

POPULATION PROFILE

- a. How are persons with disabilities geographically dispersed or concentrated in the jurisdiction and region, including R/ECAPs and other segregated areas identified in previous sections?
- b. Describe whether these geographic patterns vary for persons with each type of disability or for persons with disabilities in different age ranges.

HUD Table 13 provides data by disability type for the City and the region. The data is based on information collected through the American Community Survey and includes the following categories:

- Hearing difficulty includes deafness and having serious difficulty hearing.
- Vision difficulty includes blindness and having serious difficulty seeing, even when wearing glasses.
- Cognitive difficulty includes those with difficulty remembering, concentrating, or making decisions due to a physical, mental, or emotional problem.
- Ambulatory difficulty includes those who have serious difficulty walking or climbing stairs.
- Self-care difficulty includes those who have difficulty bathing or dressing (DDRS).
- Independent living difficulty includes those who have difficulty doing errands alone such as visiting a doctor's office or shopping due to a physical, mental, or emotional problem.

The City has slightly higher representation in each of the six categories, including hearing (4%), vision (2.5%), cognitive (6%), ambulatory (8%), self-care (3.5%), and independent living difficulty (5.6%).

HUD Table 14 provides data for persons with disabilities by age group, including minors under the age of 18, working age adults between ages of 18 and 65, and those over 65 years of age. Again, Hammond has relatively higher levels of persons with disabilities in each category than the region as a whole. While the percentage of persons with disabilities is only slightly higher for minors and seniors, the percentage of working age Hammond residents with a disability is significantly higher (9% to 5%). This age group will require greater levels of supportive services in terms of maintaining employment and self-sufficiency.

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HUD Table 15 provides detail on the number and percent of persons with disabilities living in publicly supported housing. Despite higher incidence of disability for the population as a whole (as noted above), the percentage of public housing residents with a disability in Hammond is lower than the region as a whole. Persons with disabilities across the region account for 34% of public housing development residents compared to only 24% in Hammond. The participation of disabled population in the Housing Choice Voucher program on a regional level (19.2%) is also higher than that of disabled Hammond residents (11.6%). Further discussion is needed with HHA to determine if there may be impediments to outreach and marketing materials.

HUD provided disability data in HUD Maps 16 and 17 and Tables 13 and 15. Map 16 depicts a dot density distribution by disability type (hearing, vision, cognition, ambulatory, self-care, independent living) for the City and the region. Table 13 provides data on the percentage of the population with types of disabilities in the jurisdiction and the region.

HUD Map 16a depicts a dot density distribution of persons with disabilities by disability type, including Hearing, Vision, and Cognitive disabilities. When evaluating the map for Hammond, the distribution appears uniform throughout the City with no significant concentrations. Regionally, the distribution is heavier closer to Chicago, with clustering in and around RECAPS. HUD Map 16b depicts a dot density distribution of persons with disabilities by disability type, including ambulatory, self-care, and independent living disabilities. When evaluating the map for Hammond, the distribution appears uniform throughout the City without significant concentrations. Regionally, the distribution is heavier closer to Chicago, with clustering in and around RECAPS on the western and southern sections of Chicago, and also a concentration in the northern portions of Chicago. HUD Map 17 presents disability information by age group. The clusterings for disabilities by age appear similar to those in Map 16

HOUSING ACCESSIBILITY

- a. Describe whether the jurisdiction and region have sufficient affordable, accessible housing in a range of unit sizes.
- b. Describe the areas where affordable accessible housing units are located. Do they align with R/ECAPs or other areas that are segregated?
- c. To what extent are persons with different disabilities able to access and live in the different categories of publicly supported housing?

The majority of housing within Hammond is single-family detached. From a regional perspective, the City contains affordable housing in a range of bedroom sizes. The City incentivizes seniors and persons with disabilities to maintain their homes through the Ramp Assistance Program. The program is available as a grant to both owners and renters to improve mobility access to the City’s housing stock.

For persons with disabilities that require additional supportive services, there are a number of in-home supportive services, such as We Care From the Heart, and group homes. The City supports We Care From the Heart through its community development block grant funding. The group homes are clustered in the southern communities of Lake County, although In-Pact does manager one property within Hammond. A number of half-way houses for persons recovering from substance and alcohol abuse are also available throughout the County.

