

**HOME-ARP Allocation Plan  
Bloomington, IN (PJ)  
*Re-Submitted to HUD July 11, 2023***

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## **Section One: Consultation**

***Describe the consultation process including methods used and dates of consultation:***

### **Summary**

As the local Participating Jurisdiction (PJ), the City of Bloomington conducted a significant amount of consultation specifically related to HOME-ARP. Over the last four months, more than 30 organizations or groups were consulted, along with the City holding two public hearings (at meetings of the Bloomington Redevelopment Commission) and inviting public comment at three separate meetings of the Bloomington Common Council. The consultation process involved Bloomington reaching out to the network of social service providers in the community/region, as well as following up on referrals from those agencies with recommendations of other partners needed for consultation. A list of organizations and individual with whom Bloomington consulted are listed at the end of this section.

### **Background**

Bloomington, Indiana is a regional hub with a population of 85,000 inside our city limits. We are home to Indiana University, with additional major employers including IU Health, Catalent and the nearby Naval Surface Warfare Center (NSWC) Crane. In 2021, a partnership was formed between the Community Foundation of Bloomington and Monroe County and the United Way of Monroe County, along with the South Central Housing Network and the Housing Insecurity Working Group, to create the Heading Home of South Central Indiana initiative. With \$5.1 in American Rescue Plan funds, the City of Bloomington and Monroe County government pledged to support this initiative in order to make homelessness rare, brief and non-repeating. This is being done through the implementation of [Heading Home Plan](#).

While drafting the Heading Home plan, local stakeholders formed three working groups to advance goals:

- **Data and Dashboard** – reviewed existing information to identify what data providers currently track and what is most significant to measure progress.
- **Map and Gap** – reviewed services associated with proximal causes of housing insecurity and identified gaps in services.
- **Promising Practices** – identified holistic best practices for housing security in place in other communities.

(Descriptions are from 2021 [press release](#) announcing the Heading Home plan.)

We believe the efforts of the multi-year Heading Home Initiative, which now has two full-time staff and an ongoing and dedicated Steering Committee of local stakeholders, serves as an important hub of activity from which activities benefitting HOME-ARP's four qualifying populations can be built upon moving forward. Bloomington's intention is to compliment these efforts with our proposed activities.

**List the organizations consulted:**

The organizations on the chart below represent four months of outreach to the local community and its service providers who are stakeholders in areas that interact with or work to serve those in the four qualifying populations. Feedback summaries from each consultation are provided in descriptions representing the main themes or areas a particular individual or group had feedback or questions on regarding use of the funds or how the HOME-ARP program worked generally. During this process, Bloomington compiled an extensive record of notes on which these summaries are based.

<u>Consult Date</u>	<u>Organization</u>	<u>Org. Type</u>	<u>Method</u>	<u>Number of attendees (not counting PJ)</u>	<u>Feedback summary</u>
11/16/22	Bloomington Common Council	Allocation Plan invitation for Council and public comment #1 (Nine Council members and public)	Hybrid meeting	9	This presentation was ostensibly a housing report for Bloomington and mentioned the allocation planning process and the invitation for public comment. General questions received about how it would be noticed to the public.
11/16/22	Bloomington Homeless Coalition	Volunteer group to help address homeless issues	E-mail	1	Not able to connect.
11/21/22	Heading Home of South Central Indiana, United Way of Monroe County, Community	Non-profit, community wide initiative to implement the Heading Home Plan: an effort to	In-person	6	Case management; rental rehab, deposit assistance, eviction prevention, capacity expansion for Coordinated Entry (CE), continued staff support, mental health services.

	Foundation of Bloomington & Monroe County, New Hope for Families	make homelessness rare, brief and non-repeating. New Hope for Families is a family shelter in Bloomington.			Ensure we are tying funds to housing outcomes.
11/22/22	IN Housing & Community Development Authority (IHCD)	Statewide housing authority for Indiana	Virtual	1	Preference for alignment on rental housing projects, both existing and for general rental construction
12/13/22	City of Bloomington Affordable Housing Team	Local government team of various department officials tasked with advancing affordable housing in Bloomington	Virtual	9	Possible project assistance for rental housing projects coming online; helping fund eviction prevention and deposit assistance programming; rental rehab funding; also look at housing for veterans
12/14/22	Monroe County Veterans Service Office	Local government office to provide resources to local veterans	Virtual	1	Discussed issues of getting veterans connected with services; important role of VA. Also discussed importance of awareness of programming available to veterans.  Bloomington is also assisting the American Legion with a “Veteran Stand Down” event on April 17, 2023, which is designed to expand awareness of resources for veterans in the community. The HAND Department is a partner in this effort.
12/20/22	Middle Way House	Organization (and shelter) that works to support survivors of domestic violence, sexual assault, human trafficking and educate the community	Virtual	2	Interested in increased rental housing development, rental assistance. Transitional housing and capacity support. Substance abuse, eviction prevention, access to services and outcome-driven. Discussed sustainability of supportive services funding and need for counseling services. Discussed a wide of range of supportive

		through outreach and prevention.			service needs that could help this qualifying population.
12/21/22	Bloomington Housing Authority	PHA serving Bloomington and Monroe County	Virtual	2	Discussed deposit assistance programming needs, as well as resident service coordination as it relates to housing stability. Discussed TBRA partnership and perhaps waiting on that. Eviction prevention also discussed.
12/23/22	Beacon & Coordinated Entry Staff	Anti-poverty organization aiding those in extreme poverty, aiding in hunger and homelessness support. Coordinated Entry (CE) staff are housed at this organization.	Virtual	2	Comprehensive discussion about support services, rental/supportive housing project upcoming, as well as need for expanded Coordinated Entry assessments, more "street" outreach, importance of navigation and case management ratios for the continuum of service that is needed from the point of assessment up to keeping someone housed.
1/3/23	Heading Home of South Central Indiana	Non-profit, community wide initiative to implement the Heading Home Plan: an effort to make homelessness rare, brief and non-repeating.	Virtual	2	Consultation check-in with HHSCI staff on allocation plan progress and feedback thus far.
1/9/23	City of Bloomington Community & Family Resources Department/Fair housing	Local PJ department focused on quality of life through programs and services designed to engage residents in service and participation in government. Resource center for safe and civil city efforts, local	Virtual	1	Discussed the process of fair housing since Bloomington recently changed our staffing alignment for human rights and some fair housing activity. Primarily discussed issues for those in supportive housing that might have accessibility issues, and the importance of fair housing in terms of Bloomington's ability to investigate fair housing complaints through our City staff.

		volunteer network, health initiatives, heritage culture and diversity celebrations, and staffs a number of citizen commissions. Dept. staff also helps manage fair housing policy.			
1/9/23	City of Bloomington Legal Department/Fair housing	Local PJ legal department. Dedicates a portion of a staff attorney's time to fair housing issues.	Virtual	1	Discussed the importance of the legal aspects of fair housing policy and the need for the City to continue tracking information. Also to be sure our contract language, etc. follows fair housing policies following a change in the structure of how Bloomington conducts practice on fair housing.
1/9/23	Bloomington Police Department Downtown Resource Officers (DROs)	Department officers who engage with those experiencing homelessness and others who frequent downtown Bloomington and area parks.	Virtual	2	Discussed difficulty of tenants determined to be high-risk to get housing and how that leads to other problems. Stressed the importance of "street" outreach and medical services, as well as the idea of keeping the scope of what HOME-ARP does narrow to be intentional about services so they level provided can be robust. Thoughts are that the very basic provision of service help make connections and keep people engaging with one another. Also discuss reunification services for those who might be from other places.
1/9/23	Jack Hopkins and CDBG recipients 2021-2022	Non-profit social service agencies receiving funds from the City of Bloomington's Jack Hopkins	E-mail	30	E-mail was sent to organizations who have received funding over the past three years asking for input on plan and raising the question: "What have you observed to be the greatest gap or unmet

		Social Service Program			needs in services for individuals at risk of our currently experiencing homelessness in Bloomington?"
1/10/23	Community Group (Meeting One)	Group of local elected officials and non-profit staff who originally gathered to discuss eviction prevention during the COVID pandemic	Virtual	7	Case management is a gap - "shelter to housing" gap was discussed. Supportive services discussed: deposit assistance, medical expenses, childcare, moving expenses.
1/10/23	HealthNet	Network of community-based health centers and support service programs.	Virtual	2	Discussion on need for immediate medical care/triage and expanded capacity for "street" outreach and medical professionals who can assist those experiencing homelessness. They are working on establishing three clinics in the Bloomington community. Hearing an overwhelming need for medical support, and funding is running out in Spring 2023. Clients need help with medications to remain stable until they're able to receive longer-term treatment. Feeling that housing coordination is not as robust as it could be because of the lack of service coordination/capacity. "Blended" street outreach model would be great between various agencies.
1/10/23	Community Justice & Mediation Center (CJAM)	Organization designed to promote a civil and just community through mediation, education and restorative justice	Virtual	1	Had discussion about overall ARPA spending and appropriations in Bloomington community. Also discussed needs for rental assistance and eviction prevention services.

1/11/23	Bloomington Common Council	Allocation Plan invitation for Council & public comment #2 (Nine Council members and the public)	Hybrid meeting	9	Questions from council members about public noticing and general process for funding.
1/12/23	Wheeler Mission	Provides temporary shelter to homeless men in Bloomington as well as short term and long term addiction recovery programs	In-person	3	Focus on outcomes and barriers to housing (recidivism, preparation for housing). Discussed reunification services and the possible development of a health clinic at Wheeler. Case management would help for connection in services. They have a need for case management staff. While mental health services are important - expense is an issue. On substance abuse, one thing they find is follow up and ongoing case management. Identified some caseworker needs and discussed numbers.
1/12/23	South Central Housing Network	Regional Continuum of Care network	Virtual	19	Presented outline of plan to this group, which is the regional Continuum of Care coalition. The group gave an update on the Point in Time (PIT) count for this year. Also discussed veteran homelessness statistics. Input was mainly on logistics of HOME-ARP (note here is that a number of those present were also part of separate, individual consultation meetings).
1/13/23	Stone Belt	Regional agency serving clients with developmental disabilities and their families	Virtual	2	Client support is critical for those who are most at risk - need coordination assistance or are at risk for exploitation. Affordable housing is very hard to find. Emphasized a need for supportive services to help people access benefits - not just those with disabilities. Discussed financial instability/insecurity as an additional risk factor.

