

16-0294



CITY OF MANITOWOC
WISCONSIN, USA
www.manitowoc.org



March 24, 2016

To: Mayor and Common Council

From: Manitowoc City Plan Commission

Subject: PC10-2016: The Lakeshore Interfaith Hospitality Network (LIHN)/The Hope House; Request for a Conditional Use Permit (CUP) for a Transitional Housing use pursuant to 15.270(3)g for property located at 3501 Custer Street.

Dear Mayor and Common Council:

At the March 23, 2016 meeting of the City Plan Commission, the Commission reviewed a request from The Hope House regarding the issuance of CUP to establish a transitional housing residence for up to 26 homeless citizens. The Hope House would provide a temporary but long-term housing option for families and single parents as well as homeless women. It is anticipated that the residents could stay in the home for up to 3 months; however a typical stay is around 30 days.

The Lakeshore Interfaith Hospitality Network is a non-profit organization that serves homeless families in Manitowoc. The organization offers an overnight shelter for homeless families, provision of meals and all basic necessities to live, case management, work search assistance, transportation assistance, life skills education via groups in one-on-one settings, referrals to community resources and aftercare services for households following their transition from shelter.

The proposed use of the structure is categorized as a transitional housing use; the Municipal Code defines transitional housing as: *“housing intended to provide the support needed for temporary occupants who lack a fixed, regular and adequate nighttime residence to move into long-term housing, and which is usually offered as part of a transitional program that helps homeless individuals and families become independent through counseling, job training, child care, skills training, and health care assistance.”*

Section 15.270(3)g requires the issuance of a conditional use permit prior to the establishment of the transitional housing use.

Conditional Use Permits are governed by section 15.370(27) of the municipal code. In acting upon any application for a conditional use, the Plan Commission and Council shall consider whether the requested use: (1) is reasonably necessary for the convenience and welfare of the public; (2) is in harmony with the character of the surrounding area; and (3) will have a minimal or no effect on surrounding property values. The Common Council may attach conditions to a conditional use.

The Plan Commission unanimously recommended that the Conditional Use Permit be issued to The Hope House subject to the compliance conditions attached.

Sincerely,



Tyler Caulum

Associate City Planner

Granicus # 16-219

Attachments

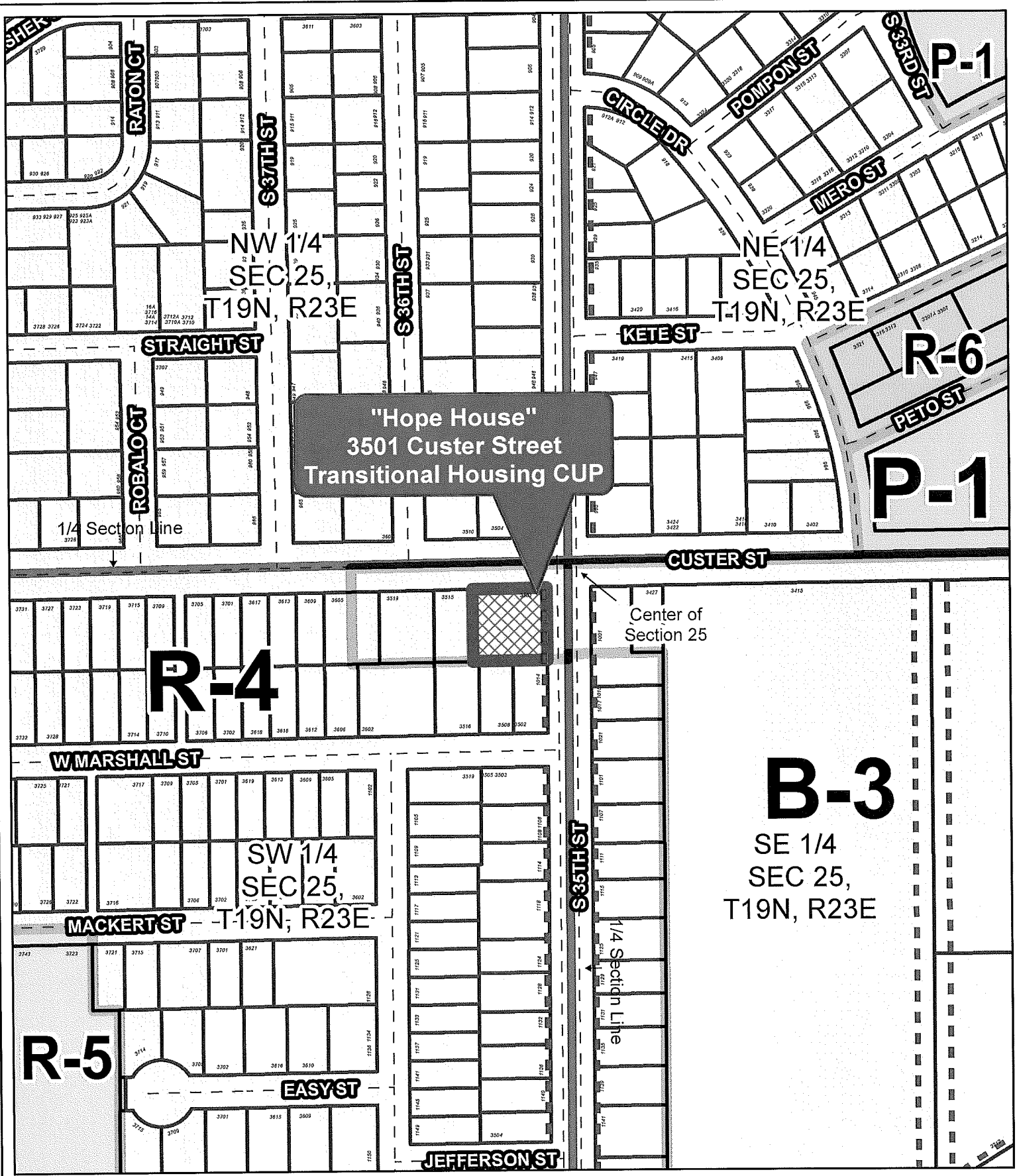
Applicant Mailing Addresses:

The Lakeshore Interfaith Hospitality Network
1110 South 10th Street
Manitowoc, WI 54220

REQUIREMENTS FOR
CONDITIONAL USE PERMIT (CUP)
TO THE LAKESHORE INTERFAITH HOSPITALITY NETWORK/HOPE HOUSE
03/25/2016

Re: PC10-2016: Grant to The Hope House a CUP under Section 15. 270(3)g of the Manitowoc Municipal Code (“Code”) for the operation of a transitional housing Residence for not more than 26 residents in the “B-3” General Business zoning district at 3501 Custer Street, Manitowoc WI. This CUP shall hereinafter serve as authorization for the location and operation of a transitional housing Residence, and all appurtenant and related functions, within the existing building at 3501 Custer St. (“Residence”). The area included in the CUP (“CUP Area”) is described on the attached map. The Hope House is required to comply with the following conditions:


1. Annually submit (by January 1st) to the Community Development Department a report containing client statistics and demographics including but not limited to the number of clientele served, length of stay and rehabilitation into the workforce.
2. This CUP is granted exclusively to LIHN/Hope House for the purposes and operations as specifically identified in their application materials. The Hope House shall abide by the screening process as detailed in the submitted application.
3. This CUP shall not become effective and binding until the Common Council approves the CUP as outlined herein.
4. The maximum number of homeless residents shall not exceed 26 individuals at any time.
5. Non-compliance with the terms of the CUP may result in the modification of the terms and conditions of the CUP, issuance of citations and financial penalties, or immediate revocation of the CUP.
6. Compliance with the terms and conditions of the CUP shall be reviewed by the Plan Commission and Common Council in April 2017 and during the month of April in each subsequent year of the CUP. The annual review may result in the disclosure of non-compliance issues or the identification of terms and conditions that are no longer necessary or required to maintain the intent or compliance with the CUP, and may result in the modification of the terms and conditions of the CUP, issuance of citations and financial penalties, or immediate revocation of the CUP.



"Hope House"
 3501 Custer Street
 Transitional Housing CUP

Request for a Conditional Use Permit:

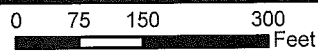
Transitional Housing in a B-3 General Business District

 Area of Request for Transitional Housing CUP

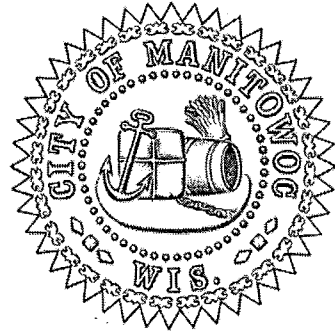


Prepared by City of Manitowoc
 Planning Department
 www.manitowoc.org
 Map Plotted: 03/14/2016
 Y:\Planning\PC Plan Commission\Actions 2016\
 PC 10-2016 Hope House for Transitional Housing

DISCLAIMER: Maps and associated data are believed to be accurate, but are not warranted. This information is not intended for legal, survey, or other related uses. Please obtain the original recorded documents for legal or survey information.



16-219



Standing Committee: Plan Commission

Document Name: Conditional Use Permit (15.370(27)) for the establishment of a Transitional Housing Use located at 3501 Custer Street. PC 10-2016.


Consent

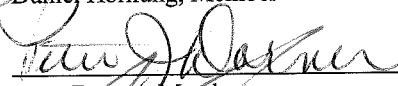
Non-Consent


Recommendation: Approve the request for a Conditional Use Permit (15.370(27)) for Transitional Housing with conditions.

Attest:

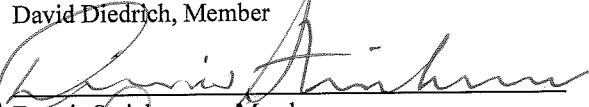

Alderson Jim Brey

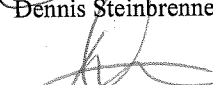

Daniel Hornung, Member

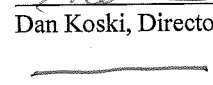

Peter Dornet, Member


Jim Muenzenmeyer, Transit/Bldg & Grnds Div Mgr


David Diedrich, Member


Dennis Steinbrenner, Member


Dan Koski, Director of Public Infrastructure


Rick Schwarz, Building Inspector (Alternate)

Approved:

Justin M. Nickels
Mayor

Date

**Report to the
Manitowoc Plan Commission**

Meeting Date: March 23, 2016

Report Print Date: March 18, 2016; 2:49 PM

Request: PC 10-2016: Hope House of Manitowoc County. Request for a Conditional Use Permit (15.370(27)) for the establishment of a Transitional Housing Use located at 3501 Custer Street.

Reason for Request: The Lakeshore Interfaith Hospitality Network (LIHN), otherwise known as Hope House of Manitowoc, is requesting a CUP for Transitional Housing permit as a contingency to purchase property located on 3501 Custer Street.

