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TN-504 CoC Builds Application (June 2025)
Deadline: 5/30/2025

Park Center, Inc.

Park Center CoC Builds 2025

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$ 5,000,000.00 Requested

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Project Contact
David Langgle-Martin
david.langgle-martin@parkcenternashville.org
Tel: 615-887-8460

Additional Contacts
Olivia@urbanhousingsolutions.org,brent@urbanhousingsolutions.org,bill.friskics-warren@parkcenternashville.org

Park Center, Inc.

1935 21st Ave S
Nashville, TN 37212
United States

Telephone 615-242-3576
Fax 615-242-3580
Web https://parkcenternashville.org/

Chief Executive Officer
Amanda Bracht
amanda.bracht@parkcenternashville.org

Application Questions *top*

Agency and Basic Project Information

1. Please provide a brief description of your agency, including current programming and services:
For 40 years, Park Center has provided targeted services for people recovering from mental illness, addiction, and homelessness. Services offered by Park Center include Psychosocial Rehabilitation (PSR), Intensive Outpatient (IOP) addiction treatment, Individual Placement and Support (IPS) supported employment, homeless outreach, expedited access to disability benefits (i.e., SSI/SSDI Outreach, Access, and Recovery; SOAR), and 2 distinct models of supportive housing. Park Center is uniquely qualified to offer a flexible continuum of supportive housing options, supporting residents in units owned and leased by Park Center as well as units owned by third-party housing providers. Park Center's Permanent Supportive Housing (PSH) program combines 177 affordable housing units with the evidence-based Pathways to Housing Intensive Case Management (ICM) model. Through high quality, intensive, and individualized services, Park Center's PSH program has achieved a 90% housing retention rate over the past 5 years.

Urban Housing Solutions (UHS) is a local nonprofit organization with a mission to open doors in Nashville, striving to create affordable homes in supportive communities since its inception in 1991. With 36 unique and affordable apartment properties totaling over 1,600 units throughout the city, UHS has successfully provided access to housing and supportive services -- helping Nashville remain an inclusive city for more than 8,000 of our neighbors for more than 30 years by focusing on homeless, low income, and workforce populations. By constructing new buildings and transforming aging properties, UHS is changing the "face of affordable housing" and revitalizing depreciated neighborhoods. As the long-term owner-operators of its communities throughout Davidson County, UHS is deeply invested in their ongoing resilience. In partnership with government agencies and nonprofits, UHS goes beyond housing to offer a holistic home environment that includes transportation access, medical and mental health support, substance abuse recovery, and civic services.

Legends Inc. is a three-member Nashville-based LLC committed to the development of affordable housing and other business enterprises throughout the state of Tennessee. Member Edgar Covington has decades of experience developing affordable housing for veterans through the VA Supportive Housing, or VASH, program – a precursor to PSH. Member Quincy Maxwell, a general contractor, has extensive experience developing single-family urban dwellings and commercial sites in the Buchanan Arts District in North Nashville, including the construction of the first Slim & Huskey's pizzeria. Member Corey Hammonds, Chief Operating/Credit Officer at Citizens Savings Bank & Trust Co. and the owner of The Hammonds Group, Inc., a real estate sales, appraisal and development firm, has a wealth of experience in financing and developing affordable housing in Nashville.

2. Please provide a description of your organization's project, including the type of housing you will provide.
Park Center is partnering with UHS and Legends to complete 2 new construction projects and 1 rehabilitation project that will result in 55 units of PSH for people experiencing homelessness in Nashville–34 efficiency units and 21 1-bedroom units. Each project leverages committed funds that will add substantial resources to the overall plan. Units will be filled through the Coordinated Entry (CE) process operated by Nashville's Office of Homeless Services (OHS). Rental subsidies from both CoC Builds and Metropolitan Development and Housing Agency (MDHA) will guarantee participants' portion of rent does not exceed 30% of household income. Finally, Park Center will provide long-term Housing First supportive services to all 55 households, funded by a combination of CoC Builds, the TN Department of Mental Health and Substance Abuse Services (TDMHSAS), and rental income from these projects and other properties owned by Park Center. UHS will offer additional resident service coordination at their property, funded by rental income.

Since 2019, Park Center has strategically and systematically expanded permanent supportive housing (PSH) opportunities for vulnerable Nashvillians. Park Center data show that 85% of program members earn less than 30% of the area median income (AMI). The 2021 "Affordable Housing Task Force Report" published by Nashville's Office of the Mayor states the shortage of units for households under 30% AMI is 13,754. The same report indicates a 5-year projected need of 2,399 PSH units.

Beyond this, the May 2022 "Nashville Performance Study of Homelessness and Affordable Housing" found that 20% or 25,674 of renter households spent more than half of their income on housing, making them "severely cost burdened." The independent third-party report called for 659 new low-barrier Permanent Supportive Housing (PSH) units over 5 years paired with Housing First case management and peer support, both of which Park Center offers and is actively expanding, in part through these projects.

One such project is Park Center North, which will create 26 new supportive housing efficiency units for low-income Nashvillians with mental health and substance use disorders and a history of chronic homelessness. The design includes 2- and 4-bedroom suites of individually-leased and subsidized units that build on Park Center's efforts to demonstrate the effectiveness and sustainability of a trauma-informed approach to the construction of specialized affordable housing units. The residential program includes a manager's office and community room, as well as leasable commercial space to generate income for Park Center and to connect building residents with the surrounding community. This development is part of a larger strategic goal for Park Center to grow and expand housing opportunities and broaden the resources available to the most vulnerable population in Nashville.

Each unit includes a bedroom, bathroom, and kitchenette with a fridge, microwave, induction cooktop, and kitchen sink. Units are furnished with a bed, dresser, and nightstand, a task chair and table, and an armchair and TV. Units also feature individual mini-split HVAC systems to allow for personalized control of heating and cooling. The common space offers a private lockable pantry with chest freezer, as well as a washer/dryer shared with one other resident. This area provides additional furnished living space, a TV, and a range, dishwasher, refrigerator, and microwave. The properties offer furnished outdoor porches, secure on-site storage, and owner-paid utilities (i.e., electric, water, and sewer) and gigabit internet.