Name	City State Zip	Beds
BETHESDA LUTHERAN COMMUNITIES INC	LOWELL, IN 46356	6
DUNGARVIN INDIANA LLC	MERRILLVILLE, IN 46410	8
IN-PACT INC	DYER, IN 46311	5
IN-PACT INC	MERRILLVILLE, IN 46410	5
IN-PACT INC	MERRILLVILLE, IN 46410	5
IN-PACT INC	HOBART, IN 46342	6
IN-PACT INC	CROWN POINT, IN 46307	6
IN-PACT INC	CROWN POINT, IN 46307	5
IN-PACT INC	HAMMOND, IN 46324	5
REM-INDIANA INC	HOBART, IN 46342	8

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REM-INDIANA INC	MERRILLVILLE, IN 46410	8
TRADEWINDS SERVICES INC	CROWN POINT, IN 46307	8
TRADEWINDS SERVICES INC	CROWN POINT, IN 46307	8
TRADEWINDS SERVICES INC	HOBART, IN 46342	8
TRADEWINDS SERVICES INC	ST JOHN, IN 46373	8
TRADEWINDS SERVICES INC	CROWN POINT, IN 46307	8
TRADEWINDS SERVICES INC	ST JOHN, IN 46373	8

Licensed Residential Care Facilities	City Location
ASSISTED LIVING AT HARTSFIELD VILLAGE	MUNSTER, IN 46321
BICKFORD OF CROWN POINT	CROWN POINT, IN 46307
BRENTWOOD AT HOBART	HOBART, IN 46342
BROOKDALE MERRILLVILLE	MERRILLVILLE, IN 46410
LAKE PARK RESIDENTIAL CARE INC	LAKE STATION, IN 46405
MILLER BEACH TERRACE	GARY, IN 46403
RESIDENCES AT DEER CREEK	SCHERERVILLE, IN 46375
TERRACE AT TOWNE CENTRE THE	MERRILLVILLE, IN 46410
CEDAR CREEK HEALTH CAMPUS	LOWELL, IN 46356
CROWN POINT CHRISTIAN VILLAGE	CROWN POINT, IN 46307
DYER NURSING AND REHABILITATION CENTER	DYER, IN 46311
SPRING MILL HEALTH CAMPUS	MERRILLVILLE, IN 46410
SYMPHONY OF CROWN POINT LLC	CROWN POINT, IN 46307
SYMPHONY OF DYER LLC	DYER, IN 46311

INTEGRATION OF PERSONS WITH DISABILITIES LIVING IN INSTITUTIONS AND OTHER SEGREGATED SETTINGS

- a. To what extent do persons with disabilities in or from the jurisdiction or region reside in segregated or integrated settings?
- b. Describe the range of options for persons with disabilities to access affordable housing and supportive services.

Zoning ordinances with a single-family zoning district must contain a definition of family. The definition cannot be written to exclude certain family members, families which are not biologically related, or are non-traditional, or have a disparate impact on one of the protected classes. In 1995, the U.S. Supreme Court reviewed *City of Edmonds v. Oxford House, Inc.* where the City of Edmonds cited a halfway house for violating a city ordinance because it was located in a neighborhood zoned for single-family residences. The city ordinance defined “family” as “persons related by genetics, adoption, or marriage, or a group of five or fewer [unrelated] persons.” While the court did not find the city ordinance in violation of the Fair Housing Act, the court ruled the ordinance was not exempt from the Fair Housing Act since it sets a limit for the number of unrelated occupants but not related occupants.

Hammond Zoning Ordinance defines Family as “One (1) or more persons by blood, marriage, adoption, foster care or guardianship together with incidental domestic servants and temporary, non-compensating guests; or not more than four (4) persons not so related, occupying a dwelling unit and living as a single housekeeping unit.”

From a fair housing perspective, a zoning ordinance that does not distinguish between related and unrelated occupants is favorable. For example: “One or more persons living as a single housekeeping unit, as distinguished from a group occupying a hotel, club, nursing home, fraternity or sorority house, or Group Home”. While Hammond’s definition is not an impediment on its face, the distinction between related and un-related households could potentially pose an impediment to fair housing choice for a member of the protected classes.

Group Homes and Special Needs Housing

The updates to the Fair Housing Act in 1988 were intended, in part, to prohibit the application of special requirements through land-use regulations, restrictive covenants, and conditional or special use permits that have the effect of limiting the ability of persons with disabilities to live in the residence of their choice in the community. This includes regulation and licensing requirements for group homes.

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The majority of group homes for persons with disabilities are subject to state regulations intended to protect the health and safety of their residents.

HUD has found licensing requirements are necessary and serve a legitimate purpose. However, local decision makers must recognize not all individuals with disabilities living in group home settings desire or need the same level of services or protection. Requests for reasonable accommodation that are denied without substantial justification may constitute an impediment to fair housing choice.

Indiana state law (IC 12-28-4-8) does provide protections and standards in regard to zoning requirements for residential facilities that serve individuals with a developmental disability. This law permits this type of facility as a residential use that may not be disallowed by any zoning ordinance in a zoning district or classification that permits residential use. A similar state law (IC 12-28-4-7) provides protections and standards in regard to zoning requirements for residential facilities for individuals with a mental illness:

A zoning ordinance (as defined in IC 36-7-1-22) may not exclude a residential facility for individuals with a mental illness from a residential area solely because the residential facility is a business or because the individuals residing in the residential facility are not related. The residential facility may be required to meet all other zoning requirements, ordinances, and laws.

However, the same law allows zoning jurisdictions to impose dispersion requirements for these facilities:

A zoning ordinance may exclude a residential facility for individuals with a mental illness from a residential area if the residential facility will be located within three thousand (3,000) feet of another residential facility for individuals with a mental illness, as measured between lot lines.