Existing Land Use for Subject Property: The property currently is a private residence on the south side of the building with multiple small businesses located on the north side (Custer St.) The basement of the building is mostly unused. There is a two car detached garage on the west side of the property. There is a small back yard enclosed by a chain link fence.

Existing Zoning for Subject Property: The current zoning is B-3, General Business District.

Surrounding Property Land Uses and Zoning:

Direction	Existing Land Use	Existing Zoning
North	Residences for single and two family. Franklin Elementary and Dale Street Park located approx. 3 blocks north.	R-4 Single and Two Family
East	Business plaza including Action Reality, United Laundries, Planet Fitness Building, Copps is further south. Further east the Manitowoc Senior Center is located as well as Hobby Lobby and a strip mall some vacant stores.	B-3 General Business District, P-1 Conservancy
South	Single family residential, Central Park Villas and radio station located south west.	R-4 Single and Two Family, R-5 Low Density Multiple Family
West	Single and two family residences.	R-4 Single and Two Family

Comprehensive Plan: Although Ch. 66.1001, Wis. Stats. does not specifically require conditional use permits to meet the "Consistency Requirement," it is sound planning practice to consider the policies and recommendations of the Comprehensive Plan when reviewing conditional uses. Currently the 20 year Comprehensive Plan land use map shows the subject area as "General Business". This future land use category is intended for commercial and retail uses at a neighborhood scale.

Consistency Analysis

The current zoning of B-3 is consistent with the recommended zoning for a General Business future use. Another requirement of this future land use is to use high-quality building materials and designs that are compatible with residential areas. Seeing as the exterior of the building is not changing with this use and the property will be maintained, it is found to comply with the policies listed in the Comprehensive Plan. Refer to the attached photographs and zoning map to note the current building and location is compatible with the proposed use.

One concern regarding the policies in the Comprehensive Plan is that a "General Business" use in a neighborhood setting is encouraged to conveniently serve the surrounding City neighborhoods.

Report:

Case History

The Hope House has operated at its current site on 1110 South 10th Street for almost 6 years. In 2013 the Hope House determined it had out-grown its current location and they approached St. Francis of Assisi Parish about modifying the church sanctuary to increase office, meeting and storage space. An initial agreement was reached and an expansion plan was initiated, however an appeal to the Green Bay Diocese resulted in the termination of the agreement. Hope House was given the option to keep operating at its current location, but instead decided to search for a new location to better meet their plans for expanded capacity.

Services provided by the Hope House include:

- ❖ Overnight shelter for homeless families, single women and adult couples without children for up to 90 days
- ❖ Provision of meals and all basic necessities to live
- ❖ Case management
- ❖ Work search assistance
- ❖ Transportation assistance
- ❖ Life skills education via groups in one-on-one settings
- ❖ Referrals to community resources
- ❖ Aftercare services for households following their transition from shelter

Site Assessment

Hope House intends to purchase the property from J&J Enterprises of De Pere, LLC and relocate the entire operations to 3501 Custer Street. The building is approximately 4,500 square feet with a basement. The primary entrance for the new use would be from South 35th Street. The doors on Custer Street would be "exit only" doors.

As part of the CUP, Hope House is requesting to increase the total overnight capacity to 26 clients and 2 volunteers, an increase of 10 clients. However, some initial renovations, such as added bathrooms and enlarging the kitchen, need to be addressed prior to utilizing the maximum capacity.

Anticipated exterior renovations include a ramp to provide handicap accessibility, a fence connecting the garage and the house, the removal of some landscaping and/or trees and the addition of a play area in the back yard.

The Hope House anticipates a maximum of 6 cars will be parked at the facility at any time, including the employers or volunteers. With a two car garage and a large 3 car wide driveway, curbside parking on 35th or Custer Street will be kept to a minimum. If on-street parking is needed it will occur on 35th Street before utilizing the available space on Custer Street.

Compliance Analysis

The general standards for conditional use permits as listed in 15.370(27) are the most directly applicable components of the zoning code for the proposed use. The services provided at the new location would remain the same as those offered at 1110 S. 10th Street and as described in the attached packet. It is an overnight shelter for homeless families, single women, and adult couples without children. As a result, the use is found to be a reasonably necessary use for the welfare of the public. Households are screened for appropriateness for the program prior to entry and assistance is provided for transition from the shelter.

The effect on neighboring property values is a common concern regarding supportive housing programs. The Hope House provided research conducted in New York City concluding the improvements made on said housing structures actually can increase the surrounding property values, rather than letting said buildings go unimproved or vacant. (Furman Center for Real Estate & Urban Policy, 2008) The study ultimately concludes a supportive housing development could either depress or raise neighborhood property values depending on how well-maintained and how it blends with the surrounding community. Recognizing the differences between New York City and the proposed location, a request for the change in property values surrounding the current location over the last 6 years has been submitted.

Public Comments

At the time this report was written, no communications from the neighboring property owners had been received.

An open house was held at the current location of 1110 S. 10th Street on March 10th, 2016. The open house invitation was extended to surrounding area neighbors and gave neighboring properties a chance to ask questions and voice concerns. Some concerns regarding the effect on property values were addressed as well as the anticipated exterior renovations.

Timeline

- ❖ Open House: 03/10/2016
- ❖ Application Received: 03/11/2016
- ❖ Notification Sent: 03/16/2016
- ❖ Staff Consultation: 03/16/2016

Recommendation: Based on the information available at the time this report was written, the department recommends to the Plan Commission to approve the request for a Conditional Use Permit (15.370(27)) for Transitional Housing under the following conditions:

1. Annually submit (by January 1st) to the Community Development Department a report containing client statistics and demographics including the number of clientele, length of stay and rehabilitation into the workforce.
2. This CUP is granted exclusively to LIHN/Hope House for the purposes and operations as specifically identified in their application materials. The Hope House shall abide by the screening process as detailed in the submitted application.

3. This CUP shall not become effective and binding until the Common Council approves the CUP as outlined herein.
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CITY OF MANITOWOC
WISCONSIN, USA
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March 14, 2016

NOTICE OF PUBLIC INFORMATIONAL HEARING

As a property owner within 200 feet of a proposed Conditional Use Permit (CUP) for the establishment of a transitional housing use to be located at 3501 Custer Street, Manitowoc WI, you are being notified that the Manitowoc City Plan Commission will meet on **March 23, 2016 at 6:00 o'clock P.M.** in the Common Council Chambers, Main Floor, City Hall, 900 Quay Street, and shall hold a public informational hearing to consider a request for a CUP pursuant to Sections 15.290(3)g and 15.370(27) of the Manitowoc Municipal Code. The CUP area is identified on the attached map.

Petitioner is: PC10-2016: Lakeshore Interfaith Hospitality Network (LIHN) a.k.a. Hope House of Manitowoc County Inc.; Request for a Conditional Use Permit Under Section 15.290(3)g and 15.370(27) for Property at 3501 Custer Street for the establishment of a Transitional Housing Use for a maximum overnight capacity of 28 individuals (26 clients and 2 volunteers).

You are invited to attend this informational meeting in order to voice your opinion regarding the proposed CUP.

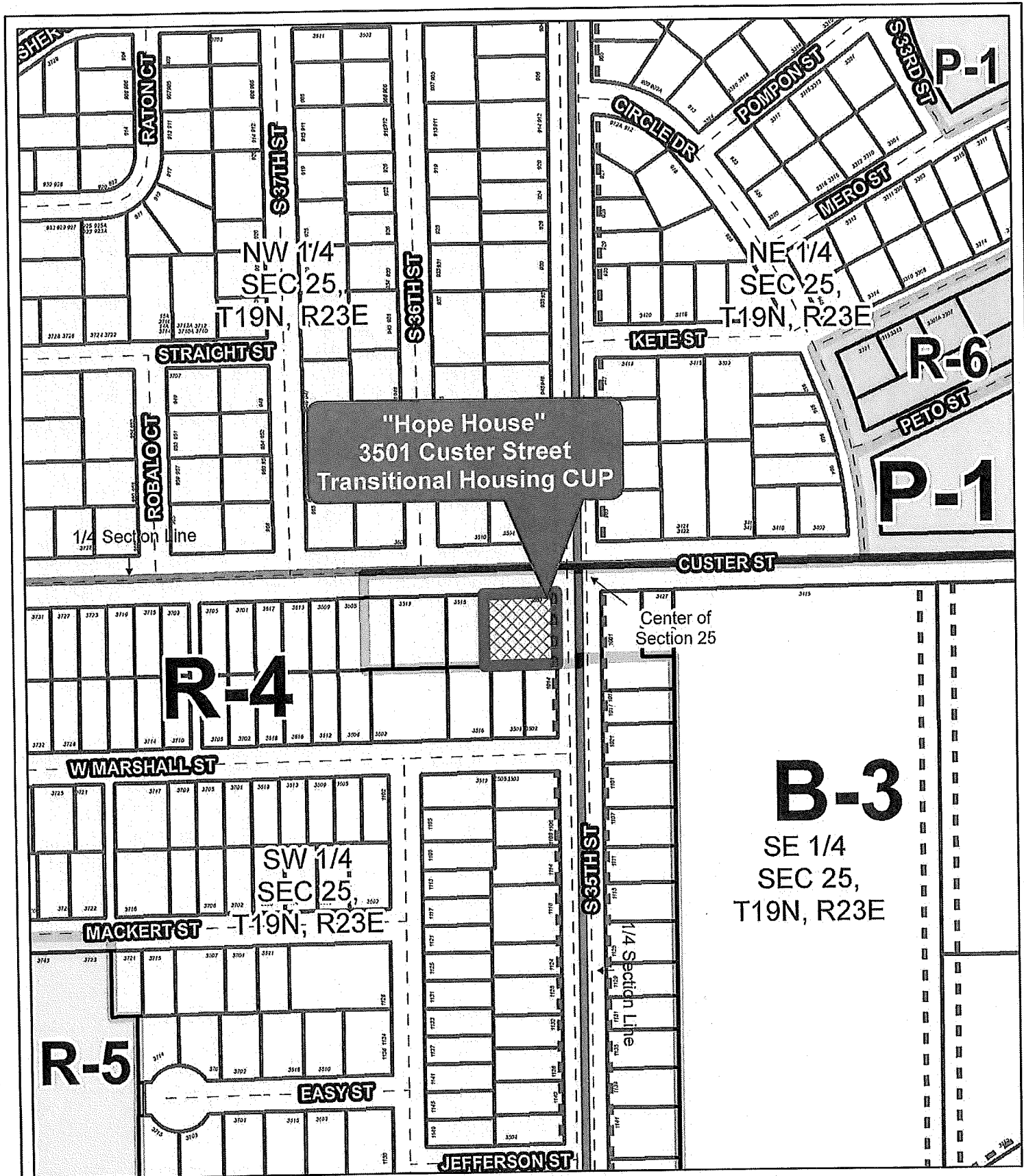
If you wish, you can call (686-6930) or visit the office of the City Plan Commission, Main Floor, City Hall, and we will be glad to discuss the proposed development with you.