Park Center has secured $5,668,109 in committed funds and owner equity for this project. Park Center anticipates an award of an additional $1,456,000 toward this project from the Federal Home Loan Bank of Cincinnati in November 2024. Park Center is seeking $1,000,000 from CoC Builds to cover the funding gap that will allow this new construction project to remain sustainably affordable for program members for the 15-year debt service period and beyond.

UHS is requesting $1,949,016 in funding to support extensive renovations and improvements at Greentree Terrace (2531 Glenrose Avenue, Nashville, TN 37210). This reinvestment will allow UHS to substantially enhance the quality and resilience at this naturally affordable property without significantly raising rents. This property is restricted to people with incomes at or below 80 AMI, and in theory, current rent levels could be increased to support a larger loan for this renovation but raising rent runs counter to the UHS mission as it would add to housing cost burdens and likely result in resident displacement. The UHS portfolio serves low-income individuals and families, many of whom face additional systemic barriers due to various factors, including but not limited to disability status, trauma history, mental and/or physical health. Overall, UHS seeks to ensure their residents benefit from long-term affordability and improved access to the community support and services they need to thrive. To that end, UHS will be designating 21 of the 55 renovated units at Greentree Terrace as new PSH.

UHS is collaborating with staff at all levels, residents, and community partners to identify the most efficient and effective ways to increase the longevity, resilience, sustainability, and connectedness of its communities. At Greentree, most residents are older, so UHS will implement some of the lessons learned from its senior supportive apartments at 26th & Clarksville. In addition to crucial flood mitigation, the renovation will include energy-efficiency upgrades and improvements to accessibility, and the creation of durable indoor and outdoor spaces that promote health and build community. While UHS looks to improve the existing building, there are ample opportunities to enhance the property and impact the unique community that surrounds it. Because safety is a priority for many UHS residents, improving features like exterior lighting will promote better visibility. The property will also benefit from site beautification, clean-up of adjacent public areas, landscaping, and improved wayfinding. A tributary of Mill Creek runs along the property line and the latest FEMA flood map now shows a portion of Building A at Greentree is located in the 100-year floodplain, so flood mitigation is critical to supporting the long-term sustainability and resilience of the property, the residents, and the neighbors.

UHS has already begun a planned renovation of Greentree Terrace, but through the PSH Resilience Retrofit project, UHS is expanding the scope to include demolition; site work and parking improvements; floodproofing measures; a new roof; substantial apartment renovations and remodeling to create multiple ADA-accessible apartments; new HVAC systems; plumbing and electrical system replacements; new LED lighting; and additional energy efficiency improvements. UHS has secured over $3.1 million in other sources to help pay for this major retrofit effort, but with an aggregate cost over $5.1 million (nearly $93,000/unit), UHS is unable to provide all of the permanent equity needed to complete the Resilience Retrofit project. UHS needs $1,949,016 in CoC Builds funds to complete the renovations – and those CoC Builds funds will in turn add 21 one-bedrooms as new, dedicated PSH units for the local housing inventory.

Legends Inc. is requesting funding in the amount of $550,000 from the CoC Builds initiative administered by the Nashville/Davidson County Continuum of Care to build an 8-bedroom, 6,000 square foot residence at 1742 17th Avenue, North (Nashville zip code 37208). The $1.45 million project, $900,000 of which is being sought from the Creating Affordable Housing Initiative of the Tennessee Department of Mental Health & Substance Abuse Services (TDMHSAS), will create 8 new efficiency PSH apartments with full bathrooms and kitchenettes for single adults living with mental health and co-occurring substance use disorders.

The costs of 1) acquiring the site ($75,000), 2) razing the dilapidated structure on the property ($25,000), and 3) commissioning architectural renderings for the project ($10,000) – a total of $110,000 – will be borne by Legends Inc., who will also serve as the sole owner and developer of the project. The cost of the proposed construction will amount to $175,000 per new unit created. Common space, including living rooms, kitchen and sitting areas, as well as shared laundry and deck and courtyard spaces, will be available to all residents. The property is located directly on two Metro bus lines – #22 (Bordeaux) and #75 (Dr. D.B. Todd Jr. Blvd.), affording residents easy access to downtown and virtually every other part in the city.)

Legends will be contracting with Park Center, a Nashville nonprofit recognized as an expert in the development of PSH, for property management services as well as for the provision of social and other services essential to the successful implementation of the PSH model. Park Center has been serving Nashville for 40 years, providing a place of hope and recovery for people seeking support while recovering from mental health and substance use disorders, many of whom have experienced the indignities of homelessness.

3. Which of the following populations will you serve?

- [x] Individuals
- [ ] Families
- [ ] Youth
- [ ] Young adults (ages 18-24)

4. What is your organization's total funding request?
$6,000,000

5. How many units of permanent supportive housing will your project create?
55

6. What is the cost per unit for your project?
$109,091

Development Experience and Leveraging

7. Demonstrate that your organization and involved partners have experience with at least four other projects that have a similar scope and scale as the proposed project.
In spring 2024, Park Center completed a new 5,160 GSF 8-bed, 8-bath duplex at 903 Fairwin Ave, Nashville, TN 37216 with many of the same development team members and design features as Park Center North.

2. The same team produced a new 3,329 GSF single-family home and detached accessory dwelling unit (DADU) in spring 2024 including a total of 6 beds and 6 baths at 1108 Pennock Ave, Nashville, TN 37206. Both projects were funded by Tennessee Housing Development Agency (THDA), Federal Home Loan Bank of Cincinnati (FHLB), and Pinnacle Financial Partners along with Park Center cash and land equity.

3. In 2007, Park Center completed construction of a 16-unit apartment complex comprising 3 buildings with an office and manager unit funded through the HUD 811

program.