In *Larkin v. State of Michigan*, a U.S. district court held that the spacing and notice requirements of the Michigan Adult Foster Care Licensing Act are preempted by the federal Fair Housing Act and violate the equal protection clause of the fourteenth amendment to the United States Constitution. If this dispersion requirement is enforced to prohibit a group home that serves persons with mental illness, this could constitute as an impediment to fair housing choice.

DISPARITIES IN ACCESS TO OPPORTUNITY

- a. To what extent are persons with disabilities able to access the following? Identify major barriers faced concerning: Government services and facilities; public infrastructure (e.g., sidewalks, pedestrian crossings, pedestrian signals); Transportation; Proficient schools and educational programs; and jobs.
- b. Describe the processes that exist in the jurisdiction and region for persons with disabilities to request and obtain reasonable accommodations and accessibility modifications to address the barriers discussed above.
- c. Describe any difficulties in achieving homeownership experienced by persons with disabilities and by persons with different types of disabilities.

The major disparity to access to opportunity for persons with disabilities is transportation. The City administered a public bus service until 2010, when the administration of the bus service was transferred to the Regional Bus Authority due to fiscal pressures. The Regional Bus Authority was never able to secure an adequate funding source and ended operations in June 2012. Portions of the City currently receive limited service from PACE Bus Lines and the Gary Public Transportation Corporation (GPTC).

The lack of public transportation is one of the most frequently cited issues facing low income persons in the City of Hammond. A lack of public transportation can become a fair housing issue when members of a protected class, such as persons with disabilities and racial minorities, are disproportionately represented among transit users and are limited in their housing choice.

Northwest Indiana Regional Planning Commission (NIRPC) is the planning agency that coordinates public transit for the region, including fixed route, complementary paratransit, and demand response services. In 2006, a local advocacy group for persons with disabilities obtained a federal court consent decree ordering NIRPC and several local public transit agencies to comply with the Americans with Disabilities Act. While the federal litigation was ended in June 2014 through a conciliation agreement, the adequacy of transportation for persons with disabilities remains an issue in the City and Lake County as a whole.

During the community planning meetings, a need for more accessible commercial properties was cited. The City was commended for the number of improvements

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made to sidewalks and curb cuts, but it was stated that those types of infrastructure improvements did little good if the shops and stores remained inaccessible.

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DISPROPORTIONATE HOUSING NEEDS

- a. Describe any disproportionate housing needs experienced by persons with disabilities and by persons with certain types of disabilities.

A data-driven assessment on levels of need for other protected classes is difficult based on the lack of Census data and other data sets. For persons with disabilities, it can be inferred that the number of cost-related housing problems will be greater for persons with disabilities than the population as a whole based on barriers to employment and housing options. According to the 2014 ACS data for the nation, 73% of persons 16 years and older with a disability are not in the labor force, compared to 29% of the population as a whole. Persons with disabilities are also more likely to be in poverty (21% to 12%). In terms of housing options, persons with disabilities will have fewer choices in housing due to physical barriers common in older homes.

As mentioned above, the City makes efforts to support both seniors and persons with disabilities in maintaining independence and remaining integrated in the community through the support of organizations like We Care From the Heart and through the installation of ramps on both owner and rental housing through the Disability Ramp Program.

ADDITIONAL INFORMATION

- a. Beyond the HUD-provided data, provide additional relevant information, if any, about disability and access issues in the jurisdiction and region affecting groups with other protected characteristics.
- b. The program participant may also describe other information relevant to its assessment of disability and access issues.

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DISABILITY AND ACCESS ISSUES CONTRIBUTING FACTORS

Consider the listed factors and any other factors affecting the jurisdiction and region. Identify factors that significantly create, contribute to, perpetuate, or increase the severity of disability and access issues and the fair housing issues, which are Segregation, RECAPs, Disparities in Access to Opportunity, and Disproportionate Housing Needs. For each contributing factor, note which fair housing issue(s) the selected contributing factor relates to.

- Access to proficient schools for persons with disabilities
- Access to publicly supported housing for persons with disabilities
- **Access to transportation for persons with disabilities**
- Inaccessible government facilities or services
- Inaccessible sidewalks, pedestrian crossings, or other infrastructure
- **Inaccessible commercial properties**
- Lack of affordable in-home or community-based supportive services
- Lack of affordable, accessible housing in range of unit sizes
- Lack of affordable, integrated housing for individuals who need supportive services
- Lack of assistance for housing accessibility modifications
- Lack of assistance for transitioning from institutional settings to integrated housing
- Land use and zoning laws
- Lending Discrimination
- Location of accessible housing
- Occupancy codes and restrictions
- Regulatory barriers to providing housing and supportive services for persons with disabilities
- State or local laws, policies, or practices that discourage individuals with disabilities from being placed in or living in apartments, family homes, and other integrated settings
- Other