# ADDRESSING HOMELESSNESS in WASHINGTON COUNTY



**April 29, 2021**

# Table of Contents

# Executive Summary

Southern Indiana's Washington County takes pride in its rich history and community. As a rural Midwestern county strategically located between larger cities, Washington County offers affordable living and a robust community life. But like other rural areas, Washington County community members still experience homelessness and housing insecurity. Though rural homelessness may be less conspicuous than in urban areas, housing insecurity is a prevalent concern for Washington County's compassionate community.

Washington County, Indiana has requested the Indiana University Bloomington O'Neill School of Public and Environmental Affairs (O'Neill SPEA) Capstone Class 12788 to estimate the scope of homelessness in the county and propose feasible intervention recommendations. The following report provides detailed information based on Washington County stakeholder interviews, scholarly research, and a review of best practices from similar communities.

Washington County does not currently have a tracking or coordination mechanism between the county's current social services offerings, and the state-wide Point in Time (PIT) count likely drastically undercounts the scope of homelessness, especially in rural communities. According to the official PIT counts in 2019 and 2020, there were 36 and 13 individuals experiencing homelessness in 2019 and 2020 respectfully, but this number does not reflect anyone who is 'doubling up' or temporarily living with another family due to housing insecurity. Further supporting the likelihood of underrepresented homelessness is Washington County's schools identified 82 students and their families this past school year who lacked "fixed, regular, adequate, nighttime residence" and interviews of community stakeholders whose most commonly used words were "hidden," "not visible," and "doubling up."

While there are many organizations in the public, nonprofit, and religious sectors who offer social services that serve those experiencing housing insecurity, their impact is limited by the lack of coordination, geographic inaccessibility without public transportation, and disparate missions that support other purposes. Since housing insecurity is tied to other social issues, including health and safety, child development and education, employment, and accessibility, addressing homelessness presents an opportunity for Washington County to rally around its most vulnerable neighbors to create a more prosperous community.

The Capstone Class recommends a three-staged approach to understand the scope and needs of homelessness:
1. PIT Count Supplemented by 'By-Name' List:
Since the Point-in-Time (PIT) count drastically undercounts homeless populations, especially in Washington County, a by-name list would provide a mechanism to identify and track

homelessness in the County. Every social service institution would have a common intake form that asks those seeking services for name, contact information, and other pertinent data to compile a continually updated list of those seeking services and the frequency.  This list not only serves to simply count the homeless population, but also moves towards an active case management system and develops stakeholder buy-in for other coordination mechanisms.

2. Task Force:

To further assess the ongoing needs of homelessness in Washington County, form a task force of key community partners who are committed to addressing housing insecurity at all levels. Coordination and information sharing between key partners including government agencies, nonprofits, faith-based organizations, and schools would enable the task force to identify the most appropriate and impactful social services and root causes associated with homelessness. The following steps will enable the long-term goal of identifying policies and programs to address housing insecurity:

- Inventory of Community Services: where, what, and how an individual in need can access support
- Community Needs Assessment: identify underlying factors of housing insecurity and accompanying social services

Administrative support could be provided through either a government employee or a nonprofit, but success of the taskforce relies on it being a community-centered process where local stakeholders collectively engage to develop a plan, direct resources, and measure progress. The following key organizations were identified through stakeholder interviews and independent research as essential partners with existing resources, personnel, and financial knowledge to navigate short- and long-term strategic planning in the community:

- First Christian Church
- Hoosier Uplands
- Washington County Economic Development Corporation
- Domestic Violence Shelter
- Washington County Schools
- Hoosier Uplands

- Townships
- YMCA
- Washington County Community Foundation
- Healthcare Representatives from the St. Vincent Hospital network

3. Help Hub

A Help Hub is a consolidated case management service which integrates immediate and long-term interventions for housing insecurity and leverages partners with community organizations. An individual or family is screened by a case manager or volunteer to identify immediate needs and enter them in the by-name list. The Help Hub could provide several immediate services, informed by the task force's community needs assessment, and then a case manager would guide

the individual in crafting a long-term strategy to address housing insecurity and make referrals to outside partners as appropriate. With rural communities' limited resources and accessibility, coordinating services increases access to and reduces potential stigma of social services, streamlines the services process, and incentivizes service providers to partner with the Help Hub. Leveraging partnerships increases community awareness, enables earlier interventions, and decreases resource duplication.

The Help Hub could take several forms:
- Information Hub - Intermediate step where a government official or nonprofit service provider consolidates a list of current social service options and either through an information call line or physical location can make referrals to independent providers.
- Co-location of Service Hub- Individually administered services located in the same physical space and share equipment, volunteers, and administrative tasks.
- Care Coordination Hub - Fully-integrated Hub develops individualized care plans and provides direct services

Finally, the report addresses regulatory measures, potential funding sources, and considerations for location options as Washington County stakeholders work to address homelessness in their community.  Washington County representatives are also encouraged to engage legal representatives throughout the development and implementation process.

# Introduction

## Homelessness in Rural Communities

While rural communities comprise 72% of the total land mass within the United States, they account for only 19% of the total U.S. population ("Strengthening Systems", 2018). Though homelessness is certainly a challenge in rural areas, the number of people who experience rural homelessness is particularly difficult to measure. Unlike in urban areas where homeless individuals are more visible, those who experience homelessness in rural areas often are unseen; they are doubling up in households, sleeping in wooded areas, campgrounds, cars, abandoned buildings or other substandard accommodations ("Rural Homelessness", 2010). For this reason, rural homelessness is often referred to as "hidden."

Rural areas tend to have a high prevalence of poverty and other economic challenges. Overall, the poverty rate in rural areas (16.1%), is higher than the national poverty rate (14.5%). One of the primary challenges in rural areas is limited affordable housing. The continuing decline in rural industry lowers household incomes, while rising housing costs make it more difficult to maintain and update homes. Even for those who are not in a protracted state of homeless, "housing instability can be acute" ("Strengthening Systems", 2018). According to the National Alliance to End Homelessness (NAEH), "the same structural factors that contribute to urban homelessness--lack of affordable housing and inadequate income--also lead to rural homelessness. Historically, the greatest housing concern for rural Americans has been poor housing quality" (2010). Although homeownership rates tend to be high in rural areas, properties are often older and more deteriorated. These factors, combined with a short supply of rental opportunities, lead many people in rural areas to have "worst case housing needs" ("Strengthening Systems", 2018).

Rural communities are, by definition, geographically dispersed. "Residents are less concentrated and more spread out, making it harder to count and serve them" ("Demographic Data Project" 2018). This characteristic also makes access to resources more difficult and lowers capacity for a centralized system of service providers. Rural communities also tend to have limited public transportation options, which heightens reliance on vehicle ownership for mobility.

In rural areas, "group representation within homelessness closely mirrors group representation within the general population" ("Demographic Data Project" 2018), though women do make up a larger percentage of the homeless population than in other areas (2018). While both urban and rural homelessness are equally associated with mental illness, substance use, and domestic violence, those experiencing homelessness in rural areas are less likely to have health insurance and access to medical care. Further, criteria for federal assistance programs tend to be more

tailored to meet the needs of urban areas. These factors present unique challenges for rural communities in dealing with homelessness.

Fortunately, "rural communities also possess many strengths that make them uniquely positioned to take on the challenge of ending homelessness, including: strong social networks; a commitment to taking care of kin and neighbors; and innovation and flexibility in their approaches to solving housing crises" ("Strengthening Systems", 2018). Given the aforementioned challenges, the NAEH (2010) asserts that the most effective way to end rural homelessness is through prevention. By providing at-risk populations with preventative services, communities can significantly decrease homelessness with far fewer resources than are needed to address homelessness once it occurs.

*Financial Impact of Homelessness*

From a community perspective, a homeless population can have a great financial impact on local organizations. According to the NAEH, more than 84,000 individuals experience chronic homelessness on any given night in the United States. Chronic homelessness refers to those who have chronic and complex health conditions including mental illnesses, substance use disorders, and medical conditions who also experience long-term homelessness. Many homeless can be found sleeping on the street, in shelters, or doubling-up with family and friends. A lack of stable housing leads to a cycle of being in and out of emergency departments, inpatient hospital stays, psychiatric centers, detoxification programs, and jails. This pattern results in high public costs and poor health outcomes for individuals, including premature death.

*Cost to Taxpayers and Communities*

A chronically homeless person costs the taxpayer an average of $35,578 per year. According to studies, costs can be reduced by an average of 49.5% when those who lack stable housing are placed in supportive housing ("Ending Chronic Homelessness", 2017).

Additionally, financial resources devoted to combatting homelessness are substantial. Direct federal funding for local organizations to combat homelessness totals approximately $6.1 billion each year. This is, however, only a fraction of the dollars devoted to this issue. State and local governments, as well as private dollars, all contribute to fighting homelessness. While there is no systematic data on the amount of non-federal sources of funds for the nation as a whole, anecdotal data suggests these numbers are substantial. For example, New York City spends a total of $1.8 billion on programs for people experiencing homelessness and only about one third comes from federal dollars (Johnson and Levin, 2018).

*Health Costs and COVID-19*

According to the Centers for Disease Control (CDC), some individuals are at higher risk of becoming seriously ill from COVID-19, such as adults ages 65 and over. However, people experiencing homelessness age faster than those who possess stable housing. Research indicates they have physical conditions that mirror those of people 15-20 years older than their actual age. On a single day, more than 200,000 single adults experiencing homelessness are over age 50, suggesting they may be uniquely vulnerable to becoming seriously ill during the pandemic crisis. An additional CDC-identified risk group is people with pre-existing health conditions. Before the current crisis, growing numbers were experiencing unsheltered homelessness—a living situation associated with poor health. A recent study sampled unsheltered individuals from across the country, finding 84% self-reporting existing physical health conditions. Only 19% of people in shelters said the same.

## Overview of State Programs

The State of Indiana has agencies, programs, and regulations relevant to homelessness. The state agencies with programs related to homelessness are the Indiana Housing & Community Development Authority (IHCDA), the Family and Social Services Administration (FSSA), and Indiana State Department of Health (ISDH). Like other states, Indiana has programs aimed at homelessness prevention and treatment (Monga & Griffin, 2016). Prevention programs target affordable housing development and access, emergency financial assistance for those facing eviction, and mental health and substance abuse support ("Homeowners & Renters"; "Mental Health Services"; "Harm Reduction"). Treatment programs target emergency shelter and food provision, as well as general social service access ("Homeowners & Renters"; Indiana 211). Often, the state delivers these programs indirectly through county and municipal governments or public-private partnerships via grants and contracts.

In Washington County, Hoosier Uplands, for example, administers state sponsored programs, including Section 8 Housing Choice Vouchers, the Low Income Energy Assistance Program, and the Weatherization Assistance Program ("Housing and Family Services", "Weatherization"). Regarding regulations, the codes most relevant to homelessness enable the provision of shelter and assistance for the homeless by counties and townships (Human Services § 12-20-17-2; § 12-30). If an organization establishes a shelter, policies related to nonprofits, childcare, and food could be relevant ("Non-Profit"; "Laws, Rules, and Related Policies"; "Laws, Rules, and Regulations"). In addition, the National Conference of State Legislatures manages a database of

state legislation related to homelessness to facilitate learning and policy diffusion across states ("Housing and Homelessness"). The landscape of state agencies, programs, and regulations related to homelessness prevention and treatment offers opportunity for Washington County to connect with existing expertise and services in the short term while striving to develop its own activities to prevent and treat homelessness in the long term.

## Overview of Federal Housing Programs

The majority of federal housing programs and policy are administered by the Department of Housing and Urban Development (HUD). As the U.S. housing landscape and economy has shifted, so too has federal policy. The greatest housing challenge is no longer "decent, safe, sanitary" dwellings as it was in 1937 when the Housing Act of 1937 created the first federal agency focused on housing. In the 1980s, Congressional actions shifted much of the administration to state and local governments who can be more responsive to unique and specific needs of their communities. In general, federal housing policy today is focused on the problem of affordability rather than construction of new housing stock or promoting homeownership (Congressional Research Service, 2019).

In addition to HUD, other federal agencies support housing, health-care, community and economic development, or homelessness services including the Department of Health and Human Services (HHS), the Department of Homeland Security (DHS), and the Department of Veterans Affairs (VA). In Fiscal Year 20, Congress authorized $2.78 billion in homelessness assistance ("State of Homelessness").

Addressing the uniqueness of rural homelessness requires a diverse policy toolkit, and the federal government can provide Washington County with numerous pathways for assistance. See Appendix D for a robust list of relevant federal housing programs, some of which are already active in Washington County while others present opportunities for new programming.

# Washington County Profile

Washington County has a proud and storied history within the larger narrative of the nation, and its residents cherish their long-held traditions. Well-known for its many churches, quality public schools, beautiful scenery, and numerous bodies of water, Washington County has many positive attributes. The longest hiking trail in Indiana, the Knobstone Trail, is located in the county, and the community hosts nationally recognized events. In addition to its history and attributes, the

county's approximately 28,000 residents are its most vital asset ("Washington County, Indiana"). To address the issue of housing insecurity, the county's attributes and human resources must be utilized and well-coordinated.