Respectfully Submitted,

Tyler Caulum
Associate City Planner

Enclosure

PC10-2016



"Hope House"
 3501 Custer Street
 Transitional Housing CUP

Request for a Conditional Use Permit:

Transitional Housing in a B-3 General Business District

 Area of Request for Transitional Housing CUP



Prepared by City of Manlywoc
 Planning Department
 www.manlywoc.org
 Map File#: 03/14/2016
 Y:\Planning\PC Plan Commission\Actions 2016\
 PC 10-2016 Hope House for Transitional Housing

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Hope House of Manitowoc County

March 10, 2016

City of Manitowoc
Community Development Division
Paul Braun
Deputy City Planner
900 Quay Street
Manitowoc, WI 54220

RE: Letter of Application for Conditional Use Permit (CUP) at 3501 Custer Street, Manitowoc, WI.

Dear Mr. Braun,

The intent of this letter is to initiate the application process for a conditional use permit at 3501 Custer Street, Manitowoc, WI. The initiator of this request is the Lakeshore Interfaith Hospitality Network (LIHN), or as the organization is more widely known, Hope House of Manitowoc County (moving forward, referred to as).

History of the Organization:

Hope House has operated in the Manitowoc Community for over 11 years, almost 6 of which have been at its current location: The former St. Boniface Rectory at 1110 South 10th Street, Manitowoc. LIHN was founded in 2004 and opened to serve homeless families from Manitowoc on February 13, 2005. At the time of its founding, LIHN operated on a rotating shelter model. Local Churches and faith organizations, whom we call Host Congregations, agreed to house LIHN families for one week at a time on a rotating schedule. The families stayed overnight at the Host Congregation location receiving meals, a safe warm place to sleep, and companionship provided by volunteers. During the day LIHN families went to LIHN's Day Center, which was then located on North 16th Street, where they met with a social worker and developed goals to move their families forward and into self-sufficiency.

In 2009, as the result of a strategic planning initiative, it was determined the rotating shelter model wasn't effective for LIHN. In response, the Board of Directors began to investigate the possibility of moving to a static site shelter model. A static site model meant all shelter services, including overnight sleeping arrangements, meals, and case management services, were offered under one roof. At the time several sites were considered; however the former St. Boniface Rectory site was settled upon for LIHN's new home and on July 1st, 2010, LIHN made the move to the new site and became aptly known as Hope House to the community.

The shelter operations at the static site were setup much the same as when the organization operated on the rotating shelter model. Paid staff were present at the shelter from 8:00am through 5:00pm Monday through Friday, and the shelter was staffed by trained volunteers from 8:00pm through 8:00am Monday through Friday as well as 24 hours a day on weekends and holidays. Paid staff were on call at all times and ready and able to respond to any emergencies.

Board of Directors

President:
Sister Camilla Wolfgram

Vice President:
Tom Brull

Secretary:
Atty. Katelyn Sandfort

Treasurer:
Gary Opichka, CPA

RJ Skrepenski

Colleen Homb

Amy Fricke-Weigel

Dan Brandl

Staff

Director:
Erin Schultz

Office Manager:
Heather Lawhon

Case Manager:
Tess Patenaude

Case Manager:
Katie Koenig

National Affiliation

Hope House holds a formal affiliation with a national organization called Family Promise. Family Promise, formerly known as the National Interfaith Hospitality Network (NIHN), was founded in 1986 in New Jersey. The very first "network," as they were called, started with a handful of New Jersey Congregations that banded together to serve homeless families just as LIHN/Hope House did during its meager beginnings.

In 1988, the organization was launched nationally and became a guidance and oversight entity for groups of concerned individuals that wanted to help homeless families in their own communities. In addition to shelter, meals, housing, and job-seeking support, Networks began developing programs for transitional housing, childcare, and homelessness prevention. Nationally, programs like Just Neighbors, an educational program, and Family Mentoring, a program designed to connect homeless families with mentors, were launched. In 1992, Family Promise was awarded one of 21 Points of Light, out of a field of more than 4,500 nominees, by President and Barbara Bush.

In 2003, NIHN became Family Promise as that name more clearly represented the organization's goals and mission. Family Promise has come to represent not just the program that touches the lives of more than 50,000 people in need annually and engages more than 170,000 volunteers. It represents a national movement that believes we can address family homelessness - right in our own communities.

Hope House has held affiliation with Family Promise since the first day of its opening in 2005, and actually well before that. Family Promise served as a consultant to the founding group of LIHN and helped that group form the by-laws, recruit congregations, and find volunteers. They also assisted in aiding the group with the development of their program operations. Family Promise still serves Hope House in a similar capacity. The National organization provides resources like connections to PetSmart and Woodbridge State Bank while also continuing to provide consultative services.

Hope House is one of 10 Family Promise Networks, also now called Affiliates, in Wisconsin, and one of 200 throughout the Nation. Family Promise has Affiliates in 48 states including Hawaii and Alaska and changes hundreds of thousands of lives, both client and volunteer, on a yearly basis.

Current Shelter Operations and Staff Structure:

As Hope House grew, it developed new programming, and with the addition of new program offerings came the addition of new paid staff which, in turn, increased the number of hours paid staff are on-site. Currently Hope House is staffed as follows:

- Monday through Friday: 7:45am-8:30pm Paid Staff
- Monday through Friday: 5:00pm-8:30pm Volunteer staff (in conjunction with paid staff)
- Monday through Sunday: 8:00pm-8:00am Volunteer Staff (two volunteers)
- Saturday, Sunday, and Holidays: Volunteer Staff (one or two volunteers)

Paid staff are on-call 24 hours a day and able to be reached by volunteers in the event of an emergency.

The team of volunteers at Hope House is over 200 people strong and many have volunteered for Hope House since its inception. Volunteers are recruited from 19 area Host and Support Congregations, of varying faiths, from throughout Manitowoc County as well as from local civic organizations, businesses, colleges, and schools. All volunteers are provided training before volunteering at Hope House and as referenced before, always supported by on-call paid staff.

The current Hope House paid staff team includes a Master's level social worker, a Bachelor's level social worker, a case manager with a Bachelor of Science degree in human services, and an office manager who has worked in multiple social service settings including Hope House for over four years and the Lakeshore Community Action Program for the two years prior to joining the Hope House team. The core staff team of Hope House has worked together for over two years and have a combined 19 years of experience working in the human services industry. In having worked together for so

long, the core staff team has developed a proven track record of effectively serving homeless households in Manitowoc County.

Hope House is governed by an Active Board of Directors that currently includes eight individuals with varying backgrounds from the Manitowoc area. The Board of Directors meets monthly to review current operations as well as plan for the future of the organization.

Target Population:

Hope House's primary mission is to serve homeless families from Manitowoc County; however Hope House does also serve adult couples without children and adult single women. Single parent families, lead primarily by single mothers, are the primary population Hope House has served.

Families can take various forms and we allow the head of household, generally, to determine who is in their family unit. Households can take any of the following forms (please note, this is not necessarily an extensive list):

- Single mother
- Single father
- Dual parent
- Legal guardian - any adult that can provide established guardianship of a minor child in their care that they are not the biological parent of

Screening Procedures:

Before being admitted to Hope House all households are screened for appropriateness to the program. During the screening of each household, staff are looking to identify the following challenges:

- Acute psychiatric disorders/extreme mental health challenges.
- Active and historical alcohol and other drug abuse challenges/diagnoses.
- Recent instances of domestic violence (both perpetrator and/or survivor-our community has the DVC, now Incuourage for those services).

The existence of any one of the aforementioned challenges, or all, within a household will not automatically disqualify that household or individual from being provided shelter by Hope House. Mental health, substance abuse, and domestic violence are some of the contributors, although rarely the only, to a household's homelessness and we, as homeless shelter providers recognize that. Each household that contacts us is looked at on a case-by-case basis and evaluated as to if we can effectively and safely serve them. Households with needs beyond what we can provide services for are referred to other resources within the community and when appropriate resources are not available within our community, they are referred to other communities. A household's entrance to Hope House is primarily gauged by how safe we believe our volunteers, staff, and the other guests already in shelter will be as well as if we can effectively manage the barriers the household faces (example: We are not equip to serve individuals experiencing active, untreated episodes of psychosis, therefore we would make a mental health referral).

We also conduct two criminal history background checks on every adult that enters shelter: Wisconsin CCAP and a Nationwide background check. We are looking for charges and/or convictions related to child abuse/neglect, sex crimes, violent crimes, and drug related crimes. We cannot and do not serve sex offenders. Households with pending charges and/or convictions of the other aforementioned criminal acts are reviewed on a case-by-case basis to determine if there is any safety concern for the volunteers, already existing guests, and/or staff, and/or the surrounding neighborhood.

Basic Services Provided at Hope House:

Services provided by Hope House of Manitowoc County include:

- Overnight shelter for homeless families, single women, and adult couples without children for up to 90 days.
- Provision of meals and all basic necessities to live.
- Case management.
- Work search assistance.
- Transportation assistance.
- Life skills education via groups and in one-on-one settings.
- Referrals to community resources.
- Aftercare services for households following their transition from shelter.

Statistics of Those Served:

Since its inception and through the end of 2015, Hope House served a total of 687 individuals, of which 55% were children, and provided almost 25,000 nights of shelter to those living in need throughout Manitowoc County. Over 90% of those served have held an address somewhere within Manitowoc County before becoming homeless and seeking shelter services. The complete breakdown of those served by LIHN and Hope House through the end of 2015 is as follows:

- Total Individuals Served: 687
- Total Number of Adults: 373
- Total Number of Children: 376
- Total Number of Families: 199
- Total Number of Couples w/o Children: 30
- Total Number of Single Women: 95

The average stay at a Hope House has varied in the length over the years, but in the last three years has averaged between 31 and 35 days. Hope House is successful in transitioning approximately 65% of the households it works with into independent living situations (i.e. their own apartments). Please know that this does not mean the other 35% of households exiting shelter remain homeless. Rather many of those households transition from shelter into living situations that are the most healthy for them, but aren't able to be quantified as "independent." For example, in recent years we have seen an influx of single parent households, and some dual parent households, in which the head of household is very young. For some of these households, transitioning in with a family member or a parent, will actually provide more long term stability for them than will forcing them to prematurely transition into an independent living situation that they are not mentally or emotionally prepared for and nor do they possess the maturity level to manage effectively. Although "success" may be generally gauged for us by funders as the number of households that enter apartments or homes at the end of their shelter stay, we gauge success in much broader terms and apply success in situations that produce the most healthy outcomes for each individual household.

Of the households that do transition from Hope House to their own apartments or homes, over 80% remain stably housed long-term. This means those individuals do not experience another episode of homelessness for at least 12 months following their shelter stay. Hope House also has an extremely low recidivism rate, often less than 10% per year. This means that less than 10% of the households that have received shelter services from Hope House return to seek a secondary shelter stay. This also translates as 90%, or more sometimes, of the individuals that are seeking services from Hope House are households and families experiencing homelessness for the first time.