4. Rex2 (331 Plus Park Bl, Nashville, TN 37217), completed in 2024, is Urban Housing Solutions' most recent PSH project. Rex2 includes 70 one-bedroom apartments, and 1,337 SF. of office and amenity space on the ground floor, including a 1,000 SF multi-purpose community room. It also houses a Resiliency Hub, where residents can receive services from healthcare partners like Vanderbilt School of Nursing. This $16.4 million project was funded by a Barnes Affordable Housing Trust Fund grant ($1.5M), a Federal Home Loan Bank of Cincinnati AHP grant ($1 million), the TN Housing Trust Fund ($1.5 million), the National Housing Trust Fund ($1.4 million), and a loan from Pinnacle Bank ($9.8 million), along with UHS cash and land equity ($1.2 million).

5. 26th & Clarksville Phase 3 (2125 26th Ave. North, Nashville TN, 37208), completed in 2020, is UHS' first dedicated senior housing community. It includes 55 age-restricted apartments for renters ages 62+, most of whom are on a fixed income and many of whom are disabled. The building is part of a larger four-phase mixed-residential development that includes a standalone community building, a community garden, and 6,539 SF of commercial space. This $11.7 million project was funded by a loan from Pinnacle Bank ($1.7 million) and 9% Low-Income Housing Tax Credits ($9.6 million), along with UHS cash and land equity ($400,000).

8. Demonstrate that your organization and involved partners have experience leveraging resources substantially similar to the funds being proposed in the current project. Provide 3 examples of prior leveraging experience resources being leveraged for the proposed project. Examples of resources that will be considered include Low Income Housing Tax Credits, HOME, CDBG, Section 108, Section 202, and Section 811.
Over the past 2 decades, Park Center has successfully managed and drawn funds from grant programs including THDA's TN Housing Trust Fund and FHLB of Cincinnati's Affordable Housing Program ($2,535,354 at Fairwin Ave and Pennock Ave) and HOME programs ($200,000 at 1414 4th Ave North), as well as the HUD Section 811 program (Haley's Park).

To renovate Greentree, UHS will leverage its own equity in addition to resources from the Barnes Affordable Housing Trust Fund and the International Center for Appropriate & Sustainable Technology (ICAST). Since 2017, UHS has successfully leveraged over $7.5 million in Barnes funding to build two of the four new construction phases at 26th & Clarksville (2615 and 2611 Clarksville Pike, Nashville, TN 37208) and Rex2 (331 Plus Park Bl, Nashville, TN 37217), a new construction PSH project. UHS also secured $1.5 million in Barnes funding, a $3 million Affordable Housing Gap Financing loan, and over $8 million in UHS equity to renovate and complete the recent preservation of Parliament Place and Southwood Park Apartments, which added 17 units of new PSH. ICAST has completed a series of energy-efficiency upgrades at Greentree, averaging $12,682/unit, which are awaiting final inspection by THDA in June 2025.

9. Provide information regarding the availability of low-income housing tax credit commitments, project-based rental assistance, and other State, local, or private resources dedicated to the proposed project. Describe the dollar value of each of these commitments and describe the overall cost of the project, including the estimated cost per unit. In cases where the project includes more than one type of housing (eg, townhouses and apartments), or has multiple sites, provide cost per unit information on each site or housing type to the extent possible.
Park Center North has secured funding commitments from Metro Nashville Barnes Affordable Housing Trust Fund ($2,554,066), Pinnacle Financial Partners ($1,689,278), and Park Center equity ($1,424,814) toward the total project cost of $8,124,158. This project includes commercial space that is funded entirely by Park Center equity and not included in the CoC Builds request. The CoC Builds cost per unit is $38,462.

Urban Housing Solutions' Greentree PSH Resilience Retrofit project has already secured a grant commitment from the Metro Nashville Barnes Affordable Housing Trust Fund for $654,569. UHS has also entered into a publicly-sponsored energy efficiency retrofit contract through the International Center for Appropriate & Sustainable Technology (ICAST), which secured $615,314 in rebates to help complete crucial improvements to the apartments' overall energy efficiency. To secure that ICAST contract, UHS has committed $134,554 of its own equity – a requirement of the rebate program – and UHS has further committed up to $1,751,113 of its own equity as a permanent investment in the property to help complete the retrofit project.

10. If there are current properties under construction or rehabilitation where CoCBuilds funds could be used to add units, in addition to the bulleted items above, provide: - The amount and type of funds being used to construct the property or rehabilitate the property; - evidence of site control; - evidence of completed and approved environmental review; - identify the owner of the property and their experience with constructing or rehabilitation; and - the number of units that will be finished using CoCBuilds funds.
Urban Housing Solutions began in 1991 with the conversion of a 1950s motor court motel into SRO units. Since then UHS has added another 35 properties to its portfolio through a mix of new construction and rehabilitation. UHS owns and operates a number of apartment buildings built in the 1960s and 1970s, including Greentree Terrace, which UHS acquired in 2003. Over the last several years, UHS has begun extensive renovation of its older apartment properties, also taking the opportunity to include quality of life upgrades like site beautification and enhanced amenity spaces. Greentree was targeted for a significant renovation supported by a Barnes Fund grant of $654,569, along with upwards of $1.75 million of UHS equity, and a $615,314 investment from ICAST. In July 2023, while a contractor was in the middle of replacing the roof, a heavy rain event caused major water damage to 24 apartments in Building A. Those water-damaged apartments had to be fully vacated and gutted to the studs, substantially disrupting residents' lives and multiplying the costs of the renovation project. In an effort to "make lemonade" out of a very unfortunate situation and increase the property's resilience, UHS chose to remodel and upgrade 12 of those gutted units to be fully ADA accessible units. With the addition of CoCBuilds funds, UHS will be able to finish 21 of the total Greentree units and convert them to PSH.

Over the last several months, contractors completed all structural repairs, along with the rough-in installation of new plumbing and electrical wiring, including replacing a significant portion of the sewer main. Meanwhile, electrical service upgrades and modernization are underway in all apartments and will be completed in the coming weeks. UHS had an existing agreement with ICAST to perform energy-focused retrofits at a handful of UHS properties, and we officially kicked off the initiative at Greentree in the summer of 2024. To date, 55 units have been upgraded to high-efficiency mini-split HVAC units, and ICAST has installed new LED lighting and made other weatherization and energy efficiency improvements in the building. The necessary environmental review is anticipated to be completed by August 2025.