The present-day population of Washington County has a median age of 41.5, and 50% are female. The county is majority-white (97%) with 1.4% Hispanic, 1% two or more races, .5% Black/African American, .3% American Indian, and .3% Asian. Of people aged 25 or older, 85% are high school graduates and 13% have a bachelor's degree or higher ("QuickFacts", 2019). Washington County is served by three school districts: East Washington School Corporation, Salem Community Schools, and West Washington School Corporation. Graduates from these high schools have historically found work in Washington County's manufacturing, retail trade, and construction industries (IU Center for Rural Engagement, 2018).

## Culture and Programming

Washington County boasts numerous cultural events and programs that draw visitors from across the state. From May to September, Salem hosts the Washington County Farmers Market, where visitors can access local produce, dairy, and meat. The market also hosts craft vendors and local honey producers. Among the community vendors participating in Summer 2020 was Indiana Women, Infants, and Children (WIC) Program, which provides support for breastfeeding mothers and infants and young children at nutritional risk. Indiana WIC joined the farmers market to provide enrollment information for eligible residents ("Farmers Market").

Residents and visitors of Washington County have enjoyed the Salem Speedway for nearly 75 years and the track has hosted prominent names in INDYCAR and NASCAR early in their careers. Motorsports fans can also enjoy the Thunder Valley Raceway quarter-mile dirt track at the Washington County Fairgrounds in Salem. Both tracks host races through an extended summer schedule. Cornucopia Farms is a popular agritourism destination complete with a corn maze, fall hayrides, experiential learning like milking a cow, and more. The farm hosts school groups and families from nearby and from the Cincinnati, Ohio, Indianapolis, Indiana, and Louisville, Kentucky metro areas, educating the area on the importance of agriculture ("Things to Do").

To celebrate America's Independence Day, up to 15,000 people attend the Pekin Fourth of July Festival, increasing the town's population around the holiday tenfold. Pekin, the county's second largest town, boasts the longest running Fourth of July festival in the nation, having hosted it each year since 1830 (America's Story, 2021). The Pekin Fourth of July Festival marks a rite of passage for state leaders in Congress and Indiana Governors, college presidents, and other

noteworthy visitors who attend the famous festival. Washington County's cultural events present a significant opportunity to attract stakeholders from the region through targeted advertising.



*Pekin Fourth of July Festival. Source: IU Center for Rural Engagement*

## Economic Opportunities and Barriers

The median household income for Washington County is $47,078, which is lower than the state average of $54,325. The county has a high employment rate of 96.5%, which is only marginally less than the state's rate of 96.6%. Indiana's unemployment rate is among the lowest in the Midwest, according to a U.S. Bureau of Labor Statistics report released in March 2021 (Suddeath, 2021).

The top three industries in Washington County are manufacturing, retail trade, and construction. The two major employers are Peerless Gear and Kimball Office Casegoods Mfg, which are both located in Salem. Peerless Gear manufactures and sells drivetrain units worldwide to a variety of industries. Kimball manufactures office furniture. According to the Washington County Economic Growth Partnership's website, the rate of manufacturing employment in Washington County is higher than the state average. The average reported wages for manufacturing employees in the county are much higher than that of the retail trade and construction industries. Both manufacturing and construction have higher average employee wages than the per capita income of Washington County. The manufacturing industry brings in almost $99 million in annual revenue. Construction brings in about $40 million while retail trade brings in about $37 million.

The median rent cost of $667 in Washington County is less than the state average of $807. Compared to the state, Washington County has a severe housing problem, including overcrowding, high housing costs, or lack of kitchen and/or plumbing activities, and has limited

multi-family housing options. Additionally, more than 40% of the county's homes are valued at less than $100,000 (IU Center for Rural Engagement, 2018).

According to the Budget Order for 2021, Washington County's total budget is $18,133,895, with a general budget of $10,723,443 and $464,811 allocated to health. The general budget increased by about $300,000 from 2020, and the health budget increased by $30,000. In terms of estimated revenues for Budget Year 2021, the county expects to earn $2,695,291 from highways, $588,226 from license excise taxes, and $389,835 from local roads and streets.

Washington County is part of the South Central Indiana Economic Development (SCIED) Group, a regional partnership that provides knowledge and assistance to companies. According to its website, SCIED is "dedicated to the growth and prosperity of South Central Indiana." On a similar note, the Economic Growth Partnership, Inc. of Washington County exists "to increase job opportunities through business expansion and recruitment efforts to promote economic growth and improved quality of life for the citizens of Washington County, Indiana." The partnership cites advanced manufacturing, lumber and wood production, and health and medical services as key industry sectors.

## Geography and Transportation

Washington County is located between the Indianapolis, Indiana; Louisville, Kentucky; and Cincinnati, Ohio metro areas, and therefore many of its residents commute outward for work. The average commute time for Washington County employees is 29.9 minutes. An overwhelming number of people drive alone to work (83.7%), and 9.43% carpool. Yet, more than 18% of households in Washington County have only one car or no car at all ("QuickFacts", 2019). While most institutions like government offices, healthcare, and community centers are concentrated in Salem, the county's major employers are situated just outside of the heart of the city. The rural, spread-out geography, compounded by the lack of public transportation, limits accessibility to economic opportunities, especially for the most vulnerable populations. People living outside of Salem are also limited geographically, unable to walk or use public transportation to access these county institutions.

Map 1: Washington County Institutions
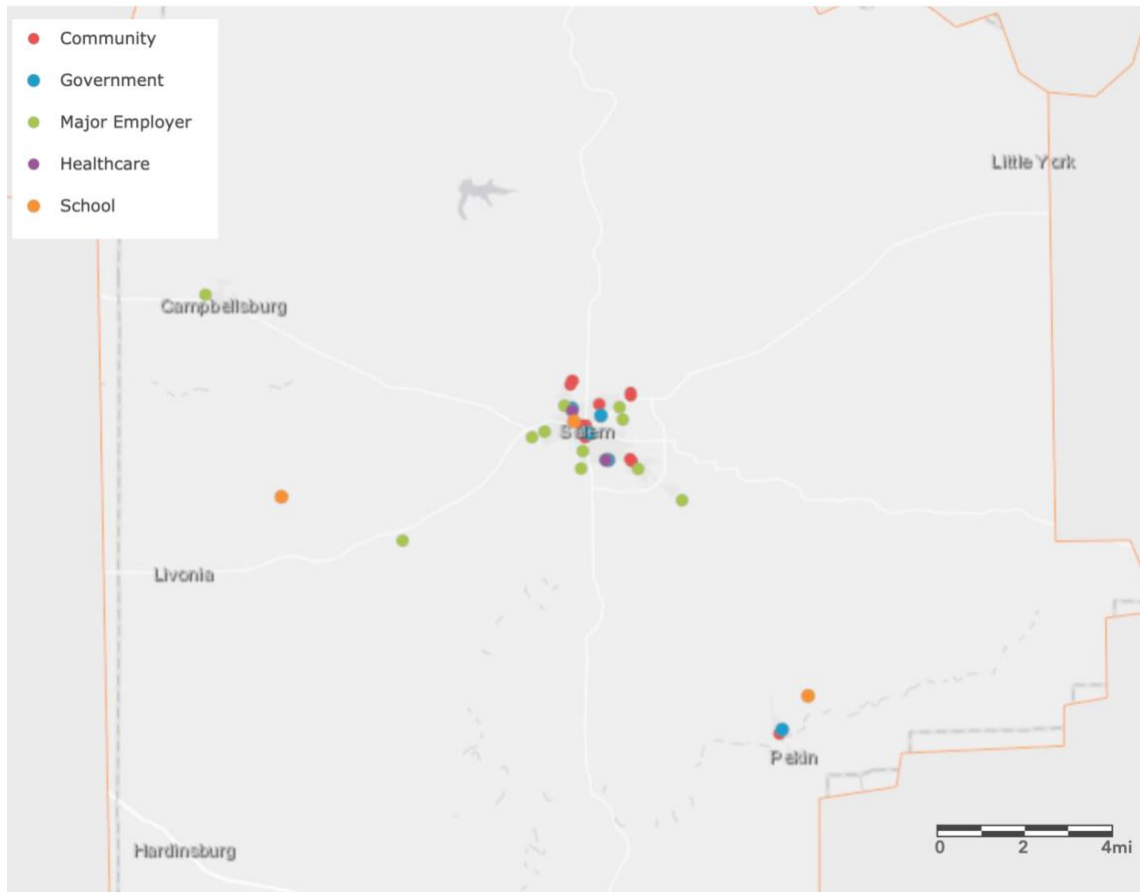


# Scope of Homelessness in Washington County

## The 'Invisible' Homeless of Washington County

When most people think of homelessness, they imagine people on the streets, living under bridges or along railroad tracks, or asking for help at traffic intersections. These people are not only visible to community residents, but they oftentimes are considered a nuisance or a threat to business and community prosperity. Nonetheless, in rural communities such as Washington County, those experiencing homelessness and housing insecurity are often not easily identifiable. Consequently, the official counts of people experiencing homelessness in areas such as Washington County tend to hide the true toll of housing insecurity across the United States.

Citizens of Washington County report that homelessness in their communities is a largely unseen issue. In stakeholder interviews conducted in 2020, "hidden" or "not visible" were the most commonly used terms to describe those experiencing homelessness in Washington County. The second most commonly used phrase was "doubling up," which refers to individuals temporarily living with another family due to housing insecurity.

Defining homelessness or housing insecurity matters--not only conceptually in terms of how the problems might be addressed, but for programmatic and funding purposes as well. HUD does not include those doubling up in its definition of homelessness ("Homeless Definition"). This means that programs financed through HUD, the largest source of federal funding for combatting homelessness, do not serve those who are 'doubled up' (i.e. one of the most common forms of housing insecurity in Washington County). This HUD definition of homelessness limits communities' ability to offer services to those experiencing housing insecurity and may even encourage families to put their lives in danger to qualify for services offered.

## Available Data on Homelessness in Washington County and its Shortcomings

To distribute federal funding, HUD now requires the state develop Continuums of Care (CoCs), which are "regional or local planning bod[ies] that coordinate housing and services funding for homeless families and individuals" ("Rural Homeless", 2010).  Beginning in 1995, HUD started to require CoCs to submit a single application for McKinney-Vento Homeless Assistance Grants; this encouraged communities, housing, and service providers to come together to streamline services and coordinate efforts. Indiana has two CoCs, one for Marion County (Indianapolis) and one for the other 91 counties in the state; this "Balance of State (BoS)" CoC includes Washington County.

HUD requires CoCs to use Point In Time (PIT) counts to identify and characterize the people facing homelessness at a given point in time during the year in any given community. Through PIT counts, surveyors go out into the community and literally count the number of sheltered and unsheltered homeless people they can find on one night in January. In January 2020, a total of 9 households, made up of 13 total people (including minors), were identified to be experiencing homelessness in Washington County (Indiana Housing and Community Development Authority, 2020). This number represents a decrease from the 18 households and 36 people identified to be experiencing homelessness in Washington County in the 2019 PIT count ("Point in Time…", 2019). (The 2021 PIT count for the BoS CoC occurred January 28, 2021; data is not yet available from this PIT count). As the HUD definition of homelessness does not take into account families

who are doubled up, the PIT count likely underestimates the true number of citizens facing housing insecurity in Washington County.

Graph 1: PIT Count Data for Washington County 2019-2020
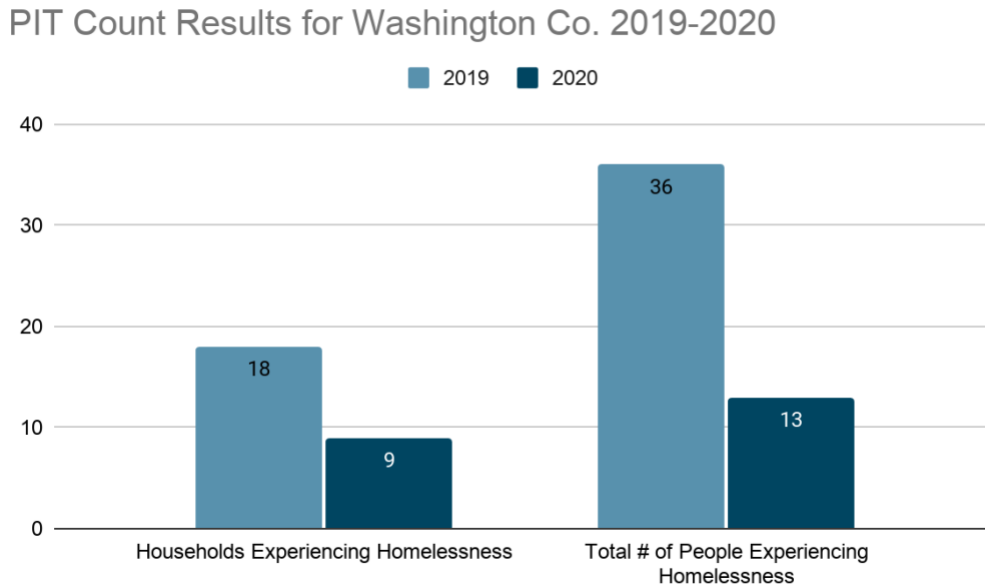


*Source: Indiana and Housing Community Development Authority*

Though the PIT count represents a widely used data source to identify the county's homeless population, the PIT count has many well-documented drawbacks. Most importantly, the PIT count does not ensure that Washington County's "invisible homeless" are acknowledged by community members and leaders. PIT counts alone do not guarantee a full identification of people experiencing homelessness, and do not even take into account 'doubled up' households. Furthermore, studies have shown that cities overlook large numbers of people experiencing homelessness when conducting PIT counts. Surveyors go to places like abandoned buildings, cars, tents, etc., but not to places like homes, campgrounds, or hotels which may be considered more stable locations ("HUD Releases...", 2019). One study of a PIT count even tested whether those on the street would be accurately found by surveyors and discovered that 30% of the study's "planted" homeless were missed (Weare, 2019). The Homeless Coalition of Southern Indiana (HCSI), which conducts the PIT count for Region 13 of the BoS CoC, including Washington County, concedes on its website that developers routinely multiply a PIT count by five to determine the suspected number of individuals in a community experiencing homelessness ("About Us").