1/13/23	Greater Bloomington Chamber of Commerce	Organization promoting quality of life in the community through pursuit of new business	In- person	1	Discussion to discuss how the business community interacts and assists those in the qualifying populations. Discussion focused on mental health and the need for increased "street" outreach services. Discussed how many of those in QPs are unhoused, how they are assessed and what the service gaps are. Important to help with immediate outreach on the street. Expressed importance of the safety of everyone involved (business, those in QPs and other residents of Bloomington).
1/13/23	Centerstone	Non-profit organization offering a range of services, including addiction, psychiatric, counseling and housing services.	Virtual	2	Discussed the importance of supportive housing and security of residents and importance of maintaining stable housing. Permanent supportive housing model says that everyone gets services whether or not they're in treatment. They are largest provider of mental health service, but follow-up after can be difficult without ongoing case management. Asked about funds to rehab existing rental/PSH housing units. Pretty comprehensive discussion about service provision financing and gap for case management.
1/16/23	New Leaf, New Life	Organization to address the unmet needs of people incarcerated or formerly incarcerated individuals.	E-mail response to PJ Jack Hopkins email	5	Responded identifying five major needs: 1. The community needs and organization that will take the lead in assisting individuals with applying for and obtaining Social Security Disability Insurance (SSDI); 2. Transitional/sober living units; 3. Community-Based Crisis Resource Centers (CRCs); 4. Community-Based Residential Facilities (CBRFs) that would



					include supported apartments; 5. Increased number of local counseling and addiction treatment facilities that provide inpatient care.
1/16/23	Courage to Change Sober Living	Housing organization dedicated to providing housing for sober living. Currently has four houses.	E-mail response to PJ Jack Hopkins email	1	In need of more housing for men and women that would be supportive rental housing in Bloomington (due to expense and availability). Also expressed feedback that deposit assistance, utility assistance and application fees would help, as would eviction prevention services and incentives to landlords to rent to folks with evictions or felonies.
1/17/23	Community Group (Meeting Two)	Group of local elected officials and non-profit staff who originally gathered to discuss eviction prevention during the COVID pandemic	Virtual	4	Help with rental assistance efforts, moving costs were discussed again. Need for case management in supportive housing to maintain sustained attention.
1/18/23	Amethyst House	Organization providing residential and outpatient services for people with drug and alcohol addiction.	E-mail response to PJ Jack Hopkins email	1	Discussed importance of serving population that is experiencing substance abuse disorder through case management. They are a community partner with a number of agencies to encourage recovery, provide employment opportunities and find stable housing when able.
1/24/23	Boys & Girls Club of Bloomington	Local non-profit providing youth services	Virtual	1	Discussed the importance of childcare services for those in Qualifying Populations (QPs). Social worker/case management is needed at all three of their locations to assist families who might otherwise be or are at-risk of homelessness but for the childcare they receive through BGCB. Gave statistics to

					highlight number of families that could be homeless.
1/27/23	Community Health/Wellness	Stakeholder meeting to help coordinate community wellness through social service navigation	In-person	1	Need for navigators to provide access to services in the social services network in Bloomington. The physical location of navigators is important, but also important to think logistically about where they would be employed if not already built into an organization.
2/6/23	City of Bloomington Redevelopment Commission (oversight commission for Bloomington Housing & Neighborhood Development Department)	<b>HOME-ARP Public Hearing #1 (Five Commissioners and the public)</b>	Hybrid meeting	5	Commission members asked about hard cost eligibility for rehab of homes (not rental), as well as how we might strategize to maximize the amount to help the community overall. Thoughts also shared that funds should be spent as soon as possible as opposed to stretching funds out or waiting for a period of time to begin expenditure after plan approval. Discussed further emphasis of community partners in housing security, as well as providing direct assistance (security deposits, utility deposits, safety net money). No additional public comment was received.
2/6/23	Poverty & Navigating Health & Social Services Meeting	Local stakeholder group with a mission to help citizens navigate social service network of services to aid in poverty relief	Virtual	5	Training needed for navigators, especially in healthcare. Education for community also needed. Discussed agencies that might have navigators soon.
2/15/23	Bloomington Common Council	Allocation Plan invitation for Council & public comment #3 (Nine Council members and the public)	Hybrid meeting	9	Questions from council members about public comment period, timing of funds and use (expenditure deadline of 2030), sustainability of programs after funding is completed, as well as

					clarification on what is meant by non-congregate shelter.
2/15/23	Healing Hands Outreach Center	Provides resources and services that address long-term needs in homelessness, hunger & poverty	E-mail response to PJ Jack Hopkins email	1	The Center responded emphasizing the need for provision of essential services/everyday items need for living that clients cannot afford or do not have the money to purchase.
2/15/23	Society of St. Vincent De Paul		E-mail response to PJ Jack Hopkins email	1	State needs for QPs: car repair, rent deposits, beds. Gave statistics to show need for clients they have served with rental assistance in 2021.
2/20/23	City of Bloomington Redevelopment Commission (oversight commission for City of Bloomington Housing & Neighborhood Development Department)	<b>HOME-ARP Public Hearing #2 (Five Commissioners and the public)</b>	Hybrid meeting	5	Additional questions about rehab eligibility for home ownership. Follow-up communication on this point encourage emphasis on energy efficiency once it was clarified that rehab can only be for rental housing (comments received Feb. 21 and 28). At the public hearing, Commissioners asked about how data is tracked and what we use to form basis for gap analysis with these funds. Also focus on solutions that will move the needle on helping the QPs. No additional public comment was received.
3/1/23	City of Bloomington Community & Family Resources Department	Local City of Bloomington department focused on quality of life through programs and services designed to engage residents in service and participation in government. Resource center for safe and civil	Virtual	1	Provided advice on how to distinguish types of services between case management and other direct services.

		city efforts, local volunteer network, health initiatives, heritage culture and diversity celebrations, and staffs a number of citizen commissions. Works heavily with social service agencies and has weekly conversations with homeless service providers and shelters.			
3/14/23	Beacon/Crawford Apartments	Meeting to discuss issues with resident of PSH with lived experience	In-person	13	Residents reiterated the need for basic service provision and “street” outreach. Concerns were also expressed about providing basic supplies for those experiencing homelessness.
3/14/23	Beacon	Discussion about Coordinated Entry (CE)	In-person	1	This session was useful in gathering more information on the process of the Coordinated Entry (CE) system, including prioritization methods and referrals.
5/1/23	City of Bloomington Redevelopment Commission (oversight commission for City of Bloomington Housing & Neighborhood Development Department)	<b>HOME-ARP Public Hearing #3 (Five Commissioners and the public)</b>	Hybrid Meeting	5	Additional required public hearing in order to seek additional solicitation and to correct date errors in original notice, as well as corrections for accommodations for those who are limited English proficient (LEP).
5/12/23	Social Service Providers and SCHN Homeless Providers	Regional Continuum of Care network	Virtual and Email	19	Provided an update (e-mail sent to providers on 5/2/23) and opportunity to provide further written information and comments on prioritization on

					supportive service and housing (deadline of 5/12/23).
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**Summarize feedback received and results of upfront consultation with these entities:**

The Heading Home of South Central Indiana initiative is undertaking a great deal of long-term programming, such as Bloomington being the first community in Indiana to participate in the Built for Zero program. As Built for Zero and other programming takes off, service providers and organization with whom Bloomington consulted provided feedback that could be summarized into the following areas:

**1. Supportive Services**

- a. Increase capacity to conduct assessments for service through Coordinated Entry (CE), including outreach to those currently experiencing homelessness by providing on-site outreach. These services could also include immediate care services, such as medical triage and navigation to community services.
- b. Case management to assist with the following:
  - i. Medical treatment and basic needs assistance
  - ii. Housing and service navigation
  - iii. Housing cost assistance
  - iv. Eviction prevention
  - v. Reunification

*These activities would be largely undertaken within “D. Supportive Services/c. Eligible Costs/ M.: Case management” on page 50 of CPD Notice 21-10.*

**2. Development of Affordable Rental housing**

- a. New unit creation
  - i. Supporting the creation of 20-40 new supportive housing units in affordable rental housing projects within Bloomington, Indiana
- b. Rehabilitation of existing rental units
  - i. In partnership with Heading Home of South Central Indiana, as well as the Bloomington Housing Authority’s Landlord Risk Mitigation Fund program and other agencies, Bloomington would provide funding to support the rehabilitation of rental units to incentivize property owners to lease to a broader range of tenants falling within the four qualifying populations.

*These activities would be largely undertaken within “B. HOME-ARP Rental Housing/ 2. Eligible Activities: “...construction, and rehabilitation, including reconstruction of, affordable rental housing for qualifying and low-income households” on page 23 of CPD Notice 21-10. Further, funds would be expended in accordance with “5. Eligible costs/ a. Development hard costs and d. Related soft costs” on page 23 of CPD Notice 21-10.*

While Bloomington is careful to not exclude any feedback, it should also be noted that CPD Notice 21-10 provides a broad range of uses under the umbrella of Supportive Services. It is the intention of Bloomington to utilize HOME-ARP funding for the expansion of case management and navigation capacity while other funding sources will support the provision of other direct community services.

Additional Community Comments and Recommendations for Prioritization of Supportive Services and Housing Prioritization:

In response to review of the draft HOME ARP plan identifying Supportive Services as a funding priority with case management services as an outstanding need in this area the following the City participated in meetings to update the community on the HOME-ARP plan such as the South Central Housing Network which is the Region 10 Continuum of Care designated entity, the weekly homeless provider Shelter Count Meetings, and sent email update on 5/12/2023 with request to provide further recommendations and needs for Supportive Services need for case management/navigation and housing.

- General verbal response in meetings: “Thank you for listening to our need for supportive services, case management services and affordable housing funding priorities.”

In response to the opportunity to provide further recommendation and comments and needs and gaps Bloomington received responses to these questions: “How many clients are currently in some sort of case management program and what is the ratio of case managers to clients? What other gaps would you identify in assessing those who might be in need of service or service gaps once case management is underway.” The following is written narrative received in response which supports Bloomington’s priorities.

**New Hope Family Shelter/Family Homeless Housing Provider**

1. How many clients are currently in some sort of case management program, and what is the ratio of case managers to clients?

Individuals in Outreach and Prevention Services (people who are close to or having a housing crisis that might lead to shelter): 1 Case Manager (CM) to ~100 Clients per month

Individuals in emergency overnight shelter: 1 CM to ~50 Clients (12 rooms, average family size is 4 people, rooms can house up to 6)

Individuals in Aftercare (6 months of proactive case management after clients exit to a new lease) 2 CM to ~70 Clients

2. What is your ideal ratio, and how many more case management staff would you (ideally) want to hire to serve what number of clients?