Reason for Current Necessity to Relocate

In late 2013, the Hope House Board of Directors and vested community partners began a strategic planning initiative to develop a plan for the future of Hope House. Via that initiative the Board of Directors determined it was necessary to complete an assessment of its current location to determine its long term feasibility for Hope House operations. Through this assessment the Board of Directors determined Hope House had outgrown its current location, the former

St. Boniface Rectory at 1110 South 10th Street, and thus needed to determine if renovations could be completed to the property to make it operable for Hope House or if another location might suit Hope House more effectively. During communications with the St. Francis of Assisi Parish, Hope House's Landlord, the organization learned expansion from the rectory into the St. Boniface Church site might be an option for Hope House. After several meetings with the St. Francis of Assisi Leadership, the Hope House Board of Directors determined expansion from the rectory into the St. Boniface Church was the best move for Hope House's future. Following the signing of a new lease between Hope House and the Parish in February of 2015, Hope House executed Phase I of its expansion plan; moving two administrative offices to the church, specifically into the former Adoration Chapel and the former Sacristy. Hope House also moved a significant amount of storage into the Naive of the church.

Shortly after the official signing of the lease, Hope House learned there were a handful of community members that did not agree with the Parish's decision to transition the St. Boniface Church into secular use versus having it be an active worship site. This group of individuals appealed to the Green Bay Diocese, which resulted in a re-examination of the lease and intended use, and the subsequent termination of Hope House's lease. Following several meetings with the Parish and Diocesan representatives it was learned Hope House could potentially choose to stay and only inhabit the former rectory, as it had since 2010; however the Hope House Board of Directors determined that such co-habitation of the location between the Parish and Hope House would not be feasible. The initial reason Hope House began exploring a new location or the expansion of the current location was because it had outgrown the rectory and could no longer operate effectively from the space, therefore the option of remaining only in the rectory was not a viable one for Hope House as an organization.

Current Use and Description of the Property at 3501 Custer Street:

The property at 3501 Custer Street is currently being used for multiple purposes: private living quarters, which are located on the South side, or rear, of the building, and multiple small businesses, which are located on the North side, or front, of the building which abuts Custer Street. The residential portion of the building is a three bedroom one bath apartment unit. The business portion of the building housed four businesses at the time of Hope House's offer to purchase. The basement of the building appears to be mostly unused; however may be available for storage use by the business tenants. The property also has a two car garage with vehicle access from Custer Street as well as a back yard. The side and back yards of the property are currently enclosed by a chain link fence.

Proposed Use and Description of the Property at 3501 Custer Street:

It is Hope House's intent to purchase the property from its current owner, J & J Enterprises of De Pere, LLC and Hope House wishes to move the whole of its homeless shelter and business operations from its current location at 1110 South 10th Street, Manitowoc, to the property located at 3501 Custer Street. The necessity of this move has been generated by the termination of Hope House's lease at its current location by its current landlord, as has been detailed above.

Services provided by Hope House of Manitowoc County at the new location would remain the same as those offered at the 10th Street location and include overnight shelter for homeless families, single women, and adult couples without children, provision of meals and all basic necessities, case management, work search assistance, life skills education, and aftercare services for households following their transition from shelter. Households being served by the shelter program are screened for appropriateness for the program prior to entry and once in shelter are able to stay up to 90 days if all program policies and procedures are followed.

Hope House will employ the same screening procedures as previously detailed at the new program location and will continue to be unable to serve sex offenders, those with acute psychiatric disorders, those with current alcohol and other drug abuse challenges, and those with a history of domestic violence (either as perpetrator or survivor). Hope House will also utilize the same rules and guidelines for the households that enter shelter.

The shelter at 3501 Custer Street will be staffed 24 hours a day, 365 days a year, just as the shelter currently operates. 24 hour staffing will be provided by both regularly paid staff and trained volunteers. At no time will guests be in shelter without staff supervision.

Hope House's current overnight capacity is 18 individuals, which results in up to 16 clients and 2 volunteers overnight at Hope House. Hope House is requesting consideration be given to increasing the overnight capacity of the new shelter location at 3501 Custer Street. Hope House requests, as part of this application, the ability to increase the total overnight capacity at the property to 28 - 26 clients and 2 volunteers. Initially Hope House would opt to not utilize the entire overnight ceiling capacity and would, instead, opt to only increase its overnight capacity to 24 - 22 clients and 2 volunteers, as that is the capacity the current staff structure allows. Hope House would not opt to serve the CUP capacity of 26 clients until its staff capacity was built to effectively serve that number.

Proposed/Planned Description of the Property at 3501 Custer Street:

The current interior structure of the property does present the need for renovations following purchase in order to make it feasible for Hope House to operate effectively as well as meet all applicable federal, state, and local code/ordinances.

Proposed interior renovations on the first floor, or street level, would include:

- The addition of 8 new rooms for sleeping (one will be used as a volunteer bedroom while up to two of the others may be converted into staff offices at some point), one of which is handicap accessible - This is in addition to the three existing bedrooms. The total, after renovation, would be 11 rooms for either sleeping or office/staff use.
- The addition of three new full baths, one of which is handicap accessible.
- The addition of all necessary exterior windows within new rooms to meet required safety codes.
- The addition of appropriate fire doors again to meet required safety codes.
- The addition of one additional exterior door (abutting Custer Street) for fire safety purposes.
- The addition of other fire safety mechanisms as they are required by federal, state, and/or local ordinance/code (i.e. sprinkler system, fire detection systems, fire extinguishers, etc...).
- The addition of a first floor laundry space.
- Expansion of the already existing kitchen.

The primary entrance, or "front door" entrance, of the building will be from South 35th Street. The two doors abutting Custer Street will be "exit only" doors with one being intermittently utilized for large deliveries to Hope House.

It should be noted the current layout of the basement of the property affords Hope House the ability to make very few changes. Proposed interior renovations, or inclusions in already existing rooms, to the basement would include:

- A secured supply room.
- An activity room that would also serve as a storm shelter.
- Large storage space for toys.
- A secondary laundry center.
- Three office spaces.
- A conference room space.

Hope House also anticipates the need for some exterior renovations and/or upgrades to both meet the needs of program operations as well as provide privacy for both Hope House guests and immediately adjacent neighbors. Said renovations would include:

- The addition of a ramp to provide handicap accessibility.
- The addition of a fence running from the primary building to the garage, an approximate 10 foot expanse, with an access door.
- The possible removal of the chain link fence currently flanking the side and back yards (one section of this fence may actually belong to the neighbor - complete removal would be agreed upon by both parties).
- The addition of a wood fence (at approved heights) in the side and back yards.

- The removal of some landscaping and/or trees as is determined necessary for both the appearance of the property as well as safety and accommodation of backyard implements.
- The addition of a play area in the back yard which may include, but isn't limited to, a wooden swing set, a picnic table, and sitting bench.

In addition to the above noted interior and exterior renovations, Hope House would also make the addition of appropriate signage to the property. Said signage would include a sign identifying the location as Hope House of Manitowoc County, an affiliate of Family Promise, as well as other signs assigning parking and indicating the length of time someone may be parked in a specific location.

Lastly, although this will be addressed later, Hope House understands parking is a major concern of the neighborhood. The suggestion was made to remove the existing garage to create additional parking. This is something Hope House is taking into consideration; however have not fully researched yet.

Preparation for Application:

In preparation for this application and the subsequent required public meetings, Hope House has worked diligently to reach out to Representatives within the City of Manitowoc as well as the neighborhood surrounding the Custer Street location. Hope House leadership first met with City Representatives on January 14, 2016 to advise them of its interest and intent to move forward with acquiring the property at 3501 Custer Street.

Hope House also made several attempts to meet the neighbors surrounding the property. The initial introduction of Hope House to the Neighborhood occurred via letter sent from the Board of Directors and Executive Director on February 17, 2016 to addresses within a 400 foot radius of the property (said addresses were provided by the City of Manitowoc Community Development Department). Following this initial contact, several members of the Hope House Board of Directors, Staff, and volunteers canvassed the neighborhood, going door-to-door to the same addresses, during the week of February 22, 2016 through February 26, 2016. The intent of canvassing efforts were to talk with as many neighbors as possible to determine the general "feel" about Hope House as well as our intent to obtain and move to the property located at 3501 Custer Street. Lastly, Hope House held an open house at its current location, 1110 South 10th Street, for individuals from the neighborhood of the Custer Street Property on March 10, 2016. The intended purpose of the open house was to provide members of the Custer Street Neighborhood the opportunity to see the structure of operations at the current location, visit and chat with Hope House staff, volunteers, volunteer leaders, current Hope House Board and Committee members, and ask any further questions they may have regarding Hope House's intended use of the property at 3501 Custer Street.

Hope House estimates it has had the opportunity to speak directly with 40-50% of the individuals currently living in the neighborhood either face-to-face during canvassing, via email, or via telephone call to Hope House. Feedback from the neighborhood has thus far been perceived as being fairly positive, although there have been some concerns raised and Hope House has made attempts to address those concerns.

Neighborhood Concerns and Proposed Plan(s) to Address Them:

- **Limited Parking Around the Location:** To address this issue Hope House will develop a solidified plan to reduce any congestion possibly caused by parking. The initial details of this plan include utilizing the on-sight driveway as parking, and reaching out to nearby businesses to inquire about renting parking spaces from them to serve as overflow should the need present itself. To be transparent, Hope House will state that utilizing some on-street parking, while making every attempt possible to ensure utilization of on-street parking is limited, will occur. Hope House also estimates there to be no more than five or six cars parked on or around the property at any one time.

As was previously mentioned, the notion of removing the currently existing garage on the property has been presented as a solution to the parking challenge. It is an option Hope House's Board of Directors

will evaluate; however please know the full extent of research necessary on the topic has not yet been completed.