The U.S. Government Accountability Office (GAO) conducted a study that culminated in a July 2020 report calling for better HUD oversight of data collection on that experiencing

homelessness. Of note, the GAO found that unsheltered PIT counts, particularly in suburban and rural areas, can change by as much as 50% year-over-year, raising concerns about the veracity of the true change in a homeless population (U.S. Government Accountability Office, 2020). As part of its study, GAO also conducted structured interviews with researchers and stakeholders, many of whom cited the reluctance of homeless individuals to be included in a PIT count interview as problematic for understanding the true size of a homeless population (U.S. Government Accountability Office, 2020). The GAO report underscores the need for better data collection to truly understand and fully address homelessness.

The US Department of Education (ED) homelessness data further details the possible scope of those experiencing homelessness in Washington County beyond the PIT count data. Unlike the HUD definition, the ED uses a broader definition of those facing homelessness for purposes of assistance. The McKinney-Vento Homeless Assistance Act defines homeless students for purposes of the ED Education for Homeless Children and Youth (EHCY) Program. Unlike the HUD definition, this ED definition defines homeless students as "those who lack a fixed, regular, adequate nighttime residence," which includes "students who are sharing the housing of others due to loss of housing, economic hardship or similar reason; are living in motels/hotels, trailer parks, or campgrounds due to lack of alternative adequate accommodations; are living in emergency or transitional shelters; are abandoned in hospitals" ("McKinney-Vento Definition").

The National Center for Education Statistics (NCES) reports on the number of students found via this McKinney-Vento ED definition. Unlike the PIT count, which captures those homeless found during one night of the year, the ED captures any student who experiences homelessness by its definition whenever it occurs throughout the school year. ED homeless numbers are therefore routinely larger than that found via PIT count and tend to more accurately capture the number of students facing housing insecurity. Indeed, the number of children experiencing homelessness found via PIT count has been found to be one-tenth of the number according to NCES (Evans, et al., 2019).

Current Department of Education data on homeless youth finds 18,236 homeless students enrolled in Indiana public schools in the 2018-2019 school year (National Center for Homeless Education, n.d.). This number decreased insignificantly from the previous year and has remained relatively stable over recent years. These data also corroborate what is known about the homeless in Washington County--over 77% of homeless students in Indiana are considered 'doubled up' ("Indiana").

In the school corporations serving Washington county, homeless students comprise 1.6% of Salem Community Schools Corporation's student population (or approximately 28 students); 3.6% of East Washington School Corporation's student population (or approximately 53

students); and 0.1% of West Washington School Corporation's student population (2019 data, or approximately 1 student).[1] Taken together, this means approximately 82 students in Washington County experienced homelessness over the school year, dwarfing the number of reported total individuals experiencing homelessness in Washington County's PIT count.

Graph 2: Washington County School Corporation Homeless Student Data, 2020
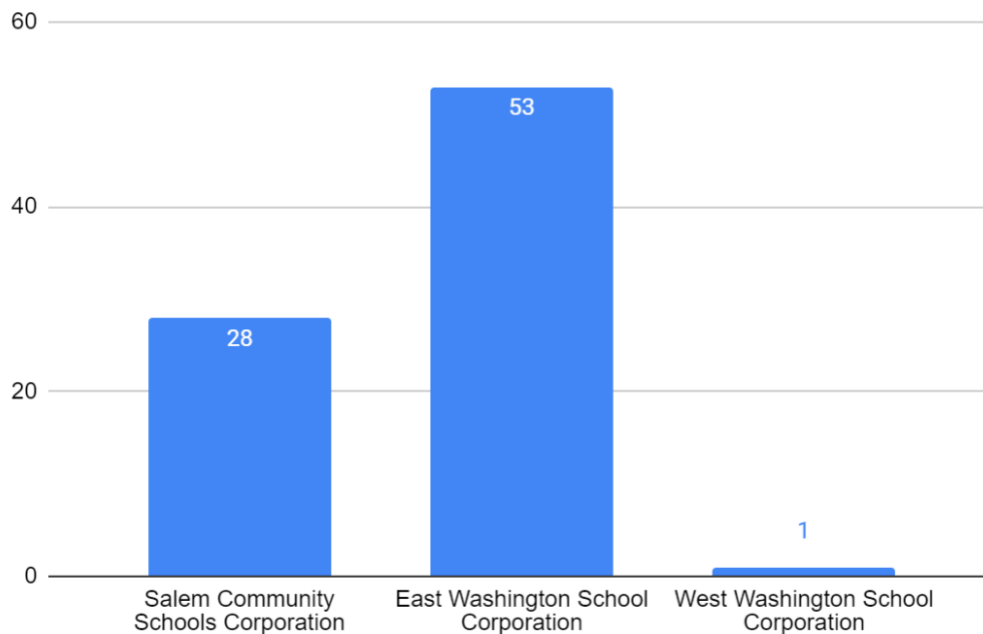


*Source: Class analysis of school corporation data reported to Indiana Department of Education, found at:* https://inview.doe.in.gov/. *Data is from 2020 except for West Washington School Corporation, which is from 2019.*

However, it is not only the restrictive definition of homelessness that is causing an undercount of homeless people in Washington County, but also the lack of connected service providers in the county's communities that might help the county better ascertain the problem's scope. Though there are many organizations that are involved in providing distinct services to families and individuals who may be experiencing homelessness, there is only one official shelter in Washington County that serves people in need of emergency housing. This shelter is the Hoosier Hills Domestic Violence Shelter in Salem which offers a total of 24 beds, according to the Washington County Housing Inventory Count (HIC) ("Point in Time…", 2020). Therefore, the majority of families identified in the PIT count as homeless were also cited as victims of

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[1] Based on class analysis of data from https://inview.doe.in.gov/

domestic violence. It is worth noting, of course, that this lone shelter does not have addressing homelessness in all forms as its mission, but rather serves victims of domestic violence.

Graph 3: 2020 PIT Count Demographics in Washington County
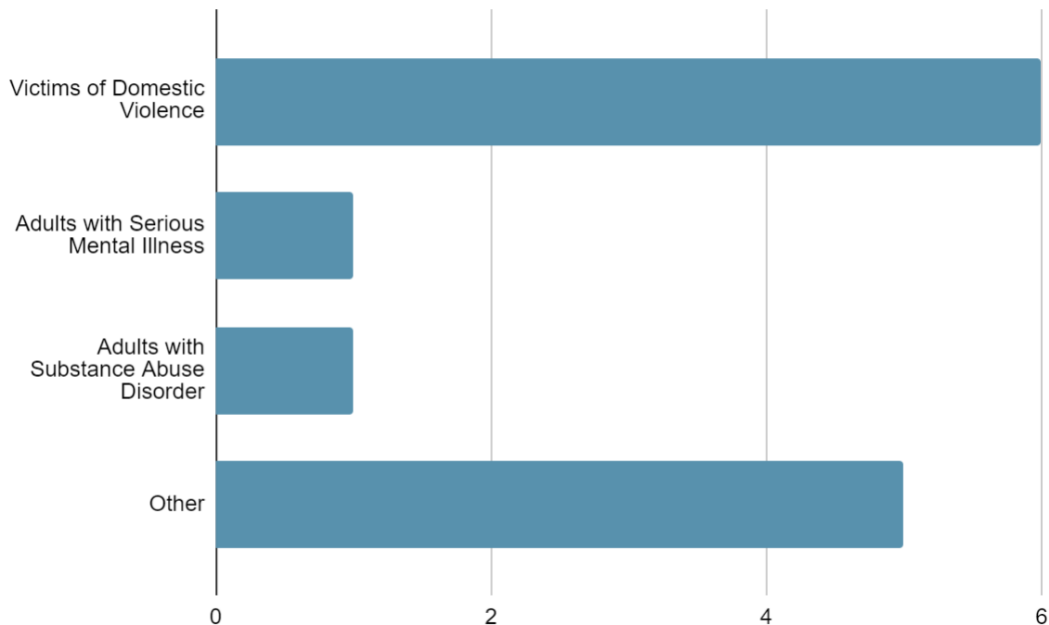


CoCs are required to use a Homeless Management Information System (HMIS) in their work with those facing homelessness. An HMIS is "a local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families and persons at risk of homelessness" ("Homeless Management Information System"). Each CoC operates an HMIS, which is typically a software system that helps CoCs track who is using connected service provider services, better understand how these services are used, and better coordinate and manage services to individuals across providers.

Data about those experiencing homelessness are first collected using an initial intake form. CoCs often develop a universal intake form that captures data elements that will be helpful to the CoC for service coordination, data collection, and reporting. Agency-entered information into the HMIS is done with consent of the client; however HUD HMIS standards do not dictate how that consent is obtained (inferred, verbal, written, electronic, etc) ("Acceptable Form of Client Consent", 2017). HUD has developed a sample informed consent form for CoC use.

All service providers that receive federal HUD funding are required to participate in the HMIS, but participation is also actively encouraged for other agencies within the CoC that do not receive federal funds. Using the HMIS is beneficial for service providers, individuals

experiencing homelessness, and communities. For providers, HMIS offers better tracking, coordination, and data-driven decision making. For individuals, it offers unduplicated assessments and better service coordination. For communities like Washington County, an HMIS can provide an unduplicated client count and helps a community better understand the scope of those facing homelessness ("Benefits of Joining…").

Nonetheless, further limiting Washington County's ability to better understand the scope of its homelessness problem is the fact that **no local service providers within Washington County participate in the Balance of State Continuum of Care (BoS CoC) HMIS system**. This information was ascertained via direct outreach to the HMIS manager for the Indiana Housing and Community Development Authority. While statewide and regional service providers that reach into Washington County do participate in the CoC HMIS, none of the local agencies serving Washington County individuals do. This means that while local organizations are providing services to individuals in Washington County, there is no active tracking of these services nor is there an accurate list of individuals receiving them.

The lack of data on who is experiencing homelessness and housing insecurity, as well as who is caring for the homeless also means that it is difficult to discern the primary causes of homelessness in Washington County. While the data reported in the PIT count suggests that the majority of the homeless in Washington County are victims of domestic violence, we know that that is an erroneous conclusion due to the lack of service providers reported in the HMIS and the PIT count. Furthermore, the data on school children experiencing homelessness reported by the Washington County schools only tells us that there are families facing housing insecurity but does not tell us why. The causes of homelessness in Washington County are likely a combination of mental and physical health issues, lack of employment opportunities, and lack of affordable housing, but only a more accurate system for counting and tracking those experiencing homelessness -- and greater coordination among organizations providing services -- will allow the community to study and understand the drivers of homelessness and how best to address them.

# Existing Services in Washington County

Despite the lack of clear data regarding homelessness and housing insecurity, there are indeed organizations in Washington County that currently offer services related to homelessness prevention and treatment. However, the majority of these organizations' core missions are not focused on addressing homelessness but rather on other social causes. Consequently, these organizations do not coordinate their services to address homelessness collaboratively. This section reviews the organizations and their services related to homelessness prevention and treatment by sector and location, with a comprehensive list in Appendix C.

The relevant public sector organizations include the county, townships, municipalities, schools, and a library in Washington County. The county and municipalities administer the local criminal justice system, composed primarily of the courts, Washington County Sheriff Department, the City of Salem Police Department, and the Town of New Pekin Marshall. It is common for the criminal justice system to interact with individuals experiencing homelessness in areas lacking robust social service systems (Gillespie et al., 2020; Homelessness Policy Research Institute, 2020). The county also supports the Veteran's Service Office, which serves the 8% of the county population who were veterans as of 2017 (Strange, 2018). The thirteen townships led by elected trustees provide to their constituents financial and referral assistance related to housing, utilities, food, emergency shelter, and other needs (DeBoer, 2018; Indiana Township Association). In 2020, the townships in the county collectively budgeted $238,000 for assistance, and disbursed $6,600 for housing assistance, $32,100 for utility assistance, and $2,100 in food assistance, and only $220 for emergency shelter for the homeless ("Download Data"). The Salem Public Library offers adult literacy courses and internet access on computers six days a week and publicly available wifi seven days a week.