Individuals in Outreach and Prevention Services (people who are close to or having a housing crisis that might lead to shelter): 3 CM to ~100 Clients per month

\*Additional case managers would dramatically increase our ability to provide upstream housing solutions with people facing a housing crisis. The returns to scale (in terms of homelessness prevention, lease-ups, and resolution for potential housing crises) with outreach and prevention are very high. The financial support, jobs, training, education, and other resources are out there for families to take hold of, but one bottleneck is the number of trained, experienced caseworkers to help people navigate all the resources they could use to remain stable and thrive.

-Individuals in emergency overnight shelter: 1 CM to ~50 Clients (12 rooms, average family size is 4 people, rooms can house up to 6)

\*One additional case manager would match the need we have for speedy, housing-focused outcomes in the shelter. One CM with support from interns can get more than 80% of our families housed in 3 months on average, but provides many other services like aftercare, house meetings, and more. An additional CM would make a meaningful improvement, especially in summer when interns are not here, and in aftercare to reach out to those families who have left our immediate orbit.

Individuals in Aftercare (6 months of proactive case management after clients exit to a new lease) 2 CM to ~70 Clients

\*New Hope's 2 case managers split this client load. One additional case manager at New Hope would put the team in a more proactive position to keep people housed and help people improve across many vectors of life like mental health, physical health, education, and finances-- improvements that are much easier in the context of a home than from shelter.

3. What other gaps would you identify in assessing those who might be in need of service, or service gaps once case management is underway. Please be specific by providing numbers, ratios or links to data.

We feel effective at identifying families experiencing homelessness and assessing their needs. More trained case managers equipped to participate in collaborative processes like Coordinated Entry, with local knowledge and relationships, and with resources like food cards, application fee funds, transportation funds, can help bridge gaps best.

Other Housing Gaps: More PSH for families *on site not scattered*. Today, as a snapshot, there are 12 families with minor children on the CE prioritization list who have vulnerability scores high enough to refer them to Permanent Supportive Housing. We only have 12 PSH 2-bedrooms in our city at Kinser Flats, only 1 or 2 of those units have flipped since the place was built 2 years ago. Using a scattered site voucher for people who qualify for PSH is impractical for most, and impossible for many due to criminal history or eviction history. Many accept units with no case management support, or units that are not affordable, or are subpar, and remain vulnerable to recidivism and eroding landlord trust. AND PSH is cheaper than permitting chronic homelessness to persist.

**Amethyst House/Homeless SUD housing provider**

1. How many clients are currently in some sort of case management program, and what is the ratio of case managers to clients?

We currently have 4 case managers. We have approximately 60 active clients in residential and outpatient services. The case managers primarily work with residential clients and are not available on weekends. The overall ratio is 1 case manager for every 15 clients.

2. What is your ideal ratio, and how many more case management staff would you (ideally) want to hire to serve what number of clients?

We could benefit from having an additional full-time case manager to work with some of our outpatient clients and to assist with residential case management coverage on weekends. The ideal ratio would be approximately 12-1.

### **Monroe County Health Department**

1. How many clients are currently in some sort of case management program, and what is the ratio of case managers to clients?

The Monroe County Health Department (MCHD) does not supply individual case management, except in a medical sense, to follow up on communicable disease cases. We previously had an insurance navigator who worked both with patients at the Futures Family Planning Clinic as well as community members who sought his services.

However, MCHD does supply population-based case management for all community residents (147,000 in the 2020 Census). Along with our public health partners, IU Health Bloomington and City of Bloomington Parks and Recreation, we have been doing Community Health Assessments (CHA) and Community Health Improvement Plans (CHIP) every three years for well over a decade. In the last CHA (2021), Community Voices for Health and HealthNet partnered as well.

The purpose of doing these assessments is to find the most significant health gaps or challenges the community faces and then create a tool, the CHIP, the community can use to make informed decisions about prioritizing health needs and deciding how to address them most effectively.

The public health partners use a variety of methods to gather input for the assessment including community surveys and focus groups. Community Voices for Health also gathered information through holding deliberative sessions, discussions, and interviews. This information was coupled with public health data and presented to community residents at two “Think Tanks” where it was discussed and voted on to select the top three priority issues for the 2022- 2024 Community Health Improvement Plan. The top three issues selected for this iteration were:

- Substance Use/Mental Health
- Poverty and Navigating Social Services
- Inequity, Discrimination and Bias



In each of these groups, as in prior CHIP groups, getting access to care and services was identified as a critical need for residents. Both residents and organizational staff members consistently report difficulties in navigating increasingly difficult parameters for clients to access needed care and services.

Much of the information on how to access care and community services is only accessible on websites or other online formats, instead of being easily available through talking with a knowledgeable person who can help people find and walk through needed steps to get the care and services they need. Not everyone is comfortable with technology or even has a smart phone or computer. And people in diverse cultures and/or generations respond better to the individualized touch when trying to access care or services, rather than to navigate an online platform.

We propose and see the wide benefits in creating a Community Navigator program that would supply personalized aid to those seeking care and services in our community, as well as supplying a place where providers could share information about their programs. We have been in discussions with the Monroe County Library about housing a program there in order to reach the widest and most diverse range of residents in our community, including those who are marginalized and are underserved.

We see a program such as this meeting a critical need within our community in improving access to care and services for all our residents. In today's world, you need access to information to be successful for anything. This project would help increase that access to everyone so that everyone has a better opportunity to have access to the care and services they need to be as healthy as possible.

2. What is your ideal ratio, and how many more case management staff would you (ideally) want to hire to serve what number of clients?

According to the 2020 Census, Monroe County has a population of approximately 147 thousand people. We feel that 4-5 PTE positions (or 1 FTE and 2-3 PTE) would be needed to best supply the needed services within our diverse community.

#### **Community Justice & Mediation Center/Eviction Prevention Program provider**

1. How many clients are currently in some sort of case management program, and what is the ratio of case managers to clients?

Eviction Prevention Program (EPP): We are seeing a 50% increase in the rate of eviction filings, and calls to the EPP intake line.

2. What is your ideal ratio, and how many more case management staff would you (ideally) want to hire to serve what number of clients?

In 2022, our EPP staff person provided navigation and social service referrals to over 500 individuals. She currently works part-time and is burdened by this large caseload, so expanding her hours, and/or adding an additional staff member would be optimal. In regards to EPP mediation, we conducted 338 mediations in 2022, in addition to the work we do to recruit, train, schedule and supervise volunteer mediators, maintain and track data, maintain case notes and records etc. We currently do this with about a ¾ time

equivalent. Because of the increased load of evictions, we need to be sending 10 mediators to court each week, but can only accommodate 8. Optimal staffing would be 1 FT Landlord-Tenant case manager, and one 15 hr./week case manager assistant.

**Healing Hands Outreach Center (HHOC)/supportive service provider**

1. How many clients are currently in some sort of case management program, and what is the ratio of case managers to clients?

According to the HHOC daily client check in survey, out of 1,444 responses: 91.1 % are not currently in a case management program, 3.3 % are currently in a case management program, and 1.7% of the 3.3% are being served through Centerstone Agency (community mental health and housing provider).

## **Section Two: Public Participation Process**

**Describe the public participation process, including information about and the dates of the public comment period and public hearing(s) held during the development of the plan:**

- **Date(s) of public notice:** 2/3/2023 (hearing one) and 2/23/2023 (hearing two)
- **Public comment period:** start date - 3/6/2023 end date - 3/20/2023
- **Date(s) of public hearing:** 2/6/2023, 2/20/23, and 5/1/2023

The Feb. 6 public hearing was also announced at the Bloomington Common Council meeting on Jan. 11, and the Feb. 20 hearing was announced at the Feb. 15 meeting of the Common Council.

**Describe the public participation process:**

The public participation process began on November 16, 2022 with a summary of Bloomington's HOME-ARP allocation planning process presented at a meeting of the Bloomington Common Council. At this meeting, the public was invited to comment on the allocation planning process, as well as possible uses of the funds. At subsequent meetings of the City Council on January 11 and February 15, an updated presentation was given to the Council, again inviting public comment to be submitted to the Housing and Neighborhood Development (HAND) Department by March 15. Meetings of the City Council are held in person, but a virtual option (via Zoom) is also available to increase participation. The meetings are also broadcast on our local public access television station, called CATS.

In addition, while only one public hearing is required for this plan, Bloomington held two noticed public meetings at meetings of the City of Bloomington Redevelopment Commission (RDC). The Commission serves as an oversight body for the HAND Department, and the hearings were held (in-person and virtually). Similar to City Council meetings, these meetings are also broadcast on CATS television. A similar presentation given at the City Council meetings was given at the RDC meetings, which was followed by a public comment period at both hearings. A third public hearing was held on May 1, 2023 with accurate hearing dates posted in the *Herald Times* local newspaper. Additionally, the legal notice did include the language referencing accessibility and reasonable accommodations for persons with limited English proficiency (LEP) residents.

Finally, the draft allocation plan was posted for public comment (online at [Bloomington.in.gov/hand](https://bloomington.in.gov/hand)), as well as at the Monroe County Public Library and Bloomington City Hall (hard copies) for public viewing and comment from March 6 – March 20, 2023. Public comments were to be directed to [hand@bloomington.in.gov](mailto:hand@bloomington.in.gov), or by calling 812.349.3401. No additional public comments were received during the comment period. The draft plan remains on the HAND Department website at <https://bloomington.in.gov/departments/hand>.

**Describe efforts to broaden public participation:**

Bloomington made efforts to expand public participation through our three reports at meetings of the Bloomington City Council in 2022 and 2023 where a summary of HOME-ARP was given and public comment was invited, as well as by holding two public hearings as opposed to just one. For consistency, comments were directed to the same place throughout the process for a March 15 deadline. Any comments received ahead of the schedule 15-day public comment period were be incorporated into the plan prior to posting, and any received the during the comment period were reflected and incorporated into the final draft plan. At two RDC meetings (Nov. 21, 2022 and Jan 3, 2023), City staff also reported to Commissioners and the public that the allocation planning process was underway. As a reminder, these meetings are broadcast on CATS television. Public hearing dates were also announced at RDC meetings ahead of the scheduled hearing dates.

**NOTE:** while HOME-ARP training sessions provided by HUD or TA Providers were not open to the public, City staff participated in three HOME-ARP training sessions (two online, one in person) in order to better inform us (and thus the public and stakeholders) on the allocation plan, eligible activities and the overall HOME-ARP process. Information gathered at these sessions has been incorporated into public presentations during the final two months of the allocation planning process.

**Summarize the comments and recommendations received through the public participation process either in writing, or orally at a public hearing:**

The following two items are from the consultation chart that starts on Page Two of this plan, which summarizes public hearing comments received by the City. Although not officially part of the “consultation” phase of this plan, they were included in the consultation section chart for chronological consistency and reference.

