



# HOMELESS TO HOUSED

THE ULI PERSPECTIVE BASED ON ACTUAL CASE STUDIES

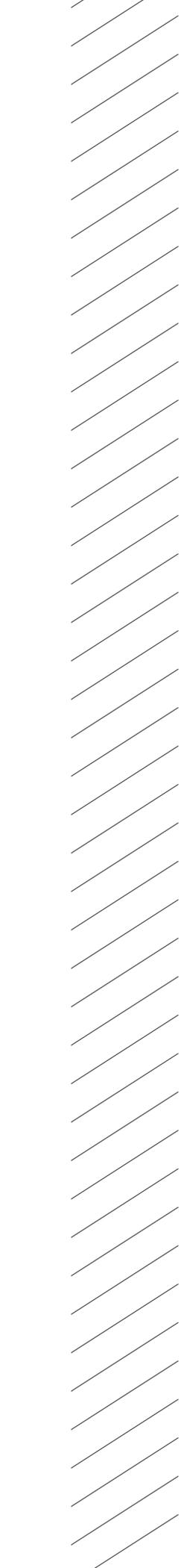


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# **H O M E L E S S   T O   H O U S E D**

**THE ULI PERSPECTIVE BASED ON ACTUAL CASE STUDIES**

## ABOUT THE URBAN LAND INSTITUTE

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries.

The extraordinary impact that ULI makes on land use decision-making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2021 alone, more than 2,700 events were held in cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at [uli.org](http://uli.org). Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

## ABOUT THIS REPORT

At the suggestion of several ULI leaders, ULI has begun to explore the role the real estate community can play in addressing the issue of homelessness. We realize that this is a many-faceted issue that is not easily solved. This report is not a solution to the homelessness crisis in this country. However, it is a way for developers, financiers, planners, and others involved in real estate to begin the conversation on

actions they can take to address homelessness, to begin to understand the role the development industry can play, and to identify where we need more focus and information. The case studies show how, with the right planning, resources, vision, and courage, we can begin to ensure that there is housing for those who want it. **It is a beginning, not an end.**

# PROJECT TEAM

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*ULI is grateful to the vision, foresight, support, and guidance of Preston Butcher. Without his initiation, ULI would not have undertaken this important effort and started the conversation regarding the role of the real estate community in addressing homelessness.*



# LETTER FROM THE COMMITTEE

When the group was initially brought together to work on this project in 2020, the challenge was to identify examples for ULI members and their organizations of ways the real estate community could and should address the growing issue of homelessness across the United States.

Initially and in the midst of the COVID-19 pandemic, a small group of members discussed how this might be achieved. Efforts included drafting questions to present to homeless housing and service providers in locations around the country. The group identified a significant number of providers for a survey, and researchers were engaged to interview them. Once results were collected, the group reviewed them.

Those responses, while extensive and wide-ranging, generally cited the following:

- Homelessness is a significant issue in every community.
- Cost and availability of housing are major factors of homelessness.
- “NIMBY-ism” or entitlement issues plague efforts to create new affordable housing, particularly where there was an effort to house previously homeless individuals.

Although many positive efforts that help people experiencing homelessness access housing were reported, providers universally reported that wraparound services addressing related issues were vital and necessary elements of successful projects.

The volume of data gathered during this phase was substantial and valuable. However, it mostly focused on lack of financial and other resources in the services area. While critical, these important factors seem to be better addressed by governmental and philanthropic resources, whereas the physical development and operation of housing seem to be a more appropriate focus for ULI membership.

At this point the effort was refocused to investigate real estate-centered housing challenges, identifying examples of projects that might be replicated or serve as examples for further innovation and creative housing solutions that could be implemented by ULI member organizations independently or in collaboration with service providers, capitalizing on the real estate community’s development, management, investment, and financing expertise.

The committee hopes this report will start a conversation that could result in significantly more abundant, affordable, and high-quality housing to serve the at-risk population of our neighbors who are currently homeless or at risk of becoming so, keeping in mind that housing units alone are not the whole answer to the challenge of homelessness. The availability and adequacy of wraparound services provided by those organizations well equipped and qualified to provide them is equally as important to the success of this work.

We hope this is the beginning of an ongoing conversation that ultimately results in our neighbors having the opportunity to enjoy safe, healthy, and affordable housing.



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# INTRODUCTION

BY ANY MEASURE, HOMELESSNESS IN THE UNITED STATES IS BOTH A HUMANITARIAN AND ECONOMIC CRISIS.

**On any given night more than 580,000 people in the United States are without a home.**<sup>1</sup> As disturbing as this number is, people who study the issue generally agree that it fails to fully capture the extent of homelessness in the United States by a significant margin. First, this estimate by the U.S. Department of Housing and Urban Development (HUD) is based on a point-in-time count, taken one night per year, and therefore only accounts for people who are living in temporary shelters or who are without shelter—that is, they are “living on the streets,” in abandoned buildings, or in a place not intended for human habitation. Second, it is impossible to find and count all of the unsheltered individuals. Third, the point-in-time count does not include those persons who are living in space over which they have no control; that is, living temporarily with friends or family.

Estimates of people experiencing homelessness for some period of time during the course of a year vary widely, largely depending on how “homelessness” is defined. But even the most conservative calculations indicate that a minimum of three times as many people experience homelessness during the course of a year

as those reported by HUD’s point-in-time count.<sup>2</sup> Finally, estimates are that the expiration of COVID-19 pandemic-related moratoriums restricting evictions will negatively affect as many as 10 million people, many of whom will then find themselves without a home.

Perhaps the most troubling statistic is that despite spending billions of dollars annually on housing initiatives, little progress has been made in reducing the number of persons experiencing homelessness. From 2007 to 2016, HUD reported a 15 percent reduction in homelessness, but since bottoming in 2016, homelessness has increased by 5.6 percent. In 2020 homelessness increased by 2.2 percent over the prior year, the fourth consecutive annual increase. The 2020 increase was almost entirely driven by people who were unsheltered, that is, sleeping in places that are not intended for human habitation. HUD estimates that on any given night in 2020 more than 225,000 people were unsheltered (about 40 percent of those experiencing homelessness), which is the highest number of unsheltered individuals reported since HUD began its count in 2007.

Figure 1: People Experiencing Homelessness in the United States

TOTAL NUMBER OF PEOPLE EXPERIENCING HOMELESSNESS IN THE UNITED STATES:		<b>580,466</b>	
SHELTERED	<b>354,386</b>	UNSHELTERED	<b>226,080</b>
MEN	<b>352,211</b>	WOMEN	<b>223,578</b>
FAMILIES WITH CHILDREN	<b>171,670</b>	UNACCOMPANIED YOUTH (under 25 years old; about 50 percent are unsheltered)	<b>34,000</b>
VETERANS	<b>37,000</b>	CHRONICALLY HOMELESS (homeless for more than a year or have had multiple periods of homelessness; almost 70 percent are unsheltered)	<b>110,528</b>

Source: U.S. Department of Housing and Urban Development, 2020 Annual Homelessness Assessment Report to Congress.

## Who Experiences Homelessness and Why?

Homelessness touches every segment of the community, regardless of race, gender, age, or economic status, but its impact is not evenly distributed. For example, African Americans represent only 13.4 percent of the U.S. population but account for 39 percent of those who are homeless and more than 50 percent of homeless families with children.<sup>3</sup> This finding clearly illustrates the disparate impact that economic inequality and the lack of economic mobility have on the ability to find and retain affordable housing.

Perceptions that drug and alcohol abuse, along with mental illness, are the primary causes of homelessness are not accurate. As shown in figure 2, economic issues, such as poverty, lack of employment opportunities, and low wages, are the primary cause of homelessness, but the lack of affordable housing is generally agreed to be the leading cause of homelessness. The lack of an adequate supply of affordable housing, combined with personal economic challenges, leaves many vulnerable to homelessness.

Even for those who have managed to obtain housing, a significant number are living so close to the edge of economic ruin that one financial setback, such as job loss, car troubles, illness, divorce, abandonment, or any unexpected expense, can lead to the loss of their home. The COVID-19 pandemic has exacerbated many of these issues. In March 2021, the Consumer Finance Protection Bureau issued the report, “Housing Insecurity and the COVID Pandemic,” which estimates that 8.8 million families are behind on their rent payments and an additional 2.1 million families are behind on their mortgage payments (about \$90 billion in missed mortgage payments).<sup>4</sup> While the current COVID-related eviction moratoriums have provided some temporary relief, the expiration of these restrictions is predicted to result in a significant increase in the number of people experiencing homelessness in the United States.

Figure 2: Causes of Homelessness

## TOP CAUSES OF HOMELESSNESS FOR FAMILIES

Source: Data from [U.S. Conference of Mayors, The Mayors' 2020 Vision: An American Breakthrough: Make Housing More Affordable and Address Homelessness.](#)

1. LACK OF AFFORDABLE HOUSING
2. UNEMPLOYMENT
3. POVERTY
4. LOW WAGES

## TOP CAUSES OF HOMELESSNESS FOR UNACCOMPANIED INDIVIDUALS

Source: Data from [U.S. Conference of Mayors, The Mayors' 2020 Vision: An American Breakthrough: Make Housing More Affordable and Address Homelessness.](#)

1. LACK OF AFFORDABLE HOUSING
2. UNEMPLOYMENT
3. POVERTY
4. MENTAL ILLNESS AND THE LACK OF NEEDED SERVICES
5. SUBSTANCE ABUSE AND THE LACK OF NEEDED SERVICES

## CAUSES OF HOMELESSNESS

Source: Data from the [National Alliance to End Homelessness, "What Causes Homelessness?."](#)

1. HOUSING ACCESSIBILITY
2. INCOME AND HOUSING AFFORDABILITY
3. HEALTH
4. DOMESTIC VIOLENCE
5. RACIAL DISPARITIES

While the cause of each instance of homelessness may be unique, every case has one thing in common; once a person is homeless, it is extremely difficult for them to find housing without help, whether in the form of food, shelter, clothing, psychological counseling, or job assistance. While providing housing is not, in and of itself, a solution to homelessness, housing is an essential first step. Housing, temporary or permanent, is the foundation on which all the required support services can be layered.

Real progress on the issue of homelessness requires both housing and support services. While neither the support services needed by those experiencing homeless nor many of the barriers to accessing attainable housing for those people experiencing homelessness (such as social stigma; lack of acceptable income, credit, and rental histories; unemployment, criminal record, low wages, and medical or psychological conditions) are the focus of this report and do not lie within the province of the real estate community, the number-one cause of homelessness in every study reviewed by the authors of this report is a critical lack of affordable housing of all types: supportive, temporary, or permanent.

## The Housing Gap

There is a critical shortage of housing, especially affordable housing, in the United States. This shortage is uniformly seen as the number-one cause of homelessness. Estimates of the extent of the shortfall vary widely. For example, Freddie Mac estimates that the deficit is 3.8 million housing units, while the National Low Income Housing Coalition puts the shortfall at 6.8 million units.<sup>5</sup> But all agree that the shortage of housing units is severe and has a profound impact on the extent of homelessness in the country.

## How Does Homelessness Affect Communities?

Homelessness profoundly affects everyone in a community. Government, business, industry, real estate, planning, development, health and safety, social services, and education sectors all suffer when homelessness is not prioritized. Current estimates are that the public sector spends an average of between \$30,000 and \$50,000 per year for every person who is homeless.<sup>6</sup> Much of this funding is for crisis

services, including jails, hospitalizations, and emergency departments. As surprising as this amount may be, it represents only the small portion of the cost that is easily calculated. The full negative economic impact of a community's failure to address homelessness involves issues that, while difficult to quantify, are clearly evident.

When communities fail to address homelessness, they lose credibility and status with both the business community and the public. The result is a diminution of community and business vitality, economic attractiveness, and growth, as well as public dissatisfaction with government and the quality of life the community offers. Addressing homelessness is not just about helping those who are experiencing homelessness: it is about making the community a more attractive and satisfying place to live, work, and conduct business.

## The Role of the Private Sector

Homelessness is frequently viewed as a challenge for which the government bears full responsibility. Yet the issue of homelessness is far too large a systemic challenge to address without the active involvement, commitment, and cooperation of all segments of the community: government, the public, the faith community, philanthropic organizations, health and social services, police, emergency services, and both the public and private sectors of the business and real estate communities. Although it is the role of government to provide policies, services, and, most important, the political will required to address homelessness and to promote and facilitate the production of houses, it is largely up to the private sector to provide housing, especially affordable housing, required to fill the need.

## The Role of ULI

ULI's membership has vast knowledge, expertise, and experience in real estate development, finance, and operation. This knowledge and know-how, combined with ULI's mission to create vibrant, sustainable communities, makes it the right organization to assist communities and the nation in addressing the issue of homelessness. ULI and its members have repeatedly shown their ability to find new approaches and solutions to intractable challenges. Homelessness is just such a challenge and one that urgently needs ULI's attention.

In a survey of ULI product council members, ULI asked what the perceptions and realities of the impacts of homelessness are on the industry as well as actions taken to address them. Of the more than 200 people who responded, 63 percent believe that homelessness affects their businesses and/or the performance or value of their properties. They believe homelessness has a real and perceived impact on property value and increases security needs. However, their self-reported engagement in addressing the issue of homelessness was primarily through policy, advocacy, philanthropic giving, and volunteering. Most do not engage in the actual provision (either directly or indirectly) of housing for those experiencing homelessness. The overwhelming nature of the challenge and the need to find the right partners to address homelessness were cited as deterrents.

ULI has a long history of examining issues and providing guidance and advice about how best to deal with them. Homelessness is just such an issue. Among many questions for ULI and its members are the following:

- Are there economically viable ways for the private residential development community to participate in working toward the solution for homelessness?
- Can materials, design, construction methods, planning, zoning, and building codes be modified in ways that would not only reduce the cost of producing housing available to those who have experienced homelessness but that would also make it economically attractive for private developers to undertake?
- Are novel or unused forms of financing available for the development of housing for those experiencing homelessness that do not solely rely on existing government programs and support and that may open up additional funding for this type of development?
- Can existing funding be used more efficiently to achieve housing goals?
- In short, how best can ULI and its members actively participate in helping resolve the issue of homelessness?

This is not intended to be an exhaustive list of the questions that need to be examined but to serve as a basis to open discussion and debate. This process will require the involvement of every segment of ULI and its membership—national councils, district councils, and product councils—if it is to provide a meaningful contribution. It is precisely the type of issue ULI is best suited to address.

## The Challenge

This report does not, nor is it intended to, provide answers about how best to address the issue of homelessness. It provides case studies that showcase how the development community can be an active partner in developing housing and programmatic spaces that support people experiencing homelessness, a summary of lessons learned, and a blueprint for how to replicate best practices in U.S. communities.

While the real estate industry cannot solve homelessness alone, it can play a critical role as an active part of solutions to strengthen community health both economically and environmentally. Building transitional and affordable housing, helping influence policies and perspectives, creating meaningful, sustainable, and impactful partnerships, and realizing that being part of the solution is a win-win situation are just a few examples of how the real estate industry can play a role to help end homelessness. The case studies in this report are meant to be replicable tools to make positive change and help fulfill ULI's mission: shaping the future of the built environment for transformative impact in communities worldwide.