The three school districts in Washington County offer education, food, and mental health access to youth experiencing homelessness. Another important role of the schools includes tracking data on youth homelessness, as explained previously. Similar to the criminal justice system, however, K-12 schools do not have sufficient resources to fully address homelessness.

Overall, these public organizations have some personnel and financial capacity to address homelessness, but they have not centered addressing homelessness as a top priority, neither independently nor collectively.

The nonprofit sector organizations of relevance in Washington County include providers of social services, health care, religious and social community, and philanthropy. Social services include affordable housing, emergency food access, domestic violence, and recreation. The Hoosier Uplands Economic Development Corporation (Hoosier Uplands) ("Housing and Family Services"; "Weatherization"), a community action agency, administers Section 8 Housing Choice Vouchers, the Low-Income Home Energy Assistance Program, and the Weatherization Assistance Program. The Washington County Food Bank offers emergency food access in Salem on Mondays, Wednesdays, and Fridays ("Washington County Food Bank"). Hoosier Hills PACT offers emergency shelter and transitional housing for survivors of domestic violence, as well as case management ("Hoosier Hills PACT"). The Washington County Family YMCA provides access to recreation programs and personal hygiene facilities at reduced cost for those unable to pay. The primary health care providers are the Ascension St. Vincent Salem Hospital and Scheck Family Care of Washington County ("Ascension"; "Schneck Family Care"). LifeSpring Health

Systems provides mental health and substance abuse support, with specific programs addressing homelessness, including Healthcare for the Homeless, Projects for Assistance in Transition from Homelessness, and Permanent Supportive Housing. Groups Recover Together offers substance abuse and addiction therapy treatments.

Across Washington County, various forms of organizations provide religious and social community, including churches and clubs. These organizations often mobilize volunteers or donate to assist people in need. One of the most important is the First Christian Church that distributes free clothing, offers free meals on Wednesdays, and occasionally shelters the homeless during inclement weather. Lastly, the Washington County Community Foundation promotes philanthropy within the county by fundraising and grantmaking. Overall, the nonprofit sector delivers critical services for preventing and treating homelessness. Unlike some of the public sector organizations, the nonprofit sector organizations are concentrated in Salem, increasing barriers to access for people outside of Salem lacking transportation (see Map 2).

The diversity of organizations and services related to homelessness prevention and treatment is a strength for Washington County. However, the scope and impact of these services are largely unknown due to the informality of many of the services, the lack of clear and accurate data regarding service delivery, and their geographic diversity. The majority of the organizations listed above have a limited ability to attend to Washington County's homelessness problem, due to the fact that most of their resources are more dedicated to other activities, services, and missions and locations' inaccessibility. Furthermore, these organizations deliver services to the homeless independently with little to no coordination or common strategy. Most significant for resolving Washington County's challenge is the fact that there is little to no official data on the services provided and people served. As previously explained, there are no local service providers using the HMIS system to track clients and services. Convening the public and nonprofit organizations reviewed above in a task force (see Recommendation #2) or under a help hub model (see Recommendation #3) would be a first step in facilitating data collection to better understand the scope of homelessness and the capacity to address homelessness, which in turn will aid in developing a network and strategy for coordinating services.

Map 2: Locations of Current Service Providers for Washington County Homeless Population
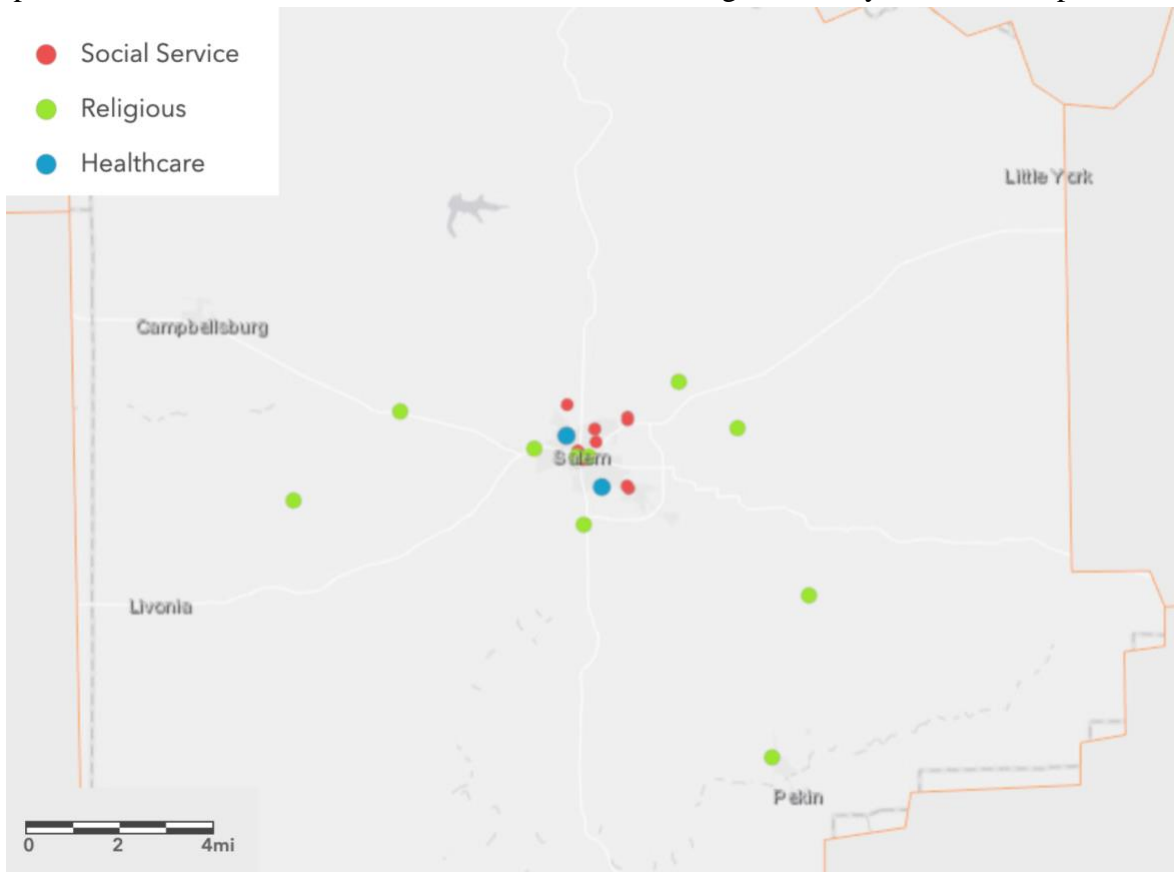


# Recommendation #1

## Moving Towards a More Reliable Homeless Count

**To better understand the causes and scope of homelessness and housing insecurity in Washington County, begin the creation of a "by-name list" among service providers.**

## Point In Time Count

The official data reported to HUD through the PIT count and HMIS system supports citizens' reports that the homeless of Washington County go unnoticed, uncounted, and underserved. The Washington County Homeless Help Hub, described in detail below, must lead the process of

implementing a new method for identifying and tracking people experiencing homelessness in Washington County.

To understand how a community can better ascertain the scope of its residents experiencing homelessness, the class reached out to Christopher Weare, PhD, Professor at Berkeley Goldman School of Public Policy and President of the Center for Homeless Inquiries (https://www.homelessinquiries.org/). Professor Weare has authored papers on the shortcomings of the PIT count as well as the use of alternate lists to better predict a homeless population. As an example, he has discussed a method whereby HMIS data can be crosswalked with PIT count data to obtain a more accurate homelessness count in a given community (Weare, 2019).

However, as HMIS data is limited in Washington County, Professor Weare recommended the creation and use of a "by-name list" among service providers in the area to find and count those who are homeless. A by-name list is "a comprehensive list of every person in a community experiencing homelessness, updated in real time" ("What is a by-name list"). Such a "by-name list" has been used by other agencies and organizations seeking to count and address homelessness in communities. For example, the nonprofit organization Community Solutions, based in New York, works together with communities across the country to end homelessness via its Built for Zero project. Community Solutions considers a by-name list a cornerstone of its efforts in this project. The use of a by-name list has also been recommended by the VA in its efforts to end homelessness via its Supportive Services for Veteran Families (SSVF) Program (SSVF, 2018).

## By-Name List

Implementing a by-name list would involve agencies asking those who need local services if they will share their name, contact information, and other determined data (such as client history and service needs) with the agency on a common intake form. With the clients' consent, different organizations serving the homeless throughout Washington County could thus begin the work of documenting who is homeless, and who is using and in need of services. By using names, Washington County could begin to compile an unduplicated list and embark on the process of obtaining a more accurate count of those experiencing homelessness in the county.

A long-term goal of the by-name list would be to move beyond simply ascertaining the count of those facing homelessness and towards an active case management approach to service provision, as well as coordination among service providers. In the short term, this list would serve to immediately begin to identify those facing homelessness, to understand what services are being provided by which agencies, and to identify where service gaps may exist, or

coordination can occur. We recognize a by-name list is no small task, but the need for a better count, particularly reaching those who are doubled-up, is likely to be critical to any future success in addressing homeless and housing insecurity in the county.

As examples of use of a by-name list, Community Solutions offers an explanation and downloadable template (Google Drive, Excel file). Also the VA has information and guidance on the development of a "master list" (VA term for a by-name list).

Creation of a by-name list need not be done alone. A by-name list could be utilized as a "first step" recruiting tool in the formulation of the **recommended task force (see Recommendation #2)** among disparate service providers in the area. As service providers are approached about the creation of the task force, they could also be introduced to the notion of the by-name list. Washington County and regional service providers could thus begin the process of aligning efforts toward the goal of helping those facing homelessness throughout the county.

Such a by-name list also need not be complicated, and its creation and refinement can be seen as an iterative process. Additional considerations for the creation of a by-name list include the following:

- **In addition to local service providers, Washington County can investigate coordination with the BoS CoC and other existing entities already addressing homelessness in the region**. While no local service providers in Washington County participate in the HMIS, regional and statewide service providers likely reach Washington County residents who may already be in the HMIS database. The Indiana BoS CoC is divided into regions; each region is overseen by a planning council and a chairperson that leads that planning council. Washington County is in Region 13 of the Indiana BoS CoC and the Chair of Region 13 is the Executive Director of HCSI, Leslea Townsend Cronin. HCSI also is the entity that conducts the PIT count for southern Indiana, including Washington County. We thus recommended discussing the creation of a by-name list with Ms. Townsend Cronin (ltownsend.cronin@soinhomeless.org and 502-548-0290) as she will have direct experience with both the BoS CoC, the HMIS, and service providers in Region 13. HCSI already attempts to connect service providers addressing homelessness in the region, and as the local chair of Region 13 activities, Ms. Townsend Cronin would be an important contact when planning a by-name list effort, with an eye toward coordinating however possible.

- **A goal of the by-name list should be coordinated with the HMIS and "Coordinated Entry" into housing services**. In researching the use of by-name lists, we found that many communities pull or create a by-name list directly from the HMIS. (As an example,

please see [this explanation](#) of the Charlotte-Mecklenburg CoC (North Carolina) and its use of a by-name list.) As we do not have access to the Indiana BoS CoC HMIS, and no local service providers in Washington County participate in the BoS CoC HMIS, we cannot know how many Washington County residents are receiving services that are documented in the HMIS currently. For this reason, we recommend discussion of creation of a by-name list with Ms. Townsend Cronin, above. That said, future goals with the by-name list should be to coordinate this with the HMIS, so as to produce one actionable list of those in need of homelessness services in Washington County. Moreover, a goal should be that the by-name list facilitates what is known as "Coordinated Entry" into BoS CoC housing services. Such a "no wrong door" approach would mean that those that are found and added to the by-name list are also facilitated by Coordinated Entry into assessment for housing services.

- **Consent should be obtained, and privacy must be maintained.** It will be important to obtain consent of those who are entered into the by-name list, including information on those organizations with whom their information will be shared. A standardized consent form might be modeled after consent forms/Authorized Release of Information forms from Continuums of Care (CoCs) around the country. As examples, please see:
    - [Blue Ridge Continuum of Care Release of Information Form](#)
    - [All Chicago Client Consent Form](#)
    - [Lane County (OR) HMIS Consent Form](#)
    - [Indianapolis CoC Combined Consent Form](#)

  We recognize that issues of consent and privacy may require input from additional experts, such as those who work at the BoS CoC HMIS and organizations' lawyers.

- **Expertise is available**. Christopher Weare, PhD at the Center for Homeless Inquiries can work with local communities on homeless count-related issues and might be consulted in this endeavor. Similarly, Community Solutions also offers by-name list training sessions--while none are scheduled currently, more on their training offerings is available [here](#). (In addition, communities can [apply to join Community Solutions' Built for Zero project](#), in which Community Solutions will work with local leaders in their efforts to end homelessness in a community. While buy-in from the CoC would be required as an applicant, a future goal of Washington County may be to join this project for its expertise, ongoing coaching, and other direct assistance).