2/6/23	City of Bloomington Redevelopment Commission (oversight commission for PJ Housing & Neighborhood Development Department)	<b>HOME-ARP Public Hearing #1 (Five Commissioners and the public)</b>	Hybrid meeting	5	Commission members asked about hard cost eligibility for rehab of homes (not rental), as well as how we might strategize to maximize the amount to help the community overall. Thoughts also shared that funds should be spent as soon as possible as opposed to stretching funds out or waiting for a period of time to begin expenditure after plan approval. Discussed further emphasis of
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				community partners in housing security, as well as providing direct assistance (security deposits, utility deposits, safety net money). No additional public comment was received.
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2/20/23	City of Bloomington Redevelopment Commission (oversight commission for PJ Housing & Neighborhood Development Department)	<b>HOME-ARP Public Hearing #2 (Five Commissioners and the public)</b>	Hybrid meeting 5	Additional questions about rehab eligibility for home ownership. Follow-up communication on this point encourage emphasis on energy efficiency once it was clarified that rehab can only be for rental housing (comments received Feb. 21 and 28). At the public hearing, Commissioners asked about how data is tracked and what we use to form basis for gap analysis with these funds. No additional public comment was received.
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#### **Comments received and accepted during 15-day public comment period.**

**(March 6 – March 20):**

No additional comments were received during the 15-day public comment period.

#### **Summarize any comments or recommendations not accepted and state the reasons**

##### **why:**

All comments were received and synthesized into what Bloomington and those with whom it consulted feel are the most important priority needs for the use of HOME-ARP funds that fall within the HOME-ARP eligible activities. The primary activities identified were Supportive Services, Development of Affordable Rental Housing and Rental Housing Rehabilitation.

Recommendations not accepted and the reasons why:

- “Provision of providing basic supplies for those experiencing homelessness...“everyday items need for living that clients cannot afford or do not have the money to purchase.” Reason: Prioritization for the community use of HOME-ARP that would best have the greatest impact such as supportive services

to provide case management and linkage to help persons access community resources such as basic needs items.

- “Additional questions about rehab eligibility for home ownership. Reason: follow-up communication on this point encouraged emphasis on energy efficiency once it was clarified that rehab can only be for rental housing (comments received Feb. 21 and 28). Reason: Rehabilitation on home-ownership housing is not an allowable activity. However, we are observing this feedback in terms of rental rehabilitation.
- A need for medical support funding and funds to pay for client medications so they may remain stable until they're able to receive longer-term treatment. Reason: Reason: Prioritization for the community use of HOME-ARP that would best have the greatest impact such as supportive services to provide case management and linkage to help persons access community resources such as medical care and assistance with medications.

## Section Three: Needs Assessment and Gaps Analysis

Table 2: Homeless Needs Inventory and Gap Analysis Table

Homeless													
	Current Inventory					Homeless Population				Gap Analysis			
	Family		Adults Only		Vets	Family HH (at least 1 child)	Adult HH (w/o child)	Vets	Victims of DV	Family		Adults Only	
	# of Beds	# of Units	# of Beds	# of Units	# of Beds					# of Beds	# of Units	# of Beds	# of Units
Emergency Shelter	68	21	218	NA	NA								
Transitional Housing	128	28	43	NA	NA								
Permanent Supportive Housing	77	41	255	48	20								
Other Permanent Housing	7	3	5	NA	NA								
Sheltered Homeless						151	432	55	82				
Unsheltered Homeless						NA	54	NA	NA				
<i>Current Gap</i>										NA	12	54	NA

**Note on the table above, the data is based on:**

1. The 2022 HIC counts reported by the Balance of State Continuum of Care for Region 10 which includes six counties. **To more accurately reflect the City of Bloomington, the data for Monroe County was pulled out for each Bloomington-based service provider and tabulated.**
2. The Sheltered count is from the HIC 2022 data
3. The Unsheltered count data is from Region 10 Point-In-Time count conducted 1/26/22022 for Monroe County
4. A May 2023 snapshot of the Coordinated Entry List documented 12 families with minor children in need of Permanent Supportive Housing. Currently Kinser Flats is the only PSH with family units which are all occupied and rarely become available in the 2 years since it was constructed.

Table 2: Housing Needs Inventory and Gaps Analysis

<b>Non-Homeless</b>			
	<b>Current Inventory</b>	<b>Level of Need</b>	<b>Gap Analysis</b>
	<b># of Units</b>	<b># of Households</b>	<b># of Households</b>
Total Rental Units	28,317		
Rental Units Affordable to HH at 30% AMI (At-Risk of Homelessness)	110		
Rental Units Affordable to HH at 50% AMI (Other Populations)	2477		
0%-30% AMI Renter HH w/ 1 or more severe housing problems (At-Risk of Homelessness)		6680	
30%-50% AMI Renter HH w/ 1 or more severe housing problems (Other Populations)		3145	
<b>Current Gaps</b>			See narrative for "Gap Analysis"

1. Data Source for the Level of Need: Comprehensive Housing Affordability Strategy (CHAS) 2015-2019 for the City of Bloomington
2. Data Source for Current inventory of Affordable rental units for households with incomes from 0-50% AMI was the 2020 Bloomington Housing Study.
3. Data Source for units for Rental Units at 50% AMI was the 2020 Bloomington Housing Study.

#### Representation of Homeless Population in Monroe County from Region 10 PIT Count

	Region 10 Sheltered	Region 10 Unsheltered	Region 10 Total	Total Sheltered & Unsheltered MONROE COUNTY	Percent of Sheltered & Unsheltered MONROE COUNTY
Adults with Serious Mental Illness	105	25	130	104	80%
Adults with Substance Abuse Disorder	63	25	88	69	78%
Adults with HIV/AIDS	1	2	3	3	100%
Adult Survivors of Domestic Violence	53	0	53	47	89%

1. Data Source: The Region 10 Point-In-Time count conducted 1/26/2022
2. Bloomington and Monroe County is recognized to be a social service resource rich location in contrast to the six other counties in Region 10 which are less populated and predominantly rural counties with nearly all service providers being based in the City of Bloomington.



## Needs Assessment

The 2020 Housing Study Commissioned by the City of Bloomington identified a number of factors that highlight the need for more affordable housing and resources for the four QPs in Bloomington. The issue of affordable housing extends far beyond someone wishing to buy a house and being unable to do so. Bloomington remains in the Top Five most expensive rental housing markets in Indiana, with an occupancy rate for rental housing of all types consistently in the high 90s (e.g. 95%-98%). The most recent market update by the Monroe County Apartment Association has this rate at 98% - again, for all housing types. What this means is that no matter the income, residents of Bloomington have trouble finding rental housing.

The Housing Study indicated that more than 60% of renters in Bloomington are cost-burdened by paying more than 30% of their monthly income toward housing, and that housing is most out of reach for those making less than \$25,000 per year. Additional statistics from HUD's Comprehensive Housing Affordability Strategy (CHAS) (2015-2019 data) show that in Bloomington, 40% of renters have at least one of four severe housing issues as identified by the Strategy.

These statistics paint a picture that most stakeholders in our community know well: we need more affordable housing for everyone, but especially for those in the lower range of income. When it concerns the four Qualifying Populations under HOME-ARP, this problem becomes much more acute.

According to the 2022 Balance of State Housing Inventory Count (Bloomington is in Region 10), utilization rates for rapid re-housing, shelters and motel voucher stays were between 85%-100%, while transitional and Permanent Supportive Housing (PSH) were between 50%-100%.

In the six-county Continuum of Care region, Bloomington has the largest population and the largest number of those surveyed during the 2022 PIT Count.

All Households:	253
Number of persons:	322
• Number of children:	63
• Number of young adults (18-24):	22
• Number of adults:	237

To better represent Monroe County and the City of Bloomington the 2022 HIC data was extrapolated by pulling out the PIT counts for each of the Monroe County providers as these housing providers are in the City of Bloomington. The 2022 HIC data counts for sheltered homeless can be viewed in Table 2.

Sheltered Homeless population:

- Family HH (at least 1 child) 151
- Adult HH (w/o child) 432
- Vets 55
- Victims of DV 82

## Gap Analysis

In terms of identifying gaps, the most evident gap is identified by two numbers from the 2022 PIT count: the number of persons identified as experiencing homelessness at that time (322), as well as the 54 who were unsheltered at the time of the count.

Identifying gaps for service can be viewed in a couple of different ways – the first of which could be to subtract the number of emergency shelter beds available by the number of those in the PIT count who experienced homelessness in 2022. This would identify a bed gap of 65 beds, which is not too far off from the number of 54 identifying as being unsheltered.

The Bloomington area has the following bed capacity according to the 2022 HIC data when reviewing the current inventory bed counts presented there based on the Monroe County provider data with the addition of missing bed inventory data from Amethyst House:

Emergency Shelter: 286 (68 family + 218 adults only)  
Transitional housing: 171 (128 family + 43 adults only)  
PSH: 332 (77 family + 255 adults only)

Assessing the housing needs based on data in Table 2: Housing Needs Inventory and Gaps Analysis the current inventory of rental units for Bloomington (City of Bloomington HAND data) is 28,317 while only 2,477 as Rental Units Affordable to households at 50% AMI (2020 Bloomington Housing Study.) According to the Comprehensive Housing Affordability Strategy (CHAS) 2015-2019 the number of rental households at 0%-30% AMI with 1 or more severe housing problems thus At-Risk of Homelessness was 6,680. The number of rental households at 30%-50% AMI with 1 or more severe housing problems was 3145. Clear need for more affordable rental units in Bloomington is found by subtracting the current inventory of 2,247 Rental Units Affordable to households at 50% AMI from the 3,145 households falling into the 30%-50% AMI Renter HH with 1 or more housing problems.

Furthermore, the 2020 Bloomington Housing Study identified that for units for households making less than \$25,000 or 0-50% AMI there was a significant gap. Of the 12,055 households in this range there were only 793 homes and 2,477 rental units leaving a gap of 8,785 units. It was noted housing affordability for “this price point is not usually supplied by the market and requires additional subsidies to construct.” Recent housing development has been focused on rental housing resulting in most very low-income residents being accommodated in rental units with over 800 rental units needing to be produced with rents costing below \$700 per month.

Based on this Bloomington’s prioritizing the need for Development of Affordable Rental Housing as a use of HOME-ARP funding.

However, the numbers are not that simple, nor do they paint a full picture of the many different types of housing services, the fluidity of stays and the gaps in other services. While you can look at the utilization rates of services and presume that those that are high mean the service is at capacity (as is the case for rapid re-housing, for instance), a service or facility with a low utilization rate could mean there are those who are not able to access the service.

