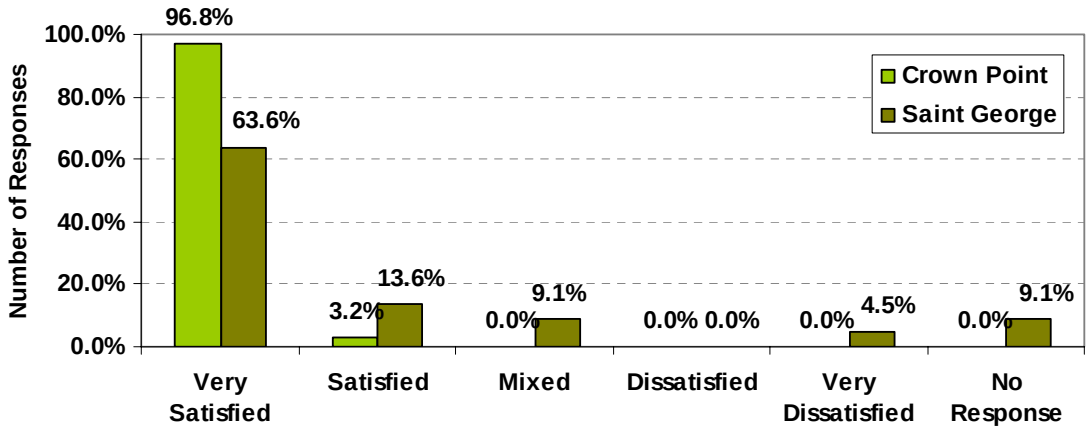
Figure 18: How do you feel about how the protection against being robbed or attacked in your apartment?



For both questions about personal safety in their apartments and protection against being robbed or attacked in their apartments the tenants expressed largely high levels of satisfaction with the protections in place. Most often cited were the existing locks and door phone systems, as well as surveillance camera systems inside the buildings that created this sense of security in the apartment buildings.

The support staff at Crown Pointe received unanimously very high satisfaction ratings for all interviewed tenants. They stressed the care and willingness to listen as main reasons. The support team, including the case managers and the housing manager, has achieved a very high level of respect and trust with virtually all residents at Crown Pointe.

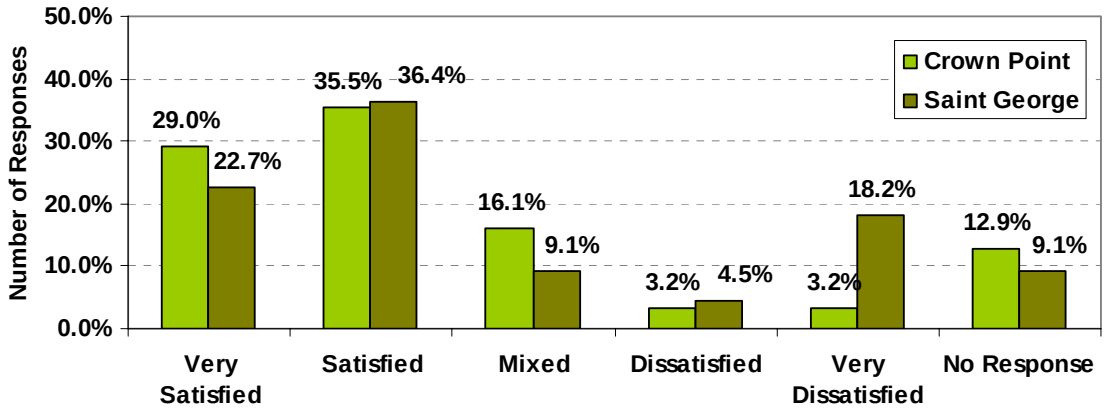
Figure 19: How satisfied are you with the help and support you receive from the staff?



The satisfaction level with the support staff at St. George apartments is markedly different from Crown Pointe. It reflects not only a completely different support structure for the tenants, but is also indicative of the difference in level of functioning and acuity between the tenants at the two building sites. The *Very Dissatisfied* rating in Figure 19 above stems from one resident at St. George that complained that complained about trust issues with the case manager.