- **Creation of a by-name list can be done on a parallel track with creation of a task force and "Help Hub."** While a by-name list serves the goal of better ascertaining the scope of homelessness in Washington County and ultimately connecting such individuals

with housing services, this should not detract from work to create a task force and Help Hub. Not all those who visit a Help Hub will be homeless or require housing related services, and not all services envisioned for a Help Hub will necessarily be housing specific. However, in addition to the provision of needed services, task force member organizations and the Help Hub can also serve to identify homeless individuals who can be entered into the by-name list to address their housing related needs, as well as lead the management and quality control of the list.

# Recommendation #2

## Form a Task Force to Assess Needs and Gather Key Partners

**To further assess the ongoing needs of those experiencing homelessness in Washington County, form a task force of key community partners who are committed to addressing housing insecurity at all levels.**

## Task Force Role

As mentioned above, it is recommended that Washington County form a task force composed of key local partners including government agencies, nonprofits, faith-based organizations, and schools that provide social services to the community. The task force is the overarching strategic coordination body for the rest of the recommendations included in this report. The task force will help organize the other recommendations including the by name list and Help Hub. The task force's first step will be to inventory community services to fully understand where, what, and how an individual in need can access support. This will become the basis for the information hub described in more detail in Recommendation #3. The task force will also conduct a community needs assessment to identify the root causes of housing insecurity and homelessness in Washington County. Example root causes are lack of affordable housing, addiction, mental health issues, and unemployment. The interventions for each of these will look very different from each other. Appropriate social services and policy changes can not be designed until Washington County clearly understands the root causes associated with homelessness and housing insecurity in the area.

Once the scope of the issue is determined through the recommendations outlined above and a needs assessment clarifies root causes the task force should engage in strategic planning. This long-term plan will identify needed policies and programs to address homelessness. Once these policies and programs are identified the task force will establish goals with associated performance benchmarks, identify and pursue funding opportunities, assign work to lead agencies, and monitor progress against goals and benchmarks.

The task force would require administrative support to schedule the meetings, take notes, set agendas, follow up on outstanding items, and generally coordinate the work. This individual could be a government employee from the city, township, or county or from a nonprofit. Many nonprofits focus on a specific mission and do not generally coordinate their work with other organizations. However, one may be willing to take on this role. Hoosier Uplands Economic Development Corporation is one option and may have capacity to lead this work. This should be a community centered process and include community volunteers, including those who have previously or are currently experiencing homelessness or housing insecurity. Community members can be a coordinator, facilitator, or participant.

## Key Partners

Based on research, it is recommended that the task force consist of and engage with key stakeholders throughout the community. This includes, but is not limited to, public, private, and nonprofit sector employees in addition to community members. Potential sectors to include may be hospital leadership, first responders, educators, domestic violence shelter staff, law enforcement, employers, chamber of commerce, government officials and subject matter experts familiar with homelessness and housing laws.

Our team recommends first connecting with individuals in the following key organizations:

- First Christian Church
- Hoosier Uplands
- Washington County Economic Development Corporation
- Domestic Violence Shelter
- Washington County Schools
- Hoosier Uplands
- Townships
- YMCA
- Washington County Community Foundation
- Healthcare Representatives from the St. Vincent Hospital network

These groups have been identified through stakeholder interviews and research as essential partners as they have existing resources, key personnel, and financial knowledge to navigate strategic planning in the creation and support of the Help Hub, described in detail below. This task force will work together to research, make recommendations, and identify long-term planning needs regarding resources and efforts to combat homelessness in the community.

According to the Institute for Local Government, as national and state programs fall short of fully addressing homelessness, collaboration, cooperation and support at the local level are key to addressing the crisis of homelessness. While the existing task force discussed on the [Homelessness Task Force Report](#) is focused on local government in California, it does relate and directly apply to Washington County and can serve as a model for the community and task force. Complex problems such as homelessness are not often solved or addressed by a single entity, thus the recommendation to include a number of key partners when addressing homelessness, such as the business community, nonprofits, the faith-based community and philanthropic organizations. Whether a city or county has been addressing homelessness for years or is just starting, having a plan is important, and provides direction to make decisions about where to dedicate resources and offers a way to measure progress and success.

# Recommendation #3

## Develop a Help Hub to Better Serve the Community

**To better address immediate and long-term social services needs of those experiencing homelessness as well as the broader Washington County community, develop an help hub to better serve the community.**

## Help Hub Defined

A Help Hub serves as a community's consolidated case management service for those experiencing housing insecurity. The Hub would consolidate immediate and long-term housing insecurity interventions and leverage partnerships with government agencies, nonprofits, and community organizations in their case management. The individual accessing care is at the center of this service model, where they are empowered by appropriate services to meet their immediate needs and develop longer-term goals to address their housing insecurity.

With rural communities' limited resources and accessibility, consolidating and integrating services allows a Help Hub to tailor care options to the individuals' unique experiences and enable referrals to other care providers within the community. Coordinating service options increases the community's access to care and can also reduce stigma for accessing those programs. Additionally, integration streamlines the service process for those experiencing housing instability and incentivizes other service providers to partner with the Help Hub ("Co-Location of Services Model"). Since housing insecurity is intimately tied to socioeconomic and public health issues, the Help Hub can leverage partnerships with other service providers in the

community, enabling earlier intervention, decreasing resource duplication, and promoting awareness of housing insecurity (Robertson, 2007).

An individual or family would be initially screened by a case manager or volunteer in order to identify their immediate needs (this activity would align with and also be a component of the by-name list, mentioned above). The Help Hub could provide any number of immediate services for those experiencing housing insecurity, such as laundry facilities, showers, or food, and then a case manager would guide the individual in crafting a long-term strategy to address the underlying issues of housing insecurity. The Hub would partner with local and regional care providers, making referrals if appropriate care was outside the scope of the Help Hub, and following up with the individual and families on an agreed-upon basis. This iterative services model empowers those accessing services as well as enables the Hub to better assess the scope of housing insecurity. Social services require rapport and a relationship between the clients and service providers, so if individuals' immediate needs are met, they are better able and more willing to access more intensive services such as mental health counseling, addiction services, job coaching or retraining, and housing placement.

## Model 1: Information Hub

In order to assess the full scope of needed services, an information Help Hub could be an intermediary step toward building a physical Help Hub, where a government official or nonprofit service provider consolidates a list of all current service providers in the community and either establishes an information call line or physical location that makes referrals to current independent providers. A continually updated list of service providers would identify potential gaps in available care options and streamline the referral process between care providers. Additionally, a monthly meeting of community partners in coordination with the task force would increase awareness of intersecting issues while allowing autonomy in their individual missions. This list of service providers could be advertised in community spaces such as the YMCA and public library, online, and at community events such as the Fourth of July Festival and Salem farmer's market. This outreach expands community awareness of housing insecurity and available resources, as well as empowers volunteers and community stakeholders to engage with the governmental officials and the future Help Hub.

An information hub is the least expensive Help Hub option because it has the fewest startup costs. An informational hub may require a website and standard office materials to distribute information on paper flyers or brochures. Federal and state money may not be directly available for this effort, but private, local money can be leveraged. Groups like Outside the Walls (OTW) already leverage local funding to connect existing services in Washington County. A well-

maintained informational hub could receive a grant from the Washington County Community Foundation or one of its donors for startup costs.

OTW is a nonprofit organization dedicated to unifying Washington County through a community outreach program. Their community outreach program includes emergency assistance in the form of shelter, utilities, counseling, and referral services with approximately 25 current service providers in Washington County. These organizations work tirelessly to offer the best service possible, but the need in the community is so great and resources so limited some deserving residents fail to receive the assistance they need. OTW works in conjunction with existing service providers to bridge the gaps for the people of Washington County and also to assist the community service providers in fundraising, grant requests and other related efforts ("Assistance in Washington County").

The Washington County Community Foundation engages in a variety of grants and philanthropic areas by stewarding individual donors, managing an endowment, and facilitating several funds. A collaboration or dedicated fund with the Community Foundation could allow intervention to start with flexible unrestricted funds reflecting community support. The Foundation also offers grants.

## Model 2: Co-location of Services Model

The co-location of services model is frequently implemented in rural communities where individually administered services are located in the same physical space. By sharing equipment, volunteers, and administrative tasks that would otherwise be independently operated by numerous community groups, the co-location of services model reduces the collective fixed costs to the community and increases accessibility to those experiencing housing insecurity. An administrator would still be required for administrative tasks and coordinating information sharing between services providers but is scalable once already operating. The YMCA, Washington County food bank, or First Christian Church are possible locations for a co-location of services model if the leadership of these organizations is amenable to expanding their mission.

The co-location of services model maximizes existing resources in Washington County by reducing the startup cost of any single project. This model concentrates resources that already exist in disparate locations, whether physical or virtual. Washington County could use unobligated federal EFSP funds to cover startup costs associated with this model, especially if those funds are used to improve a location where existing services are being administered.

EFSP is an Emergency Food Shelter Program that is part of FEMA. The program helps families that are in an emergency situation that is non-disaster related. The emergency situation consists of being laid off from work, unseen situations, or sudden death in the family. EFSP determines

how much each county gets the funding based on how many people are unemployed. This is the model that they currently use to determine the funds:

- Number of unemployed: 300 or more with a 6.9% rate of unemployment
- Number of unemployed: 300 or more with a 14.1% rate of poverty

With this model, it was determined that Washington County received $9,111 for Phase 38. The spending dates are January 1, 2020 to May 31, 2021.

## Model 3: Care Coordination Model

The care coordination Help Hub is managed by either a government employee or Community Action Agency (CAA), a nonprofit organization dedicated to promoting self-sufficiency among individuals living in poverty. Under this model, the Hub would develop individualized care plans responsive to individuals' situations, provide direct services through the Hub, and make referrals to appropriate services offered in the community. Though similar to the co-location of services model, this type of Hub requires less on-going coordination between multiple stakeholders but would entail the highest amount of start-up resources.

A care coordination model requires the highest startup costs, but provides the greatest opportunity for receiving federal, state, and local funding. Because this model "checks the box" of providing a wide range of services, this model could leverage several HUD grants and state grants for those who are literally homeless and would qualify for such services. From a funding perspective, this model should be used only once the managing parties of the help hub determine that services are financially sustainable.

There are thirteen grants that provide programs for the homeless that can be applied for through the state of Indiana. Any partnering nonprofit organization engaging in these efforts could apply for these grants to provide housing related services for those who would qualify ("16 Grants").

Ascension St. Vincent Salem Hospital is committed to delivering compassionate, personalized care to all, with special attention to persons living in poverty and those most vulnerable. In FY2020 Ascension provided $2.4 billion in care of persons living in poverty and other community benefit programs. Rural and Urban Access to Health (RUAH) is a community-based care coordination program sponsored by Ascension St. Vincent. The purpose of RUAH is to connect those in the community to a combined network of health, human and social services resulting in improved access to care and removal of barriers to needed resources ("Ascension").

The following is a comprehensive list of possible services that could be included in the help hub. Generally, the list moves in ascending order from easier to harder to implement.

- Food
- Internet access
- Showers
- Clothing
- Basic supplies
- Laundry
- Mail service
- Haircuts
- Needle exchange
- Vaccinations
- Day and long-term storage
- Legal advice
- Housing placement
- Mental health counseling
- Addiction services
- Basic preventative healthcare
- Dental cleanings
- Vision care
- Career services
- Childcare
- Transportation assistance
- Overnight shelter

## Successful Hubs in Rural Communities

Across the nation, rural communities have realized the enormity of the problems faced by those suffering in various stages of housing insecurity and have attempted to provide remedies in many ways. Many such efforts have been successful and can be used as examples that can be tailored to fit the specific needs of the Washington County community. Among those worthy of note are the informational HUB in Oshkosh, Wisconsin and some of Indiana's physical Help Hubs including The Homeless Coalition of Southern Indiana, serving Clark and Floyd counties; Hancock County Hope House; and the Hendricks County Health Partnership.

- Oshkosh, Wisconsin's HUB is a cooperative informational hub and referral network that spans across local government agencies, nonprofit organizations, businesses, and volunteers. The goal of the network is to assist people in overcoming obstacles that have kept them from achieving long-term financial stability. The process is simple. Any

individual who needs assistance submits a brief application and then, through an initial meeting or phone call, is promptly connected with HUB partner organizations that service the individual's immediate needs. HUB coaches then follow up with the individual to establish manageable goals and actionable steps to meet those goals, as well as to provide any additional support. This informational hub model has achieved noted success in the community, as numerous organizations have stepped up to provide support as partner organizations in various aspects such as housing, food assistance, ongoing education, job application assistance, and financial wellness counseling ("About hub").

- In Hancock County, Indiana, the Welfare Department, local area pastors, and a member of the Board of Realtors came together with other concerned citizens in 1991 to form a committee to open the county's first homeless shelter to combat the increasing problem with housing insecurity. The Hope House was started with almost no resources and two donated houses and is an example of a successful care-coordination model. Gradually, the committee grew and began to encompass other community groups and, in 1997, the group received a grant that allowed them to purchase an old factory and retrofit it to serve a larger population of individuals in need. The goal of the Hope House is not only to provide shelter, but like in Oshkosh, to mentor and empower individuals to achieve a more stable and productive life. What started as an initiative to serve Hancock County, the Hope House now additionally provides the supportive services to those with a solid connection to Shelby, Rush, and Henry counties as well ("Providing Hope").