The purpose behind the City’s proposal to utilize a large portion of HOME-ARP funds for supportive services speaks to this need: we believe there is a strong need for service navigation, which was reinforced by our HOME-ARP consultation activities.

Finally, during the consultation and follow-up recommendation phases of this plan, several stakeholders indicated ratio gaps in case management that speak to the service gap in supportive services. For instance:

- Wheeler Mission indicated it needs a minimum of three more caseworkers to achieve a fuller-scale case management system.
- Centerstone indicated a need for 5-6 more case managers to maintain robust ratios to ensure those in treatment have access to the services they need.
- Bloomington Police Department Downtown Resource Officers (DROs) indicated that providing supportive services such as case management and “street” outreach is needed based on their daily assessments of those experiencing homelessness.
- As detailed in the section above “Additional Community Comments and Recommendations for Prioritization of Supportive Services and Housing Prioritization,” several organizations further documented gaps in staff capacity for supportive services and the need for more affordable housing.

When these needs are combined: gaps in affordable rental housing, an evident number of men and women remaining unhoused and a gap in case management/navigation conveyed to us by service providers working those in QPs every day (see Section One: Consultation) – the need for supportive services and additional rental housing becomes very evident.

***Describe the size and demographic composition of qualifying populations within Bloomington's boundaries:***

***Homeless as defined in 24 CFR 91.5***

The City of Bloomington is part of the Balance of State Continuum of Care (CoC) representing 15 regions that include more than 50 Indiana counties. The City of Bloomington is part of the Balance of State Region 10. The CoC does not break down the PIT and HIC data by cities. However, Bloomington, Monroe County is the most populated of the six counties and known to be a social service-rich environment. Extrapolation of the Monroe County data in comparison to the Region 10 totals is present in the above table titled Representation of Homeless Population in Monroe County from the 2022 PIT Count. The table shows that of the total sheltered and unsheltered homeless persons counted that the majority are from Monroe County with 80% of adults with serious mental illness, 78% of adults with substance abuse disorders, 100% of adults with HIV/AIDS and 89% of adult survivors of domestic violence being from Monroe County. To better extrapolate data for the Bloomington, Monroe County population of Sheltered homeless persons, the 2022 HIC data spreadsheet was used with each of the Monroe County providers' PIT column data being pulled and then tabulated. Thus, the other Region 10 counties' data was excluded. Additionally, sheltered homeless data was found to be missing in the 2022 HIC data spreadsheet for Kinser Flats PSH and Amethyst House. After checking with providers this data was added. Of the sheltered there were 151 Family HH with at least 1 child, 432 Adult HH without children, 55 Veterans and 82 Victims of DV. The 2022 PIT Count data chart indicated that there were 54 Unsheltered persons with a total of 322 people (sheltered and unsheltered) experiencing homelessness in Monroe County. Of those, 63 were children under 18, 22 were young adults (18-24) and 237 were adults (over age 24). Of those who were unsheltered at the time, there were 54 total – 15 female and 39 males. Of those, five were veterans, 2 were living with HIV/AIDS, 25 identified as having a mental illness and 23 identified with substance abuse disorder.

***At Risk of Homelessness as defined in 24 CFR 91.5***

As stated previously, utilization rates for certain types of housing (rapid rehousing, for instance) were quite high, as is the number of renters in Bloomington who experience housing insecurity by being cost-burdened (more than 60%). It is both clear by the statistics listed thus far, as well as anecdotal information received by Bloomington on an almost daily basis, that housing insecurity is an issue in our community. This idea is reinforced by the formation of the community wide Heading Home of South Central Indiana Initiative, as well as the City's efforts to support it with these funds, as well as regular ARPA funding.

Another factor for determining a service gap for this QP is the day-to-day work of Bloomington and partnering agencies, and what we see from that. For instance, one agency who assists families had a 22% increase in requests for children's beds (furniture), and a 68% increase last year. This simple statistic shows an ongoing need

for basic housing services. Additionally, the same agency did a survey of the most recent 100 families they helped with rental assistance, and 62 reported income below 30% of AMI, 50% had rent obligations exceeding 50% of their pre-tax income and only 22% had rent payments of 30% or less of their pre-tax income.

***Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD in the Notice***

It is difficult to always define rock solid numbers for this QP as the data captured by reporting entities may not clearly delineate between persons fleeing or attempting to flee domestic violence, dating violence, sexual assault, stalking or human trafficking or may define or categorize differently than HUD notice definitions. There can be overlap in data as someone fleeing domestic violence may have experienced sexual assault by their abuser but may only be counted in the data as domestic violence survivor and not as a sexual assault survivor as well. The 2022 PIT count showed 47 adult survivors of domestic violence in Monroe County with 24 in Emergency Shelter and 29 in Transitional Housing. Middle Way House, the domestic violence service provider who serves those fleeing, attempting to flee, domestic violence, sexual assault stalking, and human trafficking reported that in 2022 calendar year they provided 3,259 shelter nights to adults and 2,305 night to children resulting in a total of 5,564 nights of shelter. In total Middle Way House served 95 unduplicated adults and 64 unduplicated children in 2022. These adults are primarily considered persons fleeing or attempting to flee domestic violence. However, some may have also experiences dating violence, sexual assault, stalking or human trafficking as well.

To put a finer point on this qualifying population, the Indiana Coalition Against Domestic Violence (ICADV), who provides U.S. and Indiana Census data, illustrated by the following count taken on September 10, 2020. (<https://nnedv.org/wp-content/uploads/2021/05/15th-Annual-DV-Counts-Report-Indiana-Summary.pdf>)

In Indiana:

- “494 Unmet Requests for Services in One Day Victims made 494 requests for services—including emergency shelter, housing, transportation, childcare, legal representation, and more— that could not be provided because programs lacked the resources to meet victims’ needs. Approximately 97 percent of these unmet requests were for housing or emergency shelter. Greatly increased funding would enable domestic violence programs to provide comprehensive services to all survivors seeking help and to prevent violence in their communities.”
- “2,767 Victims Served in One Day 1,157 adult and child victims of domestic violence found refuge in emergency shelters, transitional housing, or other housing provided by local domestic violence programs. 1,610 adult and child victims received nonresidential assistance and services, including counseling, legal advocacy, children’s support groups, and more.”

For human trafficking state level statistics provide some information. In 2016, the Indiana Attorney General's office reported that the U.S. Department of Justice identified the Indianapolis area as at high risk of human trafficking. Indiana being known as the "Crossroads of America" due to the number of intersecting national highways. Bloomington is in close proximity to Indianapolis, is a destination Big Ten college community as home to Indiana University. The 2016 National Human Trafficking Hotline (NHTH) reported 314 telephone, texts, online chats, emails and web forms contacts in Indiana with 85 cases of human trafficking reported and 19 contacts from victims/survivors of human trafficking. Local statistics for human trafficking come from the Middle Way House emergency crisis line calls. In 2021 the crisis line received 16 calls from victims of human trafficking and 9 calls from secondary persons who called on behalf of a victim or knew of a human trafficking situation. In 2022, the crisis line received 21 calls from victims of human trafficking and 10 calls from secondary persons who called on behalf of a victim or knew of a human trafficking situation. Alarming, data for the first four months of 2023 is trending higher with 18 calls from victims of human trafficking and 6 call from secondary persons.

Regarding sexual assault, crisis line calls to Middle Way House in 2021 from victims of sexual assault were 155 in 2022 with 133 additional calls to the crisis line by secondary parties such as partners, friends and family of a sexual assault victim. In the first four months of 2023, there were 59 calls from victims and an additional 22 calls by secondary parties of a sexual assault victim. Bloomington is home to Indiana University which provides further data on sexual assault. The 2019 Indiana University Attitudes and Experience with Sexual Assault and Misconduct – Survey Report found that "among survey participants, women were overwhelmingly more likely than men to be victims of non-consensual attempted or completed sexual penetration at rates of 3 percent of undergraduate men, 18 percent for undergraduate women, 1 percent of graduate men, and 9 percent for graduate women."

Stalking crisis line calls to Middle Way House in 2021 from victims of stalking were 84 with 11 additional calls to the crisis line by secondary parties such as partners, friends and family of a stalking victim. In the first four months of 2023, there have been 37 calls from stalking victims with an additional 5 calls by secondary parties of a stalking victim. . The 2019 Indiana University Attitudes and Experience with Sexual Assault and Misconduct – Survey Report found that 8.1% of undergraduate men and 16.5% of undergraduate women had experienced stalking before coming to Indiana University. Since attending Indiana University Bloomington, 2.4 % of undergraduate men and 9.8% of undergraduate women had experienced stalking.

Local statistics for dating violence are difficult to ascertain as these may overlap with domestic violence. 2019 Indiana University Bloomington Attitudes and Experience with Sexual Assault and Misconduct – Survey Report reported on "domestic violence or dating violence as one category," with 6.7% of undergraduate men and 12.5% of undergraduate women indicating they had experienced stalking before coming to Indiana University. Report findings Indiana University, were that 2.2 % of undergraduate men and 7.2% of undergraduate women had experienced domestic or dating violence while attending Indiana University. Request were made to local entities such as Middle Way House and

the Monroe County Prosecutors office on dating violence as well but this data was not captured.

***Other populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability, as defined by HUD in the Notice***

Identifying gaps for this qualifying population (QP Four) is more challenging, but our consultation phase of this allocation plan provided a lot of information for us to accurately assess there were service gaps identified by agencies who serve various populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability. When looking at the numbers above under the demographic descriptions for QP One, nearly all those who remained unsheltered during the PIT count identify with a mental illness or with substance abuse shows an acute need for service to assist QP Four.

***Describe the unmet housing and service needs of qualifying populations:***

***Homeless as defined in 24 CFR 91.5***

According to the PIT count data, there is a gap in emergency shelter beds identified in the previous section of this plan. In addition, Bloomington's intended use of HOME-ARP funds being largely supportive services seeks to both increase assessments for Coordinated Entry, as well as increase navigation to service.