- Privacy (for both Hope House and the Neighbors) and physical appearance of the building: Hope House does not intend to alter the exterior of the building, itself, drastically. As part of renovations, Hope House would install several new windows and doors into the property; however no large additions or drastic demolitions would take place. Hope House would also intend to implement some new landscaping on the property as a whole to make the building and property's general appearance more appealing to the neighborhood. Lastly, Hope House would intend to erect a privacy fence in the back and side yards (understanding the necessary height levels per Manitowoc City Ordinance/Code). This fence would serve as not only a privacy implement for Hope House's guests, but also for the neighbors who are concerned about excess foot traffic on the property.
- Outdoor space for children and families: Although Hope House recognizes the property at 3501 Custer Street does not have a great deal of outdoor space, it does believe there is enough, following the appropriate cleanup of some of the landscaping, for the children and families being served. As was previously indicated in the "proposed exterior renovations section," Hope House would intend to put a play set, picnic bench, and other appropriate outdoor toys/implements in the backyard. It would also intend to install a privacy fence in the side and back yards of the property. Lastly, there are several parks within easy walking distance for children and their families to visit.
- Safety of the Children: Some concern has been raised regarding the safety of children and families living on a busy intersection such as the one at Custer and South 35th Streets. Hope House believes the risk of safety due to traffic will be reduced by having its primary entrance be from South 35th Street. Hope House would also like to acknowledge that it is currently located on a street, South 10th Street, that experiences a great deal of traffic, both domestic and commercial, and to date there have been no challenges experienced and no instances in which a child's safety was a concern.
- The neighborhood experiencing an increase in crime: Hope House is extremely diligent in the screening of the individuals that enter the shelter services. Prior to entry to the shelter staff complete two background checks on the adult(s) in every household to check for criminal history. Hope House also works very closely with a multitude of entities within the Manitowoc Community and throughout the County to ensure all guests are supported. Lastly, at its current location, Hope House has had no issue with neighboring businesses and there have been no issues of vandalization, break-ins, or otherwise related to Hope House's existence in the neighborhood. As an affidavit of this statement, we have attached a letter from Kim Rooney, CEO at United One Credit Union, which is located almost directly across South 10th Street from the current location. We also plan to have several other letters from our neighbors to illustrate there have been no issues in the neighborhood that are directly attributable to Hope House's existence here. Furthermore, police calls to Hope House are rare (please note, at the time of submission of this request we were unable to obtain a report from the Police Department detailing the number of police calls to Hope House; however fully intend on having said report at the time of the Planning Commission meeting) and have been for the whole of our 11 year existence in every location we have inhabited.
- Where people go when they are denied shelter or are asked to leave the program: It does happen that households seeking shelter are not eligible for shelter or that households currently staying at Hope House are asked to leave. Both of these occurrences happen for a multitude of reasons, but often someone might be denied shelter because they do not pass the criminal background check or have been found through screening to possess one of the other traits of individuals the program is unable to serve (i.e. acute psychiatric disorder/severe mental health, active substance use/abuse, history of domestic violence as either perpetrator or survivor). A household may be asked to leave shelter because of policy and procedure violations.

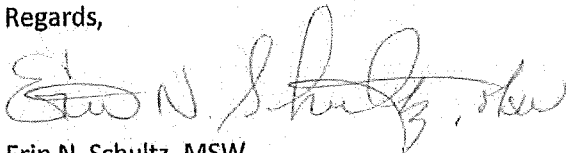
When this happens households are not left to "fend for themselves in the streets." There are multiple referrals that can and are made by Hope House staff and several other programs throughout the community through which these households can receive services. Furthermore, several community non-profit organizations work together with the Manitowoc and Two Rivers Police Departments as well as the Manitowoc County Sheriff's Department to provide emergency placement vouchers for households that truly have no feasible housing option.

The combination of the above referenced services and referrals has aided not only Hope House, but the community as a whole, in ensuring that every household that needs a shelter service is provided one.

- Property values will decrease: The US Department of Housing and Urban Development has done a great deal of research on the affect of homelessness programs and supportive housing programs (which also serve homeless people) on property values. In most instances, they have found there to be no affect on nearby property values. Several of the studies actually found that property values increased. It is believed the increase in property values is directly related to the renovation and/or new construction projects that more often than not accompany these sorts of programs.

The Hope House Board of Directors and Executive Director would like to thank you in advance for your review of this application. We hope that you will contact us directly with any questions you may have.

Regards,



Erin N. Schultz, MSW
Executive Director

The Lakeshore Interfaith Hospitality Network (LIHN) dba Hope House of Manitowoc County
1110 South 10th Street
Manitowoc, WI 54220
P: 920-686-1436
F: 920-686-1782
Email: eschultz@hopehousemc.org
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cc *Hope House Board of Directors*
Hope House Building Committee

Attachments: Synopsis of the Hope House Guest Guidelines
Intro Letter-Mailed on 02.17.2016
Hope House Synopsis (included with Letter Mailed on 02.17.2016)
Follow-up Letter-Hand Delivered During the Week of 02.22.2016 thru 02.26.2016
Canvassing Q & A (included with Hand Delivered Letter)
Housing and Urban Development Study Regarding Effect on Property Values Near Shelter or PSH Programs.
Reminder of Open House Letter-Mailed on 03.07.2016
Copy of Letter from Kim Rooney, CEO at United One Credit Union

Synopsis of Hope House Guidelines

All adult guests are required to sign these before they can enter shelter

General Information

- There is no sleeping during regular business hours unless someone has second or third shift employment or young children are taking naps.
- Extension cords cannot be used in shelter for any reason by any person including staff, volunteers, and guests.
- The doors of the shelter lock nightly at 9:00pm. Guests are not allowed to exit the shelter between 9:00pm and 6:00am for any other reason than an emergency or going to/coming from work.
- Guests cannot leave the house before 6:00am for any other reason than to go to work, an appointment, or leave for school.

Mail

- Guests are asked to have their mail sent to Hope House's PO Box rather than directly to Hope House.
- Hope House will not hold mail for any household following their transition from Hope House.

Shelter Program

- Guests are expected to provide staff with correct information. Staff are here to assist the households. Information shared with staff is so that the staff may be able to better serve the household. Dishonesty and lying or manipulative behaviors are not tolerated and impede staff's ability to assist the family(ies) effectively.
- Visitors are not allowed inside Hope House or anywhere on Hope House property (this is a safety and privacy matter).
- Guests are expected to sign out every time they exit the shelter building and back in, upon their return to the shelter building.

Rules of Conduct

- Participation in Hope House is completely voluntary. Failure to follow any one or more of the guidelines as they're presented may result in disciplinary action ranging from a verbal warning, written warning to immediate dismissal. If a household receives three written warnings they will be asked to leave the program. The following is a list of violations that may result in immediate dismissal (please note, this may not be an all inclusive list):
 - Inappropriate behavior with another guest.
 - Inappropriate discipline to your children or another guest's child.
 - Stealing from Hope House or another guest.
 - ALL Drug/Alcohol use.
 - Any behavior that may put staff or other Hope House participants at risk for physical/emotional harm.
 - Failure to show up; NO CALL, NO SHOW.
 - Consistent dishonesty.
- Hope House is a drug and alcohol free program and maintains a zero tolerance policy for use and/or possession of drugs or alcohol. Hope House has the right to request any households submit to a drug and/or alcohol test without notice.
- Hope House staff have the ability to conduct room checks or room searches at any time.

Synopsis of Hope House Guidelines

****All adult guests are required to sign these before they can enter shelter****

- Guests are expected to follow the laws established in our community as well as all federal, state, and local ordinances. Failure to do so could result in being asked to leave the program.
- There is no smoking inside of Hope House, this includes e-cigarettes. Guests are expected to throw "butts" and ashes in designated containers and not on the ground.
- Possession of a weapon or anything that can be used as a weapon is strictly prohibited.
- All guests, unless working, are required to be back to Hope House daily by 8:30pm.
- Guests will wear appropriate attire at all times while inside of Hope House and anywhere on Hope House property.

Case Management

- All guests are expected to seek housing, employment and obtain resources or training to improve their financial situation on a daily basis.
- Work searches must be turned into case managers weekly.
- Case management sessions with an assigned case manager must happen at least once a week.
- Every household's participation is approved for an initial 30 days. After 30 days, extensions may be granted but are at the discretion of staff. Extensions are influenced by compliance with guidelines and progress toward goals.

House Meeting/Independent Living Skills

- House meetings are held weekly and all guests are expected to attend.
- Life skills education groups are held weekly and all adult guests are expected to attend.

Income

- All cash income must be documented with the household's assigned case manager via paystubs or bank account statements.
- All households are required to deposit 80% of their monthly cash income into a savings account with staff (this is to build a nest egg for that household to transition out with. It is NOT used by Hope House or the staff to pay bills, rent, or the like).

Children

- Under no circumstances are adults to leave their children unsupervised at Hope House.
- School aged children must be enrolled in and regularly attend school.
- Hope House is legally required to report suspicions of abuse and neglect to Children's Services.

Medical Emergencies

- Trips to the ER or hospital must be properly documented.
- Hope House staff and volunteers are NOT able to transport any guest to the hospital or emergency room in the event of a medical emergency. Guests must contact an ambulance or make arrangements for their own transportation (if calling an ambulance is not necessary, staff can also assist in making arrangements by making phone calls).

Synopsis of Hope House Guidelines

****All adult guests are required to sign these before they can enter shelter****

Medications

- All medications, including prescription, OTC, vitamins, and herbal supplements/remedies must be locked up and are only accessible through staff or volunteers.
- It is expected that guests will not share medication of any kind with other clients of Hope House. Doing so could result in the household being asked to leave.

Household Duties

- All guests are expected to clean up after themselves and their families.
- All adult guests and older children are assigned household chores and it is expected those chores will be completed on a daily basis.

Meals

- Suppers are provided by volunteers Monday, Tuesday, Thursday, and Friday and all guests are expected to be present.
- Guests are responsible for their own meals at breakfast, lunch, and on Wednesdays, Saturdays, and Sundays (unless special arrangements have been made).
- Guests are expected to assist with dinner dishes and putting dinner leftovers away.

Transportation

- All transportation is the responsibility of the guests.
- Hope House is not liable for any accidents, injuries, or costs incurred from guest automobile accidents, traffic violations, or parking violations while guests are staying in shelter and after they have exited the program.

Bedtimes

- Sunday thru Thursday guests are expected to have children ready for bed and in their individual rooms by 9:00pm with lights out by 10:00pm.
- Friday & Saturday guests are expected to have children ready for bed and in their rooms by 10:00pm with lights out at 11:00pm.

General Synopsis of Hope House:

Who we serve, what requirements must be met before households enter shelter, and household policies and procedures.

Target Population:

- Hope House primarily aims to serve families with dependent minor children; however, if bed availability permits, will also serve adult single women and adult couples without children.
- Families can take various forms and we allow the head of household, generally, to determine who is in their family unit. Households can take any of the following (please note this is not necessarily an extensive list):
 - Single mother
 - Single father
 - Dual parent - married
 - Dual parent - not married
 - Legal guardian - any adult that can provide established guardianship of a minor child in their care that they are not the biological parent of

Screening Procedures:

- All households are screened for the following challenges:
 - Acute psychiatric disorders/extreme mental health challenges.
 - Active and historical alcohol and other drug abuse challenges/diagnoses.
 - Recent instances of domestic violence (both perpetrator and/or survivor-we are not a secure facility).
- We also conduct two criminal history background checks on every adult that enters shelter: Wisconsin CCAP and a Nationwide background check. We are looking for any of the following charges and/or convictions:
 - Those related to child abuse/neglect
 - Sex crimes
 - Violent crimes
 - Drug related crimes.
- We cannot and do not serve sex offenders.
- Households with pending charges and/or convictions of the other aforementioned criminal acts are reviewed on a case-by-case basis to determine if there is any safety concern for the volunteers, already existing guests, and staff as well as the neighborhood, in whole.