- The Hendricks County Health Partnership took an approach that combined the aforementioned informational hub and care coordination model tactics. The partnership, composed of government and nonprofit advocates, along with local businesses and citizens first cooperatively produced an online list of resources for those in need. If services in Hendricks County cannot provide the assistance an individual requires, they have a partnership with the City of Indianapolis Office of Public Health and Safety and are able to provide transportation into the city if necessary ("About").

- Finally, in Washington County's neighboring Clark and Floyd counties, a nonprofit organization has built a collaborative effort to combat homelessness through education, awareness, advocacy, and influencing policy decisions. The HCSI was formed in 2016 as part of a ten-year plan and given an initial investment from the cities of Jeffersonville and New Albany. Advocates held regular meetings to generate community buy-in, secured a physical space, and have sheltered 283 guests to date during inclement weather. The ultimate vision is a prime example of using the care coordination model to enable every resident of the counties to have the necessary economic opportunity, support, and resources to be self-sufficient through coordinating appropriate services, developing

community partnerships, and developing continual funding opportunities. Some of the partner organizations listed even already serve Washington County. To better coordinate the community effort, each month, HCSI hosts an event, allowing service providers to network to best address the regional challenges, barriers to entry, and on-going attempts to streamline entry to services. Lastly, in addition to community activism and advocacy, HCSI leads the PIT count ("About us").

## Location Considerations

A Help Hub with a physical presence in Salem would benefit from the centralized nature of social services, government services, healthcare, and major businesses located in the town (see: Map 1). Due to the rural geography of the county and very limited access to public transportation, this will present challenges for many county residents who do not reside in Salem. Churches, a potential key stakeholder for a Help Hub, are geographically dispersed throughout the county, providing the potential for coordinated services across a wider area. In addition, technology can and should be used to enhance accessibility for those stakeholders without reliable transportation to Salem. Stakeholders can capitalize on the centralized location of Salem for physical gatherings while incorporating technology to reach a larger audience. Finally, churches represent the most geographically dispersed service provider in Washington County, providing a benefit as a potential partner.

The space should be designed in a welcoming and integrated manner, both for the person accessing the services and for the service providers. Private meeting spaces are also integral to the design in order to protect confidentiality of those accessing services and for administrators. Once the Help Hub begins to identify and join other local service providers in understanding the true scope of community housing insecurity, it will be better positioned to leverage financial and community partners. Initial effective service offerings will likely incentivize additional volunteers and sources of funding, enabling the Help Hub to grow their menu of service options.

## Funding Options

There are many potential funding options for a help hub model. Appendix B includes a robust list of potential options, but the best funding to pursue will depend largely on the types of services provided and the capacity of help hub staff or volunteers to fundraise. Foundations, corporations, and individuals will be the easiest to fundraise from with minimal experience, skills, and resources. State or federal funding will generally be more competitive and time-intensive to manage, but the amount of funds available can be much higher.

A help hub model in Washington County has several key fundraising opportunities. First, in recent years, and accelerated by the pandemic, there is increased attention among donors to homelessness and housing issues. In 2020, the top 50 donors in the United States gave over $92 million to homelessness and housing, and it was the tenth largest issue area of giving (Campbell et al, 2021). It is worth noting that this group of donors also gave $2.7 billion to foundations, many of whom also fund homelessness and housing among other focus areas.

Existing service networks and philanthropic efforts can be leveraged to address homelessness in Washington County. For example, the Washington County Community Foundation has robust infrastructure and a large base of donors. In 2019, the Foundation had net assets over $23 million and over 470 donors, presumably all of whom either live in or have a personal connection to Washington County (Johnson, 2019). A partnership with the Foundation would be a strong starting point for fundraising from individuals, for example a dedicated fund within their portfolio for housing services. Similarly, other service providers like churches or health care providers present opportunities to partner on service delivery and fundraising efforts. With the County Chamber of Commerce leader invested in this issue, perhaps there are opportunities to leverage the business network to support homelessness interventions.

As a local community effort, the help hub also has excellent potential to fundraise from local community members. The New Pekin Fourth of July Festival is an opportunity to bring attention to the issue of homelessness and this local effort to provide services. Up to 15,000 people attend this festival each summer and through parade floats, bake sale type fundraisers, or promotion by prominent speakers, it could be a valuable opportunity (Waterford, 2016). The help hub presents a chance for motivated individuals and families to help neighbors in need.

The help hub will also face fundraising challenges. In general—be it public, private, or individual donors—fundraising takes significant time, skills, and resources. Any effort will need to be supported by dedicated volunteers, if not staff, who can manage grant compliance, reporting, donor relationships, etc. While fundraising from individuals generally requires less stringent reporting or compliance work, it can be hard to fundraise enough to truly support programmatic activities and administrative support. Foundations and corporations will vary greatly in the amount of money available, the application process, and reporting requirements. All donors take energy to cultivate a relationship and ensure that the donor is motivated to give more than once.

Economic insecurity from the pandemic will make it challenging to fundraise from both individuals and corporations who have limited financial surplus. A Gallup poll found that 73% said they have donated to a charity in the last 12 months, while the average for this same poll in prior years has been around 80% (Jones, 2020). While corporate giving from large companies rose during 2020 in response to the pandemic, local small businesses who are connected to

Washington County may not have the resources currently to contribute to a new project ("Seven in ten", 2020).

Finally, since there are other service providers addressing housing and homelessness issues in Washington County, it may be challenging to convince donors that this is a unique effort filling an unmet need. You may find yourself competing for funding and donor attention with peer organizations who share this intervention's values and goals. Where possible, we recommend partnering with existing service providers to jointly fundraise for complementary services. Competition could sour relationships with peer organizations, and potentially donors. A task force and collaborative hub model recommended here will allow for intentional coordination among service providers and help ensure an efficient allocation of public and private resources.

## Regulatory Considerations

The government or nonprofit agency that organizes a physical Help Hub will need to consider local land use and zoning regulations. This section assumes that a physical Help Hub will be located in Salem as the County seat and most central location for many residents. Fortunately, the City of Salem allows buildings that are "institutions of an educational, religious, medical, charitable or philanthropic nature" to be built within areas reserved for residential use ("Land Usage Zoning Code"). Therefore, if a nonprofit plans to organize and manage the Help Hub it can likely be located anywhere within the City limits. Conversely, government buildings are only authorized within the central business district. Real estate costs in the central building district may be higher than costs elsewhere, or it may not be the most suitable area to serve individuals experiencing housing insecurity. There are waivers and exception processes that Washington County or another local government could pursue to locate the help hub in a desired location. If over 50% of the building facade will change this must be reviewed by the Salem Plan Commission.

In addition to land use regulations, a physical Help Hub will also likely require a permit. Commercial and institutional structures require a permit. The full information on building permits is available on this website: https://cityofsalemin.com/index.php/residents/building-permits. The City of Salem does not require a licensed contractor, although it is recommended. Any plumbing work will require a licensed plumber.

## Organizational Structure

A Help Hub will need an organizational structure. The Help Hub could be part of a city, township, or county government as a standalone agency or be created as a program within an existing agency. Many organizations that address homelessness in Indiana are nonprofits and the

current concept of the Help Hub is not conducive to a for-profit model. The recommendations that follow describe how the task force could organize the Help Hub as a nonprofit organization.

The Help Hub can temporarily operate in partnership with the Chamber of Commerce or another organization. As a program within the Chamber, the Help Hub could be incorporated into the Chamber's existing budget and governance structure. This is probably most appropriate for the information hub model. The co-location or care coordination models are not aligned with the IRS-defined purpose of the Chamber's legal status as a 501(c)6 organization, which is to promote common business interests ("Tax Treatment"). It is not sustainable to run these models as a program of the Chamber because it will create administrative complexities and limit funding opportunities.

The Help Hub could incorporate as its own nonprofit 501(c)3 organization. While this will require some initial time and resources, a nonprofit structure will unlock myriad funding opportunities that are not available to a 501(c)6. Individual donations to 501(c)6 organizations are not tax deductible, and most other private and public funding opportunities are restricted to 501(c)3 organizations ("Tax Treatment"). Because the Help Hub purpose and proposed activities are distinct from typical Chamber activities, we anticipate some challenges fundraising for the Help Hub under the Chamber entity.

Incorporating the Help Hub as a 501(c)3 nonprofit organization will require, in this order:

1. Choosing a unique legal name not already registered in Indiana.
2. Appointing a minimum of three directors.
3. Identifying a registered agent to receive legal documents.
4. Filing articles of incorporation with the Indiana Secretary of State.
5. Applying for an Employer Identification Number (EIN) with the IRS.
6. Writing and approving bylaws as a foundation governance document.
7. Filing for a state tax account/number with the Indiana Department of Revenue.
8. Applying for a 501(c) tax exemption with the IRS.
9. Applying for state tax exemptions.
10. Obtaining any other required business permits or licenses, which will vary based on the services provided at the Help Hub.[2]
    ("How to Start a Nonprofit", 2019).

As a 501(c)3 organization, the Help Hub will also be able to leverage resources specific to nonprofits such as the Southern Indiana Nonprofit Resource Network or the Council of Nonprofits Resources ("Indiana Nonprofit Resource Network"; "Tools & Resources").

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[2] The Small Business Administration has a helpful guide to required permits here: https://www.sba.gov/business-guide/launch-your-business/apply-licenses-permits.

# Conclusion

Often upon examining social issues, the questions are raised of, "Why? Why should I care? What if the problem isn't directly impacting me?" Homelessness in Washington County is no different.

While perhaps not as obvious an issue as in urban areas, homelessness does exist in Washington County. As a rural community with a rich history and pride for its neighbors, the priority to address homelessness is imperative for a better community for all. Transient travelers, the elderly, families and even children are impacted by housing insecurity. The above findings show that by developing a strategic plan that better accounts for the scope of homelessness, by forming a task force that can assist in identifying the drivers of homelessness or housing insecurity, and developing a help hub, the county can assist those directly affected by homelessness and reduce the impact that homelessness has on other social services.

It is also important to note that the above recommendations are to be seen as just the beginning of the journey to addressing homelessness in Washington County. As with all social issues, many concerns discussed above come with myriad and compounding problems that impact other social issues such as health and safety of the community, child development and education, jobs, transportation and more. Assessing these concerns in-depth at a local level presents the opportunity for Washington County to rally around its most vulnerable neighbors to create a more prosperous community.

# Acknowledgements

The students of this class would like to express our sincerest gratitude to Laura Littlepage, MPA, for all her guidance, support, and insight throughout this semester and on this final report. We greatly appreciate her subject matter expertise as well as acumen in helping us to develop this project.

We would also like to thank Christopher Weare, PhD, for providing his valuable expertise on data collection for those experiencing homelessness, and to Grant Peters, MBA, with the IN Housing and Community Development Authority for his elucidation of HMIS use in Washington County. We also acknowledge and thank the many organizational representatives and community stakeholders who spoke with IU students in structured interviews last year, which provided meaningful insights into those experiencing homelessness.

We would like to also extend a special thanks and recognition to Tara Kritzer, for her passion and commitment to Washington County and for being the catalyst for this project. Her guidance has been invaluable throughout this process and we applaud her dedication to helping fellow residents in need. We also want to recognize and thank the many local organizations and individuals already providing critical support to Washington County community members in need of services; we humbly offer our suggestions here based on their already considerable efforts.

# Appendices

## Appendix A: Summary of Homelessness Interviews Conducted in Fall 2020

**Homeless Attributes/Demographics – number of individuals reporting**
Two interviewees mentioned that the YMCA participated in a previous survey conducted by the Homeless Coalition in an attempt to better understand the scope of the homeless population in Washington County. This survey attempt proved difficult and did not result in meaningful information. It was also reported that the Hoosier Hills/PACT "crisis line" received 94 calls last year (presumably 2019) and 54 this year (presumably 2020) at the time of the interview (some of whom were not from Washington County).