The local family shelter provider reports an unmet need for *"more PSH for families on site, not scattered. Today, as a snapshot, there are 12 families with minor children on the CE prioritization list who have vulnerability scores high enough to refer them to Permanent Supportive Housing. We (the family shelter) only have 12 PSH 2-bedrooms in our city at Kinser Flats, only 1 or 2 of those units have flipped since the facility was built 2 years ago. Using a scattered site voucher for people who qualify for PSH is impractical for most, and impossible for many due to criminal history or eviction history. Many accept units with no case management support, or units that are not affordable, or are subpar, and remain vulnerable to recidivism and eroding landlord trust. AND PSH is cheaper than permitting chronic homelessness to persist."*

***At Risk of Homelessness as defined in 24 CFR 91.5***

The 2020 Bloomington Housing Study (pg. 36) reports that for units for households making less than \$25,000, or 0-50% AMI, there was a significant gap. Of the 12,055 households in this range there were only 793 homes and 2,477 rental units leaving a gap of 8,785 units. It was noted housing affordability for "this price point is not usually supplied by the market and requires additional subsidies to construct." Recent housing development has been focused on rental housing resulting in most very low-income residents being accommodated in rental units with over 800 rental units needing to be produced with rents costing below \$700 per month. However, the CHAS data indicates this need may be much higher with the level of need for more units with 3145 AMI Renter HH with 1 or more severe housing problem at 30-50% AMI and 6680 at 0-30% AMI.

Supportive service navigation and case management being proposed by the City will assist in filling gaps for accessing:

- i. Medical treatment and basic needs assistance
- ii. Housing and service navigation
- iii. Housing cost assistance
- iv. Eviction prevention
- v. Reunification
- vi. Mental health, substance abuse and other supportive services

Bloomington's rental rehabilitation activity may also seek to assist this QP in the provision of more accessible rental housing.

***Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD in the Notice***

Gaps identified by services providers were in rental assistance/eviction prevention and the need for direct supportive services staff particularly for increased case management services. Middle Way House reported that as might be expected that 100% of the adults and children they serve have mental health programming needs and estimates that 50% of adults served have a co-occurring substance use disorder. While Middle Way provides significant supportive services in addition to emergency and transitional housing as indicated in the MVDV 2021 Statistics report table below, gaps the organization identified for this Qualifying Population included:

- A need for increased permanent affordable rental housing development
- Increased substance abuse, eviction prevention, and access to services
- Concerns regarding the sustainability of supportive services funding
- A wide range of supportive service needs that could help this qualifying population.

Middle Way House Services January - December 2021													
Services Requested	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
On-Scene Advocacy	21	13	8	17	21	10	14	6	14	12	16	14	166
Legal Advocacy	37	31	37	40	31	29	33	35	30	33	35	24	395
Shelter Residents	30	13	31	38	37	38	36	24	28	28	26	26	355
Triage Specialist	12	7	5	5	10	8	2	7	6	7	2	4	75

Bloomington (PJ) is the largest city in the six-county Region 10 area. Five of the six organizations listed for Coordinated Entry (CE) referrals in Region 10 by Indiana Coalition Against Domestic Violence on their website were part of Bloomington's consultation process for this plan.

The Supportive Service navigation and case management being proposed by Bloomington will assist in filling gaps by increasing access to:

- i. Medical treatment and basic needs assistance
- ii. Housing and service navigation
- iii. Housing cost assistance
- iv. Eviction prevention
- v. Reunification
- vi. Mental health, substance abuse and other supportive services



Bloomington’s proposed activities for Rental Housing Development can also assist this QP, specifying projects that assist those with mental or development disabilities, or experiencing mental illness or substance abuse.

***Other populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability, as defined by HUD in the Notice***

Unmet housing needs or services for Qualifying Population (QP4) “other populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability” were identified by assessments such as the Monroe County Health Department (MCHD) supplies population-based case management for all community residents (147,000 in the 2020 Census). Along with their public health partners, IU Health Bloomington and City of Bloomington Parks and Recreation, MCHD has been doing Community Health Assessments (CHA) and Community Health Improvement Plans (CHIP) every three years for well over a decade. In the last CHA (2021), Community Voices for Health and HealthNet FQHC partnered as well. The public health partners use a variety of methods to gather input for the assessment including community surveys and focus groups. Community Voices for Health also gathered information through holding deliberative sessions, discussions, and interviews. This information was coupled with public health data and presented to community residents at two “Think Tanks” where it was discussed and voted on to select the top three priority issues for the 2022- 2024 Community Health Improvement Plan. The top issues of concern identified were 1) Substance Use/Mental Health, 2) Poverty and Navigating Social Services, and 3) Inequity, Discrimination and Bias.

Persons with substance use disorders (SUD) being at risk of homelessness and needing navigations assessment such as case management was also noted by Amethyst House, a local provider of transitional housing and outpatient services for persons with substance use disorders. Additionally Centerstone which is the community mental health center noted the need for increased affordable housing and case management for person with mental health and substance abuse disorders.

The Supportive Service navigation such as case management and the Affordable Rental Housing Development being proposed by Bloomington will assist in filling gaps for all QPs including QP populations such as persons with mental illness, substance use disorders by increasing access to:

- i. Housing
- ii. Service navigation
- iii. Eviction prevention
- iv. Mental health, substance abuse and other supportive services

***Identify any gaps within the current shelter and housing inventory as well as the service delivery system:***

Please see previous analysis and tables on shelter inventories identified through the PIT Count and the Balance of State Region 10 Housing Inventory Count.

***Under Section IV.4.2.ii.G of the HOME-ARP Notice, a PJ may provide additional characteristics associated with instability and increased risk of homelessness in their HOME-ARP allocation plan. These characteristics will further refine the definition of “other populations” that are “At Greatest Risk of Housing Instability,” as established in the HOME-ARP Notice. If including these characteristics, identify them here:***

These populations have been described previously in this plan.

***Identify priority needs for qualifying populations:***

The priority needs that are identified will serve all four qualifying populations (QPs):

- 1. Homeless as defined in 24 CFR 91.5***
- 2. At Risk of Homelessness as defined in 24 CFR 91.5***
- 3. Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, as defined by HUD in the Notice***
- 4. Other populations requiring services or housing assistance to prevent homelessness and other populations at greatest risk of housing instability, as defined by HUD in the Notice***

Throughout the consultation process as the local Participating Jurisdiction (PJ), the City of Bloomington conducted a significant amount of consultation specifically related to HOME-ARP. Over a four month period more than 30 organizations or groups were consulted, along with the City holding two public hearings (at meetings of the Bloomington Redevelopment Commission) and inviting public comment at three separate meetings of the Bloomington Common Council. The consultation process involved Bloomington reaching out to the network of social service providers in the community/region, as well as following up on referrals from those agencies with recommendations of other partners needed for consultation. A list of organizations and individual with whom Bloomington consulted are in Section One: Consultation along with their feedback on these consultations. Repeatedly the need Supportive Services expansion, care and case management services was identified as pressing priority needs as well as Development of Affordable Rental Housing to include some rehabilitation to preserve current affordable rental housing units. In response to review of the draft HOME ARP plan identifying Supportive Services as a funding priority with case management services as an outstanding need in this area the following the City participated in meetings to update the community on the HOME-ARP plan such as the South Central Housing Network which is the Region 10 Continuum of Care designated entity, the weekly homeless provider Shelter Count Meetings, and sent email update on 5/12/2023 with request to provide further recommendations and needs for Supportive Services need for case management/navigation and housing.

- General verbal response in meetings: “Thank you for listening to our need for supportive services, case management services and affordable housing funding priorities.”

As a follow-up in May 2023 the City of Bloomington presented these priorities and provided an opportunity for additional comment, further information and feedback with a request to answer these questions: “How many clients are currently in some sort of case management program and what is the ratio of case managers to clients? What other gaps would you identify in assessing those who might be in need of service or service gaps once case management is underway.” The written narrative in Section One: Consultation of these responses clearly identified Supportive Services activities and Development of Affordable Rental Housing as priorities that would impact all four QPs.

### **1. Supportive Services**

- a. Increase capacity to conduct assessments for service through Coordinated Entry (CE), case management, and navigation of services to improve access to the housing continuum of care and network of supportive services available in the community to benefit all four QPs to include street, community-based and on-site outreach to all. These services could also include immediate care services, such as medical triage and navigation to community services.
- b. Case management to assist with the following:
  - i. Medical treatment and basic needs assistance
  - ii. Housing and service navigation
  - iii. Housing cost assistance
  - iv. Eviction prevention
  - v. Reunification

*These activities would be largely undertaken within “D. Supportive Services/c. Eligible Costs/ M.: Case management” on page 50 of CPD Notice 21-10.*

### **2. Development of Affordable Rental housing**

- a. New unit creation
  - i. Supporting the creation of new permanent supportive housing units in affordable rental housing projects within Bloomington, Indiana that could provide housing to all four qualifying populations.
- b. Rehabilitation of existing rental units
  - i. In partnership with Heading Home of South Central Indiana, as well as the Bloomington Housing Authority’s Landlord Risk Mitigation Fund program and other agencies, Bloomington would provide funding to support the rehabilitation of rental units to incentivize property owners to lease to a broader range of tenants falling within the four qualifying populations.

*These activities would be largely undertaken within “B. HOME-ARP Rental Housing/ 2. Eligible Activities: “...construction, and rehabilitation, including reconstruction of, affordable rental housing for qualifying and low-income households” on page 23 of CPD Notice 21-10. Further, funds would be expended in accordance with “5. Eligible costs/ a. Development hard costs and d. Related soft costs” on page 23 of CPD Notice 21-10.*

***Explain how Bloomington determined the level of need and gaps in Bloomington’s shelter and housing inventory and service delivery systems based on the data presented in the plan:***

When formulating this allocation plan, Bloomington used two main sources of information gathering to determine proposed uses and need for HOME-ARP funds: consultation and data.

Consultation phase

Through the consultation phase, which is outlined in Section One of this plan, the City spent more than 40 hours communicating with service providers engaged in supportive services in not just Bloomington, but also in the South Central Indiana region. Although this is a network with whom we work frequently, the consultation phase allowed us to move away from traditional programming conversations and discuss how, in the long-term, increase housing security for the four specific qualifying populations. As one example, this phase allowed us to understand much better how those in QP 4 (“other populations requiring services or housing assistance to prevent homelessness...”) might be served by supportive service case management or additional rental housing. Often in direct service, it is more apparent to identify direct services available someone who is homeless (as defined by HUD – QP 1), someone who is at risk of homelessness (QP 2) or someone who may be fleeing or attempting to flee violence or trafficking (QP 4). In our community, there are many social service providers to help these populations. And while there are also many providers that provide services to some in QP 4 (substance abuse, mental health, etc.) – the category is broader and simply require the necessary outreach to have intentional conversations with providers about their needs, as well as where there are gaps. Again, this is just one example of the value of the consultation process in helping the City form as well-rounded approach as possible when considering how to allocate HOME-ARP funds.

Data gathering

In addition to consulting, which necessarily involves the collection of firsthand accounts and real-time data concerning staffing gaps and daily service needs from staff doing this work in the field (see Section One, pp. 2-18), it was also necessary to conduct data research to identify and quantify the gaps and needs of the four qualifying populations as this plan was being drafted. In this section of the plan, inventory tables are provided for shelter beds, housing and identifying information for the Qualifying Populations. To both find and bolster this data, the City consulted a number of sources that help tell the story of the need for case management supportive services and rental housing development.