Managing Homeless Projects

11. Demonstrate that your organization and that your proposed subrecipients have experience administering programs for individuals and families experiencing homelessness where one member of the household has a disability. Your response must include: • Experience managing at least 4 properties that at a minimum includes how you determine the amount of rent to charge based on unit size, addressing program participant complaints, working with other service organizations that may place program participants in the units, and maintaining the properties. • Type and frequency of supportive services that will be available (e.g., case management, life skills, health care). See 24 CFR part 578.53 for full list of CoC Program eligible supportive services. State whether your organization or another organization has provided, or will provide supportive services. If other organizations provide some or all of the supportive services, provide the organization(s) name, address, email address, and phone number. If your organization will provide direct supportive services with CoCBuilds funds, you must complete the Supportive Services Budget. • Providing transportation for program participants. Describe the methods of transportation that will be available for program participants to travel to doctor appointments, recreation, public services (e.g., post office, library), shopping, other services, etc. If public transportation is available, indicate the hours of operation and the distance from the units.
For 36 years, Park Center has provided supportive housing and other wraparound services for people recovering from mental illness, addiction, and homelessness who have extremely low incomes and high barriers to housing. Park Center's Permanent Supportive Housing (PSH) program currently supports 177 program participants—known by Park Center as members—with maintaining housing stability by combining deeply affordable permanent housing units with the evidence-based Pathways to Housing Intensive Case Management (ICM) model. Through the provision of high quality, intensive, and individualized supportive services, Park Center's PSH program has achieved a 95% housing retention rate over the past 5 years.

Park Center will provide residents of all 55 units in this application with Pathways Housing First Intensive Case Management (ICM) services at a ratio of 1 service provider for every 20 residents, which allows for a minimum of 1 in-home visit per week. Park Center will provide residents with a comprehensive tenancy and recovery support program, employing a harm reduction approach in which "participants are not required to abstain from alcohol and/or drugs and staff work consistently with participants to reduce the negative consequences of use." These strategies, along with motivational interviewing and assertive engagement, support households in maintaining their lease and problem-solving threats to ongoing tenancy.

All services are offered according to participants' goals and preferences and may include coaching on tenancy skills (i.e., paying rent, maintaining the property, and managing guests), life skills such as healthy sleep and budgeting, identifying meaningful daily activities, and building a natural support network. All services are framed around the overall approach of promoting choice and teaching strategies that reduce the likelihood of a return to homelessness. Park Center also employs a landlord engagement specialist who can identify and secure alternative housing arrangements should the need arise.
Consistent, structured communication between service providers and property managers is a key strategy for maintaining housing stability. Park Center will actively engage the property manager to address common challenges and issues, encourage mindful lease enforcement, advocate for reasonable rules and expectations, and support harm reduction efforts and creative problem solving. Service providers will work with the property manager to develop communication plans, clarify roles, proactively and preventatively intervene, and promote nonjudgmental, compassionate tenant interactions.

Beyond housing stability, Park Center will support participants in increasing both employment and non-employment income (e.g., disability benefits), accessing healthcare including mental health and substance use treatment, building independent living skills, integrating into the community, developing a natural support network, and moving beyond PSH into other permanent housing. Park Center's supported employment program follows the evidence-based Individual Placement and Support (IPS) model, which assists individuals with securing and maintaining competitive employment of their choosing. Park Center also rapidly connects eligible individuals with disability benefits from Social Security Administration (SSA) through the evidence-based SSI/SSDI, Outreach, Access and Recovery (SOAR) model. Through these two models, members can access income and insurance to help build financial stability and better integrate into their community.

Rents are set based on the HUD published small-area (ZIP code based) Fair Market Rents (FMR) and/or the Payment Standards adopted by MDHA for the unit size (e.g., 0-bedroom, 1-bedroom, etc.). Transportation is provided by Park Center as described in question #21 below. Public transportation on the WeGo route 56 is located directly in front of Park Center North (4501 Gallatin Pike), and Park Center is coordinating with WeGo and Nashville Department of Transportation to construct a new 55' x 8' bus stop on our property.

Urban Housing Solutions first received a CoC grant to provide Permanent Supportive Housing in 1996 when UHS intentionally committed to serve people experiencing homelessness where one or more members of the household has a disability. Over the years and through additional CoC grants, UHS has grown and managed its own PSH commitment to 133 units across 15 properties for people experiencing homelessness where one or more members of the household has a disability. More recently, and through the Affordable Housing Gap Financing program, UHS added 17 more PSH units at two more properties: Parliament Place and Southwood Park. With this CoC Builds grant, UHS seeks to increase its PSH "portfolio" by another 14% to extend its commitment to serve people experiencing homelessness where one or more members of the households has a disability.

Each site UHS manages has a dedicated Community-Based Team (CBT) that oversees and maintains the property as well as coordinating resident services. UHS also has a Director of Resident Services and a Community Development Specialist, who will collaborate with each CBT to engage with residents and neighbors. This will include outreach to nearby service providers, anchor institutions, community organizations, and neighborhood groups in order to continue building a robust network of community partners. In particular, UHS will be pursuing collaborations that can support our residents who speak languages other than English; those that require additional mental health or disability support; and those who have multigenerational families and/or are aging in place. For the 21 PSH Resilience Retrofit units at Greentree, UHS will partner with Park Center for Intensive Case Management services – building on the successful partnership these two organizations launched through a PSH Service Expansion grant for existing PSH units.