Other attributes of homeless population reported by interviewees:

- Hidden/not visible – 9
- Sleep in cars – 2
- Couch surf / "doubling up" at another's house – 6
- There are buildings in Salem where homeless gather – 1
- There is a "Hobo Camp" down railroad track – 2
- Victims of domestic violence – 3
- Mental health issues – 4
- Unhealthy eating issues- 1
- Substance use disorder issues – 3
- Single parent families or single individuals (not whole families) - 1
- "Mostly older" – 1
- Pregnant women – 2
- There are 10-12 families at school that are homeless – 1
- 25% families, 25-30% elderly, 45-50% single individuals – 1
- 20s/30s-middle age with 1-2 children – 2
- There are many "borderline" homeless, very close to becoming homeless – 1

**Washington County Attributes with Respect to Homeless Population**
Some interviewees discussed specific issues that are germane to the issue of homelessness in Washington County, including:

- Not enough affordable housing – 3
- Lots of vacant/unsafe/unsanitary housing in Washington County – 4
- Lack of transportation – 3

# Appendix B: Expanded List of Funding Opportunities

| Source | Type (Federal, Local, State, or Private) | Purpose | Qualifications/Requirements | Website |
|---|---|---|---|---|
| | **Federal** | | | |
| **Public** | Emergency Food and Shelter Program--Meals and Shelters Funding (Apply just for the Washington County) | The program was created by Congress to help meet the needs of hungry and homeless people throughout the United States and its territories by allocating federal funds for the provision of food and shelter. | The funds cannot be used to start new programs. Have a Federal Employer Tax ID Number, and have at least two (2) years experience | https://www.efsp.unitedway.org/efsp/website/websiteContents/index.cfm?template=about.cfm |
| | USDA Rural Rental Assistance | USDA works with public and nonprofit organizations to provide housing developers with loans and grants to construct and renovate rural multi-family housing complexes. | Eligible organizations include local and state governments, nonprofit groups, associations, nonprofit private corporations and cooperatives, and Native American groups. | https://www.usda.gov/topics/rural/housing-assistance |
| | Home Loan Program | Also known as the Section 502 Direct Loan Program | No (offers mortgages for low-income homebuyers in rural areas) | https://www.rd.usda.gov/programs-services/single-family-housing-direct-home-loans |
| | Grants that could address homelessness in Indiana: | Grants for nonprofits to provide programs for the homeless such as family stability, food pantries, parenting, emergency services, and shelters. | Applicant must be a private non-profit organization (defined as tax-exempt secular or religious organizations described in section 501(c) of the Internal Revenue Code), or a local unit of government in the state of Indiana. | https://indiana.grantwatch.com/cat/18/homeless-grants.html |
| | Community Development Block Grants: Recovery Housing Program: | The Recovery Housing Program (RHP) allows states and the District of Columbia to provide stable, transitional housing for individuals in recovery from a substance-use disorder. | No (for state agencies) | https://www.hud.gov/program_offices/comm_planning/rhp |

| Foundation | Bank of America: Bank of America Charitable Foundation Philanthropic Strategy | Partners with nonprofit organizations addressing issues fundamental to economic mobility and social progress in low- and moderate-income communities. Support vulnerable populations, including working families, youth and young adults out of school and work, seniors, individuals living with disabilities, veterans, and those impacted by the criminal justice system | Must be tax-exempt under section 501(c)(3) of the Internal Revenue Code and not classified as a private foundation.Must be based and serve communities:(NO) | https://about.bankofamerica.com/en-us/global-impact/charitable-foundation-funding.html#fbid=DcEfKP1k42Z |
|---|---|---|---|---|
| | Community First Bank of Indiana: Nonprofit of the month (Community Involvement) | Committed to supporting local not-for-profit organizations and their efforts to serve communities | Must be tax-exempt under section 501(c)(3) of the Internal Revenue Code | https://www.cfbindiana.com/press-release/cfb-kokomo-post-communitee-giveback-program/ |
| Corporate | US Bank- Community Possible Grants | Supports communities on addressing racial and economic inequities and creating lasting change in communities. Through our Community Possible Grant Program, we are partnering with organizations that focus on economic and workforce advancement, safe and affordable housing and communities connected through arts and culture | Organizations must also be based in and serve designated U.S. Bank communities. Organizations must have tax-exempt status under IRS section 501(c)(3) and certify that they maintain a non-discrimination policy that ensures the organization does not discriminate based on race, ethnicity, color, sex, religion, age, national origin, ancestry, citizenship, sexual orientation, gender identity and/or expression, disability, marital status, genetic information, veteran status or other factors that are protected by law. | https://www.usbank.com/about-us-bank/community/community-possible-grant-program.html |
| Private | Walmart: Local Community Grants | Local community grants are awarded through an open application process and provide funding directly from Walmart and Sam's Club facilities to local organizations | Eligible nonprofit organizations must operate on the local level and directly benefit the service area of the facility from which they are requesting funding. | https://walmart.org/how-we-give/local-community-grants |

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| | | in the U.S. | | |
| | **State** | | | |
| **Public** | Indiana Balance of State Continuum of Care | The Indiana Housing and Community Development Authority (IHCDA) has been designated as the Collaborative Applicant for the Indiana-502 Balance of State CoC. IHCDA is instrumental in promoting community-wide commitment to ending homelessness and serves as a liaison between IN-502 BoS CoC organizations and HUD. . | IHCDA accepts and reviews grant applications in the annual program funding competition | https://www.in.gov/ihcda/4144.htm |
| | Indiana Housing and Community Development Authority Housing First program | Housing First is an approach to quickly and successfully connect individuals and families experiencing homelessness to Permanent Housing (PH) without preconditions and barriers to entry. | Yes (a person must be literally homeless, residing in a place not meant for habitation, a shelter on the street, and have a disability) | https://www.in.gov/ihcda/4149.htm |
| | Indiana Supportive Housing Institute | (part of the Indiana Permanent Supportive Housing Initiative (IPSHI) | Yes (Could be of help) | https://www.in.gov/ihcda/4091.htm |
| | Corporation for Supportive Housing | National organization that has Indiana office and is tied to IPSHI and Indiana Supportive Housing Institute) | Yes (support) | https://www.csh.org/contact-us/ |
| | Indiana Projects for Assistance in Transition from Homelessness (PATH) | Provides states and territories with funds for flexible community-based services for persons with serious mental illnesses who are homeless or at imminent risk of becoming homeless. | Yes | https://www.in.gov/fssa/dmha/mental-health-services/projects-for-assistance-in-transition-from-homelessness/ |

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| | Indiana Continuum of Care Permanent Supportive Housing (PSH)/Rapid Re-Housing Programs | For individuals experiencing homelessness who have a disability): | Yes(supportive services) | https://www.in.gov/ihcda/4111.htm |
| | Indiana Continuum of Care Emergency Services Grant (ESG) | Provides funding to: (1) engage homeless individuals and families living on the street; (2) improve the number and quality of emergency shelters for homeless individuals and families; (3) help operate these shelters; (4) provide essential services to shelter residents, (5) rapidly rehouse homeless individuals and families, and (6) prevent families/individuals from becoming homeless. | Yes | https://www.in.gov/ihcda/4152.htm |
| | Indiana Section 8 Housing Choice Vouchers (HCV) | Provides eligible households vouchers to help pay the rent on privately owned homes of their choosing.) | No (through local (city) housing authorities) | https://www.in.gov/ihcda/4257.htm |
| | Aspire Health | Has 679 housing units and provides property management services and various housing assistance programs in specific counties in IN, not including Washington County: | No (Washington County not included) | https://www.aspireindiana.org/community-programs/housing-assistance |
| | Prosperity Indiana | Prosperity Indiana builds a better future for our communities by providing advocacy, leveraging resources, and engaging an empowered network of members to create inclusive opportunities that build assets and improve lives. | No (not a member) Yes(if registered) | https://www.prosperityindiana.org |
| | Indiana Philanthropy Alliance (IPA), | IPA is not itself a grant-maker, but partners with members to help them be more effective philanthropists. | Yes (partnership) | https://www.inphilanthropy.org/ |

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| | National Council of State Legislatures | State Medicaid programs cannot pay for housing but can use authorities to pay for housing supportive services. Could investigate the extent to which Indiana is using or maximizing these authorities (also brings in federal dollars) | No (does not provide funds) | https://www.ncsl.org/research/health/connecting-health-and-housing-through-medicaid.aspx |
| **Corporate** | IUPUI Lilly Family School of Philanthropy (might be helpful in identifying potential donors/funding sources): | The Indiana University Lilly Family School of Philanthropy increases the understanding of philanthropy and improves its practice worldwide through critical inquiry, interdisciplinary research, teaching, training, and civic engagement. | Yes(partnership) | https://philanthropy.iupui.edu/about/index.html |
| **Foundation** | HVAF of Indiana (Hoosier Veterans Assistance Foundation | Through a unique partnership with U.S. Department of Veteran's Affairs and many community organizations, the foundation provides housing and re-integration services for homeless veterans and programs to prevent at-risk veterans from becoming homeless.): | No(They rather need donation) | https://www.hvafofindiana.org/ |
| | **Local** | | | |
| **Corporate** | Homeless Coalition of Southern Indiana | (this organization conducts the PIT count for Washington County): | Yes (partnership) | https://www.soinhomeless.org/ |
| **Private** | Outside the Walls Washington County: | Outside the Walls (OTW) is a non-profit organization dedicated to unifying Washington County, Indiana through a community outreach program. | Yes (assists the community service providers in fundraising, grant requests and other related efforts). | https://www.outsidethewallswashco.org/index.php/assistance-in-washington-county-indiana |
| **Foundation** | Washington County Community Foundation | Washington County Community Foundation engages in a variety of grants and philanthropic areas by stewarding individual donors, managing an endowment, and facilitating several funds. | Yes (Grants made only to organizations whose programs benefit the residents of Washington County. | https://www.wccf.biz/index.php |

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| | Ascension St. Vincent Salem Hospital . | Ascension is committed to delivering compassionate, personalized care to all, with special attention to persons living in poverty and those most vulnerable. | Yes (partnership) | https://healthcare.ascension.org/locations/indiana/ineva/salem-ascension-st-vincent-salem |
| | Rural and Urban Access to Health (RUAH) | Community-based care coordination program sponsored by Ascension Medical Group to connect friends, family and neighbors to a combined network of health, human and social services resulting in improved access to care and removal of barriers to needed resources. | Yes | https://healthcare.ascension.org/Locations/Indiana/INEVA/Salem-Ascension-St-Vincent-Salem/Rural-and-Urban-Access-to-Health-RUAH |
| **Faith-based organizations** | Blue River Baptist Church | | Yes | http://blueriverbaptistchurch.com/ |
| | Blue River Friends Church | | Yes | https://www.blueriverfriends.org/ |
| | Canton Christian Church | Helping Hearts team reaches out to our local community to be the hands and feet of Christ where needed. | Yes | https://myccclife.com/ |
| | Christian Life Baptist Church | | Yes | http://christianlifebaptist.com/ |
| | New Hope United Methodist Church | | | |
| | Pekin United Methodist Church | | | |
| | First Baptist Church of Sale | | | |
| | First Christian Church | | | |
| | Southern Hills Church | | Yes | http://shccbloomington.com/ |
| | Legacy Life Church | | Yes | http://www.legacylifechurch.org/ |
| | Mt. Tabor Christian Church | | Yes | https://www.mtcchurch.org/ |

| Social Services (organizations that provide services that help people): | Hoosier Uplands | Provides comprehensive services to the poor, elderly, and disabled. The corporation strives to alleviate poverty, improve living conditions, and provide access to health care and social services to those families and individuals in need within service area. | Yes | http://www.hoosieruplands.org/ |
|---|---|---|---|---|
| | Senior Center | | | |
| | Hoosier Hills PACT | Hoosier Hills PACT provides alternative programming in three key areas, Youth Services, Victim Services and Community Corrections. | Yes(partnership) | https://www.pactchangeslives.com/hoosier-hills-pact/ |
| | Salem Washington-County | | | http://washingtoncounty.in.gov/ |
| | Salem Lions Club | | | |
| | Washington County Helping Hands | | Yes (apply for assistance) | https://www.wchhinc.org/ |
| | National Youth Advocate Program | | | |
| | Choices Life Resource Center | | | |
| | Blue River Services American Legion Post #41 | | | |
| | Groups Recover Together | | | |
| | Salem Rotary Club | | | https://rotaryclubofsalem.com/ |
| | Lifespring Health Systems | | | |
| Hospital | St. Vincent Salem | In Salem, Indiana, Ascension St. Vincent Salem Hospital and ER is a critical care hospital with advanced specialty care services. | Yes (partnership) | https://healthcare.ascension.org/Locations/Indiana/INEVA/Salem-Ascension-St- |

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| | | | | [Vincent-Salem](#) |
| **Public Schools:** | Salem Community Schools | | Yes (partnership) | [https://www.salem schools.com/](https://www.salemschools.com/) |
| | West Washington School Corp | | Yes (partnership) | [https://www.westw ashingtonschools. org/](https://www.westwashingtonschools.org/) |
| **Major Employers** | Walmart | | | [https://www.walma rt.com/](https://www.walmart.com/) |
| | MPP | | | [https://mppinnovati on.com/about/](https://mppinnovation.com/about/) |
| | Jeans Extrusions | | | [https://jeans-extrusions.com/ab out/](https://jeans-extrusions.com/about/) |
| | Peerless Gear | | | [https://www.peerle ssgear.com/](https://www.peerlessgear.com/) |
| | Kimball | | | [https://www.kimbal l.com/](https://www.kimball.com/) |
| | GKN Sinter Metals | | | [http://www.gkn.co m/](http://www.gkn.com/) |
| Government Buildings: | City Hall | | | |
| | Washington County Courthouse | | Yes (partnership on legal issues) | [https://www.in.gov/ courts/local/ washington-county/](https://www.in.gov/courts/local/washington-county/) |
| | Washington County Government Building and Justice Center | | Yes (partnership on legal issues) | [http://washingtonc ounty.in.gov/](http://washingtoncounty.in.gov/) |