One important data source in telling this story is what is known as the Point in Time (PIT) count, an annual nationwide count of sheltered and unsheltered homeless persons on a single date in January. This information has provided a baseline number of individuals in the community who can be further identified by area of need. While the PIT count specifically helps identify those who are unhoused, additional data research was required to identify further those in QPs 2-4. To do this, the City consulted datasets from the U.S. Housing and Urban Development Department's (HUD) Comprehensive Housing Affordability Strategy (CHAS), as well as data from the Housing Inventory Count that identifies more specifically who is being sheltered in various facilities if they are in need. Of course, sometimes these numbers are hard to find on a granular level, particularly for those in QP 3 (fleeing or attempting to flee violence...), so the City also consulted state-level data to help create an understanding of the problem in Indiana, as well as regionally and locally to the best of our ability.

Knowing how critical it is to identify needs locally in order to properly make a case for why this type of use for HOME-ARP is needed in Bloomington, we also consulted a housing study commissioned by the City of Bloomington in 2020 to help speak to the continued pressure on our housing market. If supportive service case management works, those receiving assistance in navigating the housing continuum will eventually need assistance with supportive housing (rental), as well as more permanent rental and ownership housing.

#### Specific data sources used

- HUD Comprehensive Housing Affordability Strategy (CHAS – 2015-2019 data)
  - <https://www.huduser.gov/PORTAL/datasets/cp.html>
- IHCD 2022 BoS Housing Inventory Count (Region 10/Monroe County)
- IHCD 2022 PIT Count (Region 10/Monroe County)
  - [https://www.in.gov/ihcda/indiana-balance-of-state-continuum-of-care/hmis\\_data\\_portal/](https://www.in.gov/ihcda/indiana-balance-of-state-continuum-of-care/hmis_data_portal/)
- 2020 Bloomington Housing Study
  - <https://bloomington.in.gov/sites/default/files/2020-08/BloomingtonHousingStudy2020.pdf>
- Heading Home Plan/Heading Home of South Central Indiana (2021)
  - <https://headinghomeindiana.org/the-plan/>
- Indiana Coalition Against Domestic Violence ("Resources" menu tab)
  - <https://icadvinc.org/>
- Monroe County Health Department (MCHD) Community Health Assessment 2022-2024
  - <https://www.co.monroe.in.us/topic/index.php?topicid=304&structureid=12>
- Monroe County Domestic Violence 2021 Report (link is for resource page)
  - <https://bloomington.in.gov/boards/domestic-violence>
- 2019 Indiana University – Bloomington Attitudes and Experience with Sexual Assault and Misconduct Survey Report
  - <https://stopsexualviolence.iu.edu/doc/2019-final-iub-climate-survey-report-accessible.pdf>

## **Section Four: HOME-ARP Activities**

***Describe the method(s) that will be used for soliciting applications for funding and/or selecting developers, service providers, subrecipients and/or contractors:***

Bloomington plans to use the following methods of soliciting applications to utilize HOME-ARP funds.

### **1. Supportive Services, Non-profit Operating, Non-profit Capacity Building**

- Following approval of our allocation plan, Bloomington will provide information to the community stating the amount of funds that will be made available for supportive services through HOME-ARP.
- The City of Bloomington will work with community partners to structure a grant program administered through the Housing & Neighborhood Development Department to award funds over a multi-year period of time. It is the desire of Bloomington to engage a group of citizens and/or stakeholders to be involved in the decision-making process for the distribution of these funds.
  - i. This partnership will involve the creation of an application process (noticed and posted with a timeline for submission) by which local service providers seek funds, with decisions being made by this group of community stakeholders.
  - ii. A part of this program will involve having potential awardees describe how they would utilize HOME-ARP capacity and operating funds to administer a HOME-ARP program. For instance, if more case management staff were to be hired through HOME-ARP, how the subrecipient might first utilize capacity-building funds to enhance training or fundraising efforts to prepare for and then sustain supportive service provision during and beyond the expiration of HOME-ARP funding. The City would plan to utilize those categories of HOME-ARP use as an integrated part of its supportive services grant program.
- We will follow its Citizens Participation Plan and Policies & Procedures for guidance on administering the program.
- Program management for subrecipients will be conducted by the City of Bloomington.

### **2. Development of Affordable Rental Housing**

- Bloomington will follow a similar process to regular HOME application intake, as we will want to make sure new construction project policies and procedures are followed.
- However, in addition to the HAND Department's Policies and Procedures Manual, we will also consult CPD Notice 21-10 (specifically Section VI B.: HOME-ARP Rental Housing and Section 8: Program Administration) to specify additional procedures needed for HOME-ARP, including maintaining eligibility for qualifying populations.

***Describe whether the PJ will administer eligible activities directly:***

Bloomington does not plan to administer eligible activities directly. They will be administered through agreements with subrecipients during the term of funding.

***If any portion of the PJ's HOME-ARP administrative funds are provided to a subrecipient or contractor prior to HUD's acceptance of the HOME-ARP allocation plan because the subrecipient or contractor is responsible for the administration of the PJ's entire HOME-ARP grant, identify the subrecipient or contractor and describe its role and responsibilities in administering all of the PJ's HOME-ARP program:***

No funds are being provided to subrecipients or contractors prior to HUD's acceptance of the City of Bloomington's HOME-ARP allocation plan. Bloomington is only utilizing allowable Administration funds.

**Use of HOME-ARP Funding**

<u>Use</u>	<u>Funding Amount</u>	<u>Percent of Grant</u>	<u>Statutory Limit</u>
Supportive Services	\$783,926.75	46%	
Acquisition and Development of Non-Congregate Shelters	\$0.00	0%	
Tenant-Based Rental Assistance (TBRA)	\$0.00	0%	
Development of Affordable Rental Housing	\$750,000.00	29%	
Non-profit Operating	\$102,261.85	5%	5%
Non-profit Capacity Building	\$102,261.85	5%	5%
Administration and Planning	\$306,786.55	15%	15%
<b>Total HOME ARP Allocation</b>	<b>\$2,045,237</b>		

***Describe how the PJ will distribute HOME-ARP funds in accordance with its priority needs identified in its needs assessment and gap analysis:***

Bloomington desires to continue its partnership with Heading Home of South Central Indiana to work with community partners in distributing the funds to ensure we are adhering to both the Heading Home Plan described earlier, as well as the needs assessments laid out in this plan and according to HOME-ARP regulations.

The prioritization process will be driven by this data, as well as by our consultation feedback. All processes related to the distribution of funds (funding agreements, timelines and program management) will be administered by Bloomington's Housing and Neighborhood Development Department (HAND).

***Describe how the characteristics of the shelter and housing inventory, service delivery system, and the needs identified in the gap analysis provided a rationale for the plan to fund eligible activities:***

The data represented in this plan, bolstered by the consultation and public participation processes, speaks to the fact that while Bloomington has a robust social service community, gaps persist in for some non-profits' Operating, Capacity Building funds and what is described by many as "navigation" of services that starts with expansion of Supportive Services that includes completion of Coordinated Entry (CE) assessments to improve access to existing affordable housing as well as the Development of Affordable Rental Housing to be established through HOME-ARP funds. The expansion of Supportive Services such as case management will assist all Qualifying Populations in navigating the referral process and effectively accessing supportive service resources in the community as well as securing shelter and housing. Development of Affordable Rental Housing will help increase and preserve the existing stock of affordable rental housing will benefit all four of the eligible Qualifying Populations as well.

The rational for the plan to invest the largest amount of HOME-ARP funding to be used for Supportive Services and the Development of Affordable Rental Housing is identified in the City of Bloomington's gap analysis is mapped to the natural process used to assess the current and evolving needs and effectively engage the four Qualifying Populations with the goal of housing security could be described by the following:

1. Assessing the four QPs on an ongoing basis by learning as much as we can about them to understand their unique supportive service and housing needs.
2. Keeping them as safe as possible through an ongoing and sustained provision of supportive services such as the need for acute medical and "street" outreach to help address immediate needs and navigate them to the community's supportive service providers and homeless housing continuum of care.
3. Expanding the capacity and the provision of supportive service agencies to increase their ability to provide more sustained case management that leads to permanent housing.
4. Developing affordable rental housing stock to strengthen this component of the homeless housing continuum of care.
5. Once housed, working to continue those supportive services such as case management that combined with the addition of more or preservation of current affordable rental housing units through rehabilitation will assist in long-term housing stability for all four Qualifying Populations...

Additional smaller HOME-ARP funding will be used for targeted Non-Profit Operating and Capacity Building to assist non-profits to scale up and be able to then sustain the increased provision of Supportive Services.



## **Section Five: HOME-ARP Production Housing Goals**

***Estimate the number of affordable rental housing units for qualifying populations that the PJ will produce or support with its HOME-ARP allocation:***

These funds could provide Bloomington the ability to support 10-30 units of new affordable rental housing based on permanent supportive housing projects currently under discussion in the community. In addition, there could be more non-congregate new or rehabilitated supportive housing units (approximately 20) that could be supported by these funds. In making decisions to support units in these projects, Bloomington would need to ensure all necessary regulations and local processes are met before doing so. It should be noted that HOME-ARP funds would not be used to support the entire cost of these units, nor the entirety of the cost of the overall housing projects, but instead would act as additional source of subsidy.

In addition, Bloomington would work with community partners to assess its capability in assisting in the rehabilitation of rental housing that could assist the Qualifying Populations. As currently drafted in this plan, HOME-ARP funds are unlikely able to support an entire rental rehabilitation project, so Bloomington would need to be engaged in a partnership to possibly provide matching funds for a rental rehabilitation project. Heading Home of South Central Indiana is working to find a way to establish a rental rehabilitation program to help incentivize housing of those at-risk.

***Describe the specific affordable rental housing production goal that the PJ hopes to achieve and describe how the production goal will address the PJ's priority needs:***

The City of Bloomington (PJ) has a robust affordable housing effort that can be described in three main areas: 1. Housing Security; 2. Rental Housing and 3. Home Ownership.

As a community with a major research institution in Indiana University, two-thirds of Bloomington residents are renters and the City of Bloomington regulates a rental occupancy program that has a universe of approximately 28,000 rental units inside corporate limits. However, the 2020 housing study commissioned by the City of Bloomington indicates that more than 60% of those renters are cost-burdened by spending more than 30 percent of their monthly income on housing. Bloomington remains in the Top Five most expensive rental housing markets in Indiana. To help, nearly 1,400 units of affordable housing have been created or approved since 2016 (both traditionally affordable at 80% and below AMI and that which is in the "workforce housing" category between 80%-120% AMI). This includes several units of Permanent Supportive Housing (approximately 75 units).