  
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## CASE STUDIES

- LOW-BARRIER SHELTER
- HAVEN FOR HOPE
- BERKELEY WAY
- LIFEMOVES MOUNTAIN VIEW
- CITY OF LONG BEACH  
BEST WESTERN
- THE BRYANT STREET PROJECT
- JOHN AND JILL KER  
CONWAY RESIDENCE
- LOTUS CAMPAIGN—SHARON  
CROSSING



DOWNTOWN DEVELOPMENT DISTRICT

# LOW-BARRIER SHELTER

## NEW ORLEANS, LOUISIANA

**LOCATION:**  
1530 Gravier Street  
2nd Floor  
New Orleans, Louisiana

**COST:**  
Initial development,  
\$2.6 million; expansion,  
\$5.27 million

**SIZE:**  
13,120 square feet

**COMPLETION:**  
2018 (phase one)  
2022 (phase two)

**OWNER:**  
City of New Orleans

**OPERATOR:**  
Start Corporation

**PARTNERS:**  
City of New Orleans, Downtown Development District, Mathes Brierre Architects, Ernest M. Morial Convention Center, U.S. Department of Housing and Urban Development, Louisiana Housing Corporation, Southeast Louisiana Veterans Health Care System, UNITY of Greater New Orleans, and over 60 service provider partners



DOWNTOWN DEVELOPMENT DISTRICT

# HOMELESS TO HOUSED: PROJECT PRO FORMA

<b>NAME:</b> The City of New Orleans Shelter and Engagement Center (Low-Barrier Shelter)	<b>SPONSOR:</b> City of New Orleans, Downtown Development District, Ernest M. Morial Convention Center
<b>LOCATION:</b> New Orleans, Louisiana	<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 100
<b>BRIEF DESCRIPTION OF TYPE:</b> Low-barrier, congregate, 24-hour shelter facility providing significant wraparound services to homeless individuals including housing placement and other services through partnership with other agencies and nonprofit providers.	

## Development Pro Forma

TOTAL (\$)

PER RES./UNIT

USES OF FUNDS		
Acquisition of land and/or building	n/a	n/a
Architectural, engineering, and entitlement costs	226,432	2,264
Construction costs	2,092,375	20,924
Legal and professional costs	100,000	1,000
Additional equipment and related costs	200,000	2,000
Development fees	n/a	n/a
Interest during construction	n/a	n/a
Real estate taxes during construction	n/a	n/a
Other costs	0	0
<b>Total uses, all-inclusive except, land and shell building (city owned)</b>	<b>2,618,807</b>	<b>26,188</b>
SOURCES OF FUNDS		
Downtown Development District	1,000,000	10,000
City of New Orleans (various sources, including CDBG, etc.)	1,618,807	16,188
<b>Total sources</b>	<b>2,618,807</b>	<b>26,188</b>

## Operating Pro Forma

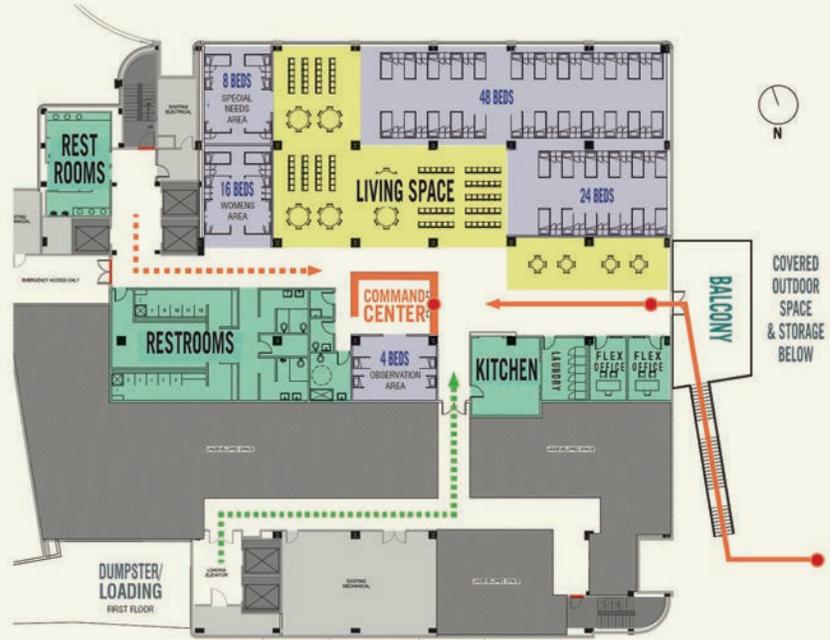
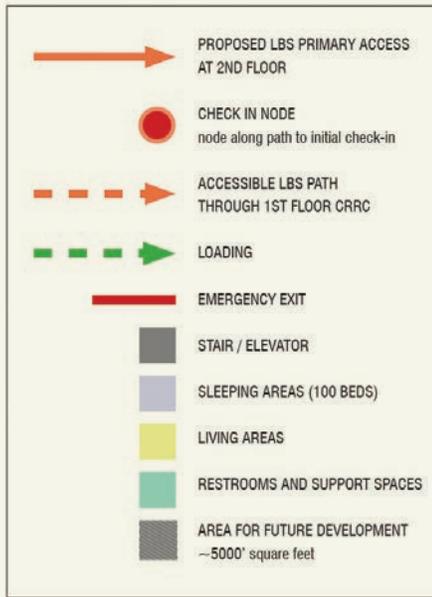
TOTAL (\$)

PER RES./UNIT

ANNUAL REVENUE (budgeted and committed)		
City of New Orleans (from various sources)	625,000	6,250
Downtown Development District (business improvement district)	625,000	6,250
Ernest N. Morial Exhibition Hall Authority (convention center)	250,000	2,500
<b>Total revenue</b>	<b>1,500,000</b>	<b>15,000</b>
ANNUAL EXPENSES (budgeted)		
Staff	680,000	6,800
Security	375,000	3,750
Food service	150,000	1,500
Janitorial	194,000	1,940
Telephone and internet	3,000	30
Staff parking	11,000	110
Indirect cost	81,000	810
Repairs and maintenance (by city)	0	0
Utilities (electricity, water, sewer, etc. by city)	0	0
Taxes (city owned property)	0	0
Insurance	0	0
Office supplies	6,000	60
<b>TOTAL EXPENSES</b>	<b>1,500,000</b>	<b>15,000</b>
<b>NET REVENUE (DEFICIT)</b>	<b>0</b>	<b>0</b>

n/a = not applicable.

## SECOND FLOOR: PROPOSED LOW-BARRIER SHELTER SPACE PLAN



MATHES BRIERRE ARCHITECTS

The shelter's layout invites connection and support.

The City of New Orleans Shelter and Engagement Center (Low-Barrier Shelter) is located in the city's central business district, occupying two floors of the former Veterans Affairs (VA) hospital building. The center opened on August 1, 2018, and provides 24-hour shelter and services to 100 homeless individuals at a given time, following low-barrier concepts and techniques. The idea for the center was launched as part of the [City of New Orleans's Ten-Year Plan to End Homelessness](#) (2011–2021), under former mayor Mitch Landrieu, and gained political support in 2014, when current mayor LaToya Cantrell was a City Council member and toured Haven for Hope, a San Antonio, Texas–based low-barrier shelter operating since 2010.<sup>7,8</sup>

The New Orleans Low-Barrier Shelter is staffed 24 hours a day, 365 days per year and works primarily with guests who have been homeless and chronically homeless and are in urgent need of coordination of care to achieve permanent housing outcomes. The center, operated by Start Corporation through a contract with the city of New Orleans, provides 24/7 access and beds as well as access to the VA-sponsored Community Resource and Referral Center (CRRC), a partnership between the Southeast Louisiana Veterans Health Care System and the city. CRRC is home to service providers for the unhoused, such as the VA, Travelers' Aid, Healthcare for the Homeless, and Harry Tompson Center, who work with homeless residents during daytime hours with services related to medical evaluation, case management, and pathways to housing programs.<sup>9</sup>

To date, 962 guests have been sheltered and 488 have been successfully housed, with only 26 guests who were successfully housed from the shelter having to return to the shelter because of reentering homelessness. The Low-Barrier Shelter supports adults who are chronically homeless, most with a mental illness and some with co-occurring physical health conditions or chronic diseases as well as adults with a substance abuse disorder.

## The Partnership

The Low-Barrier Shelter is supported by a diverse partnership of local, state, and federal public and private organizations. In 2013, the city of New Orleans partnered with the Southeast Louisiana Veterans Health Care System to open the Community Resource and Referral Center. In preparation for development of the Low-Barrier Shelter, the city worked with the Downtown Development District (DDD) on the concept plan, defining operational objectives and identifying funding sources, with [Mathes Brierre Architects](#) producing the project design and leading the renovation project.<sup>10</sup> In addition, HUD, the Louisiana Housing Corporation, UNITY of Greater New Orleans and its over 60 service providers partnered to support this project as well as Start Corporation, as the city's contracted operator. The Ernest M. Morial Convention Center has continued to partner with the city by providing ongoing support for the Low-Barrier Shelter's operations.<sup>11</sup> The facility opened in 2018, and an expansion is expected to open in early 2022.

## Costs and Financing

The city of New Orleans acquired the former VA hospital building through a land swap with the federal government.<sup>12</sup> The city and DDD provided over \$2.5 million toward development costs, and construction and implementation costs were supported by HUD Community Development Block Grant funding, the Neighborhood Improvement Fund, the Louisiana Housing Corporation through its Emergency Solutions Grant, and the Ernest N. Morial Convention Center.<sup>13</sup> Currently, the city, DDD, and the Morial Convention Center contribute toward Start Corporation's annual operating expenses, which are about \$1.5 million to \$1.9 million.

## Innovations: What Worked

### THE PROJECT

Multiple public- and private-sector partners championed this project from start to finish, and their commitment was further bolstered by political will and support over two mayoral administrations (Landrieu and Cantrell). The former VA hospital site was selected strategically, based on its central location to an already large homeless resident population, transportation access, and need for the building's rehabilitation after a 10-year vacancy of its largest tenant. The capital costs were covered by a diverse pool of support funds, and dedicated revenue from the city and Morial Convention Center cover year-to-year operations, in partnership with the U.S. Department of Veterans Affairs CRRP program.

### THE PROGRAM

Start Corporation, the operator, recognizes that guests with behavioral health concerns have complex needs; therefore, successful housing outcomes for this population depend on a safe, stable, and comfortable environment coupled with harm reduction and wraparound support and care coordination services. The low-barrier shelter approach includes accommodating guests' pets, allowing couples to stay together, providing easy access to possessions, and allowing guests all-day access to the facility.

With an embedded network of committed community partners and ready access to permanent supportive housing and rapid rehousing resources, the Low-Barrier Shelter is uniquely situated to quickly transition guests, after they have been stabilized, from temporary shelter to community-based, independent living arrangements. The combination of housing initiatives focused on the unique needs of guests with behavioral health disorders and the understanding of the low-barrier vision, model, and goals has provided holistic care and support that is ultimately successful in transitioning guests from sheltering to housed.

## Challenges

Several challenges face the Low-Barrier Shelter's operations, including securing broad-based and consistent annual funding to support operating and capital budgets as well as having to best accommodate the diverse needs of a wide range of individuals.

Though this project has been supported through a diverse funding pool, the greatest challenge for its ongoing success in program delivery and facility is its ongoing ability to attract and retain diverse public- and private-sector funding. To operate a shelter with no barriers requires unrestricted dollars, and the current annual operating cost for the shelter is \$1.5 million to \$1.9 million. Without its current funding from the city, DDD, and the Morial Convention Center, the shelter could not maintain the building or support operations.

Moreover, Low-Barrier Shelter guests have diverse and often changing needs. Some are trying to maintain sobriety while others are in active addiction. Some guests have consistent employment and need to secure adequate rest while sleeping next to guests who are in active psychosis with auditory and visual hallucinations.

Low-Barrier Shelter staff members spend time de-escalating incidents and providing education on low-barrier concepts to help increase awareness of the shelter environment. They overcome the differences by educating guests on low-barrier and housing first along with the other evidence-based principles practiced at the shelter. Staff explain that everyone is worthy of housing and discuss the challenges that arise when trying to achieve sobriety without a stable home or to receive mental or physical health treatment without a stable place to live. The shelter staff often explore with guests what other community resources may benefit them in providing the support system necessary to overcome the concerns.

## Outcomes

A total of 962 individuals have been sheltered and 488 have been successfully housed. Currently, 81 of the 100 guests have been referred to and are actively working with shelter staff and community partners on stable, permanent housing goals.

Because the Low-Barrier Shelter is routinely filled to capacity, the city is funding a \$5.27 million expansion to the facility, adding 246 additional beds and expanded services.<sup>14</sup> The expansion will include 30,000 square feet of space on the second and third floors of its current building.



HAVEN FOR HOPE

# HAVEN FOR HOPE

## SAN ANTONIO, TEXAS

**LOCATION:**  
1 Haven for Hope Way  
San Antonio, Texas

**OPERATOR:**  
Haven for Hope of  
Bexar County

**SIZE:**  
22 acres/440,000 square  
feet of service space

**COST:**  
\$103 million

**OWNER:**  
Haven for Hope of  
Bexar County

**COMPLETION:**  
November 2007–  
August 2010

**PARTNERS:**  
More than 15 development and financing partners and  
70 service partners



HAVEN FOR HOPE

# HOMELESS TO HOUSED: PROJECT PRO FORMA

**NAME:** Haven for Hope

**SPONSOR:** Haven for Hope

**LOCATION:** San Antonio, Texas

**NUMBER OF UNITS/RESIDENTS SERVED:** 1,200 approx. per day

**BRIEF DESCRIPTION OF TYPE:** Haven for Hope is a multifaceted facility serving as a shelter (Courtyard), permanent supportive housing, and providing a wide array of supportive services to assist homeless persons.

## Development Pro Forma

TOTAL (\$)

PER RES./UNIT

### USES OF FUNDS

Acquisition of land and/or building	0	0
Architectural, engineering, and entitlement costs	0	0
Construction costs	0	0
Legal and professional costs	0	0
Additional equipment and related costs	0	0
Development fees	0	0
Interest during construction	0	0
Real estate taxes during construction	0	0
Other costs	0	0
<b>Total uses, capital cost</b>	<b>100,500,000</b>	<b>83,750</b>

### SOURCES OF FUNDS

Permanent debt	0	0
Equity	0	0
Government grants or similar	39,600,000	33,000
Philanthropic capital	60,900,000	50,750
<b>Total sources</b>	<b>100,500,000</b>	<b>83,750</b>

## Operating Pro Forma

TOTAL (\$)

PER RES./UNIT

### ANNUAL REVENUE

Revenue from residents	0	0
Revenue from resident-related sources (vouchers, etc.)	0	0
Revenue from other sources (grants, philanthropy)	0	0
Support for wraparound services	0	0
Public, government	15,602,006	13,002
Private, philanthropic	12,004,787	10,004
Other	0	0
<b>Total revenue</b>	<b>27,606,793</b>	<b>23,006</b>

### ANNUAL EXPENSES

Property operations		
Salaries	15,819,555	13,130
Repairs and maintenance	1,500,000	1,245
Utilities	1,077,074	893
Taxes	0	0
Insurance	220,000	182
Other property-related expenses	8,287,513	6,878
<b>Total property operational expenses</b>	<b>26,904,142</b>	<b>22,420</b>
<b>Total resident services</b>	<b>0</b>	<b>0</b>
<b>TOTAL EXPENSES</b>	<b>26,904,142</b>	<b>22,420</b>
<b>NET REVENUE (DEFICIT)</b>	<b>702,651</b>	<b>586</b>



Haven for Hope is located adjacent to the San Antonio central business district.

Haven for Hope is the nation's largest transformational campus for individuals and families experiencing homelessness. On any given day, Haven for Hope offers a safe environment to over 1,400 people. In conjunction with more than 180 partner organizations, 70 of whom provide direct services on the Haven campus, Haven provides, coordinates, and delivers an unparalleled system of care to address the root causes of homelessness to help ensure individuals and families are sustainable in their new homes.

Services include housing, ID recovery, comprehensive medical care, psychiatric care, substance use treatment, employment support and coaching, continuing education, case management, jail outreach, veterans' programs, children's programs, legal aid, and more.

The project was conceived by local business leader Bill Greehey and former San Antonio mayor Phil Hardberger, who identified the need for homeless service providers to locate under one roof to serve a growing population of people experiencing homelessness in San Antonio and Bexar County. Mayor Hardberger established the Community Council to End Homelessness, and business and community leaders, including Greehey, developed a plan to reduce homelessness and recommended creating Haven for Hope of Bexar County, a 501(c)(3) nonprofit, to lead that effort.