In the final segment of questions the evaluators asked about the tenants perceptions of the maintenance and repairs of the apartments. The results are shown in Figure 20.

Figure 20: Satisfaction with Maintenance and Repairs of the Apartments?

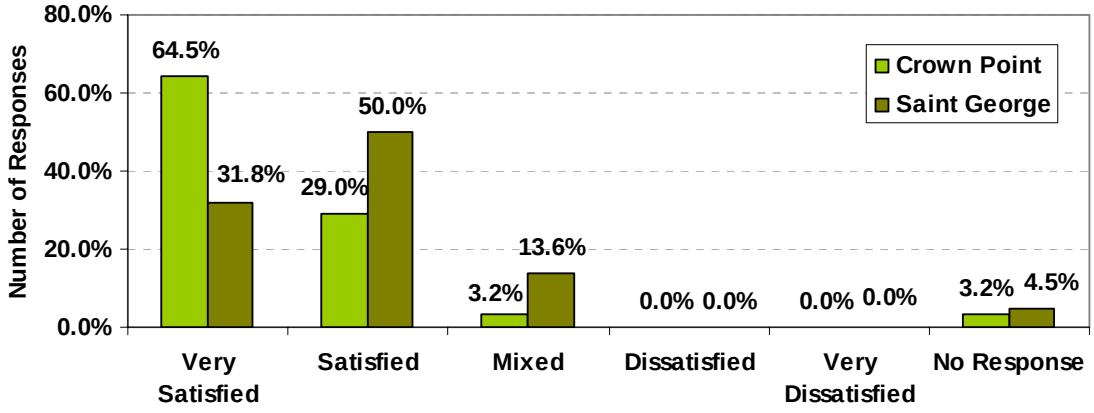


Among the tenants at Crown Pointe a majority (64.5%) expressed their satisfaction with the state of maintenance and repairs of the apartments. The *Dissatisfied* votes resulted from recent maintenance issues that didn't get resolved to the complete satisfaction of one tenant and did not get resolved in a - what the tenant considered - very timely manner.

For the tenants at St. George this question was more difficult to answer. More than half of all tenants interviewed (59.1%) considered the state of maintenance and repairs to their apartments as satisfactory. However, two clients (22.7%) answered this question with either a *Dissatisfied* or *Very Dissatisfied*. When asked why they rated the state of maintenance and repair of their apartments that way, both tenants cited unresponsive maintenance as their main reason. In both cases it involved plumbing maintenance as well as carpet cleaning. Both tenants stated that they didn't get a response for over two weeks to their requests.

In addition to the apartment question the evaluators also probed about the opinions on the state of maintenance of the grounds surrounding the buildings. The results are shown in Figure 21.

Figure 21: Satisfaction with Maintenance of the Grounds?



Both groups of tenants reported no complaints or concerns about the state of maintenance and upkeep of the grounds surrounding the apartment buildings. In the case of Crown Pointe the tenants in fact stressed the dedication and hard work of the caretaker to keep the grounds clean and his efforts to keep the sidewalks and parking area cleared during this past winter.

Financial Analysis

In order to asses the financial viability of the demonstration project the evaluators analyzed the financial records of Partners in Housing for the fiscal year 2009. The analysis included the Budget and operating statements for the year 2009 and 2010. The central question that needs to be answered has been whether the SSSM project generated enough Net Operating Income (NOI) to provide supplemental funding for supportive services in the form of a full-time community life coordinator for both Crown Pointe and St. George apartments. According to Partners in Housing the full-time position of a community life coordinator would cost about $42,000 per year.

Crown Pointe:

Crown Pointe apartments are operated in part under a Shelter + Care grant from HUD (U.S. Department of Housing and Urban Development). The financial records for Crown Pointe were audited in 2009.

During the calendar year 2009 the case managers provided the equivalent of $146,147 in supportive services to the program tenants at Crown Pointe (see Table 2 for details). The total amount of supportive services provided was calculated using the Medicaid Reimbursement Rates. Partners in Housing provided $25,752 of that amount directly, while the rest was financed through outside agencies. The amount of $25,000 provided by Partners in Housing directly as care services was financed through other means internally. The match amounts required under the S+C grant are documented through match letters.