As a property manager for 37 properties totaling over 1,000 apartments, Urban Housing Solutions follows a consistent process to set "market rent" amounts for each apartment type based on the property's location and all applicable income and rent restrictions. When a resident is supported by an established housing assistance program, such as CoC rental assistance/operating reimbursement, Section 8, HOPWA, VASH, etc., the resident's portion of the rent is calculated based on 30% of their monthly income when utilities are included in the rent. To determine the correct rent for properties where utilities are not included, UHS staff calculate a resident's income and subtract the appropriate monthly utility allowance. In all cases, residents' incomes are reassessed annually to ensure their portion of the rent is correct and appropriate based on any changes to their income and/or any applicable utility allowances. All PSH residents at UHS must pay a minimum rent of $50 consistent with HUD's public housing program.

Since its inception, UHS has prioritized transportation access and most properties are less than.5 miles from a public transit stop. The organization also partners with state and local transit authorities and employs a full-time transit coordinator. As a result, our PSH residents are able to receive unlimited public transit passes at no charge, are able to take advantage of Nashville's Access Rides program, and - if all else fails - catch a ride with the Transportation Coordinator to medical appointments, job interviews, and more.

Implementation Schedule

12. Complete an implementation schedule based on the proposed CoCBuilds project. i. Based on type of capital cost requested, provide: • New Construction – date construction will begin and end, and date property will be available for move-in. • Acquisition – date property will be acquired. • Rehabilitation – dates rehabilitation of the property will begin and end.
Park Center North will begin construction in July 2025, complete construction in June 2026, and begin move-in approximately August 2026.

Greentree PSH Resilience Retrofit – UHS began rehabilitation of Building A on February 23, 2024, and anticipates renovations to begin in Building B by July 2025. The entire renovation project is scheduled for completion in September 2025. Leasing for units in the A Building will begin in June 2025 with an expected full lease-up for both buildings by October 2025.

Legends will begin construction as soon as grant awards are made, with completion of construction coming six months later. Units will be leased to residents no later than October 2026.

13. ii. Provide the proposed schedule for the following activities: • site control, indicate if the property has already been identified; • environmental review completion; • execution of grant agreement; • start and completion dates: • anticipated date the jurisdiction will issue the occupancy certificate; • date property will be available for individuals and families experiencing homelessness to begin occupying units. HUD will evaluate the implementation schedule and provide up to 4 points based on whether the development schedule is complete and has all necessary elements, up to 4 points depending on likelihood that development milestones will be met, and up to 4 points based on the likelihood that the project will be ready for occupancy within 36 months of award.
Park Center has owned the property at 4501 Gallatin Pike for 2 decades and is in the process of beginning environmental review. Park Center has submitted a grading permit request and anticipates requesting a building permit in October 2024. Anticipated construction dates run from January to December 2025 with an occupancy certificate anticipated in January 2026 and move-in to begin March 2026. Park Center is contracted with Nelson Community Partners to serve as Owner's Representative/Project Manager for Park Center North and contracted with Avenue Construction for design-phase support. Strickland Architecture has worked with Park Center on multiple previous construction projects.

Urban Housing Solutions' Greentree Resilience Retrofit project began with a full roofing replacement in July 2023. A Barnes Fund grant was awarded to the project in 2023 and executed on 7/24/23. A building permit was issued for the interior renovation and remodeling work on Building A in February 2024, with Certificate of Use and Occupancy expected by June 2025. The HUD environmental review process for the Greentree property should be completed for the property by August 2025.

Many of the units at Greentree are already occupied and residents who have been relocated to other properties are eager to return. Once renovations are completed in Building A in June 2025, residents from Building B will relocate to the renovated units over a 60-day period, followed by the rehabilitation of Building B. Building B renovations are projected to take 75 days, with final clean-up and inspections in August-September 2025, and with Building B ready for move-in – and the completion of all renovations – by September 2025.

Legends owns the property at 1742 17th Ave North and has conducted an environmental review of the property. Construction will be completed six months after CoC Builds awards are announced. Occupancy certificates will be received by September 2026, with move-in to begin the following month.

Park Center prefers to execute the CoC Builds Grant Agreement in April 2025 or as soon as possible thereafter.

Property Maintenance

14. Demonstrate how you will ensure the property is maintained annually to prevent unnecessary costly repairs. Your description must include: • how the property will be maintained annually and needed repairs are conducted (e.g., checking for roof leaks, routine maintenance for heating and cooling). Identify the sources of funds and amount that will be used and whether there will be a reserve fund established specifically for maintenance and repair of proposed units. • Demonstrate how the project will be able to cover replacement costs (e.g., replacing broken or damaged appliances, major equipment). Indicate if there will be funds provided from other sources and what those sources will be.

Park Center employs 5 staff members (Maintenance Supervisor, Maintenance Tech (2), Groundskeeper, and Capital Project Manager) to handle all maintenance, groundskeeping, and capital improvement work. Park Center has multiple staff members certified in HQS and NSPIRE inspection protocols, and the team follows a robust property inspection and preventative maintenance schedule. Rental income covers routine maintenance and repair costs, and Park Center budgets a replacement reserve of $400-600 per unit for every property.

UHS operates a Community-Based Team model where each region has a dedicated Property Manager, a Maintenance Tech, and a Resident Service Coordinator. Each Community-Based Team is supported by senior regional staff, including a Regional Property Manager, Director of Facilities, and the Chief Operations Officer – all of whom work to ensure regular inspections as well as annual capital needs evaluations. This entire operations team works together to filter in resident requests for maintenance and reasonable accommodations, while also assessing the structure often, ensuring the property is well maintained and accessible for disabled residents. These standard operations costs are primarily funded by rental income and the organization maintains a replacement reserve for its managed portfolio – currently $450/unit per year – based on identified capital needs at each property.

Legends will contract with Park Center to manage the 17th Ave property utilizing rental income to fund maintenance and reserve costs.

Unmet Housing Need

15. Describe the population that will be served by the project and the level of unmet need for new units of permanent supportive housing in your area for that population.

A 2017 market analysis and forecast from the Mayor’s office provides the most comprehensive analysis of supply and demand for affordable homes in our city. By 2015, Nashville already faced a shortage of nearly 18,000 affordable units. By 2025, the study projected the shortage to grow to just under 31,000 units, and the majority of those apartment units are needed for people with incomes at or below 30 AMI. The most recent (2024) “Point in Time Count” for Nashville-Davidson County indicated a 23 percent increase in unsheltered individuals over the last year, with an estimated total to 2,094 people currently experiencing homelessness.