The effort to provide more affordable rental housing (Area Two above) has a direct and ongoing relationship with Area One above: Housing Security. Bloomington's efforts here include committing \$2.7 million to the Heading Home of South Central Indiana Initiative, as well as administering CDBG funds (both regular and CV) to benefit residents of

Bloomington through service provision. These services include food, rental assistance, childcare, shelter and much more.

With all of this effort, the 2020 Housing Study indicates that our city still needs to add more affordable units, citing that the biggest shortage comes from those making less than \$25,000 per year. To do this, we must utilize HOME-ARP funds to both provide more actual housing units with these funds, as well as make sure residents are well-prepared to be housed and stay housed. HOME-ARP funds will contribute toward both of these efforts by assisting the four QPs in achieving great housing security.

## **Section Six: Preferences**

***Identify whether Bloomington intends to give preference to one or more qualifying populations or a subpopulation within one or more qualifying populations for any eligible activity or project:***

Bloomington is planning to utilize HOME-ARP Funds in three major areas: supportive services, new rental housing units and rehabilitation of existing rental units.

When considering the four qualifying populations the three main areas of use described above would correlate in the following way:

<u>HOME-ARP Activity</u>	<u>Preference Statement for QPs</u>
Supportive Services	No preference, could serve all four QPs.
Rental Housing	No preference, could serve all four QPs.
Rental Housing Rehabilitation	No preference, could serve all four QPs

***If a preference was identified, explain how the use of a preference or method of prioritization will address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or subpopulation of qualifying population, consistent with Bloomington's needs assessment and gap analysis:***

Bloomington's statement of a preference/method of prioritization stems largely from our position as the largest community in our Continuum of Care/Balance of State region (as indicated by the numbers in the needs assessment/gap analysis). With our robust network of social services, it is important that we have the capability to provide supportive services to as many of those in the QPs as possible, with a hopeful expansion of the ability to conduct CE assessment for those experiencing homelessness. We believe there is an unidentified service gap for those either experiencing homelessness and unable to be assessed, as well as those who are not a part of the CE system that are struggling to find services.

## Section Seven: Referral Methods

Identify the referral methods that Bloomington intends to use for its HOME-ARP projects and activities. PJ's may use multiple referral methods in its HOME-ARP program.

*If Bloomington intends to use the coordinated entry (CE) process established by the CoC, describe whether all qualifying populations eligible for a project or activity will be included in the CE process, or the method by which all qualifying populations eligible for the project or activity will be covered:*

### HOME-ARP Activity

### Referral Method

#### Rental Housing

Coordinated Entry (CE)\* would be the primary referral system here. For those not currently experiencing homelessness, referrals would be based on an agency's current client base/eligibility, review and management of waiting lists, and through case management. This would serve all four QPs. Verification of status/eligibility would be done before referral. If the person is not qualified to be in the CE, referral would come from an agency who is offering the first point of service, and then refer to agencies who would then determine eligibility.

*\*Note that part of the proposed use of HOME-ARP funding is to increase staff training and the provision of supportive services such as case management staffing so that more people are assessed using the Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SPADT) for Coordinated Entry.*

#### Supportive Services

Coordinated Entry could be used for referral to supportive service referrals. A VI-SPADT is completed for CE. Through this assessment referrals to social service may be made based on the information garnered from this process. However, CE would not necessarily be the primary referral method here. Referrals for Supportive Services in the community are accessible via referral from a variety of entities that have points of contact with all four of the QPs such as 211, 988, crisis lines, law enforcement, DNR, community mental health, medical providers,

homeless street outreach workers, local schools, social service providers and self-referral.

#### Rental Housing Rehabilitation

It is possible that all four QPs could be served here as well and that all referral methods would be utilized. Coordinated Entry could be a method of referral, but partnering agencies would also provide referrals.

The main purpose of this activity would be to increase housing quality and incentivize owners to provide affordable housing to a broader universe of tenants, largely those experience financial insecurity (QP Two) or having another risk factor (QP Four).

***If Bloomington intends to use the CE process established by the CoC, describe the method of prioritization to be used by the CE.***

The Coordinated Entry (CE) system would be used for referrals in the Rental Housing and Supportive Services activity under this plan, but only if a client was experiencing homelessness. The CE method prioritization utilizes the Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SDPAT) for CE assessment. More broadly, the prioritization method is used to “ensure that across all subpopulations and people with various types of disabilities, the most vulnerable, at the highest risk of continued homelessness, or with the most severe service needs will be prioritized for assistance.” (Source: IHCD <https://www.in.gov/ihcda/indiana-balance-of-state-continuum-of-care/coordinated-entry-system/>)

Locally, the Coordinated Entry Committee meets every two week and makes referrals based on the list of those meeting the criteria above. From there, clients may be referred to Permanent Supportive Housing (PSH), or a rapid rehousing effort. It is a goal that all those experiencing homelessness would be a part of the CE system.

***If Bloomington intends to use both a CE process established by the CoC and another referral method for a project or activity, describe any method of prioritization between the two referral methods, if any:***

The Coordinated Entry (CE) system is generally only involved for referrals if someone is experiencing homelessness. Other referral systems are made by agencies, others in the community as well as self-referral, but we see this as a service deficit. Increasing the ability to navigate services by providing increased Supportive Service funding in the community is a major priority for the use of HOME-ARP.

## **Section Eight: Limitations in a HOME-ARP rental housing or NCS project**

***Describe whether Bloomington intends to limit eligibility for a HOME-ARP rental housing or NCS project to a particular qualifying population or specific subpopulation of a qualifying population identified in section IV.A of the Notice:***

<u>HOME-ARP Activity</u>	<u>Limitations for QPs</u>
Supportive Services	No limitations, could serve all four QPs.
Rental Housing	No limitations, could serve all four QPs.
Rental Housing Rehabilitation	No limitations, could serve all four QPs.

***If a PJ intends to implement a limitation, explain why the use of a limitation is necessary to address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or subpopulation of qualifying population, consistent with Bloomington's needs assessment and gap analysis:***

- Financial factors concerning the housing market in Bloomington for those facing housing or financial insecurity are acute, with housing being the most out of reach for those making \$25,000 or less per year.
- In Bloomington's Gap Analysis, it was pointed out that the 2022 PIT Count has 50 people with either mental illness or substance abuse identified as unsheltered.
- For those with mental or development disabilities who may be at risk of exploitation, additional supportive housing options are critical, as is ongoing case management.

***If a limitation was identified, describe how Bloomington will address the unmet needs or gaps in benefits and services of the other qualifying populations that are not included in the limitation through the use of HOME-ARP funds (i.e., through another of Bloomington's HOME-ARP projects or activities):***

Through the proposed supportive serves activity, Bloomington hopes to enhance case management and navigation for the other QPs through expanded capacity in this area. More broadly, Bloomington is working closely with community partners on an ongoing basis (outside of HOME-ARP) to make homelessness rare, brief and non-repeating by working to implement the Heading Home Plan. Our proposed HOME-ARP efforts are designed to complement this community wide effort.

## **Section Nine: HOME-ARP Refinancing Guidelines**

- Bloomington does not intend to use HOME-ARP funds to refinance existing debt secured by multi-family rental housing.

**Attachment: Public Hearing Notice for May 1, 2023**  
**(ran in Herald-Times newspaper)**

**NOTICE OF PUBLIC HEAR-  
ING**

City of Bloomington HOME-  
ARP Allocation f'lcu  
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Pursuant to Section 3205 of the  
American Rescue Plan (ARP) Act  
of 2021 (P.L. 117-2), funds have  
been appropriated to the HOME  
Investment Partner- ships  
Program (HOME) to provide  
homelessness assis- tance and  
supportive services. The City of  
Bloomington is being allocated  
\$2,045,237 in funds through the  
HOME-ARP program by the U.S.  
Depart- ment of Housing &  
Urban Development (HUD).



Activities that may be undertaken with HOME-ARP funds include:

- Administration and Planning
- Rental Housing Development
- Tenant Based Rental Assistance (TBRA)
- Supportive Services
- Acquisition and Development of Non-Congregate Shelter Nonprofit Operating and Capacity Building Assistance

All of the above activities must benefit people who fall into four qualifying populations as determined by HUD and the HOME-ARP program:

1. Homeless, as defined in 24 CFR 91.5 Homeless (1), (2) or (3);
2. A risk of homelessness, as defined in 24 CFR 91.5 At risk of homelessness;
3. Fleeing, or attempting to flee, domestic violence, dating violence, sexual assault, stalking or human trafficking as defined by HUD.
4. Other populations where providing supportive services or assistance under Section 212(0) of the Notional Affordable Housing Act (NAHA) (42 USC 12742(0)) would prevent the family's homelessness or would serve those with the greatest risk of housing instability, HUD defines these POPulations as individuals and households who do not qualify under any of the populations above but meet other criteria.

The City will hold a public hearing on Monday, May 1, 2023 at 5:00 P.m. at City Hall, 401 N. Morton St., Bloomington, IN. The purpose of the hearing is to explain HOME-ARP eligible activities, the qualifying populations that can be assisted with the funds and to accept public comment on the development of the plan for the expenditure of HOME-ARP funds. The hearing is also available at the following Zoom link for the regularly-scheduled Bloomington Redevelopment Commission meeting that can be found here:

<https://bloomington.zoom.us/j/84699248849?pwd=UFNJRExzTkVOM28yWTVCT0V3M2pYUT09>

Comments not able to be submitted during the public hearing may be submitted to the attention of John Zody at [hand@bloomington.in.gov](mailto:hand@bloomington.in.gov), or by calling 812.349.3420. Comments must be received by 5:00 pm on May 8, 2023. If calling, please indicate YOU would like to submit public comment for the HOME-ARP plan. Comments submitted via e-mail should contain "HOME-ARP Comment" in the subject line.

The City of Bloomington will make reasonable accommodations and services necessary for citizens with disabilities at the public meeting, as well as provide meaningful access to participation by limited English proficient (LEP) residents. Interpretation services will be offered upon request and availability for those who may have limited English proficiency as required by Code of Federal Regulation (24) 91.105 and 91.115. Persons requiring such accommodations/services should contact the City at least five working days in advance of a scheduled meeting by calling 812.349.3420 or e-mailing [hond@bloomington.in.gov](mailto:hond@bloomington.in.gov). Residents may also visit in person to ask questions at City Hall, located at 401 N. Morton St., Bloomington, IN 47404.

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ordered by me and were necessary to the public business.