At the end of the fiscal year 2009 (December 2009) the Crown Pointe apartments had generated an actual NOI of $29,571. Although operating results for 2009 were impacted by a fire, the net effect on profits was mitigated by insurance proceeds and can therefore be eliminated from this viability analysis. Occupancy ramped up in 2009, and additional units that included care helped to increase revenue to date.

In addition, the Unaudited Balance Sheet at December 31, 2009 shows an Operating Reserve of over $20,000 and a Replacement Reserve of $64,000. Both reserves are maintained to finance unforeseen expenses such as leaking roofs, repairs to water lines, etc.

Based on inception to date performance and operating assumptions made by management, one can reasonably expect to Crown Pointe Apartments to continue to produce a profit in 2010. Expenses and income associated with the fire damage as well as budget variances experienced in 2009 appear to have been addressed in the preparation of the 2010 budget.

Table 2: Operating Statement for Crown Pointe Apartments 2009

	Actual 2009	**Budget 2009**	**Variance**
Total Income	$279,373.12	$214,596.00	$64,777.12
Operating Expenses	$128,159.97	$70,053.00	$58,106.97
Maintenance Expenses	$61,346.19	$56,532.00	$4,814.19
Utilities	$50,686.50	$48,720.00	$1,966.50
Total Expenses	$240,192.66	$173,305.00	$66,887.66
Total Other Expenses	$9,609.29	$10,504.00	-$894.71
Net Operating Income	**$29,571.17**	$28,787.00	$784.17

St. George:

The supportive services at St. George are funded differently from Crown Pointe. Here Partners in Housing is providing the housing part of the project, while Midtown Mental Health is providing all supportive services and case management services to their tenants. A possible Community Life Coordinator, to be funded by proceeds from both apartment buildings would provide additional supportive services to what the Midtown staff currently provides.

In contrast to Crown Pointe the apartments at St. George were being managed only since May of 2009. Therefore St. George has not had a full year of tenants living there by the end of 2009. St. George financial records were not audited in 2009.

Although units have been vacant due to initial ramp-up and on-going rehabilitation, the project has generated an inception to date Net Operating Income of $14,183. In addition, the Unaudited Balance Sheet at December 31, 2009 shows an Operating Reserve of over $106,000 and a Replacement Reserve of $50,000.

Based on inception to date performance and operating assumptions made by management, one can reasonably expect the St. George Apartments to continue to produce a NOI in 2010.

Table 3: Operating Statement for St. George Apartments 2009

	Actual 2009	**Budget 2009**	**Variance**
Total Income	$155,150.04	$157,082.00	-$1,931.96
Operating Expenses	$44,842.00	$48,759.00	-$3,917.00
Maintenance Expenses	$59,676.26	$72,524.00	-$12,847.74
Utilities	$18,072.90	$36,688.00	-$18,615.10
Total Expenses	$122,591.16	$157,971.00	-$35,379.84
Total Other Expenses	$18,375.00	$18,000.00	$375.00
Net Operating Income	**$14,183.88**	-$18,889.00	$33,072.88

The combined NOI for St. George and Crown Pointe apartments adds up to $43,754 for the year 2009. Technically that would be sufficient, although very close, to the amount of funds required to provide a community life coordinator jointly to both apartment buildings. However, according to Frank Hagaman, President of Partners in Housing, in an electronic message to Luther Consulting, it was decided to postpone the decision to hire that life coordinator until both properties had a full year of operation behind them. He stated that "… they (the financial information) hardly give any perspective of on-going and sustainable income. In our experience the acquisitions take a full year of operation to settle into some form of routine." At the time of this report information regarding the use of any Net Operating Income, if any, was not available.

Findings

1. Financial Viability:

The analysis of the financial records of Partners in Housing shows that the program is not able to fully finance the supportive services side of the program with proceeds from the rental units alone. The records for Crown Pointe apartments alone show that the staff provided supportive services in excess of $146,000, while at the same time the first year Net Operating Income was around $29,000.