Since 1984, Park Center has exclusively served low-income community members living with mental health and substance use disorders. As of July 2019, 84% of Park Center residents have an income under 30% AMI, with the remainder under 60%. For many years, Park Center's PSH program has operated at full capacity, serving 132 adults with an average occupancy rate of 95%. Due to the high volume of referrals to the program, the waiting list was capped and has been closed since 2021. To meet the high market demand, and in accordance with our mission, Park Center will reserve at least 85% or 22 of this project’s 26 units for households with special needs, specifically those that meet the AHP definition of “mentally disabled.”

Of the participants entering Park Center’s PSH program since 2021, 56% entered the program from literal homelessness, and most of whom also met the HUD definition of chronic homelessness. On the night of January 25, 2024 there were 2,094 people in Nashville-Davidson County meeting HUD’s definition of literal homelessness, according to the annual Point-in-Time Count. Of the total count, 94% of households identified were single or adult-only households, 59% were experiencing chronic homelessness, and 48% reported having a serious mental illness. Due to high demand, Park Center will set aside at least 85% or 22 of this project’s 26 units for households meeting AHP’s definition of “homeless household.”

Nearly a quarter of UHS’s current residents – well over 200 people – moved into their apartment directly from homelessness, and the average UHS household earns roughly $32,000 (about 40% AMI). Greentree will serve this same population – and as a Permanent Supportive Housing community, 21 units will be set aside for people experiencing homelessness where at least one member of the household has a disability – where the need and demand for affordable homes continues to grow faster than available supply. Because UHS provides some of the most affordable apartments in Nashville, many of their properties have very high occupancy and/or waiting lists -- particularly Permanent Supportive Housing -- and it sometimes takes up to 12 months for an applicant to become a resident. The leasing processes include compliance verification for units supported by a variety of local, state, and federal housing assistance programs. Referrals for “market rate” apartments come via word of mouth, from general marketing, and from social service agencies, but all referrals for the 21 PSH units in this project will come through the Coordinated Entry System, operated by Metro Nashville’s Office of Homeless Services.

Management of Rental Housing

16. • Describe the rental housing projects you or your subrecipient have managed. If you have or will partner with other organization(s) within the CoC to manage a property(s), provide the organization’s information, type of program participants assisted, and experience. • Include the number of grants for affordable housing awarded over the last three years, total amount of awards, and the type of subsidy funding or financing provided for housing. • Specify the number of assisted and non-assisted units in each property you list. Maximum points will be available for adequately describing management of at least 4 times the number of properties and units proposed in this application.

Park Center has managed supportive housing properties for 36 years, currently managing 17 properties with 132 units. Park Center receives grant funds from TDMHSAS that offset operating costs, and 56 units receive rental subsidies from MDHA or HUD. Park Center’s Property Management department is committed to managing deeply affordable, safe, and well-maintained rental housing for low-income persons living with mental health and substance use disorders, many of whom have been entrenched in homelessness or institutions such as hospitals and jails. By tailoring our operational approach to a supportive housing context, we play a critical role in restoring dignity, choice, and access to community living.

We believe that all persons have a right to quality affordable housing, and we are committed to welcoming, supporting, and celebrating people of all diverse backgrounds and beliefs. We strive to provide a supportive housing environment that fosters independence while coordinating with service providers who assist residents in building proficiency in skills that support independent living, recovery, and social connections. It is our goal to build community and to involve residents in every aspect of our business, including policymaking by participation on governing board(s). Through these efforts, we support the dignity, independence and self-sufficiency of tenants, and respect the tenants’ right to involvement in their supportive housing community.

Park Center designed the property management department to be functionally separate from PSH supportive services in accordance with the Housing First model. All communications, resident information, health information, etc. will be shared on a need-to-know basis using the Communication Matrix as a guide (see appendix). The support team will share with property management only the minimum information necessary to provide an excellent resident experience, compassionate accountability, and opportunities for learning and growth.

Property managers, to the extent possible, provide residents with a fresh start and new opportunity to be successful in their housing placement with each new unit leased. For example, if a resident is evicted from a unit and immediately approved to lease a new unit at a different property, property managers should assume the resident will follow the terms of their lease until they demonstrate otherwise. This gives residents their best chance of success by acknowledging that residents learn and grow from mistakes and failures, with the support of their service providers.

In Park Center’s PSH properties, effective communication and collaboration between property management and tenants are essential for creating a safe, supportive, and inclusive living environment. Property management plays a pivotal role in fostering positive relationships with tenants by prioritizing their needs, addressing concerns promptly, and promoting a sense of community and belonging. Moreover, property management ensures that exceptional customer service is at the forefront of all interactions with tenants, striving to exceed expectations and create a welcoming atmosphere. This commitment to customer service underscores the dedication to tenant satisfaction and well-being.

First and foremost, property management should establish clear lines of communication with tenants, ensuring that they feel comfortable expressing their needs, raising concerns, and providing feedback. This can be achieved through regular meetings, open-door policies, and various communication channels such as email, phone, or in-person discussions. By actively listening to tenants and valuing their input, property management can build trust and credibility within the community.

Furthermore, property management should strive to be accessible and approachable to tenants, acting as a supportive resource for assistance and guidance. Whether it's addressing maintenance issues, resolving disputes, or providing information about available resources and services, property management should be proactive in assisting tenants and ensuring their well-being. Additionally, property management will coordinate any specific resident needs with the support team staff and maintain open communication with the support team to foster effective coordination and support for residents.

In addition to addressing individual tenant needs, property management plays a vital role in fostering a sense of community within the PSH property. This can involve organizing community events, workshops, or support groups that promote social interaction, mutual support, and a sense of belonging among tenants. By facilitating opportunities for tenants to connect with one another, property management can contribute to a supportive and cohesive living environment where residents feel valued and respected.