The 22-acre campus is located in a former industrial area west of downtown San Antonio and adjacent to the city's central business district.

## The Partnership

As a 501(c)(3) organization, Haven for Hope's development cost of just over \$100 million was funded with a mix of publicly and privately sourced funds through a built-in partnership with the following partners:

- New Markets Tax Credits (NMTC): National New Markets Fund (NNMF), Strategic Development Solutions and Economic Innovation International Inc., and Wachovia Community Development Enterprises IV—Wells Fargo & Company;
- City of San Antonio, Texas;
- Bexar County, Texas;
- State of Texas;
- Methodist Health Care Ministries;
- NuStar Foundation;
- Bill Greehey;
- AT&T Foundation; and
- Small foundations and individual donors.

## Costs and Financing

The Haven for Hope development project would not have been possible but for a diverse array of funds. The project qualified for NMTC, with Community Development Financial Institutions' (CDFI) criteria deeming it:

- A qualified investment area, having a poverty rate of between 20 and 43.8 percent and median family income that does not exceed 80 percent of the area median income;
- A "targeted distressed community" under CDFI criteria;
- Eligible for NMTC due to the "but-for" test; without NMTC, this project would not have been financed;<sup>15</sup> and
- A Hot Zone, due to the census tract in which it is located, designated as both an Economic Development and Housing Hot Zone.<sup>16</sup>

In addition, "the investment made by National New Markets Fund . . . and Wachovia Community Development Enterprises IV was able to exceed its allocation agreement requirements to provide the QALICB [qualified active low-income community business] with a minimum of five sources of flexible financing rates and terms, NMF and Wachovia each provided 8 flexible financing rates and term."<sup>17</sup>

Financing for acquisition, redevelopment, and new construction cost of over \$100 million and was gathered from a range of public and private sources that included loans, grants, donations, and \$9.2 million in tax credit subsidy (\$40 million in allocation).<sup>18</sup>

## Innovations: What Worked

### THE PROJECT

The team that developed Haven for Hope interviewed and/or toured more than 200 homeless service sites throughout the United States and, within 18 months, came up with a site-specific plan for San Antonio and developed Haven for Hope.

The project helped revitalize a district of San Antonio that had many underused and derelict buildings, including rehabilitating nine existing buildings and building six new buildings, all of which incorporate energy-saving features.

The project also generated about 300 construction and 250 permanent jobs for local San Antonio workers. Haven for Hope employs a substantial number of formerly homeless individuals as part of its workforce.

## THE OPERATIONS

Haven for Hope's model is a "one-stop-shop" of services. The campus provides support in terms of office space and meeting space for about 70 nonprofits so they can provide services directly to clients on the campus.

Meeting the goal of serving families and children, from formula and diapers to parenting classes to support for school-age children (school registration, busing, tutors, after school activities, summer camps, school clothing, shoes and backpacks), Haven for Hope and its partners provide everything a family needs.

## Outcomes

Haven for Hope has served as an example to many other homeless service organizations, such as the Low-Barrier Shelter in New Orleans, Louisiana, and it offers a significant and alternative method for combatting homelessness through the co-location and integration of services that address the root causes of homelessness.<sup>19</sup>

About 1,400 individuals reside at Haven for Hope per night, and more than 40,000 clients have received services. More than 7,000 clients have been permanently housed, and 92 percent of those housed by Haven for Hope remain in their homes after one year.

San Antonio's point-in-time count has shown a dramatic 80 percent decrease in the downtown homeless count since Haven for Hope opened its doors in 2010, and when looking at San Antonio's individuals experiencing homelessness on a per capita basis, San Antonio's homeless population per capita has decreased by 28 percent since Haven for Hope opened in 2010.



LEDDY MAYTUM STACY ARCHITECTS

# BERKELEY WAY

## BERKELEY, CALIFORNIA

**LOCATION:**  
2012 Berkeley Way  
Berkeley, California

**COST:**  
Approximately  
\$120 million

**SIZE:**  
141,150 square feet

**COMPLETION:**  
Currently under  
construction and  
projected to be  
completed by the  
end of 2022

**OWNER:**  
Berkeley Food and  
Housing Project  
(BFHP) and BRIDGE  
Housing

**OPERATOR:**  
BFHP and BRIDGE  
Housing

**PARTNERS:**  
BFHP and BRIDGE Housing (developer), city of  
Berkeley, California, Leddy Maytum Stacy Architects



LEDDY MAYTUM STACY ARCHITECTS

# HOMELESS TO HOUSED: PROJECT PRO FORMA

<b>NAME:</b> The BFHP Hope Center	<b>SPONSOR:</b> BRIDGE Housing & Berkeley Food and Housing Project
<b>LOCATION:</b> 2012 Berkeley Way, Berkeley, California	<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 186
<b>BRIEF DESCRIPTION OF TYPE:</b> Berkeley Way takes a comprehensive approach to addressing the housing affordability and homelessness crises in Berkeley by combining an 89-unit affordable housing development, BRIDGE Berkeley Way, with an innovative homeless housing development, the BFHP Hope Center, that brings 53 permanent supportive housing units, a 32-bed shelter, 12 transitional beds for homeless veterans, a full commercial kitchen and supportive services suite under one roof. Given that the two project components are owned, operated, and financed separately, the pro forma below covers only the BFHP Hope Center.	

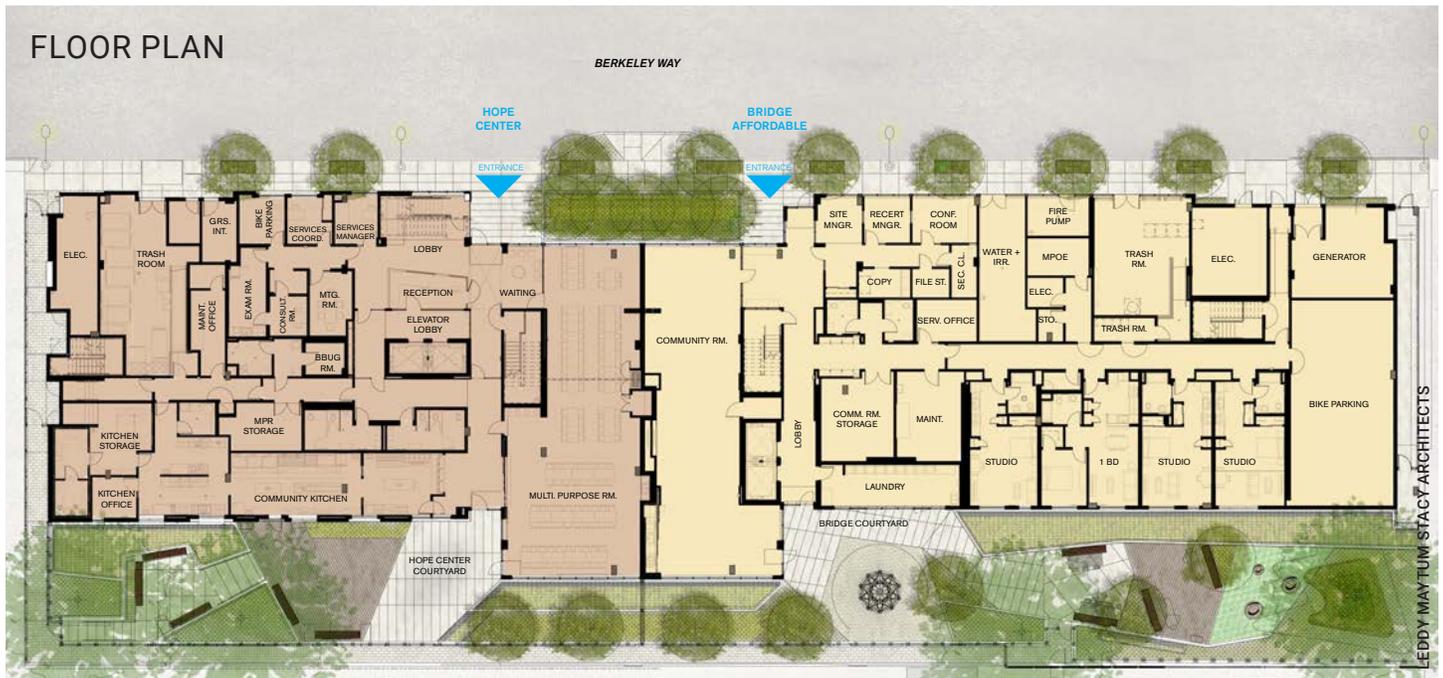
## Development Pro Forma

	TOTAL (%)
<b>USES OF FUNDS</b>	
Acquisition of land and/or building	0.00%
Architectural, engineering, and entitlement costs	7.33%
Construction costs	56.63%
Legal and professional costs	0.96%
Additional equipment and related costs	2.19%
Development fees	3.41%
Interest during construction	2.09%
Capitalized operating reserves	26.44%
Cost of issuance / soft loan fees	0.94%
<b>Total uses, capital cost</b>	<b>99.99%</b>
<b>SOURCES OF FUNDS</b>	
City	41.49%
County	12.97%
State	20.97%
Equity	21.88%
Philanthropic capital	2.69%
<b>Total sources</b>	<b>100%</b>

## Operating Pro Forma

	TOTAL (%)
<b>ANNUAL REVENUE</b>	
Revenue from residents	8.47%
Revenue from resident-related sources (vouchers, etc.)	75.69%
Draw from project capitalized reserves	15.09%
Draw from state capitalized reserves	0.76%
Other	n/a
<b>Total revenue</b>	<b>100.01%</b>
<b>ANNUAL EXPENSES</b>	
Property operations	
Salaries	14.19%
Repairs and maintenance	37.78%
Utilities	6.33%
Services	19.45%
Insurance	15.57%
Other property-related expenses	6.49%
<b>Total property operational expenses</b>	<b>99.81%</b>
<b>Total resident services</b>	<b>0%</b>
<b>TOTAL EXPENSES</b>	<b>99.81%</b>
<b>NET REVENUE (DEFICIT)</b>	<b>0.2%</b>

n/a = not applicable.



Both sections are physically connected yet serve distinct needs.

The project at 2012 Berkeley Way is a city of Berkeley–sponsored redevelopment of a city-owned surface parking lot in downtown Berkeley that will create three distinct projects—an 89-unit affordable family housing development; a 53-unit permanent supportive housing development; and a homeless shelter plus transitional housing—in one unified building. This is the largest PSH project for people experiencing homelessness in Berkeley, and the three projects are located in separate air rights parcels.

Berkeley Way is an inventive mixed-use development that serves a range of pressing housing needs in Berkeley. BRIDGE Housing, a 501(c)(3) nonprofit developer, partnered with Berkeley Food and Housing Project (BFHP), a local homeless shelter operator and services provider, to build a new shelter and transitional housing facility for BFHP and additional family affordable housing owned and operated by BRIDGE in a mixed-income development at a city-owned property.

Details regarding the distinct project components include the following:

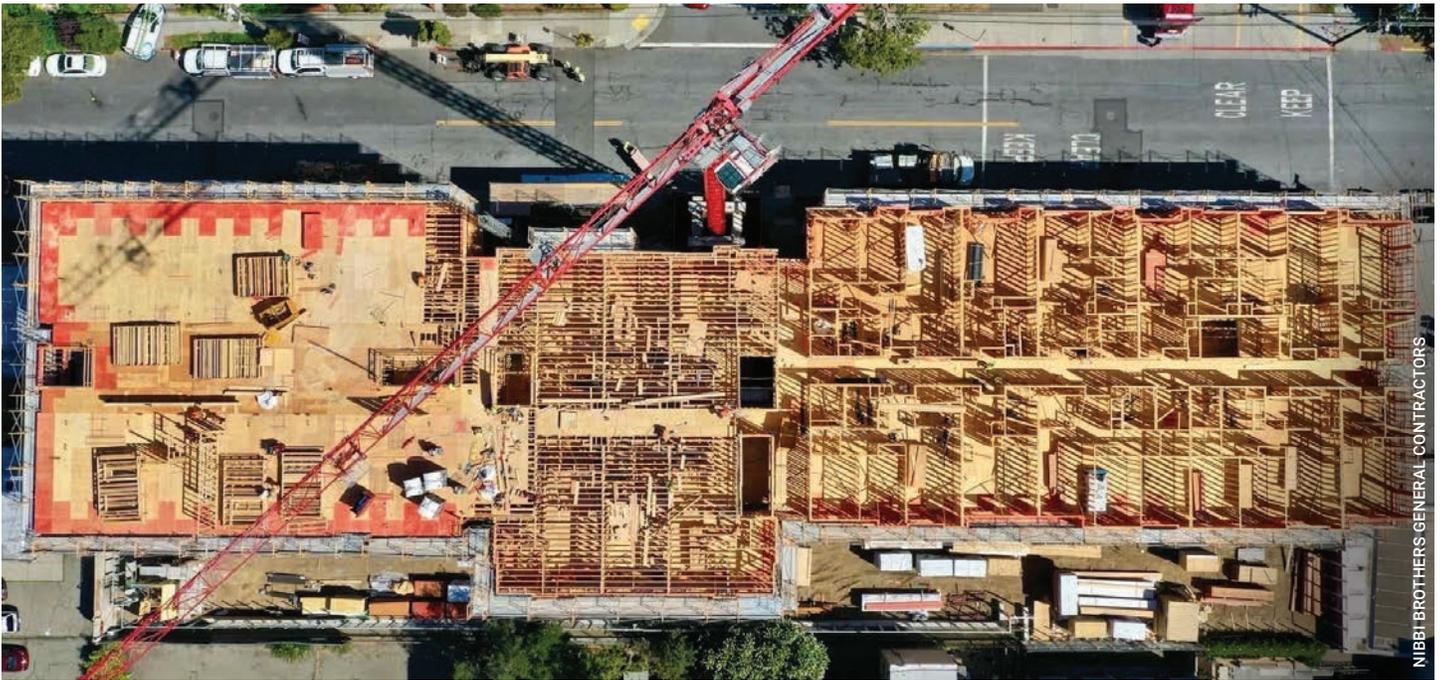
- BRIDGE Berkeley Way affordable development: 89 units of affordable family housing (50 and 60 percent of AMI) developed by BRIDGE. The unit mix includes studios, and one- and two-bedroom apartments. The ground floor will have shared amenities such as a community room and laundry room, as well as management and services offices and utilities.

- BFHP Hope Center Development comprising two components in separate air rights parcels:
  - » BFHP Hope Center PSH: 53 units of permanent supportive housing (all studios affordable at 20 percent of AMI) in an air rights parcel on floors three to six, with ground-floor supportive services suite, lounge areas, laundry room, and storage.
  - » BFHP Hope Center shelter and transitional housing: 32 temporary shelter beds for adult homeless men plus 12 transitional beds for homeless veterans in an air rights parcel comprising the second floor and parts of the first floor. The first floor contains a large community kitchen and multipurpose room in addition to the uses previously noted.

Each project component will be owned and operated by a separate entity. The building will have on-site renewable energy and is expected to achieve a GreenPoint-rated multifamily score of Platinum. The project is currently under construction and projected to be completed by the end of 2022.

## The Partnership

This project is a joint development between the Berkeley Food and Housing Project and BRIDGE Housing, with Leddy Maytum Stacy Architects realizing the design of this unique campus. In addition, supportive services will be provided by LifeLong Medical and Berkeley Mental Health.



Simultaneous construction aided project feasibility.

## Costs and Financing

BRIDGE Housing secured the majority of the \$120 million needed to fund this project from public and private sources, including the following:

- City of Berkeley: committed \$27 million to the project, which does not include the value of the land;
- Alameda County Affordable Housing: Bond Measure A1;
- State of California programs: No Place Like Home (NPLH), Affordable Housing Sustainable Communities (AHSC);
- Tax credit equity; and
- Proceeds from a private capital campaign.

The project broke ground on July 7, 2020, and construction is expected to be complete in 2022.