The situation for St. George was somewhat different from Crown Pointe, as the St. George apartment building was not occupied by program tenants for a full year and had fewer resident enrolled into this program that contributed to the income side through rent payments. The Net Operating Income from St. George apartments totaled around $14,000. No information was available as to the amount of supportive services spent on the tenants at that site.

To date no parts of the Net Operating Income have been used to fund supportive services at either apartment site. The plan to fund a community life coordinator with the surplus generated by rental income for both apartment buildings has been put on hold until the completion of a full year of ownership by PIH and residency of tenants. The cost of a full-time community life coordinator is around $42,000 per year. The generated Net Operating Income from year one is too low to support either the provided supportive services or a community life coordinator position. The amount of services provided was calculated using Medicaid Reimbursement Rates.

2. Housing:

To date 44% of tenants at Crown Pointe have lived at that apartment building for between a half year and a year. About a quarter of tenants (24%) have lived there between a quarter and half a year after moving in. At St. George 80% of current tenants have lived there for more than half a year, while 20% have lived in their apartments for more than a quarter of the year.

During the first year of occupancy the program was able to achieve the housing of close to 35 tenants at Crown Pointe apartments for periods of time. Due to transitions that number fluctuated some but always remained very close to that target. The length of vacancies for apartments was three months or less for 66% of all cases. At St. George no tenant has moved out yet. All originally occupied units there are still occupied. Both building sites had no problems identifying eligible tenants for the units. On the contrary, both Partners in Housing as well as Midtown report waiting lists of eligible tenants for each site. The demand is

clearly outstripping the supply. In the case of Crown Pointe all tenants were able to maintain the Shelter + Care voucher eligibility.

3. Supportive Services:

The case managers at Crown Pointe provided mostly traditional supportive services such as case management (33%) or HIV/AIDS Services (25%). In addition services related to alcohol and substance use, as well as health care and life skills interventions made up the remaining services.

At St. George apartments the daily interventions are much more targeted towards a population with severe mental health problems. The supportive services there are geared towards a group of tenants that has for the most part neurological impairments (53%) and suffers from developmental disabilities (11%) with several co-occurring thought disorders. The staff at St. George is trained to provide life skills interventions, to dispense medications for thought disorders, and to intervene with tenants who exhibit acute symptoms of mental disorders. The level of interventions and supportive services at St. George is much more involved than it is at Crown Pointe.

4. Resident Satisfaction:

The evaluators were able interview over 80% of residents at Crown Pointe and nearly 69% at St. George for the satisfaction survey. Overall satisfaction with the living arrangements and the program itself are very high in both buildings. The tenants at Crown Pointe expressed their satisfaction with the apartments overall and the building and grounds as well. Upkeep of building and grounds at Crown Pointe, as well as security in general received high marks from the resident and typically ranged in the 70% to 90% range. There was almost unanimous agreement with the satisfaction with staff. Overwhelmingly (97%) were *Very Satisfied* with the help and the support they receive from staff. Several complaints from tenants mostly dealt with slow responses to maintenance calls.

In contrast, St. George tenants, while also expressing high levels of satisfaction with the program overall, tend to have a less favorable opinion about the apartment and building itself. They include more complaints about slow maintenance response time and security issues with the building, such as unlocked front doors. The staff at Midtown also received high satisfaction ratings (77% *Very Satisfied* or *Satisfied*).

5. ClientTrack:

While the staff at Crown Pointe uses ClientTrack exclusively to document interventions and program outcomes, the staff at St. George is relying less on ClientTrack for that kind of documentation. As a provider of mental health

services Midtown is using an in-house data system and are very reluctant to share any information with outside organizations, such as Partners in Housing or the evaluators. All information provided to the evaluator by Midtown about the St. George tenants were in the form of summaries. The staff at Crown Pointe was able to provide the evaluators with detailed reports generated in ClientTrack for the majority of client related services, outcomes, and costs of services provided.

Based on feedback from Crown Pointe staff the entry of data into ClientTrack works fine, and it seems to capture all relevant information for the documentation need of the program. Generating standard reports is perceived as fairly easy and straightforward and ClientTrack seems to be able to set up to generate required annual and quarterly reports.