Urban Housing Solutions is a financially sustainable nonprofit with over 30 years of experience working to provide permanent supportive housing in Nashville. UHS owns and manages over 1,000 apartments across the city, and nearly one-quarter of those residents moved into a UHS apartment directly from homelessness. Most of the 45 employees at UHS are engaged in property management, leasing, compliance, and maintenance – along with service coordination – but UHS also has an administrative and accounting team, and a real estate development team.

UHS is committed to continue serving individuals and families who have difficulty accessing and maintaining permanent housing. In addition to serving people experiencing homelessness, UHS also provides supportive communities for people in recovery from drug and alcohol addiction; people living with HIV/AIDS; people diagnosed with a mental illness; and people with other disabilities. Over the years, UHS has cultivated partnerships with over 50 other nonprofit and public agencies to help support residents. For example, UHS developed the largest SRO (Single Room Occupancy) housing project in the state of Tennessee in 1991 (170 units), and later partnered with the Vanderbilt School of Nursing to open The Clinic at Mercury Courts. In 1995, UHS developed another SRO community (19 units), which is now designated for homeless youth and young adults through a partnership with Oasis Center.

Coordinated Entry

17. Demonstrate how the project will use the CoC's coordinated entry process, or in the case of victim service providers, another coordinated entry process that meets HUD's minimum requirements, to refer individuals and families experiencing homelessness in the new PH-PSH units. The response must include the coordinated entry process implemented and how program participants will be placed in the project.
Park Center currently receives referrals from Coordinated Entry (CE) based on need and acuity with the lowest possible barriers (e.g., no income or treatment requirements, no sobriety requirements, etc.) and services designed and equipped to support households with the highest needs in our community, particularly persons experiencing chronic, unsheltered homelessness and living with disabling conditions. Park Center will receive referrals for all projects in this application, meeting a critical need among Nashville's resources to end homelessness.

Coordination with Housing Providers, Healthcare Organizations, and Social Service Providers

18. i. Demonstrate either that: • the project is leveraging non-CoC funded housing resources through coordination with housing providers and other organizations for new construction, acquisition, and rehabilitation to provide at least 50 percent of the amount being requested in the application, or • the project is leveraging non-CoC funded housing resources to provide subsidies for at least 25 percent of the units that are proposed in the application. You must attach letters of commitment, contracts, or other formal written documents that demonstrate the percentage of subsidies or number of units being provided to support the project.
If applicable, these documents should be uploaded on the "documents" tab
The operating budget for these projects collectively requests project based rental assistance for 47 of the 55 total units (i.e., 22 for Park Center North, 18 for Greentree Terrace, and 7 for 17th Ave). The remaining 8 units will be subsidized by a combination of MDHA housing choice vouchers, Shelter Plus Care rental assistance, VA Supportive Housing (VASH) vouchers, and other tenant-based rental subsidies. One or more of the projects will also apply for project-based vouchers if MDHA makes them available.

UHS' Greentree rehabilitation activities are leveraging up to $3,155,550 in combined non-CoC resources. Additionally, the property is supported by staff to provide property management, maintenance, and additional supportive services. This team is supported by rental income, individual contributions, organizational partnerships, and a mix of grants/housing assistance programs, including:

a) Housing Opportunities for People with AIDS (HOPWA): a HUD housing assistance program that supports rent and operating costs (including social service coordination for program participants)
b) Health/supportive service grants received from local foundations like The Healing Trust and The Memorial Foundation
c) Operating grants received from corporate/local foundations - including Bank of America, Regions, Fifth Third, Renasant, LP, Simmons Bank, US Bank, Amerigroup, Studio Bank, Truist, First Horizon, and the Kharis Foundation.

19. ii. Demonstrate through written commitment from healthcare organizations, social service provider, or other organization: • Access to health and supportive services (eg. supportive services, home-based and long-term services and supports, primary and medical care, behavioral health, substance use disorder treatment and recovery, and other services); and • The value of assistance being provided is at least an amount that is equivalent to at least $7,500 per unit included in the proposed project. Acceptable forms of commitment are formal written agreements and must include: • value of the commitment, and • dates the housing and resources will be provided. In-kind resources must be valued at the local rates consistent with the amount paid for services not supported by grant funds.
If applicable, these documents should be uploaded on the "documents" tab
Park Center's PSH program utilizes the Housing First and Harm reduction model in their permanent supportive housing program. The Housing First model states that a program participant will be placed into housing without pre-qualification of sobriety or treatment before they can be housed. In conjunction with the Housing First model, Park Center utilizes the Harm Reduction approach to providing supportive services. The goals and expectations surrounding participants with behavioral health concerns are participant driven and led with staff helping to facilitate and support participants in their goals. Using the Housing First and Harm Reduction models, Park Center strives to ensure that participants experiencing behavioral health concerns are treated with dignity, respect and autonomy while not having their concerns be treated in a punitive way.

Service providers are trained and skilled in assertive engagement strategies including motivational interviewing, harm reduction techniques, and therapeutic limit-setting with the goal of supporting ongoing tenancy despite a range of risky or disruptive behavior. This project also aligns with the fidelity scale by avoiding "coercive activities such as leveraging housing or services to promote adherence to clinical provisions or having excessive intrusive surveillance with participants."

Park Center works closely with community partners such as Neighborhood Health, Empower Tennessee, Mental Health Cooperative, Centerstone, Vanderbilt, and Insight Counseling to connect participants with resources and services around their physical and behavioral health concerns. Park Center's PSH program employs a Licensed Alcohol and Drug Abuse Counselor to work with program participants one on one to address their substance use concerns. Park Center also has an IOP program where program participants can work with staff to address their substance use through daily groups and individual sessions.

Park Center understands that working with individuals with behavioral health concerns is not a one size fits all approach, PSH Coordinators work to tailor each intervention or support service to the individual based on their needs and where they are in the stage of change. Curating an environment of safety and support is paramount to supporting participants who struggle with behavioral health concerns. PSH Coordinators and Leadership recently attended the Housing First Conference and attended several sessions to deepen their knowledge and understanding of what it entails to support participants who may be experiencing behavioral health concerns.