## Innovations: What Worked

This unique project aims to ensure housing affordability in downtown Berkeley as well as introduce a mix of affordable, low-income, and permanent supportive housing in the same development. This complex series of programs is united in one building, designing a comprehensive program despite distinct air rights. In addition, the building is designed to host on-site renewable energy systems.

## Challenges

Ensuring that this project supports the city's very low-income, disabled, and chronically homeless population through innovative integration of housing and onsite services, such as legal assistance, disability transportation assistance, senior recreational and social services, and food pantry services, is a complex endeavor and one that requires careful and consistent partnership from all entities involved. The vital goal to find housing and a permanent stable solution for the city's estimated 1,000 people experiencing homelessness will be a constant test for this development.<sup>20</sup>

## Outcomes

The project's goal is to create a continuum of affordable and very low-income housing that is integrated into a vibrant downtown community with easy access to transit and services.

Achieving this critical goal ensures that a solution to homelessness becomes part of the community's vibrancy.



# LIFEMOVES MOUNTAIN VIEW

## MOUNTAIN VIEW, CALIFORNIA

**LOCATION:**  
2566 Leghorn Street  
Mountain View  
California

**OPERATOR:**  
LifeMoves

**SIZE:**  
100 units

**COST:**  
\$13.43 million, excluding  
the land cost

**OWNER:**  
LifeMoves (site  
acquisition and  
land title)

**COMPLETION:**  
May 2021

**PARTNERS:**  
California Department of Housing and Community  
Development, Santa Clara County, City of Mountain  
View, LifeMoves (the office of Charles Bloszies FAIA,  
Sares Regis Group Northern California, ARUP, BKF,  
XL Construction, Connect Homes, indieDwell, Urban  
Bloc, Falcon Structures)



# HOMELESS TO HOUSED: PROJECT PRO FORMA

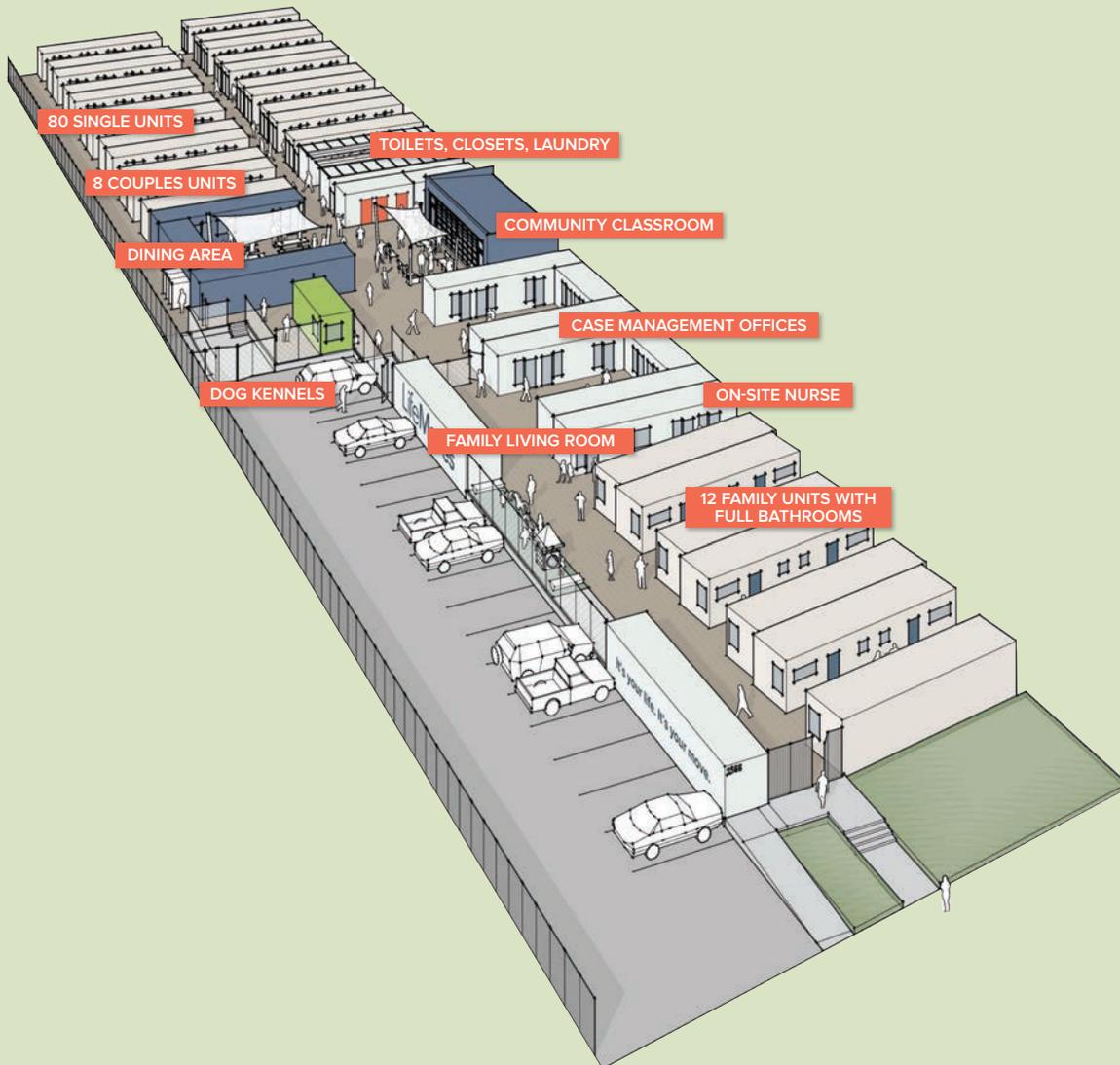
<b>NAME:</b> LifeMoves Mountain View	<b>SPONSOR:</b> LifeMoves
<b>LOCATION:</b> Mountain View, California	<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 100/124 (units/people)
<b>BRIEF DESCRIPTION OF TYPE:</b> Supportive Interim Housing (SIH), private sleeping units, congregate bath, laundry, and other amenities/facilities, "village" setting. Other services include intensive case management.	

<b>Development Pro Forma</b>	<b>TOTAL (\$)</b>	<b>PER RES./UNIT</b>
<b>USES OF FUNDS</b>		
Land		
Environmental and soil export	363,928	3,639
Land costs	4,313,909	43,139
Site demo	100,000	1,000
Site development		
Dry utilities	1,980,538	19,805
GC/GRs	1,079,774	10,797
Miscellaneous	1,340,338	13,403
Structural foundation and civil	936,180	9,361
Wet utilities	1,268,079	12,680
Modular		
Modular	4,724,591	47,245
FF&E		
FF&E	727,529	7,275
Soft costs		
Design and engineering	787,607	7,876
Owner	39,426	394
Permit and fees	77,973	779
<b>Total uses, capital cost</b>	<b>17,739,873</b>	<b>177,399</b>
<b>SOURCES OF FUNDS</b>		
Philanthropic capital, government funds, LifeMoves, or similar	17,739,873	177,399
<b>Total sources</b>	<b>17,739,873</b>	<b>177,399</b>

<b>Operating Pro Forma</b>	<b>TOTAL (\$)</b>	<b>PER RES./UNIT</b>
<b>ANNUAL REVENUE</b>		
Philanthropic capital, government funds, LifeMoves, or similar	3,700,000	37,000
<b>Total revenue</b>	<b>3,700,000</b>	<b>37,000</b>
<b>ANNUAL EXPENSES</b>		
Property operations		
Salaries	1,700,000	17,000
Repairs and maintenance	200,000	2,000
Utilities	170,000	1,700
Taxes	0	0
Insurance	20,000	200
Other OPEX/administrative	1,600,000	16,000
<b>Total property operational expenses</b>	<b>3,700,000</b>	<b>37,000</b>
Other resident services		
Salaries	n/a	n/a
Contract services	n/a	n/a
Other	n/a	n/a
<b>Total resident services</b>	<b>n/a</b>	<b>n/a</b>
<b>TOTAL EXPENSES</b>	<b>3,700,000</b>	<b>37,000</b>
<b>NET REVENUE (DEFICIT)</b>	<b>0</b>	<b>0</b>

n/a = not applicable.

## SITE PLAN



LIFEMOVES

The site plan layout maximizes units while addressing a mix of occupancy needs.

LifeMoves Mountain View is a Project Homekey supportive interim housing community that aims to provide a platform where clients can receive intensive case management services to help them overcome homelessness and return to sustainable housing.<sup>21</sup> The community offers a private unit for each household experiencing homelessness, whether a single adult, a couple, or a family, and provides supportive services and case management “designed to return people to stability.”<sup>22</sup> In this temporary housing setting, 100 units currently serve 88 individuals and 12 families (about 124 people) in ADA-compliant buildings that house communal amenities.<sup>23</sup>

LifeMoves was able to create this unique project with support from Project Homekey, the state of California’s response to protect homeless Californians from COVID-19 funded by the federal CARES Act and promoted by Governor Gavin Newsom. Project Homekey provides \$600 million across California to acquire, rehabilitate, and operate housing for individuals experiencing homelessness. Applicable developments could include rehabilitation of existing hotels, motels, senior centers, and other buildings, as well as new development of modular housing.

Currently, LifeMoves, a 501(c)(3) nonprofit organization, has 25 shelter and service sites throughout Silicon Valley and more than 40 years’ experience operating such sites.

## The Partnership

The city of Mountain View and LifeMoves partnered and submitted a proposal to Project Homekey to apply funds to this project. Santa Clara County provides operating support and is instrumental in the facilitation of access to county and state programming for residents.

## Costs and Financing

The state of California provided LifeMoves and the city of Mountain View with \$11.95 million to develop the project. For operating costs, the city of Mountain View will contribute \$2.4 million, and LifeMoves contributed \$1 million. For subsequent years, local public funds and a diverse mix of philanthropic individuals and organizations will be asked to contribute toward the operating costs.



Each unit has a unique lock so residents can secure their area and belongings throughout the day.

## Innovations: What Worked

This housing community was designed using the team's LifeMoves | Mountain View model: a modular housing solution intended to be able to rapidly prototype, scale, and implement based on the housing needs of the local community. Four different design/build firms manufactured four distinct building types for the site.

LifeMoves Mountain View provides 10 times the number of year-round shelter beds previously available in Mountain View. Average client stays are 120-plus days as clients work with case managers, housing and employment specialists, and wraparound support services to find housing.

Admission to the community is by referral only, and thus there is no queuing during the day or in the evening or a volume of resident movement into and out of the community at any given time.

The site was zoned industrial, which allows for up to a 150-bed emergency shelter through an administrative process. Thus, the project did not have to go through the normal neighborhood review process and the Environmental Protection Commission review process.<sup>24</sup>

## Challenges

The housing crisis caused by COVID-19 has placed 43,000 residents of Santa Clara County at risk of homelessness when the eviction moratorium ends.<sup>25</sup> With 606 homeless Mountain View residents identified during a count in 2019, the number of people experiencing homelessness in the city is expected to grow exponentially.

The Project Homekey funds had to have been spent by December 30, 2020. With this one-time allocation of funds for development of this supportive project, the expedited deadline proved challenging both in administration of the grant and coordination of the partners.

## Outcomes

The LifeMoves Mountain View project brought together a diverse mix of funding partners and construction partners to support the development and opening of a state-of-the-art modular housing community that is near public transit and integrated into the Mountain View community—providing a key asset in the transition from homelessness to housed for residents and the greater community.



## CITY OF LONG BEACH BEST WESTERN

### LONG BEACH, CALIFORNIA

**LOCATION:**  
1725 Long Beach  
Boulevard, Long Beach  
California

**OPERATOR:**  
Illumination Foundation

**COST:**  
\$16.7 million

**SIZE:**  
102 rooms

**COMPLETION:**  
March 15, 2021

**OWNER:**  
City of Long Beach

**PARTNERS:**  
City of Long Beach, California Department  
of Housing and Community Development,  
Los Angeles County



# HOMELESS TO HOUSED: PROJECT PRO FORMA

<b>NAME:</b> City of Long Beach Best Western	<b>SPONSOR:</b> City of Long Beach
<b>LOCATION:</b> Long Beach, California	<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 102 rooms/ > 100 people
<b>BRIEF DESCRIPTION OF TYPE:</b> Hotel conversion to provide temporary housing for people experiencing homelessness. The Project Homekey-funded development is specifically for people experiencing homelessness and highly vulnerable to COVID-19.	

## Development Pro Forma

	TOTAL (\$)	PER RES./UNIT
<b>USES OF FUNDS</b>		
Acquisition of land and/or building	21,700,000	212,745
Architectural, engineering, and entitlement costs	n/a	n/a
Construction costs	n/a	n/a
Legal and professional costs	n/a	n/a
Additional equipment and related costs	n/a	n/a
Development fees	n/a	n/a
Interest during construction	n/a	n/a
Real estate taxes during construction	n/a	n/a
Other costs	n/a	n/a
<b>Total uses, capital cost</b>	<b>21,700,000</b>	<b>212,745</b>
<b>SOURCES OF FUNDS</b>		
Permanent debt	0	0
Equity	n/a	n/a
Philanthropic capital, government grants, or similar	21,700,000	212,745
<b>Total sources</b>	<b>21,700,000</b>	<b>212,745</b>

## Operating Pro Forma

	TOTAL (\$)	PER RES./UNIT
<b>ANNUAL REVENUE</b>		
Revenue from residents	0	0
Revenue from resident-related sources (vouchers, etc.)	0	0
Revenue from other sources (grants, philanthropy)	2,135,393	20,935
Support for wraparound services	0	0
Other	67,908	666
<b>Total revenue</b>	<b>2,203,301</b>	<b>21,601</b>
<b>ANNUAL EXPENSES</b>		
Property operations		
Salaries	410,440	4,021
Repairs and maintenance	n/a	n/a
Utilities	135,393	1,326
Taxes	n/a	n/a
Insurance	7,000	68
Other property-related expenses	240,000	2,352
<b>Total property operational expenses</b>	<b>792,833</b>	<b>7,769</b>
Other resident services		
Salaries	731,250	7,166
Contract services	611,310	5,990
Other	n/a	n/a
<b>Total resident services</b>	<b>1,342,560</b>	<b>13,157</b>
<b>TOTAL EXPENSES</b>	<b>2,135,393</b>	<b>20,926</b>
<b>NET REVENUE (DEFICIT)</b>	<b>67,908</b>	<b>665</b>

n/a = not applicable.

Building off the success of the state of California's Project Roomkey, Project Homekey is the state's innovative program to purchase and rehabilitate housing, including hotels, motels, vacant apartment buildings, and other properties, and convert them into permanent, long-term housing for people experiencing or at risk of experiencing homelessness. On July 16, 2020, the State of California Department of Housing and Community Development issued a Notice of Funding Availability for the Project Homekey Program for about \$600 million of grant funding to expand the inventory of housing for people experiencing homelessness or at risk of homelessness and impacted by COVID-19. Of these funds, \$550 million was provided from the state's direct allocation from the federal Coronavirus Relief Fund and \$50 million was allocated from the state's General Fund to supplement the acquisition fund and provide initial operating subsidies for Project Homekey sites.

The city of Long Beach received Project Homekey funds and used the funds to establish interim and temporary housing for people transitioning into permanent housing by rehabilitating a former Best Western hotel. This Project Homekey facility supports people experiencing homelessness at high vulnerability to COVID-19. The goal is to connect Project Homekey clients with permanent housing, but it is not a requirement.

The former Best Western hotel selected by the city for conversion to interim housing has a large number of units that can function as studio apartments and is located near existing homeless services and public transportation. Once the property was purchased and redeveloped, the city contracted with the nonprofit Illumination Foundation to provide support for residents, including transportation to essential appointments, meals, and mental and physical health services.<sup>26</sup>

## The Partnership

Local government agencies across the city of Long Beach partnered to realize this project and reached out to developers to help with the rehabilitation of the former Best Western property.

The Illumination Foundation provides support services, and the city liaised with the California Department of Housing and Community Development throughout the development and delivery process.