Recommendations

1. Financial Viability:

At this point recommendations regarding the financial viability of the program would be premature. Both properties in this program have not been operational for a full year. The financial picture emerging so far is looking promising but a better assessment of the financial situation will be possible once at least one full year of operations has been conducted.

2. Housing

The process of renovations at Crown Pointe apartments is almost complete and there appears to be no major concerns regarding the state of the building or the apartments from either the staff or the tenants at that site. The situation at St. George is significantly different. Some of the apartment units contain elements that can pose a danger for tenants with mental health disorders, such as gas stoves or appliances emitting beeping sounds and blinking lights. As of December, 2009 one of the most urgent actions that need to be taken is the conversion of gas stoves to electric or to microwave units. A second area of urgency is the state of heating and cooling units in the apartments that are woefully inefficient. The noise and unreliability of these older units is adding to the discomfort and stress of some tenants. In addition, major improvements to the building itself, such as staircases, disability access and security concerns such as broken locks on front doors and a security system need to be addressed.

The staff on both building sites agreed on the need for a community room with some form of organized events to get the tenants more involved in the success of their housing and recovery process and to provide support for each other. Ideas such as the formation of tenant councils and addiction support groups, as well as activities such as seminars and job search activities are currently on hold for lack of meeting space.

3. Communication

During the interview process with staff at St. George one of the frustrations voiced addressed the lack of direct communication between Midtown staff at St. George and Partners in Housing as the holder of the lease. A regular meeting between the staff supervisor at St. George, a housing coordinator of Partners in Housing, and others as needed would be helpful to address issues with building maintenance, schedules of renovation and repair services and other items of interest. The communication would also help educate Partners in Housing on some of the special circumstances related to housing a mentally disabled group of tenants.

The evaluators also suggest that a process should be established that allows PIH and Midtown to confer with each other when an application submitted by Midtown is rejected by PIH. The current practice of simply communicating the rejection of an applicant is confusing without explanation or reasons given.

4. Supportive Services

The needs for services among the tenants at the two apartment buildings are vastly different. The program tenants at St. George seem to be adequately serviced by Midtown staff and didn't voice any major concerns. In contrast the tenants at Crown Pointe are clearly aware that their case managers are struggling with a large case load and are stretched thin with resources such as bus passes or other financial assistance not covered by any of the partner agencies. In some instances tenants have refrained from getting the staff involved in challenges they were facing because they "didn't want to add to [case manager's name] plate." It clearly would be helpful to the success of the program if the staff at Crown Pointe were to receive some additional staff support and some form of financial support to be able to provide quick emergency assistance with items such as transportation or adequate clothing or minimal household items not covered by food banks.

5. Conclusions

At the end of the first program year the outcome of the sustainability and viability analysis of the supportive services model is inconclusive. In order to answer the question whether this model can be sustained through net operating incomes generated by the program and whether the financial model is viable for such an approach the evaluators will need to assess the financial data for at least a full year of near full occupancy by tenants. This time period would also take into account that programs typically got through a start-up and adjustment phase, during which outcomes and results can vary from anticipated outcomes in the longer run.

The available data to date seems to suggest that this supportive services model is not sustainable through net operating profits generated by the program alone. However, a conclusive assessment will have to be based on the analysis of the second year outcomes and financial results. In light of these inconclusive findings further recommendations will be deferred to the Final Report at the end of the second program year.

Appendix A

SSSM – Resident Satisfaction Survey

Time: **Housing Site: __ __ __ __ __ __ __ __**

Start Time: _____

End Time: _____

ID/Name: __ __ __ __ __ __ __ __ __ **Date (mm/dd/yy): __ __ / __ __ / __ __**

Person Completing Form: __ __ __ __ __ __ __ __

A. Overall, how satisfied are you with your current living arrangements?

Very Satisfied	Satisfied	Mixed	Dissatisfied	Very Dissatisfied	No Response
5	4	3	2	1	9

B. LIVING ARRANGEMENTS

	Very Satisfied		Mixed		Very Dissatisfied	No Response
a. The apartment where you live?	**5**	**4**	**3**	**2**	**1**	**9**
b. The privacy* you have there?	**5**	**4**	**3**	**2**	**1**	**9**
c. The idea of staying on where you live for a long time?	**5**	**4**	**3**	**2**	**1**	**9**

*__Privacy:__ Feeling like you have your own space where you can be alone and not be disturbed by other people.