Policy and Procedure Synopsis:

- Prior to entering shelter all households are required to sign Hope House's Guest Guidelines. The actual guidelines are six pages long and address everything from the rating of movies that can be watched in the house to our "zero tolerance" policy for drugs and/or alcohol. A basic list of our policies is following:
 - Hope House is a drug and alcohol free program. We maintain a zero tolerance policy - all adult guests are required to sign a consent for substance abuse testing and we

General Synopsis of Hope House:

Who we serve, what requirements must be met before households enter shelter, and household policies and procedures.

reserve the right to conduct a urinalysis screen or breathalyzer at anytime while staying in the shelter.

- Hope House does random room checks to ensure there are no contraband items being kept in shelter. Contraband would include, but is not limited to, drugs, drug paraphernalia, alcohol, gang paraphernalia, or weapons.
- Private possession of any weapons or anything that could be used as a weapon is prohibited.
- Any threat of violence against other guests, staff, or volunteers is grounds for immediate termination from the program.
- Guests are required to follow the laws established in our community, including all federal, state, and local ordinances, and if they are found to have violated any established laws they could be asked to leave shelter.
- There is a curfew. Guests and their families must return to Hope House by 8:30pm and the doors lock for the night at 9:00pm.
- Guests and their families are not allowed to leave in the middle of the night for any reason, including smoking, other than an emergency.
- Guests are required to wear appropriate clothing at all times while at Hope House and/or on the property.
- If guests or their children are found to be disrespectful to the neighborhood, neighbors, or anyone else's property, they could be asked to leave the program.
- All medications including prescribed, OTC, and herbal remedies must be locked up at all times (Hope House provides the lockbox and guests can only access it through a staff person or volunteer).
- Guests are required to be with their children while in shelter. At no time are children to be allowed at shelter without adult supervision.
- All Hope House staff are considered mandated reporters and will report any suspected child neglect or abuse. Hope House staff will work with volunteers to make such reports if they suspect child abuse or neglect.
- Guests are required to sign out every time they exit the shelter as well as back in upon their return.
- All adult guests, and some of the older teen guests, are required to participate in weekly case management with their assigned case manager.
- All adult guests and some older teen guests are required to participate in weekly life skills groups.
- Once cash income is obtained, guests are required to save a minimum of 80% (after bills have been paid). This savings is untouchable by the guests, unless there is a major emergency, until they exit shelter at which time they are given back 100% of what they deposited.



FURMAN CENTER POLICY BRIEF

The Impact of Supportive Housing on Surrounding Neighborhoods: Evidence from New York City

This policy brief is a summary of the Furman Center's research on the effects supportive housing has on the values of surrounding properties. The full study is available at <http://furmancenter.nyu.edu>.

What Is Supportive Housing?

Supportive housing is a type of affordable housing that provides on-site services to people who may need support to live independently. Residents may include formerly homeless individuals and families, people with HIV/AIDS or physical disabilities, young people aging out of foster care, ex-offenders, people with mental illness or individuals with a history of substance abuse. Residents in supportive housing developments, unlike those in temporary or transitional housing options, sign a lease or make some other long-term agreement. Developments provide a range of services to residents, which can include case management, job training and mental health or substance abuse counseling. Supportive housing developments are run by non-profit organizations that typically provide both support services and management.

Researchers have found supportive housing to be an effective and cost-efficient way to house disabled and formerly homeless people.¹ The combination of permanent affordable housing and support services is seen as key to providing a stable environment in which individuals can address the underlying causes of their homelessness—at far less cost than placing them in a shelter or treating them in a hospital.

¹ See, e.g., Culhane, Dennis, Stephen Metraux and Trevor Hadley. 2002. Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing. *Housing Policy Debate*. 13(1): 107-163; Lipton, Frank R., et al. 2000. Tenure in Supportive Housing for Homeless Persons With Severe Mental Illness. *Psychiatric Services*. 51(4): 479-486.



Supportive Housing in NYC

Supportive housing grew out of attempts in the late 1970s and early 1980s to provide services to mentally-ill individuals who were homeless or living in substandard, privately-owned Single Room Occupancy (SRO) buildings. Soon thereafter, nonprofit groups formed to rehabilitate the housing in addition to providing on-site services.

By 1990, New York City nonprofits were operating over 2,000 units of supportive housing. The success of these efforts led the state and city to sign a historic joint initiative to fund the creation of thousands of new supportive housing units for homeless persons with mental illness. The "New York/New York Agreement," signed in 1990, was the first of three initiatives that have helped spur the development of over 14,000 units in more than 220 supportive housing residences in the city for formerly homeless and inadequately housed people with a range of disabilities. As Figure A shows, the overwhelming majority of these developments were built in Manhattan, Brooklyn and the Bronx. As seen in Figure B, there has been

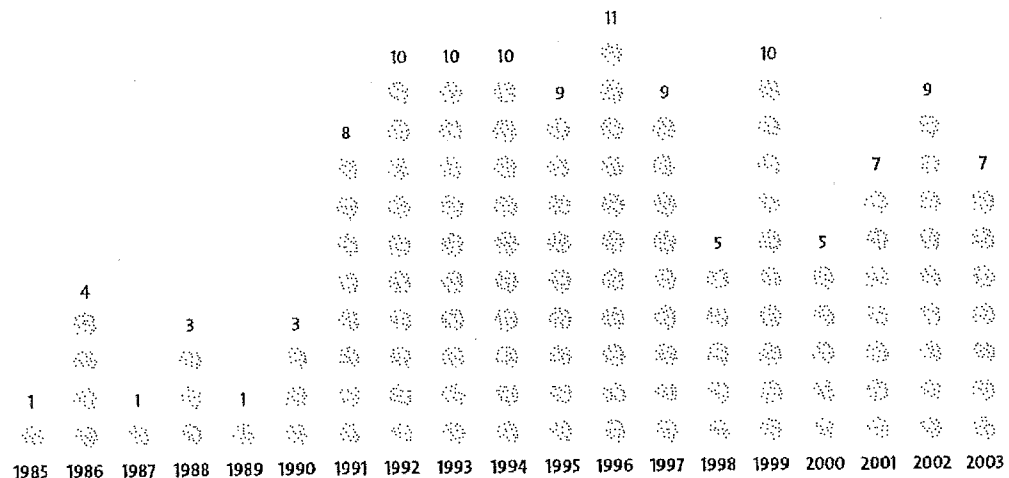
Figure A: Supportive Housing Developments in Our Study by Borough (as of 2003)



fairly steady development throughout the past two decades, with a big building boom following the 1990 NY/NY agreement.

Signed in November of 2005, the "New York/New York III Agreement" was the largest yet, committing \$1 billion to create 9,000 units of supportive housing (both scattered-site and single-site²) for homeless and at-risk individuals and families with disabilities in New York City over ten years. The large scope of this initiative ensures that there

Figure B: Supportive Housing Developments Completed Annually



Note: This figure includes all developments examined in this study: all supportive housing opening in New York City before 2004 that resulted from new construction or the gut renovation of a vacant building.

² Our research looks only at the impact of single-site supportive housing (developments in which the supportive housing units all are located in a single building with on-site social services), but it is important to note that New York City has an additional 9,000 supportive housing units that are scattered-site (dispersed within non-supportive housing buildings).



will continue to be a robust development pipeline of supportive housing to house homeless New Yorkers living with mental illness and other challenges.

As providers of supportive housing begin to implement the NY/NY III agreement, however, they are encountering two related and significant obstacles: New York City has a serious shortage of land suitable for building such developments; and community opposition to hosting supportive housing further limits the sites on which supportive housing can be built. The state and city require some form of public notification for all proposed supportive housing developments, and opposition by the local community often makes it difficult or impossible for developments to secure the necessary funding and land use approvals.

Despite the critical role that supportive housing plays in helping to address the problem of homelessness, communities asked to host the housing often resist, expressing fears that the housing will have a negative impact on the neighborhood. Neighbors voice worries, for example, that the supportive housing will increase crime, drain the neighborhoods' services and overburden its infrastructure, bring people to the community whose personal appearance or behavior will make residents and visitors uncomfortable, or otherwise decrease the quality of life in the neighborhood. They also commonly express a concern that supportive housing will depress the value of housing in the neighborhood, thereby depriving them of potential returns on their investment, and triggering a spiral of deterioration.

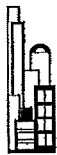
What Do We Know About Neighborhood Impacts of Supportive Housing?

Theoretically, supportive housing developments could either depress or raise neighborhood property values. If the development isn't well-maintained or doesn't blend in well with the surrounding community, it could have a negative impact on neighborhood property values. Similarly, if the residents of the new supportive housing engage in offensive behavior or participate in or are targets for illegal behavior, the housing might cause prices to drop. On the other hand, if a new development is attractive and replaces a community eyesore, such as an abandoned or vacant property, or helps to house people who otherwise would be living on the streets nearby, it likely would have a positive impact on property values. Similarly, if the new development is a conscientious and good neighbor and provides useful services to the community, it could raise prices.

While some who oppose supportive housing may do so regardless of the facts, objective, credible research about the experiences other neighborhoods have had with supportive housing should help to inform discussions about proposed developments. Some researchers have studied the effects of group homes, but few have looked specifically at the supportive housing model. Moreover, previous studies have been limited by data constraints, including small sample sizes (as few as 79 units) and limited time frames, and have studied effects in low-density neighborhoods, making it difficult to generalize their results to denser urban settings.³

The Furman Center's research aims to fill this gap in the literature with a rigorous, large-scale examination of the impacts of approximately 7,500 units of supportive housing created in New York City over the past twenty years.

³ See, e.g., Galster, George, Peter Tatian and Kathryn Pettit. 2004. Supportive Housing and Neighborhood Property Value Externalities. *Land Economics*. 80(1): 35-54; for studies of precursors to supportive housing such as group homes, see, e.g., Colwell, Peter F., Carolyn A. Dehring and Nicholas A. Lash. 2000. The Effects of Group Homes on Neighborhood Property Values. *Land Economics*. 76(4): 615-637.



About Our Research

In order to measure the impacts of supportive housing on property values, we use a large dataset with information on the sales prices of all apartment buildings, condominium apartments and one to four family homes selling in the city between 1974 and 2005, as well as property-level data on the characteristics of the units sold. We link these data to a list of all the supportive housing developments and their addresses, which we compiled with assistance from the New York City Department of Housing Preservation and Development (HPD), the New York State Office of Mental Health (OMH), the Supportive Housing Network of New York (SHNNY)—the member association of nonprofit supportive housing providers in New York State, and the Corporation for Supportive Housing (CSH)—a financial and technical assistance intermediary to supportive housing providers. This comprehensive dataset includes 7,500 units in 123 developments that opened between 1985 and 2003 and either were newly constructed or the result of gut renovations of

vacant buildings.⁴ The median size of the 123 developments is 48 units.