UHS's community-based team will provide additional services for all residents at Greentree, including those who are not in PSH units. Skilled service coordinators, many of whom have lived experience and/or decades of professional experience and training in the field, can assist residents with things like physical and mental health needs, employment, transportation, food access, and more. This team also organizes a variety of programs and events including resource fairs, community celebrations, training and workshops.

Community Integration for Persons with Disabilities

20. Demonstrate how permanent supportive housing will enable program participants to make meaningful choices about housing, health care, and long-term services and supports that will allow them to fully participate in the community. The response should include how the PSH units will ensure non-segregation of individuals and families experiencing homelessness where at least one household member has a disability. Additionally, the response should include state whether the PSH units will be part of mixed-use development, meaning individuals and families that will reside in the units are not all disabled.

Park Center's programs are dedicated to providing comprehensive support and accommodations to participants with disabilities. All new construction is designed with accessibility at the forefront, including first-floor roll-in units or buildings with elevators. This ensures equitable access and independence for people with disabilities, going beyond adherence to legal requirements (e.g., ADA and FHA) to offer universal design that will accommodate the target population who experience mobility impairments at a disproportionate rate. This intentionality not only meets residents' current needs but provides an opportunity to age in place as the overall population is aging, people with a history of homelessness at an accelerated rate. This approach also fosters an inclusive community, promotes safety, and enhances the quality of life for all residents. Park Center works to ensure that individuals have access to transportation through several different pathways. Park Center utilizes a fleet of ADA accessible vehicles that staff can reserve to help transport individuals. Park Center also facilitates TennCare transportation for individuals with insurance to assist them with accessing their healthcare appointments in the community. Additionally, Park Center regularly covers the cost of transportation via ridesharing services (e.g., Lyft) to help individuals get to any of their non-health appointments that they would not be able to attend due to the limitations of their disability.

Many elements of UHS' scope of work at Greentree are focused on accessibility and making the property, developed in the 1960s, more ADA-compliant. 12 apartments are being converted to ADA-accessible units and all residents will benefit from improved access to mail, laundry, offices, and outdoor amenity spaces. All Greentree residents have access to an on-site Resident Service Coordinator who can assist them requesting reasonable accommodations, as well as accessing transportation, healthcare, and other social services. This staff member also coordinates with community partners and providers to host regular community-building events where residents can connect with other resources as well as with their neighbors.

Providing Employment and Training Opportunities for Low- and Very-low Income Persons

21. Describe the actions that will be taken by your organization to comply with Section 3 of the Housing and Urban Development Act of 1968 (12 U.S.C. 1701u) (Section 3) and HUD's implementing rules at 24 CFR part 75 to provide employment and training opportunities for low- and very low-income persons, as well as contracting and other economic opportunities for business that provide economic opportunities to low- and very low-income persons. This does not affect your existing responsibilities to provide training, employment, and other economic opportunities pursuant to Section 3 that result from their receipt of other HUD funding.

Both Park Center and Legends will ensure general contractors implement and administer Section 3 through intentional sourcing of subcontractors and vendors utilizing resources such as MDHA's vendor database.

UHS has contracted Project Return for a number of services related to the renovation of Greentree, including resident relocations, painting, and unit make-ready. Project Return was founded in 1979 by two visionary Nashville leaders, the reverends Bill Barnes and Don Beisswenger, who realized the overwhelming obstacles that people face when leaving prison and returning to our community. Project Return has grown to an expansive, employment-focused agency with an extensive array of supportive services, assisting hundreds of returning men and women each year.

Moving forward UHS will fully align with HUD's Section 3 requirements by prioritizing the hiring of Section 3 contractors for key roles, specifically for the final cleanup phase of the rehabilitation. UHS will actively seek to employ low- and very low-income individuals from the local community, ensuring that the economic opportunities generated by this project directly benefit those most in need. By hiring Section 3 individuals for the final cleanup, the organization will not only meet compliance standards but also contribute to workforce development and economic empowerment in the area.

Threshold Criteria

22. Does your agency meet the project eligibility in Section III.A., and does this application meet eligibility and quality thresholds detailed in Section V.A of the CoCBuilds NOFO?

- ☑ Yes
- ☐ No

Additional Questions

23. Are your proposed activities within a HUD-designated Opportunity Zone?

If you expect to use less than 50% of the award in Opportunity Zones, you won't receive preference points. Exceptions may be made if your application justifies the lower percentage or demonstrates a significant impact within those zones.

Yes, Legends' project at 1742 17th Ave North is located within a HUD-designated Opportunity Zone. While 16% of the award is budgeted for this project, creating 8 new housing units with long-term support and affordability demonstrates a significant impact on the 37208 ZIP code with its well-documented disproportionate need for affordable and supportive housing.

24. Describe how the project will utilize non-federal (state, local, private) sources of funding to support the continued operation of the project.

Park Center's operation of both Park Center North and Legends' project at 17th Ave North will leverage a $777,520 annual contract with the Tennessee Department of Mental Health and Substance Abuse Services to subsidize operating expenses (e.g., maintenance and repairs, insurance, utilities, etc.) and supportive services costs.

Urban Housing Solutions' Greentree property has a few federal sources of operating income, specifically: HUD CoC grant income; HOPWA rental subsidies; and Section 8 rental assistance. Overall, federal sources comprise roughly 35% of the operating income for Greentree. However, the substantial majority -- 65% -- of the operating income for the property comes from local sources, almost of which is tenant-paid rent. Together, the non-federal and federal funding sources cover all ordinary operating expenses and typical capital expenses each year, but the significant renovations proposed in this project will ensure this funding strategy continues to sustain Greentree long into the future.

Documents *top*

Documents Requested *	Required?	Attached Documents *
Project Budget	☑	Project Budget
Supportive Services Budget (if this project will provide supportive services funded by this grant).		Supportive Services Budget
Letters of Commitment, contracts or formal written documents such as MOU's to support these projects. (Upload all such documents as one file)		Additional Attachments

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