# Appendix C: Locations of Community Institutions

|  | Institutions | Address |
|---|---|---|
| Community | American Legion Post #41 | 209 S Main St, Salem, IN 47167 |
| Community | Pekin Senior Citizens Center | 422 E. Poplar Street, Pekin, IN 47165 |
| Community | Salem Lions Club | 309 N Main St, Salem, IN 47167 |
| Community | Salem Rotary Club | PO Box 593, Salem, IN 47167 |
| Community | Salem Washington-County Senior Center | 1705 N. Shelby Street, Salem, IN 47167 |
| Community | Salem-Washington Township Public Library | 212 N. Main Street, Salem, IN 47167 |
| Community | Washington County Purdue Extension | 806 Martinsburg Rd., Suite 104, Salem, IN 47167 |
| Community | YMCA | 1709 N Shelby St, Salem, IN 47167 |
| Government | Washington County City Hall | 505 W Homer St, Salem, IN 47167 |
| Government | Washington County Superior Court | 801 Jackson St. Suite 101, Salem, IN 47167 |
| Government | Washington County Circuit Court | 801 S. Jackson Street, Ste 103, Salem, IN 47167 |
| Government | Washington County Sheriff | 801 S Jackson St, Salem, IN 47167 |
| Government | Veteran's Affairs Office | 99 Public Square Suite #2, Salem, IN 47167 |
| Government | Health Department | 806 Martinsburg Road, Salem, IN 47167 |
| Government | Salem City Hall | 201 East Market Street, Salem, IN 47167 |
| Government | Salem Mayor's Office | 201 East Market Street, Salem, IN 47167 |
| Government | New Pekin Town Hall | 75 S Mill St, New Pekin, IN 47165 |
| Government | Adult Protective Services | 806 Martinsburg Road, Suite 202, Salem, IN 47167 |
| Government | Washington County Department of Child Services | 711 Anson Street Suite 103, Salem, IN 47167 |
| Healthcare | Ascension St. Vincent Salem Hospital | 911 North Shelby St, Salem, IN 47167 |
| Healthcare | Daviess Community Hospital | 1314 E Walnut St, Washington, IN 47501 |
| Healthcare | Daviess Community Hospital Quick Care | 1805 South State Road 57, Washington, IN 47501 |
| Healthcare | Rural and Urban Access to Health | 911 North Shelby St, Salem, IN 47167 |

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|---|---|---|
| | (RUAH) | |
| Healthcare | Washington County Health Department | 806 Martinsburg Road, Salem, IN 47167 |
| Healthcare | St Vincent Salem Hospital | 911 N Shelby St., Salem, IN 47167 |
| Laundromat | Highlander Center | 200 S Water St, Salem, IN 47167 |
| Major Employer | GKN Sinter Metals | 198 Imperial Dr., Salem, IN 47167 |
| Major Employer | Kimball Office Casegoods Mfg | 200 Kimball Blvd., Salem, IN 47167 |
| Major Employer | Peerless Gear | 1555 S Jackson St., Salem, IN 47167 |
| Major Employer | Walmart Supercenter | 1309 E Hackberry St., Salem, IN 47167 |
| Major Employer | MPP | 596 W Oak St., Camberllsburg, IN 47108 |
| Major Employer | John Jones Auto Body Collision | 2270 E Aurora Dr., Salem, IN 47167 |
| Major Employer | Salem Crossing | 200 Connie Ave., Salem, IN 47167 |
| Major Employer | Jay C Food Stores | 601 S Main St., Salem, IN 47167 |
| Major Employer | Jean's Extrusions | 201 Jeans Dr., Salem, IN 47167 |
| Major Employer | Blue River Wood Products | 5170 IN-56, Salem, IN 47167 |
| Major Employer | Hoosier Precast LLC | 200 Tarr Ave., Salem, IN 47167 |
| Religious | Blue River Baptist Church | 5624 E Farabee Rd, Salem, IN 47167 |
| Religious | Blue River Friends Church | 1931 N Quaker Rd, Salem, IN 47167 |
| Religious | Canton Christian Church | 1352 N Canton Rd S, Salem, IN 47167 |
| Religious | Christian Life Baptist Church | 1311 W Mulberry St, Salem, IN 47167 |
| Religious | New Hope United Methodist Church | 4957 IN-60, Salem, IN 47167 |
| Religious | Pekin United Methodist Church | 244 S Shorts Corner Rd, New Pekin, IN 47165 |
| Religious | Southern Hills Church | 1645 IN-135, Salem, IN 47167 |
| Religious | First Christian Church | 305 E Walnut St, Salem, IN 47167 |
| Religious | Legacy Life Church | 202 W Walnut St, Salem, IN 47167 |
| Religious | Mt. Tabor Christian Church | 7380 W Mt Tabor Rd, Salem, IN 47167 |
| School | East Washington School Corporation | 1100 N. Eastern School Rd, Pekin, IN 47165 |
| School | Salem Community Schools | 500 N. Harrison St., Salem IN, 47167 |
| School | West Washington School Corp | 8026 W. Batt Rd, Campbellsburg, IN 47108 |
| Social Service | CASA of Washington County IN | 801 Jackson Street, Suite#141, Salem, IN 47167 |
| Social Service | Choices Life Resource Center | 1201 N Jim Day Rd, Salem, IN 47167 |
| Social Service | Groups Recover Together | 1101 N Jim Day Rd Ste 109, Salem, IN 47167 |
| Social Service | Hoosier Hills PACT | 35 Public Square, Salem, IN 47167 |
| Social Service | Hoosier Uplands | 902 South Aspen Drive, Salem, IN 47167 |
| Social Service | Lifespring Health Systems | 1321 Jackson Street, Salem, IN 47167 |
| Social Service | Outside the Walls | PO Box 548, Salem IN 47167 |
| Social Service | SOAR Adult Literacy | 212 N. Main St, Salem, IN 47167 |

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| Social Service | Washington County Community Foundation | 1707 North Shelby Street, Salem, IN 47167 |
| Social Service | Washington County Division of Family Resources | 709 Anson St, Salem, IN 47167 |
| Social Service | Washington County Food Bank, Inc. | 106 N Water St, Salem, IN 47167 |
| Social Service | Washington County Helping Hands | PO Box 483, Salem, IN 47167 |
| Social Service | Washington County WIC Program | 504 Reid Avenue, Salem, IN 47167 |
| Social Service | WorkOne - Salem | 911 N. Shelby Street, Salem, IN 47167 |
| Social Service | Blue River Services Employment | 504 Reid Ave, Salem, IN 47167 |

# Appendix D: Relevant Federal Housing Programs

Federal Housing Programs

- Emergency Solutions Grants Program (HUD) assists people to quickly regain stability in permanent housing after experiencing a housing crisis and/or homelessness by rapidly re-housing individuals and families. This formula grant program engages homeless individuals and families living on the street and improves the number and quality of emergency shelters for homeless individuals and families.  Funding is designed to help operate shelters and to provide essential services to shelter residents.  Eligible recipients consist of metropolitan cities, urban counties, territories, and states (HUD Exchange).

- HOME Investment Partnerships Program ("HOME") provides formula grants to States and localities to fund a wide range of activities to support affordable housing. Grant activities can include building, buying, and/or rehabilitating affordable housing for rent or homeownership, or providing direct rental assistance to low-income people (*"Home Investment Partnerships Program",* HUD). The program is administered by IHCDA and in Indiana is focused on improving existing housing (*"Home Investment Partnerships Program",* IHCDA).

- Housing Choice Vouchers Program (HUD) is the federal government's major program for assisting very low-income families, the elderly, and the disabled to rent decent, safe, and sanitary housing in the private market. Housing Choice Vouchers was created by the Housing and Community Development Act of 1974 to provide money to state and local governments to help finance community and housing development *("Housing Choice Vouchers Fact Sheet").* The program was previously called Section 8.

  The program is coordinated by IHCDA, while Hoosier Uplands serves as the Public Housing Authority covering Washington County and maintains an active list of participating local landlords in the county *("Housing and Family Services").* Eligible renters will pay a portion of the rent, usually 30-40%, while HUD pays the remainder. Both tenant and landlord are required to comply with certain leasing standards.

- ○ Veterans Affairs Supportive Housing vouchers support veterans with rental assistance from HUD and case management services from the VA.

- Low Income Housing Tax Credit ("LIHTC") (HUD) is an incentive-based program to encourage developers to build affordable housing. Credits are provided to states based on population and state authorities distribute them using broad guidelines from the federal government (*"Low-Income Housing Tax Credits"*). In Indiana, this program is administered by the Indiana Housing and Community Development Authority through the Development Fund program (*"Development Fund"*).

- Rural Housing Stability Assistance Program (HUD) is a federal grant program providing re-housing or improves the housing situations of individuals and families who are homeless or in the worst housing situation in the geographic area. The program's goal is to stabilize the housing individuals and families who are in imminent danger of losing housing and improvise the ability of the lowest-income residents of the community to afford stable housing. County and local governments, along with private nonprofits are eligible to receive a competitively awarded grant (HUD).

- Transitional Housing Assistance for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking (Department of Justice) is administered by the Office on Violence Against Women and funds programs that provide assistance to victims of sexual assault, domestic violence, dating violence, and/or stalking who are in need of transitional housing, short-term housing assistance, and related supportive services. Housing models can include clustered, scattered, or communal living and stays should be offered for between six months to three years. Providers also offer case management and supportive services, but clients are not required to use those services to access housing (Office on Violence Against Women, 2018).

Federal Homeless Services Programs

- Community Services Block Grant (HHS, Administration for Children and Families) funds a network of community action agencies that provides services and activities to reduce poverty, including services to address employment, education, better use of available income, housing assistance, nutrition, energy, emergency services, health, and substance abuse needs (Community Services Block Grants, 2021).

- Community Health Center Program (HHS, Health Resources and Services Administration)
The centers provide health-care services and help ensure access to primary care to underserved populations. Services are provided without regard for a person's ability to

pay. Fees are discounted or adjusted based upon the patient's income and family size from current Federal Poverty Guidelines (What is a Health Center?, 2021). There are currently no Federally Qualified Community Health Centers in Washington County, although there are two in nearby Jeffersonville (FQHCs and LALs by State, 2021).

- Emergency Food and Shelter Program ("EFSP") (DHS, FEMA) This program, the oldest federal program serving all homeless populations. The program allocates funds to local communities to fund homeless programs and homelessness prevention services. The EFSP program is governed by a National Board chaired by FEMA and made up of representatives from the United Way Worldwide, the Salvation Army, the National Council of Churches of Christ in the U.S.A., Catholic Charities U.S.A., United Jewish Communities, and the American Red Cross (FEMA). The National Board allocates funding to counties and cities using a local board model that must reflect the same organizations as the National Board. The local jurisdiction in Washington County receiving EFSP funding is Hoosier Hills PACT (EFSP National Board Program).

- Grants for the Benefit of Homeless Individuals (HHS, Substance Abuse and Mental Health Services Administration) is a competitively awarded grant program that enables communities to expand and strengthen their treatment services for people experiencing homelessness. Grants are awarded for up to five years to community-based public or nonprofit entities and funded programs and services include substance abuse treatment, mental health services, wrap-around services, immediate entry into treatment and outreach services (Grants for the Benefit of Homeless Individuals, 2021).

- Health Care for Homeless ("HCH") (HHS, Health Resources and Services Administration) program provides primary health care, substance abuse treatment, emergency care with referrals to hospitals for in-patient care services, and outreach services to help difficult-to-reach homeless persons establish eligibility for entitlement programs and housing. The program is administered through the National Health Care for the Homeless Council and the closest local partner to Washington County is LifeSpring Health Systems in Jeffersonville (*"HCH Grantee Directory"*).

- Health Care for Homeless Veterans ("HCHV") (VA) operates at VA sites around the country where staff provide outreach services, physical and psychiatric health exams, treatment, and referrals to homeless veterans with mental health and substance use issues. As appropriate, the HCHV program places homeless veterans needing long-term treatment into one of its contract community-based facilities. Housing is provided either through residential treatment facilities that contract with the VA or through organizations that receive funding for transitional housing (*"Health Care for Homeless Veterans"*).

- Homeless Veterans Reintegration Program ("HVRP") (Department of Labor) provides grants to states or other public entities and nonprofit organizations to operate employment programs that reach out to homeless veterans. The main goal of the HVRP is to reintegrate homeless veterans into the economic mainstream and labor force (*"Homeless Veterans Reintegration Program"*). There does not appear to be a local grantee administering this program for Washington County currently (*"Find a Grantee"*).

- Projects for Assistance in Transition from Homelessness ("PATH") (HHS, Substance Abuse and Mental Health Services Administration) is a formula grant program that provides financial assistance to states to support services for homeless individuals who have serious mental illness ("*Projects for Assistance...*", HHS). The Indiana Family and Social Services Administration coordinates PATH funding in-state, with the majority of grantees being Community Mental Health Centers (*"Projects for Assistance…",* FSSA). In Washington County, LifeSpring Health Systems in Salem provides services with PATH funding (Division of Mental Health and Addiction, 2019).

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