Identifying the impacts of supportive housing on the values of neighboring properties is challenging, primarily because it is difficult to disentangle what causes what—to determine whether supportive housing affects neighboring property values or whether neighboring property values affected the decision to build supportive housing in the neighborhood. Developers of supportive housing might, for example, be more likely to build the housing on sites in neighborhoods with very low property values, because more city-owned sites are available in such neighborhoods, because community opposition may be lower in these neighborhoods, or because developers can only afford to build in neighborhoods with the lowest property values. In fact, a simple comparison of census tracts in the city reveals that in 1990, before most supportive housing was sited, tracts that now have supportive housing tended to have higher poverty rates and lower homeownership rates than tracts that do not (see Table A).

Table A: Demographics (as of 1990) for Census Tracts with and without Supportive Housing

Indicator* (as of 1990)	All Tracts in NYC	Tracts that now have Supportive Housing**	Tracts without Supportive Housing
Number of Tracts	2,217	102	2,115
Poverty Rate	19.3%	31.4%	18.4%
Homeownership Rate	28.6%	10.9%	30.5%

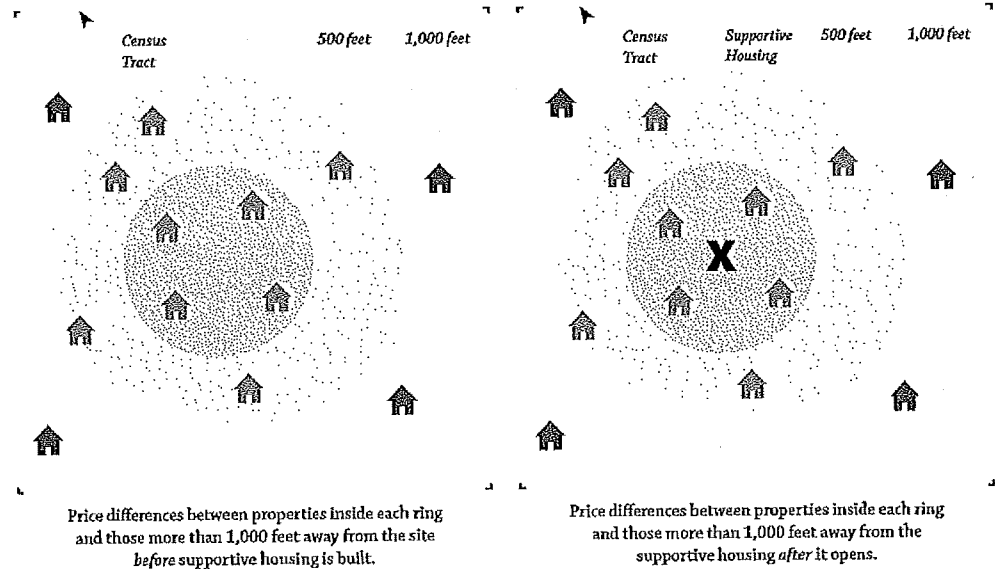
Source: 1990 Decennial Census data (NCDB). *All reported numbers represent the mean value across census tracts, weighted by population. **Tracts with supportive housing are those that are host to the 123 supportive housing developments in our study.

⁴ Because we are interested in the impacts new developments have on a neighborhood, our data on supportive housing developments only include new construction or projects that involved the complete, physical rehabilitation of a formerly vacant building. We did not include instances where an occupied building received cosmetic rehabilitation or was converted into a supportive housing development without undergoing substantial renovation.



Figure C: Methodology

Supportive housing development is represented by the X. We compare prices of properties within 500 feet and 1,000 feet of the development to similar properties in the same census tract but more than 1,000 feet away before and after the supportive housing is built.



We address this problem by controlling for the difference between the prices of properties very near to a supportive housing site and the prices of other properties in the same neighborhood before the supportive housing is constructed. Specifically, our research compares the price differences between properties within 500 and 1,000 feet of a supportive housing development, before and after it is built, with a comparable group of properties more than 1,000 feet from the site but still within the same census tract.⁵

Our strategy is illustrated in Figure C. Our approach controls for differences in prices between properties near to supportive housing sites and other properties in the neighborhood before supportive housing is built. It also controls for neighborhood price appreciation over time. Accordingly, we are able to specifically isolate the impact of the supportive housing. Our approach

also allows us to examine whether impacts vary with distance from the supportive housing development, because the impact on a property closer to a development might very well differ from impacts on properties still affected but further out in the 1,000 foot ring.

Finally, because impacts might be felt as soon as people learn that a supportive housing development is going to be built, and because construction of any building may bring noise, truck traffic, and other problems, we exclude the construction period from our estimate of property value differences between properties within the ring of supportive housing and those beyond 1,000 feet, before supportive housing opens.

⁵ One thousand feet is approximately the length of four North/South streets in Manhattan; across the city, on average, 1,000 feet is about the length of two blocks. While previous property value impact studies have looked at larger distances, it is unlikely that the relatively small developments we study would have an effect on property values many blocks away in the fairly dense Manhattan, Bronx and Brooklyn neighborhoods in which they are concentrated.



What Do We Find?

Our research finds little evidence to support neighbors' fears that supportive housing developments will reduce the price of surrounding properties over time. To the contrary, we find that the opening of a supportive housing development does not have a statistically significant⁶ impact on the value of the properties within 500 feet of the development.

We find that two to five years before a supportive housing development opens, properties within 500 feet of the site sell for almost 4 percent less than properties in the comparison group. This indicates that supportive housing developments are generally being built in areas that are more distressed than the surrounding neighborhood.

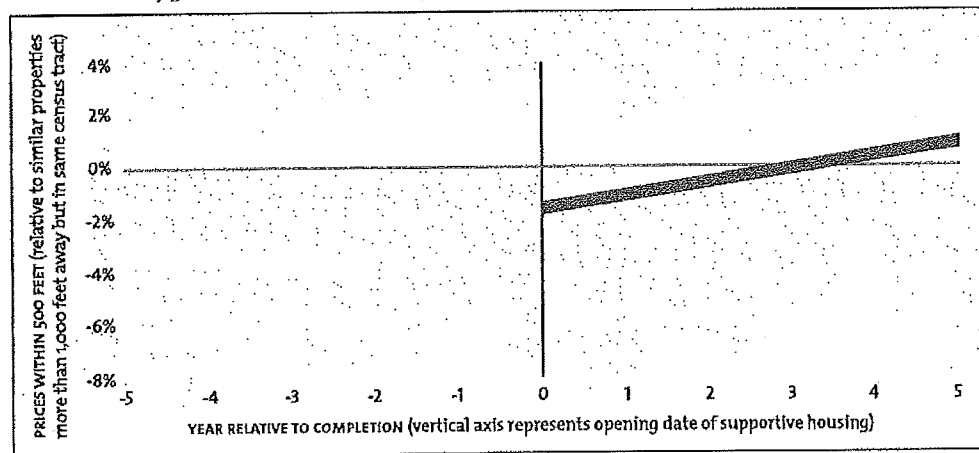
In the five years after completion, we find that the prices of those nearby properties experience strong and steady growth, appreciating more than comparable properties in the same neighborhood but further than 1,000 feet from the supportive housing.

As seen in Figure D, which illustrates the impact of a new supportive housing development of median size (48 units) on properties up to 500 feet away, there is a slight increase in the value of nearby properties when the development opens (compared with their value before construction began), but this difference is not statistically significant. After the supportive housing opens, we see a statistically significant rise in the value of these nearby properties, relative to property values in the comparison group. As a result, the four percent discount neighboring properties experienced before the supportive housing was built steadily narrows over time.

Moving farther away from the development, we find that properties between 500 and 1,000 feet away, unlike those less than 500 feet away, see a statistically significant drop in value when the building is under construction and when the supportive housing opens (compared to prices more than 1,000 feet from the development but within the neighborhood). But once again, we find that prices then show a steady relative gain in the years after completion. That pattern might suggest that the positive effects of the sup-

Figure D: Sales Prices of Properties Within 500 Feet of Supportive Housing Relative to Comparison Group, by Year Relative to Completion (For Median Size Development of 48 Units)

In this figure, the dotted line represents what we estimate would have happened to the prices of nearby properties had there been no new supportive housing development; the solid purple line represents the results of our analysis, which show steady growth in the value of nearby properties.



⁶ The term "statistically significant" refers to the likelihood that the differences between the groups being compared (in this study, the difference between the values of the properties near supportive housing and those further away) could have occurred by chance. If statistical methods show that results are statistically significant at the 95 percent level, we can be sure that the probability that the results are due to pure chance is five percent or less. Generally, researchers will consider results reliable only if they are statistically significant at the 90 (or higher) percent level.



portive housing are diluted farther away from the site and initially are outweighed by community uneasiness about the housing, but as the neighborhood grows comfortable with the supportive housing, prices show steady growth relative to the comparison properties.

In sum, our research reveals that the prices of properties closest to supportive housing—which are the properties opponents of supportive housing claim are most likely to be affected by the development—increase in the years after the supportive housing opens, relative to other properties located in the neighborhood but further from the supportive housing. Prices of properties 500 to 1,000 feet from the supportive housing may fall somewhat while the buildings are being built and as they open, but then steadily increase relative to the prices of properties further away from the supportive housing but in the same neighborhood. Our results accordingly suggest that over time, the values of homes near supportive housing do not suffer because of their proximity to the supportive housing.

Does the Size or Type of Supportive Housing Matter? Does the Population Density of the Neighborhood Matter?

Because of the diversity of supportive housing developments and the neighborhoods in which they are being built, we also wanted to evaluate whether characteristics of either the development or the neighborhood influence any effects the development has. We were somewhat surprised to find that the effects on neighboring property values do not depend on the size of the development (number of units) or the development's characteristics, such as whether the development sets aside a certain number of affordable units for neighborhood residents. The impact supportive housing has on property values also does not differ between lower and higher density neighborhoods.





What Do These Findings Mean?