## Costs and Financing

The city of Long Beach purchased the former Best Western hotel for \$21.7 million in 2020, inclusive of funds received from the \$15,155,000 Project Homekey grant as well as other state and federal funds.<sup>27</sup> The Project Homekey grant required a local match, and the city was able to fulfill the match through state and federal funding sources. The city plans to convert this site to permanent supportive housing so the property pays for itself and is more sustainable for future use.

## Innovations: What Worked

The Project Homekey funds available to the city of Long Beach focused grantees on property acquisition and is a unique, very large investment toward state and federal interventions to support persons experiencing homelessness. The city of Long Beach believes this is the scale of the investment that was needed, especially during the COVID-19 pandemic, to start to meet the needs of people experiencing homelessness to help them obtain stable housing.

The city appreciated that the Project Homekey grant provided the opportunity to purchase a property that could be converted from interim housing to permanent housing in a low-cost and quick manner.

Regarding the grant process, the Project Homekey Round 2 grant cycle has been responsive to the needs of Round 1 local grantees who voiced concern about the timeline and local match requirements. Project Homekey Round 2 eliminates the local match requirement but still expects complete expenditure of funds within one year of disbursement of the funds, which is a continuing challenge for these complex projects.

## Challenges

The city of Long Beach quickly assembled a match for the Project Homekey funds and got to work selecting apt properties for acquisition. Initially, the city thought the former Best Western hotel did not need significant work and expedited an assessment to ensure the project delivery was on time. Unfortunately, the building did need more significant systems-related work, and more than \$60,000 of repairs needed to be done within the first three months of renovation. In retrospect, the city shared that it would have preferred to have partnered with a developer pre-purchase to mitigate some of these challenges, and to provide guidance on the entire development process—particularly from those developers who have been involved in projects funded by Project Roomkey and Project Homekey grant programs.

As mentioned, the state of California’s Project Homekey timeline is tight, asking grantees to plan and execute projects quickly. With such a tight schedule, some potential properties that could be considered for conversion to interim or permanent supportive housing might not work.

Though the timeline is not ideal—tough to meet and make sure standard procedures and due diligence are completed—the city believes that participation in the grant program was worth the rigid stipulations.

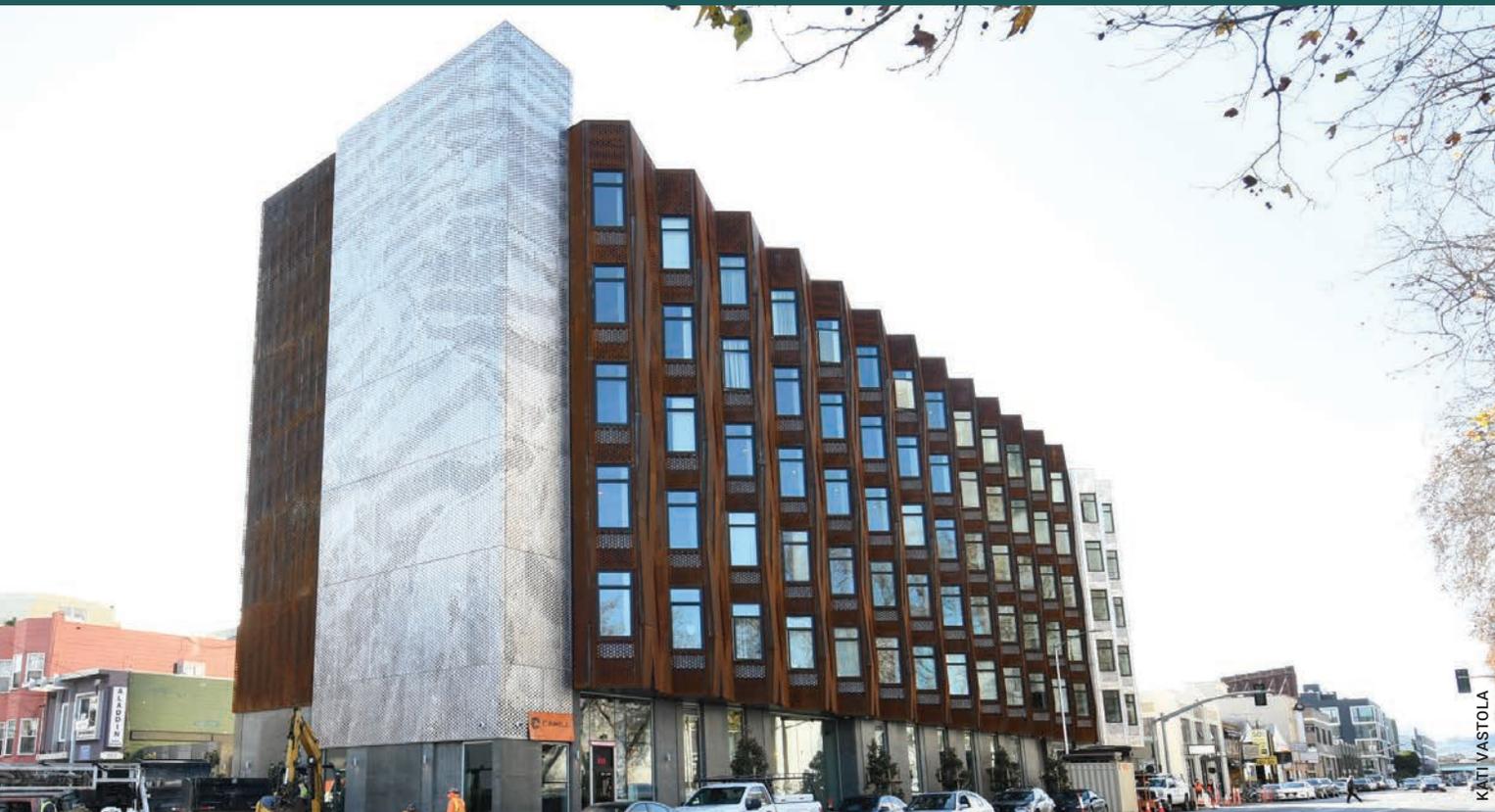
## Outcomes

Regardless of the challenges that remain for the city, the former Best Western hotel project has been very successful at reducing street homelessness in Long Beach. The property provides 102 units that people can come home to; food is provided, privacy and security needs are met, and emergency federal housing vouchers can be applied to help people who are actively looking for an apartment have a safe place to do so.

The city believes that Project Homekey grants provide the necessary funds to local governments to address in a swift and effective manner the housing needs of people experiencing homelessness.



The site was selected by the city of Long Beach in part because of its immediate proximity to the LA Metro Green Line, providing tenants access to much-needed transportation.



KATI VASTOLA

# THE BRYANT STREET PROJECT

## SAN FRANCISCO, CALIFORNIA

**LOCATION:**

833 Bryant Street  
San Francisco  
California

**OPERATOR:**

Mercy Housing  
Management Group

**SIZE:**

61,800 square feet

**COST:**

\$68,635,195 (includes  
the cost of land)

**OWNER:**

San Francisco Housing  
Accelerator Fund and  
Mercy Housing

**COMPLETION:**

September 2021

**PARTNERS:**

Tipping Point Community, San Francisco Housing  
Accelerator Fund, and Mercy Housing (developer  
and operator)



KATI VASTOLA

# HOMELESS TO HOUSED: PROJECT PRO FORMA

<b>NAME:</b> The Bryant Street Project	<b>SPONSOR:</b> Mercy Housing and San Francisco Housing Accelerator Fund
<b>LOCATION:</b> 833 Bryant Street, San Francisco, California	
<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 146 units	<b>BRIEF DESCRIPTION OF TYPE:</b> Permanent supportive housing

## Development Pro Forma

	TOTAL (\$)	PER RES./UNIT
<b>USES OF FUNDS</b>		
Acquisition of land and/or building	0	0
Architectural, engineering, and entitlement costs	2,400,000	16,438
Construction costs	40,969,000	280,610
Legal and professional costs	400,000	2,740
Additional equipment and related costs	731,000	5,007
Development fees	7,100,000	48,630
Interest during construction	3,100,000	21,233
Real estate taxes during construction	0	0
Financing/costs of issuance	2,100,000	14,384
Other costs	3,561,672	24,395
<b>Total uses, capital cost (does not include the cost of land)</b>	<b>60,361,672</b>	<b>413,436</b>
<b>SOURCES OF FUNDS</b>		
Permanent debt (bonds)	33,282,714	227,964
Limited partners	21,673,000	148,445
Equity (general partner - recontributed developer fee)	5,405,958	37,027
Philanthropic capital, government grants or similar	0	0
<b>Total sources</b>	<b>60,361,672</b>	<b>413,436</b>

## Operating Pro Forma

	TOTAL (\$)	PER RES./UNIT
<b>ANNUAL REVENUE</b>		
Revenue from residents	371,925	2,547
Revenue from resident-related sources (vouchers, etc.)	1,421,056	9,733
Revenue from other sources (grants, philanthropy)	0	0
Support for wraparound services	790,250	5,450
Other	7,032	48
<b>Total revenue</b>	<b>2,590,263</b>	<b>17,779</b>
<b>ANNUAL EXPENSES</b>		
Property operations		
Salaries	426,000	2,918
Repairs and maintenance	478,000	3,274
Utilities	228,000	1,562
Taxes	60,000	411
Insurance	180,000	1,233
Other property-related expenses	428,013	2,932
<b>Total property operational expenses</b>	<b>1,800,013</b>	<b>12,329</b>
Other resident services		
Salaries	778,250	5,330
Contract services	12,000	82
<b>Total resident services</b>	<b>790,250</b>	<b>5,413</b>
<b>TOTAL EXPENSES</b>	<b>2,590,263</b>	<b>17,742</b>
<b>NET REVENUE (DEFICIT)</b>	<b>0</b>	<b>0</b>

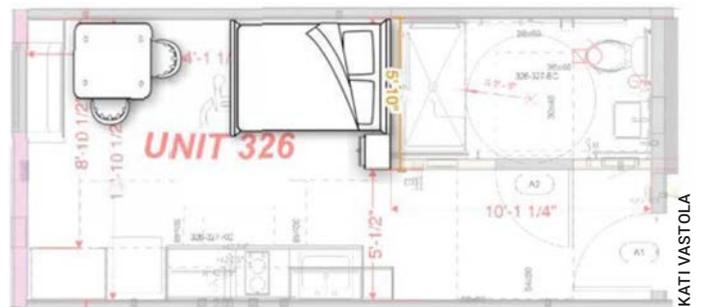


The Bryant Street Project's ground floor accommodates community amenities and operation facilities.

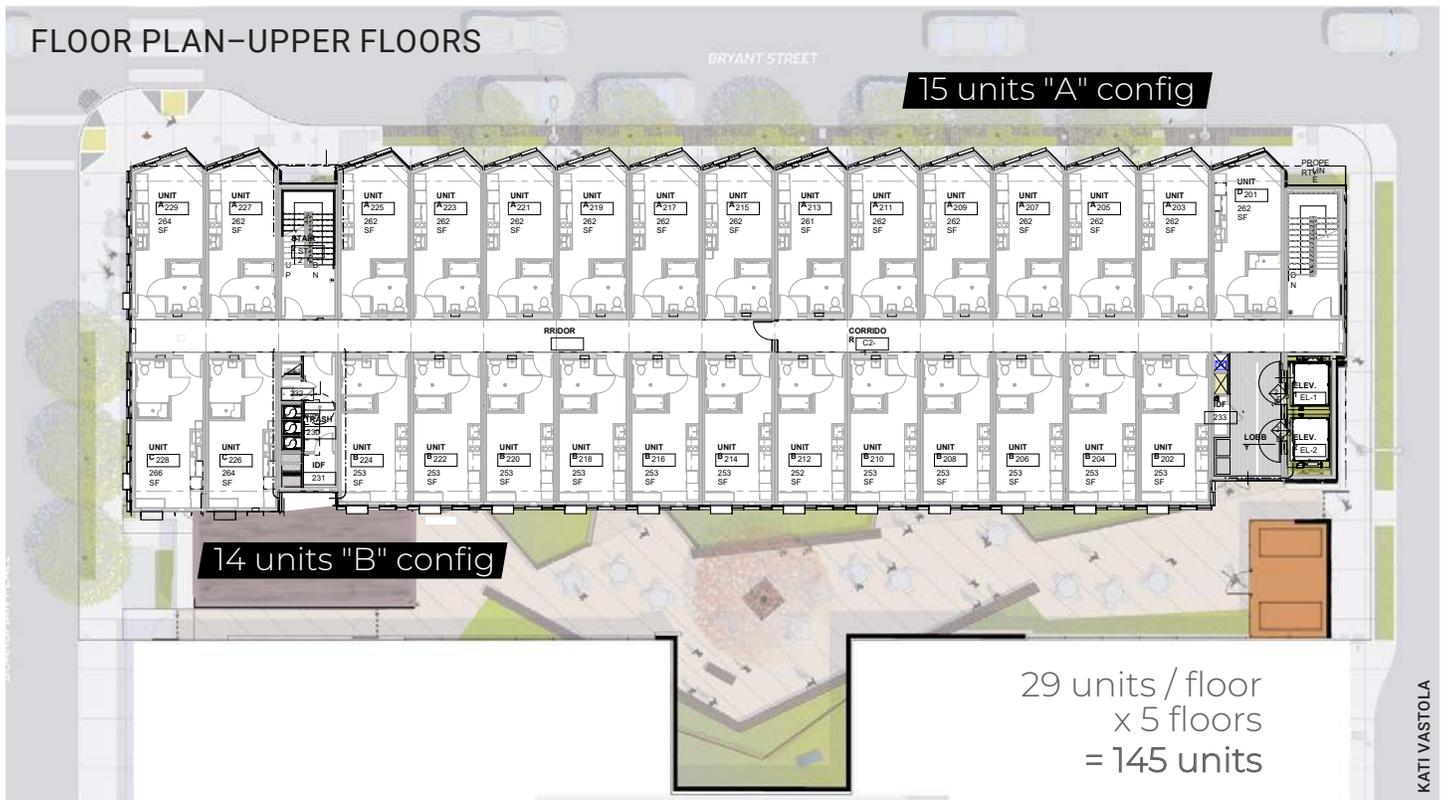
The Bryant Street Project hosts 145 apartments of permanent supportive housing for residents who have experienced homelessness, with one staff apartment on site. The project is located in the South of Market Area (SOMA) of San Francisco, and this central location is close to public transit, grocery stores, and community parks, ensuring that residents have access to neighborhood amenities and services.

The building includes a ground-floor lobby, a community room, a social services office, a laundry room, and 650 square feet for neighborhood retail. The project's staffing plan includes one full-time manager, one full-time assistant manager, one janitor, one maintenance technician, 24/7 front desk coverage, and one resident services coordinator. There will be one case manager for every 25 residents. To ensure safety and security there will be staff on site 24/7, strategically placed security cameras, sidewalk and site lighting at the exterior of the building, and a house rules agreement included as part of a resident's lease agreement.

Tipping Point Community—a Bay Area philanthropic organization—launched its Chronic Homelessness Initiative in 2017 with the goal of reducing homelessness in the region by half in five years. A key component is to pilot new ways to develop good-quality permanently supportive units in San Francisco in less than three years and at a cost of \$400,000 or less per unit (a timeline and cost per unit that is far cheaper and faster than for similar projects in the region). The Bryant Street Project is the first development to receive funds through this Chronic Homelessness Initiative via the San Francisco Housing Accelerator Fund (HAF) with Mercy Housing acting as the developer.



Unit floor plan.



Units built off site decreased costs and shortened the development timeline.