Using your own words, is there anything you'd like to change about your living situation?

_____

_____

_____

_____

_____

C. General HOUSING QUESTIONS

1. **Do you have any major problems living in your current living situation? (Circle: Yes / No)**
   Any problems with other people, problems with the housing itself, etc.? Can you tell me about them and how they are being dealt with? Or how are you dealing with it? Who would you talk to?

_____

_____

_____

_____

2. **Do you know what is expected of you as a tenant? (Circle: Yes / No / Maybe)**

   Who would you talk to if you wanted more information about your rights as a tenant? Is there a tenant counsel?

_____

_____

_____

_____

_____

_____

3. **Do you like living here? (Circle: Yes / No/ Maybe)**

   Does it feel like "home" to you? (Circle: Yes / No/ Maybe)

   What would make it feel more like home to you?

_____

_____

_____

_____

_____

5. Can you describe what your neighborhood is like? Is it nice? Is it safe? Are people friendly? Do you interact with your neighbors?

_____

_____

_____

_____

8. Do you like the atmosphere or sense of community in the building? Do you interact a lot with your neighbors? (Circle: Yes / No/ Maybe)

What do you like or not like about it?

_____

_____

_____

_____

_____

D. PERSONAL SAFETY

1. Please look at the "**Very Satisfied to Very Dissatisfied**" Scale to answer these next questions. How do you feel about…

	Very Satisfied		Mixed		Very Dissatisfied	No Response
a. How safe you are on the streets in your neighborhood?	**5**	**4**	**3**	**2**	**1**	**9**
b. How safe you are in your apartment?	**5**	**4**	**3**	**2**	**1**	**9**
c. The protection you have against being robbed or attacked in your apartment?	**5**	**4**	**3**	**2**	**1**	**9**

2. In your own words, is there anything you'd like to change about your personal safety in your neighborhood and/or your apartment?

_____

_____

_____

_____

_____

_____

E. Satisfaction with Apartment Staff (Names of Staff)

	Very Satisfied	Somewhat Satisfied	Mixed	Somewhat Dissatisfied	Very Dissatisfied	No Response
	5	**4**	**3**	**2**	**1**	**9**
1a. Overall, thinking about the staff with whom you meet regularly, how satisfied are you with the help and support they give you?						

1b. Can you explain why you feel this way?

_____

_____

_____

_____

1c. How could things be different to help you feel more satisfied?

_____

_____

_____

_____

F. Maintenance of grounds and apartments:

1. Overall, how satisfied are you with the maintenance/repairs for the apartments?

Very Satisfied	Somewhat Satisfied	Mixed	Somewhat Dissatisfied	Very Dissatisfied	No Response
5	**4**	**3**	**2**	**1**	**9**

2. Overall, how satisfied are you with the maintenance for the grounds?

Very Satisfied	Somewhat Satisfied	Mixed	Somewhat Dissatisfied	Very Dissatisfied	No Response
5	**4**	**3**	**2**	**1**	**9**

F. WORK

1. Have you worked DURING THE PAST SIX (6) MONTHS, that is since _____?

1 Yes, currently working

2 Yes, worked in the past six months, but not currently employed

3 No work in the past six months

9 No Response

2. What kind of work do/did you do?

1 Full-time

2 Regular part-time

3 Casual

4 Volunteer

G. CLOSING STATEMENT

"Now we are finished with the main part of the interview. Do you have any additional comments or any questions about the survey we completed today?"

References:

1. Blankert, L.E., & R. A. Cnaan. (1994). Assessing the impact of two residential programs for dually diagnosed homeless individuals. *The Social Service Review, 68*(4), 536-560. August 31, 2010. http://www.jstor.org/stable/30012257.
2. Memorandum of Understanding between Partners in Housing Development Corporation and The Health and Hospital Corporation of Marion County MIDTOWN Community Mental Health Center, April 2009