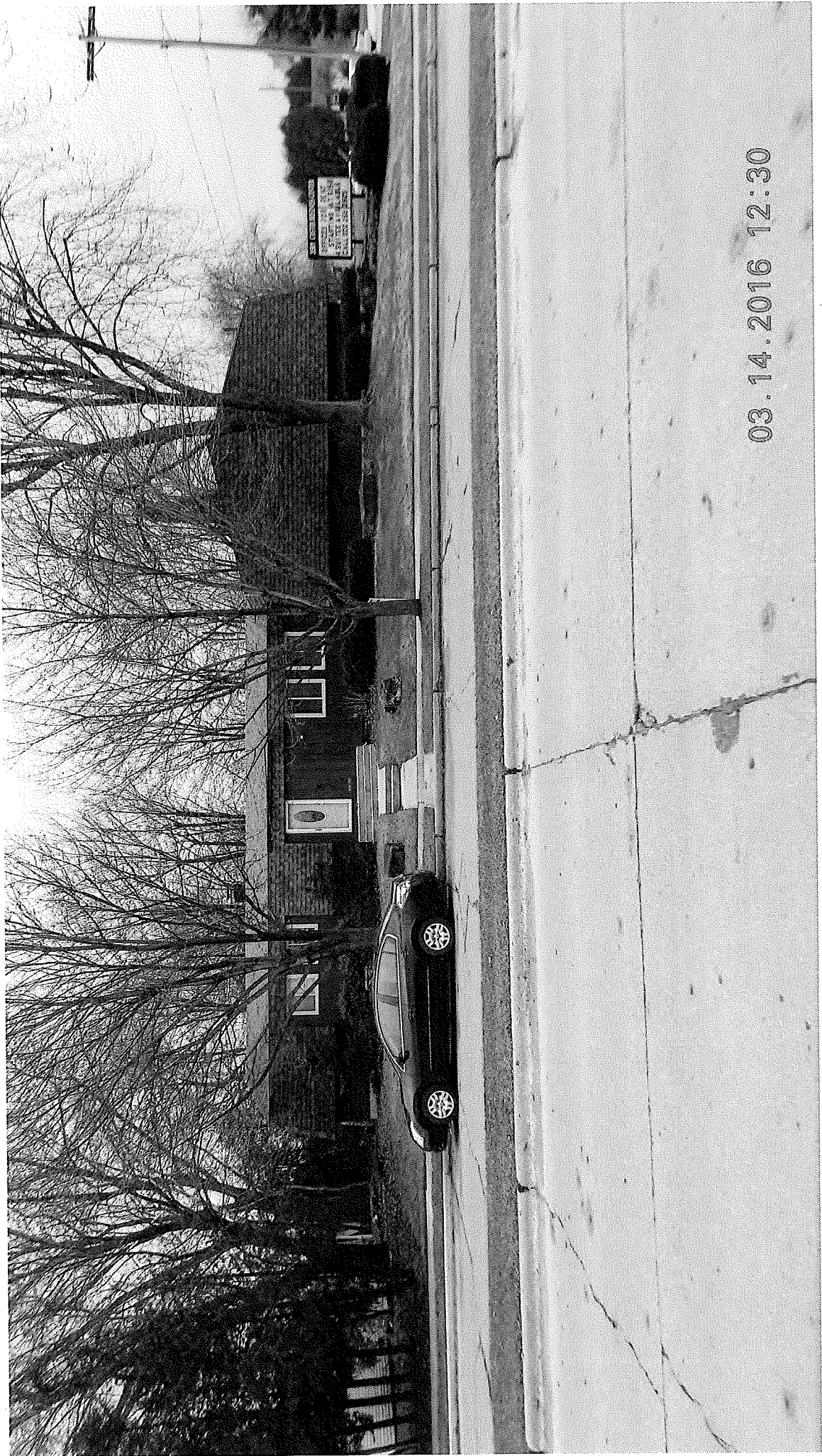
Our findings show that the values of properties within 500 feet of supportive housing show steady growth relative to other properties in the neighborhood in the years after supportive housing opens. Properties somewhat further away (between 500 and 1,000 feet) show a decline in value when supportive housing first opens, but prices then increase steadily, perhaps as the market realizes that fears about the supportive housing turned out to be wrong.

The city, state, and providers of supportive housing must continue to maximize the positive effects of supportive housing and ensure that supportive housing residences remain good neighbors. But the evidence refutes the frequent assertions by opponents of proposed developments that supportive housing has a sustained negative impact on neighboring property values.

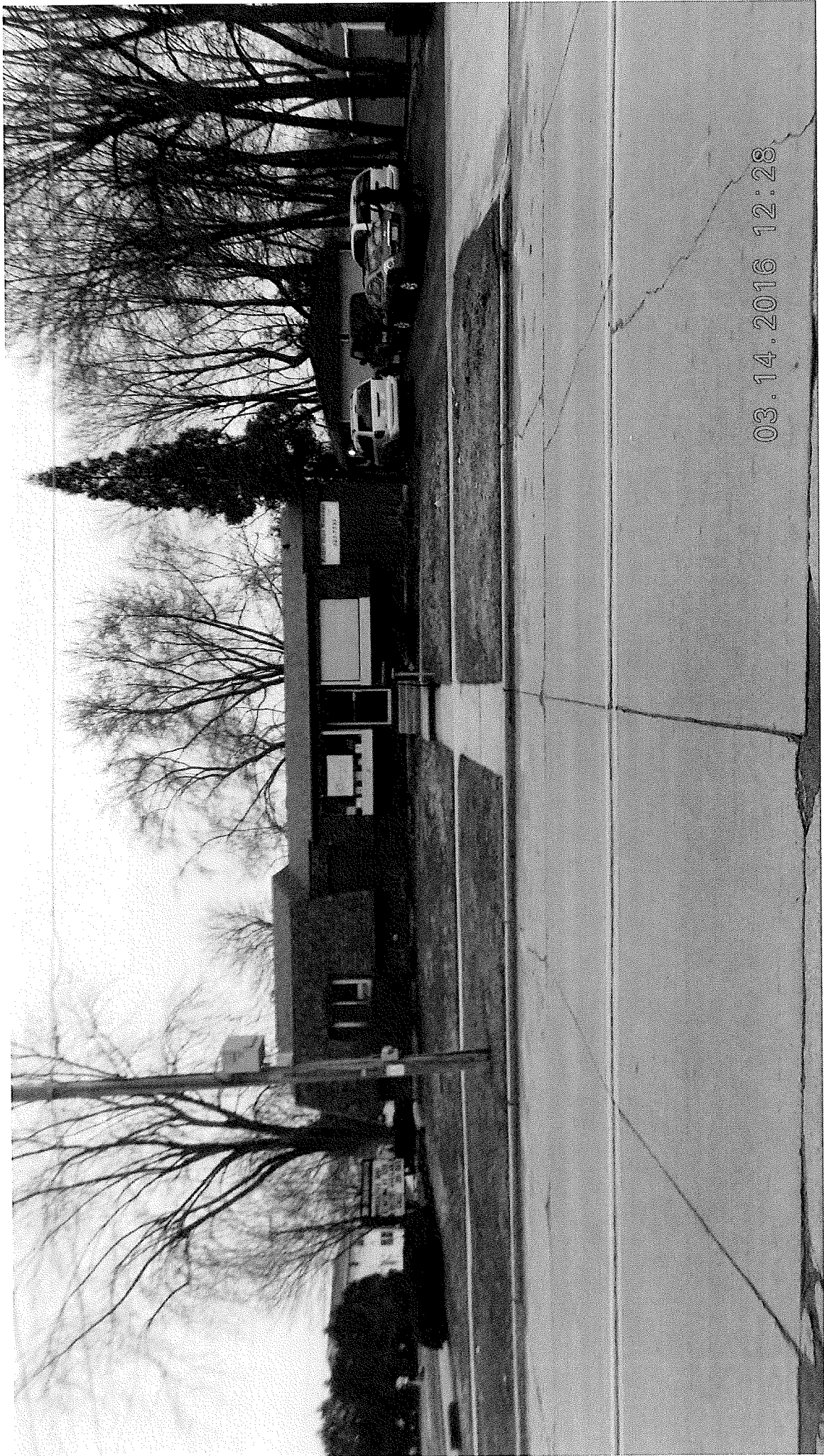


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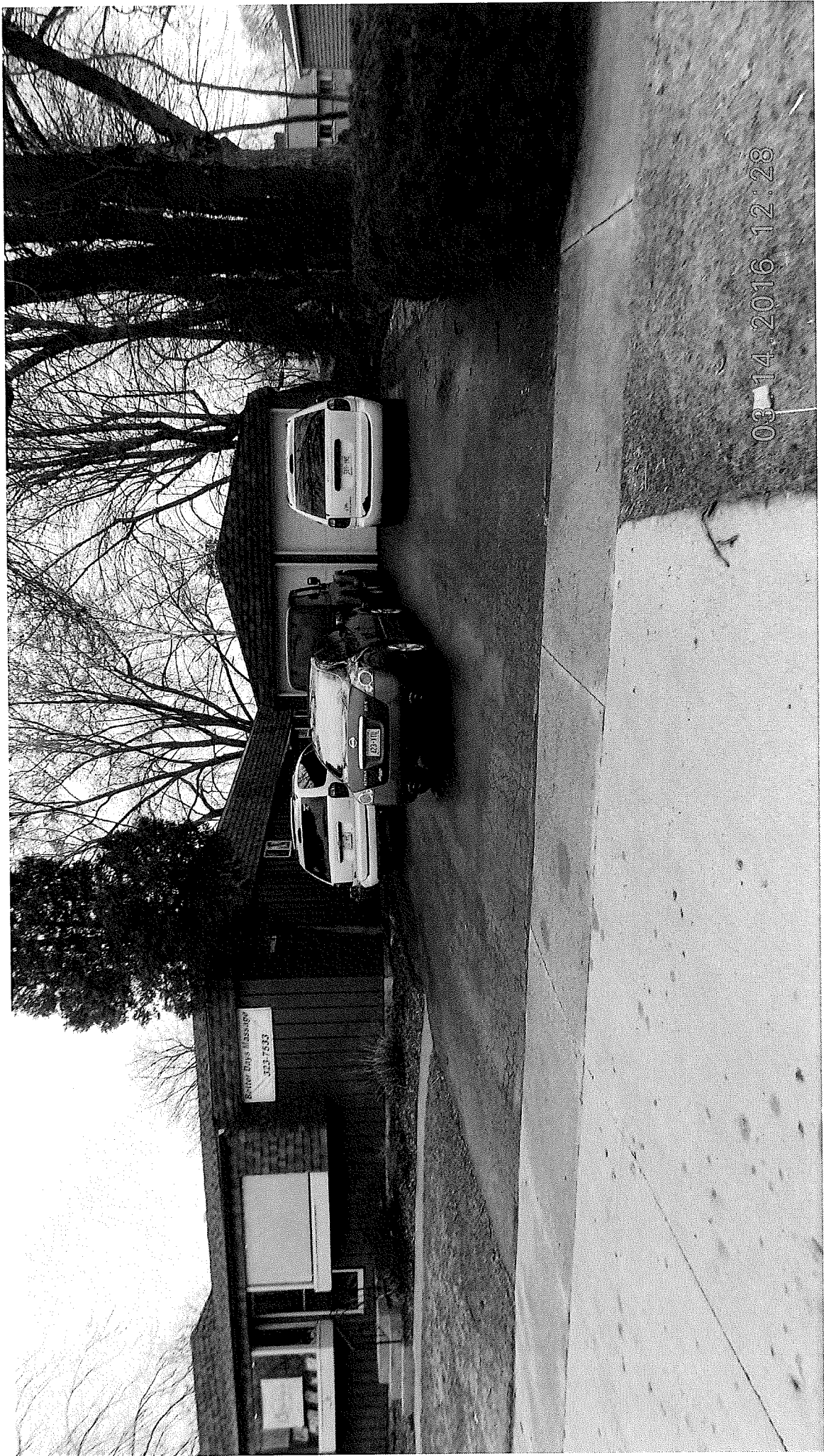


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