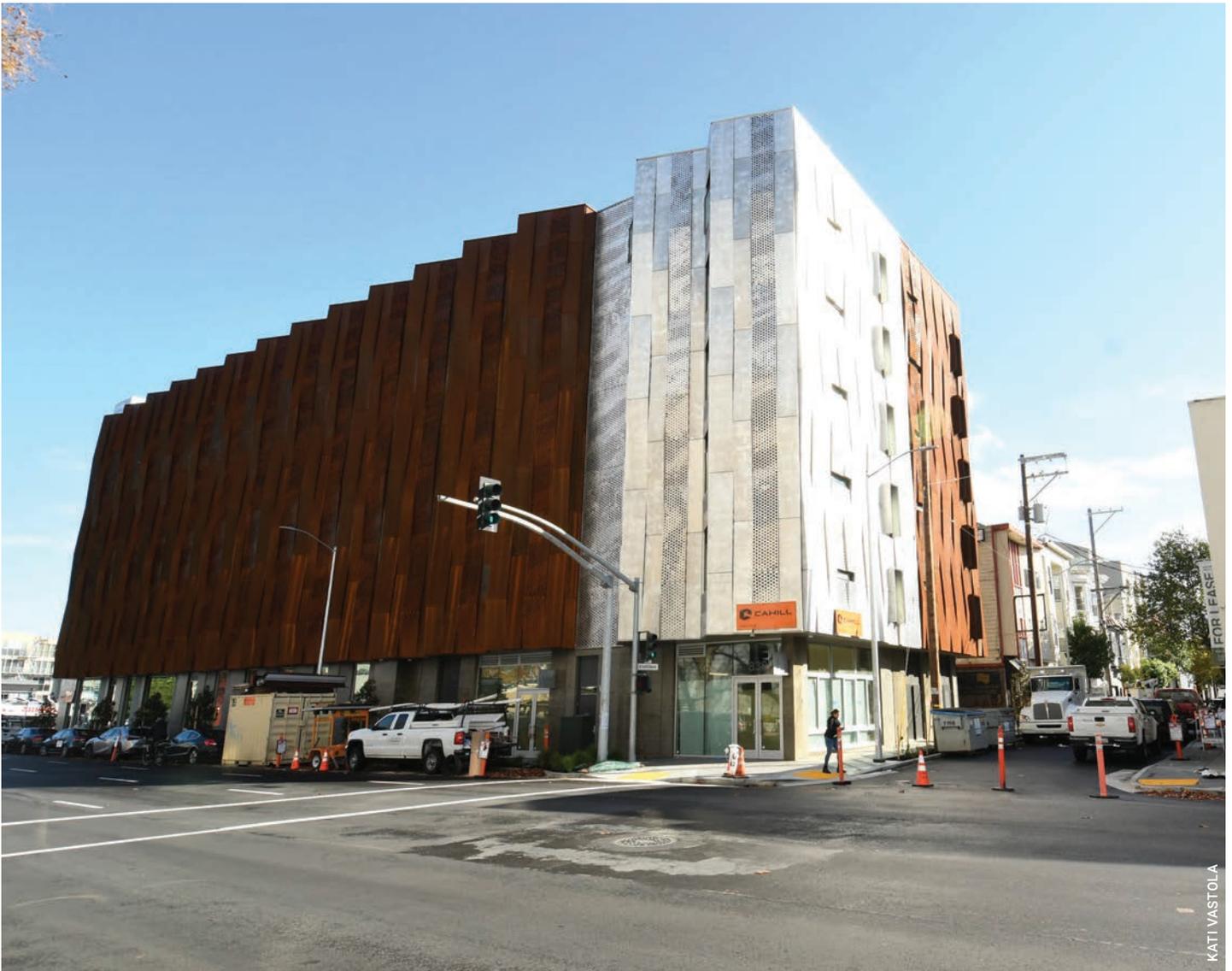
The 833 Bryant Street site was a surface parking lot and zoned Service/Arts/Light Industrial. Before acquisition of the property, HAF assembled a development team and worked with the city of San Francisco on a zoning amendment that would allow the construction of affordable housing. The site was entitled in six months for the construction of 145 units of permanent supportive housing reserved for people who have experienced chronic homelessness, plus one unit for the building manager.

HAF purchased the site in October 2018 using unrestricted capital that was provided by Tipping Point Community and was not subject to the same requirements that are typically attached to private or public subsidy sources. HAF also used these funds to provide a 0 percent predevelopment loan to Mercy Housing for predevelopment and initial construction expenses (including a substantial portion of the off-site construction). These funds were partially returned to HAF when the team closed a \$33,282,714 tax-exempt construction loan. The HAF construction funds will be fully returned with the deployment of \$21,673,000 in associated Low Income Housing Tax Credits (LIHTC) equity.

Additional public subsidies are an operating lease from the city of \$1.4 million per year and a master lease from the city of \$1.9 million per year, with lease payments beginning in 2022. HAF is providing subsidies directly by donating the land (minimal ground lease payments may be available but are not guaranteed) and then conveying fee title to the land to the city for \$1 after the tax-exempt mortgage is paid in year 30. HAF also provided development services without compensation, allowing for a lower developer's fee than is typical in real estate development projects. Mercy Housing is the developer for the Bryant Street Project, and residential units are small studios (about 260 square feet), constructed off site by Factory\_OS.

## The Partnership

The Bryant Street Project is possible because of a partnership among the city of San Francisco, HAF, Tipping Point Community, and Mercy Housing California. Permanent affordability and high-quality operations are ensured through a partnership with the city of San Francisco, which will provide operating subsidies following construction completion.



## Costs and Financing

The Bryant Street Project is supported through a new approach to financing permanent affordable housing in the city of San Francisco. No city funds are being used for the project's construction. Instead, HAF invested \$35 million (from a larger philanthropic donation from Tipping Point Community) with Mercy Housing, securing LIHTC and tax-exempt bonds with the ultimate goal of returning a portion of philanthropic funds to HAF to invest in additional permanent supportive housing. The city's agreement to enter a long-term lease will support debt service on the project's permanent loan and allow the tax-exempt bond rating to be linked to the city's credit rating, resulting in more advantageous pricing and lower overall project costs.

This meant 833 Bryant benefited from a large pool of flexible funding unrestricted by the regulations that typically come with subsidies. Funds were fully available early in the development process, could be put up at risk, could be applied to a very wide range of uses, and came with little to no regulatory requirements.

Total development costs are expected to be close to \$61 million. Funding for the project includes funding from the Homes for the Homeless Fund established by Tipping Point and HAF, LIHTC and tax-exempt bonds, and a contributed developer fee.

## Innovations: What Worked

The Bryant Street Project's primary innovations include the following:

- A shared commitment to clearly defined and ambitious cost and timeline goals.
- Deployment of unrestricted capital to fund many costs during construction. The Bryant Street Project benefited from a large pool of flexible funding unrestricted by the regulations that typically come with subsidies. Specifically, this capital came from the Homes for the Homeless Fund established by Tipping Point and HAF. Compared to most funding sources for affordable housing, which requires detailed paperwork or specified returns, these funds had no terms except supporting the development of permanent supportive housing deals done quickly and at relatively low cost. In addition, while it was understood that, ideally, these funds would be revolved to support additional developments, HAF and Tipping Point accepted the risk that the funds would not be returned from the project.
- Approval for the Streamlined Ministerial Approval Process under Senate Bill 35. This law allowed the project to efficiently move through the permitting process much faster and with less risk.
- Use of off-site construction of apartment units. Off-site construction of apartment units at Factory\_OS allowed the developer to simultaneously build units and engage in site work, thus shortening the overall development timeline.

## Challenges

The Bryant Street Project's overall goals were to solve development challenges (time and cost) while modeling a new approach to creating affordable housing. The Bryant Street Project is on track to provide substantial cost and timeline savings relative to similar projects in San Francisco. The project provides a model for development, mostly by showing the potential of unrestricted capital.

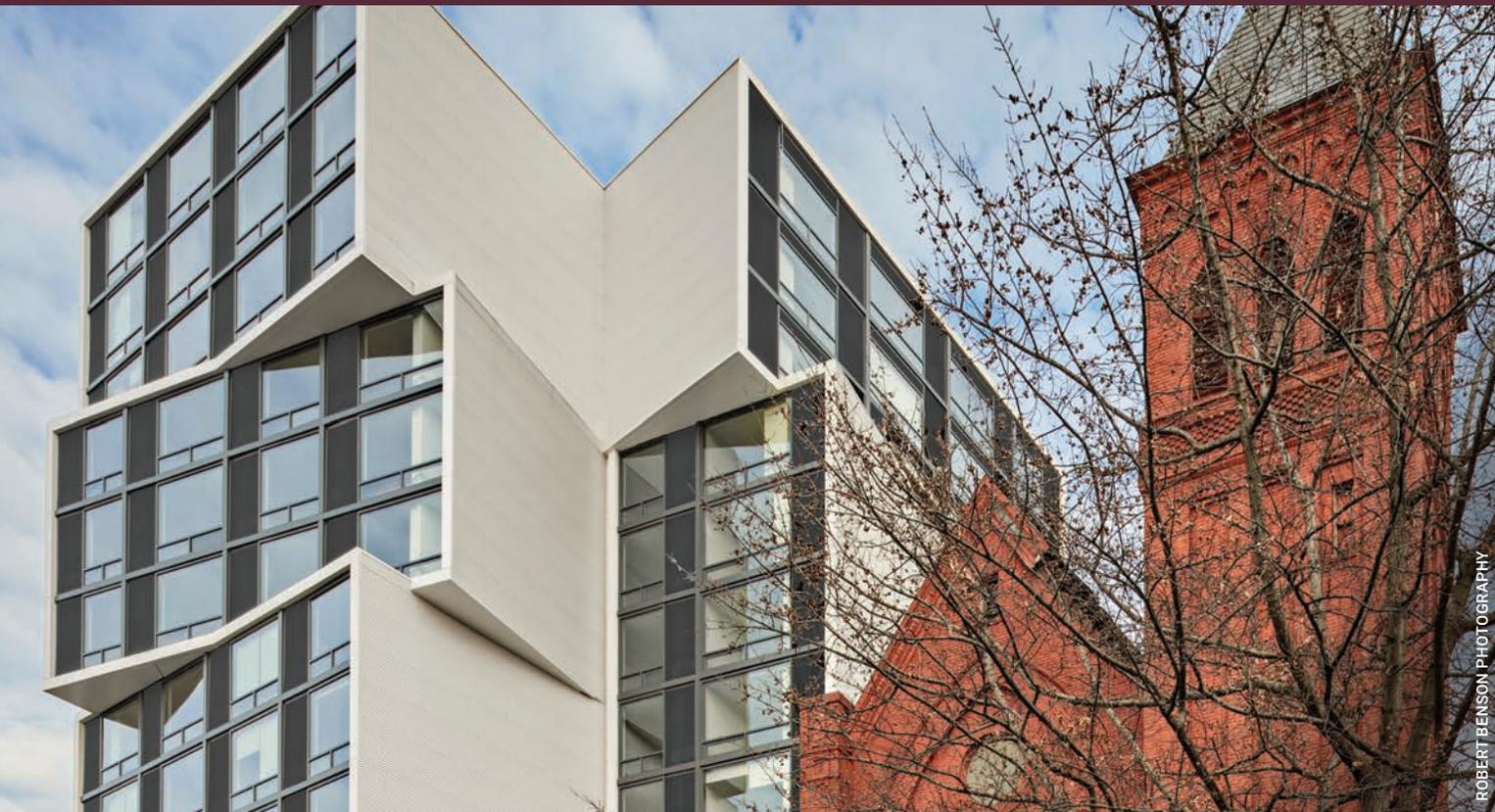
In addition, the project provides insight on the effects of policies and funding programs that pose roadblocks to the timely and cost-effective development of affordable housing, particularly permanent supportive housing. For example, much of the savings that the project achieved came from bypassing the required development processes to entitle and fund affordable housing.

## Outcomes

The Bryant Street Project serves as a new model for how to structure financing to create permanent supportive housing. The project's primary development goals are to expedite the development process and make it more efficient, reducing costs by jump-starting construction using philanthropic funding. It also serves as an example of a permanent supportive housing development that has been developed below the cost and timelines that are typical for San Francisco projects. Importantly, its site location in a neighborhood of opportunity—central to public transit, grocery stores, and community parks—ensures that a solution to homelessness is part of the community rather than hidden on the outskirts of one.

For further detailed information, see the following resources:

- Simon, Daniel, and Jonas Weber, "[Innovative Financing and Construction Methods Speed Affordable Home Delivery at Tahanan Supportive Housing.](#)" *Urban Land*, July 6, 2021.
- Decker, Nathaniel, "[Strategies to Lower Cost and Speed Housing Production: A Case Study of San Francisco's 833 Bryant Street Project.](#)" *Turner Center for Housing Innovation*, UC Berkeley, February 9, 2021.



ROBERT BENSON PHOTOGRAPHY

# JOHN AND JILL KER CONWAY RESIDENCE

## WASHINGTON, D.C.

**LOCATION:**  
1005 North Capitol Street, NE  
Washington, D.C.

**SIZE:**  
85,850 square feet

**OWNER:**  
Community Solutions and McCormack Baron Salazar Inc. (land is leased from the government of the District of Columbia)

**PARTNERS:**  
Community Solutions and McCormack Baron Salazar Inc.

**OPERATOR:**  
McCormack Baron Management (property management), U.S. Department of Veterans Affairs (supportive services), Jaydot (resident services)

**COST:**  
\$32.6 million (initial development)

**COMPLETION:**  
Completed December 2016; fully occupied since 2017



ROBERT BENSON PHOTOGRAPHY

# HOMELESS TO HOUSED: PROJECT PRO FORMA

<b>NAME:</b> John and Jill Ker Residence	<b>SPONSOR:</b> McCormack Baron Management, Community Solutions
<b>LOCATION:</b> Washington, D.C.	<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 124 units
<b>BRIEF DESCRIPTION OF TYPE:</b> 60 units of Permanent Supportive Housing (PSH) for formerly homeless veterans, 17 units of PSH for individuals served by the DC Department of Behavioral Health, 47 units of housing for individuals making less than 60% of Area Median Income (AMI).	

## Development Pro Forma

TOTAL (\$)

PER RES./UNIT

USES OF FUNDS		
Acquisition of land and/or building	195,000	0
Architectural, engineering, and entitlement costs	1,260,593	1,573
Construction costs	22,226,409	10,166
Legal and professional costs	3,978,620	179,245
Additional equipment and related costs	0	10,166
Development fees	3,290,000	0
Interest during construction	1,027,678	26,532
Real estate taxes during construction	0	8,288
Other costs	755,000	6,089
<b>Total uses, capital cost</b>	<b>32,733,300</b>	<b>263,978</b>
SOURCES OF FUNDS		
Permanent debt	5,850,000	47,177
Equity, deferred developer fee	237,532	1,916
LIHTC equity	9,786,018	78,920
Government grants	12,270,000	98,952
Philanthropic capital	4,500,000	36,290
<b>Total sources</b>	<b>32,643,550</b>	<b>263,254</b>

## Operating Pro Forma

TOTAL (\$)

PER RES./UNIT

ANNUAL REVENUE		
Revenue from residents	453,921	3,661
Revenue from resident-related sources (vouchers, etc.)	1,361,764	10,982
Other	21,413	173
<b>Total revenue</b>	<b>1,837,098</b>	<b>14,815</b>
ANNUAL EXPENSES		
Property operations		
Administrative staff + operations + security	278,902	2,231
Resident services programming	75,000	600
Repairs and maintenance	412,914	3,303
Utilities	234,410	1,875
Taxes	43,974	351
Insurance	71,948	575
Other property-related expenses	0	0
<b>Total property operational expenses</b>	<b>1,117,148</b>	<b>8,935</b>
Other resident services (grant income)		
<b>Total resident services</b>	<b>75,000</b>	
<b>TOTAL OPERATING EXPENSES</b> (Before financial fees, debt service, reserves, and capital expenses)	<b>1,117,184</b>	<b>8,935</b>
<b>NET REVENUE (DEFICIT)</b>	<b>719,950</b>	<b>5,880</b>

## RESIDENTIAL FLOOR PLAN



ROBERT BENSON PHOTOGRAPHY

Housing for veterans was the development's defining mission.

The John and Jill Ker Conway Residence is an affordable housing development for individuals who have experienced homelessness and for low- and moderate-income residents in the NoMa neighborhood of Washington, D.C. The project was developed by Community Solutions and McCormack Baron Salazar Inc. and completed in 2016. On-site supportive services are provided by the U.S. Department of Veterans Affairs, and resident services are provided by Jaydot.

The project was designed to address veteran homelessness by providing permanent housing and voluntary, on-site supportive services. There are 124 studio apartments with shared amenities that include 77 units of permanent supportive housing for individuals who have experienced homelessness and make less than 30 percent of the area median income—including 60 units for veterans and 17 units for D.C. residents referred by the D.C. Department of Behavioral Health (DBH)—and 47 units for individuals making less than 60 percent of AMI.

Developed on land owned by the District of Columbia, the project's financing and support came from more than 10 agencies and funders. The building was designed with sustainable building materials and an extensive glazing system to enliven apartment interiors and provide ample natural light. The design also engages its historic context: it was specifically designed to complement the historic church next door, and angled windows take advantage of views of the U.S. Capitol 10 blocks to the south.

The building houses management offices, a resident lounge, a fitness center, a computer lounge, a community room, an outdoor terrace, and ground-floor retail space. The John and Jill Ker Conway Residence is also integrated with on-site clinical supportive services provided by the VA supportive and resident services to address the social, medical, and emotional needs of its residents.

## The Partnership

The Residence has many partners involved at different stages of the development, including the following:

- Co-developers: Community Solutions and McCormack Baron Salazar Inc.;
- Equity: RBC Capital and Bellwether Enterprise;
- Financing: Chase Community Development;
- Banking: D.C. Department of Housing and Community Development, D.C. Department of General Services, D.C. Housing Finance Agency, and Federal Home Loan Bank of Pittsburgh;
- Philanthropic support: Harry and Jeanette Weinberg Foundation, William S. Abell Foundation, Home Depot Foundation, and Citi Community Development;
- Community partners: A Wider Circle, D.C. Department of Behavioral Health, D.C. Housing Authority, D.C. Department of Human Services, D.C. Mayor Muriel Bowser, D.C. Deputy Mayor for Planning and Economic Development, U.S. Department of Housing and Urban Development, and U.S. Department of Veterans Affairs;
- Architect: Sorg Architects;
- General contractor: GCS-Sigal;
- Project management: Jaydot and Northern Real Estate Urban Ventures; and
- Property Management: McCormack Baron Management.

## Costs and Financing

The project was funded through a combination of public and philanthropic sources. This includes LIHTC equity (\$9,786,018), U.S. HUD HOME funds (\$7,000,000), permanent debt (\$5,850,000), D.C. Veteran Housing Initiative (\$4,080,000), D.C. DBH (\$1,190,000), philanthropic support (\$4,000,000), Federal Home Loan Bank (\$500,000), and deferred development fee (\$237,531). Total development costs were \$32,643,549.

Sources of revenue for operating are generated through unit rental revenue. The 30 percent AMI PSH units (77) include a project-based subsidy, meaning the resident pays 30 percent of their income toward rent and the D.C. Housing Authority pays the remainder. For the 60 veteran residents, the subsidy is a HUD-Veterans Affairs Supportive Housing voucher, while for the 17 DBH residents it is a locally funded voucher. For the 60 percent AMI affordable units (47), residents pay 100 percent of rent.



## Innovations: What Worked

The Residence is the first mixed-income, fully affordable supportive housing development in Washington, D.C., and designed to aid in ending veteran homelessness. Its architectural detail is distinct and notable in the NoMa neighborhood located just north of the U.S. Capitol complex and unique for supportive housing developments in the District of Columbia.

## Challenges

This project took nearly 10 years from first concept to delivery because of the site's location and consequent constraints. In addition, at the time this project was initiated, it was extremely difficult in the District of Columbia to align capital, operating, and services funding cycles for the development of supportive housing projects; a consolidated application process has subsequently been incorporated into the District government's primary mechanism for funding affordable housing projects.

## Outcomes

This project has realized its goals of providing supportive housing for veterans who have experienced homelessness and other low-income people in a centrally located, eye-catching, affordable building. Resident housing stability has remained exceptionally high, thanks in large part to the availability of wraparound on-site services. Ongoing supportive services and resident programming have ensured that residents feel connected, safe, and supported, particularly during the COVID-19 pandemic.<sup>28</sup>



## LOTUS CAMPAIGN – SHARON CROSSING

### CHARLOTTE, NORTH CAROLINA

**LOCATION:**  
Sharon Crossing  
2123 El Verano Circle  
Charlotte, North Carolina

**OPERATOR:**  
Ginkgo Residential LLC

**COST:**  
\$17,000,674

**SIZE:**  
144 units/132,500  
square feet

**COMPLETION:**  
September 2020

**OWNER:**  
Lotus Sharon  
Crossing LLC

**PARTNERS:**  
Lotus Campaign Inc. and Rose Affordable  
Housing Fund IV



# HOMELESS TO HOUSED: PROJECT PRO FORMA

<b>NAME:</b> Lotus Campaign–Sharon Crossing Apartments	<b>SPONSOR:</b> Lotus Campaign Inc.
<b>LOCATION:</b> Charlotte, North Carolina	<b>NUMBER OF UNITS/RESIDENTS SERVED:</b> 30 units/50+ residents at risk of becoming homeless
<b>BRIEF DESCRIPTION OF TYPE:</b> Sharon Crossing is a 144-unit workforce apartment community with 30 units (20 percent of available units) reserved for those who have experience homelessness. Reserved units are priced at 60 percent of AMI. No government funds or subsidies were used in the project.	

<b>Development Pro Forma</b>	<b>TOTAL (\$)</b>	<b>PER RES./UNIT</b>
<b>USES OF FUNDS</b>		
Acquisition of land and/or building	14,625,000	101,563
Architectural, engineering, and entitlement costs	0	0
Construction costs	2,020,000	14,028
Legal and professional costs	9,950	69
Additional equipment and related costs	0	0
Development fees	0	0
Interest during construction	0	0
Real estate taxes during construction	0	0
Other costs	345,724	2,471
<b>Total uses, capital cost</b>	<b>17,000,674</b>	<b>118,060</b>
<b>SOURCES OF FUNDS</b>		
Permanent debt	10,845,000	75,313
Equity contribution at closing	5,456,842	37,895
Contingent equity call property operations	698,832	4,853
<b>Total sources</b>	<b>17,000,674</b>	<b>118,060</b>
<b>Operating 12 Months Ending 9/30/2021</b>		
	<b>TOTAL (\$)</b>	<b>PER RES./UNIT</b>
<b>ANNUAL REVENUE</b>		
Revenue from residents	1,496,511	10,392
Revenue from resident-related sources (vouchers, etc.)	21,624	150
Revenue from other sources (grants, philanthropy)	0	0
Other - fees and utility recovery	162,286	1,127
<b>Total revenue</b>	<b>1,680,421</b>	<b>11,670</b>
<b>ANNUAL EXPENSES</b>		
Property operations		
Salaries and benefits	180,136	1,251
Repairs and maintenance	71,522	497
Utilities	100,173	696
Taxes	158,401	1,100
Insurance	34,812	242
Other property-related expenses	249,138	1,730
<b>Total property operational expenses</b>	<b>794,182</b>	<b>5,515</b>
<b>CASH FLOW FROM PROPERTY OPERATIONS</b>		
Property net operating income	886,239	6,154
Recurring capital expenses	62,698	435
Cash flow before debt service	823,541	5,719
Debt service	499,202	3,467
<b>Net property recurring cash flow after debt service</b>	<b>324,339</b>	<b>2,252</b>
<b>NET CASH FLOW (DEFICIT) FOR PROJECT</b>	<b>324,339</b>	<b>2,252</b>

## FLOOR PLAN



LOTUS CAMPAIGN

One- and two-bedroom options at the Sharon Crossing Apartments accommodate individuals and families.

Lotus Campaign is a Charlotte, North Carolina–based 501(c)(3) nonprofit organization dedicated to housing-driven solutions for people experiencing homelessness. Lotus’s mission is to increase the availability of housing for people experiencing homelessness by engaging the private, for-profit real estate and investment communities. Lotus uses a broad definition of homelessness ranging from those who are chronically homeless to those at risk of becoming homeless.

Lotus was born out of turning attention toward the intricacies of how people are currently housed and the steps and players that are a part of a person’s journey to having a safe, stable place to call home. Lotus’s cofounders recognized two things were missing: the private, for-profit sector and critical connectivity between the players involved. These elements have unlocked unprecedented scale and led to massive gains for other challenges in business and throughout our society. Could they have similar impact on the challenge of homelessness? Lotus’s radically simple economic approach brings them to the table to create scalable, lasting impact.

Lotus operates two programs: the Landlord Participation program and the Investment/Acquisition program. The programs are different in structure and execution, but both are designed to work without government funding or involvement.

## The Partnership

The Landlord Participation Program addresses the critical shortage of residential units available to those experiencing homelessness by inducing multifamily property owners to make units available to serve this population. This program addresses landlords’ reluctance to rent to the homeless population by using a series of payments and guarantees to minimize the landlord’s economic and perceptual concerns.

Lotus’s Landlord Participation is a quick, cost-effective means of opening up market-rate housing for people experiencing homelessness. It is totally funded by charitable donations. Small amounts of these are used to open the door of a new home for a person who is experiencing homelessness by providing the financial structure and the wraparound social services needed to entice landlords to participate in the program.

The Landlord Participation Program is currently operating in Charlotte, North Carolina, with plans to scale to a new city in 2022. The Lotus model was designed to be replicable in other cities with minor modifications to reflect local market conditions.

## How It Works

Lotus partners with local nonprofit service organizations (the nonprofit partner) that are responsible for identifying and vetting clients who are ready for placement in market-rate housing. The nonprofit partner is responsible for funding the rent and, most important, providing wraparound social services to the residents during the entirety of the lease term. The landlord provides the units at market rates. Lotus provides the programmatic framework and financial backing required to make the tenancy a success.

Lotus provides funding for an annual payment in lieu of a deposit equal to about 8.5 to 12 percent of the annual rent for the unit (in Charlotte, currently \$1,000 per unit per year); the application fee; purchase of a renter's insurance policy for the full lease term; a guarantee against loss of rent and against loss due to uncollected damages; and, provided the landlord gives Lotus and the nonprofit partner a 30-day cure period before filing for eviction, full reimbursement for the cost of an eviction, including court costs and attorney's fees, and a Lotus representative will appear in court to support the eviction. In exchange for the payment in lieu of a deposit and the financial guarantees, the landlord agrees to make the unit available without the standard deposit or the credit, employment, income, and rental history checks. The nonprofit partner provides funding for rent and full wraparound social services for the full lease term.

Since launching in July 2018, Lotus Campaign has facilitated the placement of more than 350 people in housing at an all-inclusive cost (including administration) of less than \$1,000 per person per year. During this period Lotus has paid \$13,000 in lost rent and uncollected damages and \$14,000 in COVID-related expenses. Operating costs for the program continue to decline as landlords become comfortable with the program and elect not to accept the payment in lieu of deposit. To date, 210 of those in the program have successfully renewed their lease or have moved on to other housing with the balance still being in the first year of their tenancy. There have been only two evictions.

## The Investment/Acquisition Program

Designed to own or acquire interests in middle-market (workforce) multifamily properties where a percentage of the units are reserved for housing those experiencing homelessness, this program uses the limited partnership or LLC model frequently seen in the for-profit residential real estate industry to finance multifamily properties. This three-tier model is cost-efficient and easy to implement on a short timeline. Most important, it relies on private investment capital and commercially available debt for funding.

Under this structure Lotus, as the sponsor, provides between 5 and 25 percent of the equity required to fund the property, an investment partner provides between 75 and 95 percent of the equity, and a commercial lender provides 50 to 80 percent of total capital. In all cases, Lotus's contribution is an investment in the property with the full expectation that Lotus will not only receive a return of its investment, but also a portion of any cash flow and profits generated by the property. In exchange for Lotus investing in the property, a certain percentage of the units in the property, with a target of 20 percent, must be made available for housing those who have experienced homelessness.

An example of this program is Lotus's Sharon Crossing property. Sharon Crossing was built in 1984 and contains 144 units of workforce housing in Charlotte, North Carolina. Funding for the \$17 million project (purchase price and rehabilitation program) was provided by Lotus—\$300,000 (5 percent of equity); the Rose Affordable Housing Fund IV—\$5,700,000 (95 percent of equity); and an \$11,000,000 (65 percent of total capital), seven-year loan from Freddie Mac. Lotus and the investment fund will share cash flow and profits on a pro rata basis with Lotus receiving a performance bonus in the event returns exceed expectations.

Twenty percent of the property (30 units) is available for use by Lotus residents and priced to be affordable at 60 percent of area median income (AMI). The balance of the property consists of market-rate workforce units. Thus, by making a modest investment in the property, Lotus has gained access to 30 units of workforce housing to be used in housing those experiencing homeless for a minimum of seven years without the use of any government funding and with the full expectation that over the holding period Lotus will receive a return of its investment and a portion of any profits. In other words, Lotus will have had the use of 30 units for seven years at no net cost.

## Outcomes

Lotus Campaign's programs are an economic, real estate-based approach to addressing homelessness. By leveraging modest amounts of philanthropic funds, Lotus gains access to privately held properties to provide housing for those experiencing homelessness without the use of government funds. Lotus is proving that it is possible for the private real estate and investment communities to "do well by doing good."





As the committee reviewed the case studies selected for inclusion in this report and interviewed the respective project teams, several thematic and key takeaways became apparent. The following key takeaways are summarized on the following pages.

## KEY TAKEAWAYS

1. HOUSING IS IMPORTANT, BUT SOCIAL SERVICES ARE ESSENTIAL
2. INNOVATION MATTERS
3. WE ARE ALL IN THIS TOGETHER
4. HOMELESSNESS IS AN ECONOMIC ISSUE

# 1

## HOUSING IS IMPORTANT, BUT SOCIAL SERVICES ARE ESSENTIAL

Housing is the central issue of the homelessness crisis. The lack of an adequate supply of affordable housing is generally considered to be the number-one cause of homelessness. What is needed is good-quality, mid-priced, and cost-efficient housing; housing that is clean, safe, warm, dry, and dignified without the cost associated with luxury housing.

Yet housing, in and of itself, is not a solution to homelessness but an essential first step. The second required component for any organization seeking to successfully address homelessness is to include comprehensive wraparound social services. One without the other has little chance of success, but when combined effectively, the experience for the user can be profound.



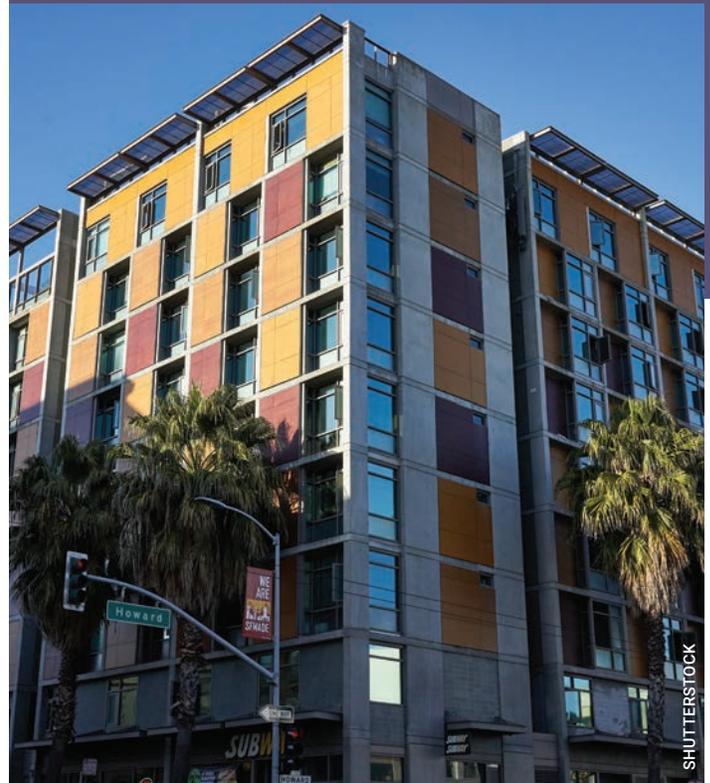
ROBERT BENSON PHOTOGRAPHY

# 2

## INNOVATION MATTERS

Throughout its history, ULI and its members have been thought leaders in addressing and finding solutions to complex issues confronting communities. In many cases the innovative approaches recommended by ULI and its members have been instrumental in helping communities find solutions to what had appeared to be intractable problems. Nowhere is the need for innovation more evident than in seeking to address homelessness.

- **Construction**—The cost of constructing units that are affordable for those who have experienced homelessness is too high. Serious thought and effort need to be given to finding better and more cost-effective ways to develop affordable housing. This requires examination and testing of new materials, designs, and methods of construction.
- **Funding**—The vast majority of affordable, low-income housing built today is financed by government-subsidized sources of capital, debt, and equity. The issue is that the need for and cost of providing an adequate supply of capital to meet the existing need of affordable housing is beyond the government’s ability to supply, either directly or by way of subsidies. Thus, new nongovernmental sources of capital must be identified or developed. This is where the private real estate and investment communities are particularly adept. Identifying new sources for the development of affordable housing whether it be traditional investors, impact investors, or charitable contributions and then leveraging that capital to the maximum effective level is little different than the day-to-day operations of most developers. However, for private developers to approach the issue of affordable housing using an economic approach to balancing investment, risk, return, and social impact without the use of government funding is not only new, but essential.



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# 3

## WE ARE ALL IN THIS TOGETHER

Homelessness affects every segment of the community: real estate (residential, office, and retail), government, health care, social services, education, tourism, economic development, religious organizations, nonprofits, and the public’s sense of well-being and satisfaction. Homelessness is a community challenge that requires a community solution. Here are several ways the community can come together to solve for this challenge:

- **Partnership power**—Any solution to homeless will only come through the combined efforts of everyone in the community. This will require the formation of new partnerships, sometimes between segments of the community that, at times, have been adversaries, and alliances where each can contribute its unique expertise and abilities.
- **Real estate community**—The real estate community needs to accept and understand that homelessness is an economic problem that affects not only the residential segment, but the office, commercial, hospitality, retail, and industrial segments as well. Therefore, the real estate community needs to play a role in addressing the issue. Providing cost-effective housing solutions and the required debt and equity to develop those solutions must be a priority.
- **Political will and courage**—Solving homelessness will require government officials and community leaders to take some unpopular and bold actions. From increasing density to rezoning, to funding particular activities or programs, to refining tax policies, many of the needed political actions will be met with skepticism and opposition. Some acceptance of risk will also be required. A willingness to approve, try, and possibly fund new approaches knowing they may fail is essential to making progress.





SHUTTERSTOCK

- **Policy and regulation**—The lack of an adequate supply of affordable housing is directly related and correlated to the national shortage of all classes of housing. The real estate industry and government need not only to cooperate, but also to join forces to produce all types of housing. This will require a review of every governmental rule, regulation, and procedure affecting the production of housing. Among the questions that need to be asked are: Does the policy, rule, or procedure encourage or discourage the development of housing? How does it affect the cost of developing housing? Is there benefit to the community that justifies the cost of compliance? Does it encourage the production of affordable or low-income housing? How do we expedite and encourage the production of housing, especially affordable low-income housing, without sacrificing quality production?
- **Community engagement and support**—It is not unusual for the public to have very negative opinions about those who are experiencing homelessness and what should or should not be done to help those individuals and families. It is essential that this negative perception be changed. This will require a well-planned and well-executed community engagement program designed to educate the public about who is experiencing homelessness, and more important, who they are not; why and how homelessness affects every part of the community; the cost of homelessness to the community; possible solutions; and the costs and benefits of these solutions to the community. The government, social services organizations, faith-based organizations, and the real estate industry all have an important part to play in community engagement. The goal of these programs is to obtain sufficient public support to allow the government to actively engage on the issue.

# 4

## HOMELESSNESS IS AN ECONOMIC ISSUE

Throughout the process of preparing this report, it became clear to the authors that homelessness is not just a social and humanitarian issue, but at its core, homelessness is an economic issue. In fact, it is generally agreed that the leading causes of homelessness are economic. Whether it is a lack of affordable housing, low wages, unexpected expenses, loss of employment, illness, lack of insurance, or a domestic issue, homelessness is the result of economic stress that renders an individual or family unable to find suitable, affordable housing.

When viewed as an economic issue, homelessness becomes easier to comprehend and address with each public- and private-sector organization having a unique role to play: the real estate industry is

responsible for planning, funding, and operating the development of housing while using as little government assistance as possible; social service organizations are responsible for providing the essential services required to ensure success; and government is responsible for providing a policy framework and support to allow for and encourage the production of housing and the provision of service.

The authors of this report believe that ULI and its members are in a unique position not only to provide advice about how best to accomplish a reduction in the number of people experiencing homelessness, but also to create the much-needed housing to support these individuals and families.



ROBERT BENSON PHOTOGRAPHY



## APPENDIXES

- A. GLOSSARY
- B. OTHER PROJECT EXAMPLES

# APPENDIX A: GLOSSARY

**Adaptive use:** the renovation and reuse of existing buildings and structures for new purposes.

**Area median income (AMI):** the area median income is the midpoint of a region's income distribution—half of families in a region earn more than the median and half earn less than the median. For housing policy, income thresholds set relative to the area median income—such as 50 percent of the area median income—identify households eligible to live in income-restricted housing units and the affordability of housing units to low-income households.

**Chronic homelessness:** a term referring to people who have experienced homelessness for at least a year—or repeatedly—often while struggling with a disabling condition such as a serious mental illness, substance use disorder, or physical disability.

**Community Development Financial Institution (CDFI):** Community Development Financial Institutions share a common goal of expanding economic opportunity in low-income communities by providing access to financial products and services for local residents and businesses. CDFIs can be banks, credit unions, loan funds, microloan funds, or venture capital providers.

**Coronavirus Aid, Relief, and Economic Security (CARES) Act:** the Coronavirus Aid, Relief, and Economic Security Act was passed by Congress on March 25, 2020, and signed into law on March 27, 2020, to provide fast and direct economic assistance for American workers, families, small businesses, and industries. The CARES Act implemented a variety of programs to address issues related to the onset of the COVID-19 pandemic.

**Developer fee:** money earned by a person or entity for managing the development process. For example, a commercial real estate developer may charge a client to manage the real estate development process as a service. The fee may be calculated as a percentage of the total development cost. The developer may be referred to as a “fee developer.”

**Episodic homelessness:** a state in which a person has experienced three episodes of homelessness within a single calendar year. After four episodes in a year, the person qualifies as a chronically homeless individual. This type of homelessness often affects teenagers or young adults struggling with addiction and health issues.

**Leverage:** in real estate, leverage is defined as using borrowed money to buy a property. When leveraging a property, the purchaser borrows funds from a lender to be able to purchase an investment property instead of having to cover the entire purchase price itself. Leveraging funds allows a real estate developer to be able to increase returns by using other people's money at first and not having to put as much of the developer's own capital into buying a property.

**Limited liability company (LLC):** a limited liability company is a business structure allowed by state statute.

**Low-barrier shelter:** the precise definition of “low-barrier” can vary greatly; however, it essentially means that the requirements for entry are limited or minimal. With a focus on “harm reduction,” low-barrier shelters encourage homeless individuals to seek resources by eliminating those obstacles.

**Low Income Housing Tax Credits (LIHTC):** a tax credit that subsidizes the acquisition, construction, and rehabilitation of affordable rental housing for low- and moderate-income tenants. The LIHTC was enacted as part of the 1986 Tax Reform Act and has been modified numerous times. Since the mid-1990s, the LIHTC program has supported the construction or rehabilitation of about 110,000 affordable rental units each year (though there was a steep drop-off after the Great Recession of 2008–2009)—over 2 million units in all since its inception.

**New Markets Tax Credits (NMTC):** a tax credit that provides an incentive for investment in low-income communities for community development and economic growth. The U.S. Department of the Treasury competitively allocates tax credit authority to intermediaries that select investment projects. Investors receive a tax credit against their federal income tax.

**Permanent supportive housing (PSH):** a housing model that combines low-barrier affordable housing, health care, and supportive services. This model has been shown to not only impact housing status, but it also results in cost savings to various public service systems. Residents live independently in an apartment property with the same standard residential lease and community rules that one would find in any other apartment complex. Wraparound services are offered, including case management, service coordination, substance abuse services, links to vocational training, and health and wellness programming.

**Point-in-time (PIT) count:** the point-in-time count is an annual count of sheltered and unsheltered people experiencing homelessness that HUD requires each continuum of care nationwide to conduct during the last 10 days of January.

**Public/private partnerships:** collaboration between a public agency and a private-sector company that can be used to finance, build, and operate projects, such as transportation systems, parks, and convention centers. Public/private partnerships often involve concessions of tax or other operating revenue, protection from liability, or partial ownership rights over nominally public services and property for private-sector, for-profit entities.

**Rapid rehousing (RR):** rapid rehousing is an intervention, informed by a “housing first” approach that is a critical part of a community’s effective homeless crisis response system. Rapid rehousing rapidly connects families and individuals experiencing homelessness to permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance and targeted supportive services.

**Responsible property investment:** a strategy and practice to incorporate environmental, social, and governance (ESG) factors in real estate investment and development decisions and active ownership.

**Supportive housing:** a housing strategy that combines affordable housing with intensive coordinated services to help people struggling with chronic physical and mental health issues maintain stable housing and receive appropriate health care.

**Veterans Affairs Supportive Housing (VASH):** the HUD-Veterans Affairs Supportive Housing program combines HUD’s Housing Choice Voucher (HCV) rental assistance for homeless veterans with case management and clinical services provided by the Department of Veterans Affairs (VA).

## APPENDIX B: OTHER PROJECT EXAMPLES



Arroyo Village.

### GENERAL RESEARCH AND PROJECT LIBRARY

#### THE HOUSING INNOVATION COLLABORATIVE (HICo), LOS ANGELES, CALIFORNIA

HICo is a nonprofit housing production–focused research and design platform that showcases and pilots new design, finance, and policy solutions tackling the housing affordability crisis.

<https://housinginnovation.co/collaborative>

### INTERIM/TEMPORARY SUPPORTIVE HOUSING

#### ARROYO VILLAGE, DENVER, COLORADO

An affordable housing community featuring shelter and transitional housing in northwest Denver, Arroyo Village comprises 130 units—95 units provide one-, two-, and three-bedroom family housing and 35 are permanent supportive housing apartments—and a 60-bed shelter facility for women and transgender individuals operated by the Delores Project.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2020-arroyo-village/>

#### CONNECTIONS HOUSING, SAN DIEGO, CALIFORNIA

Located in downtown San Diego, Connections Housing is a service and residential community developed to reduce street homelessness. Connections Housing provides 223 residential units, a health center, and on-site social services in one building.

<https://epath.org/ventures/connections-housing/>

#### VILLAGE ON SAGE STREET, RENO, NEVADA

The Village on Sage Street is a collaborative project between the city of Reno, Community Foundation of Western Nevada, and Volunteers of America (Northern California and Northern Nevada) located in Reno. The dorm-style facility includes eight modular buildings with 216 small single-occupancy units and is designed to serve working people earning minimum wage or those with other income sources such as social security or disability, as a low-income housing option.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2020-village-on-sage-street/>



Conway Center.

## SUPPORTIVE SENIOR HOUSING

### VALLEY VIEW SENIOR HOUSING, AMERICAN COUNTY, CALIFORNIA

Located in American County, Valley View is an affordable residential community serving very low- and extremely low-income seniors, senior veterans, and formerly homeless senior veterans. The residential community comprises 70 apartment and cottage-style units, active recreation amenities, and a community clubhouse.

<https://www.sahahomes.org/properties/valley-view-senior-homes>

## PERMANENT SUPPORTIVE HOUSING

### A COMMUNITY OF FRIENDS, LOS ANGELES, CALIFORNIA

A Community of Friends is a Los Angeles–based nonprofit developer dedicated to providing good-quality permanent supportive housing for people with mental illness.

<https://www.acof.org/>

### CONWAY CENTER, WASHINGTON, D.C.

The Conway Center, developed by So Others Might Eat (SOME), includes 202 affordable apartments, a health center, and a job training center. Located in Northeast Washington, D.C., across from the Benning Road Metro Station, the Conway Center provides housing and serves homeless and low-income individuals and families.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2018-conway-center/>



Harlow Apartments.

### FLYAWAY HOMES, LOS ANGELES, CALIFORNIA

Flyaway Homes is a Los Angeles–based for-profit developer of permanent supportive housing. Run as a social benefit organization, Flyaway is working on perfecting a scalable, replicable, fundable, and cost-effective model for building PSH in one-third the time and for one-third of the cost per person of the traditional development model.

<https://flyawayhomes.org/>

### GARDNER HOUSE, SEATTLE, WASHINGTON

Gardner House, located in Seattle, provides 95 affordable permanent supportive apartments for families that have previously experienced homelessness. The ground floor houses the Allen Family Center and integrates education, housing, and employment resources in a one-stop, public hub for individuals in need.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2021-finalist-gardner-house/>

### HARLOW APARTMENTS, WASHINGTON, D.C.

The Harlow is a mixed-income, mixed-use community including 143 market-rate rental units, 36 public housing units, and 3,100 square feet of retail in the Capitol Riverfront neighborhood of Washington, D.C.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2021-finalist-harlow-apts/>



Seventh and Witmer.

### SEVENTH AND WITMER, LOS ANGELES, CALIFORNIA

Seventh and Witmer is a permanent supportive housing development located in downtown Los Angeles (two miles from Skid Row) serving individuals experiencing chronic homelessness. The development comprises 76 units of permanent supportive housing, including studio and one-bedroom units, three ground-floor retail units, a central courtyard, and community room.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2020-7th-witmer/>

### SKID ROW HOUSING TRUST, LOS ANGELES, CALIFORNIA

The Skid Row Housing Trust, a Los Angeles-based nonprofit organization, provides permanent supportive housing so that people who have experienced homelessness, prolonged extreme poverty, poor health, disabilities, mental illness, and/or addiction can lead safe, stable lives in wellness.

<https://skidrow.org/>

### SOUTH QUARTER IV, THE ROSE, MINNEAPOLIS, MINNESOTA

The Rose offers a range of unit sizes, serving income-limited and formerly homeless individuals in addition to market-rate tenants in Minneapolis. The Rose includes renewable energy systems (significantly reducing utility costs), a community garden, a resident engagement program, and extensive bike and car-sharing amenities.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-winner-south-quarter-iv/>

### VILLAS ON THE PARK, SAN JOSE, CALIFORNIA

Villas on the Park is an 84-unit permanent supportive housing development with enhanced social services for formerly homeless individuals in downtown San Jose. Villas on the Park includes 83 LIHTC studios for formerly homeless individuals and one two-bedroom resident manager's unit.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2021-finalist-villas-on-the-park/>

## SUPPORTIVE YOUTH HOUSING

### ARLINGTON DRIVE, TACOMA, WASHINGTON

Tacoma Housing Authority designed the Arlington Apartments for young adults, 18 to 24 years of age, who are experiencing homelessness, transitioning from foster care, or on the threshold of homelessness. The project site includes areas for gardening, an outdoor patio, and a sports court. The YMCA of Greater Seattle will provide case management services, mental health support, substance use disorder counseling, and life skills training.

<https://americas.uli.org/jack-kemp-excellence-in-affordable-and-workforce-housing-awards-2021-chairmans-award-winner-arlington-drive/>

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