



214 W 10th  
Lawrence, KS 66044

PHONE: (785) 832-8864  
FAX: (785) 832-1053  
[www.lawrenceshelter.org](http://www.lawrenceshelter.org)

Dave Corliss, City Manager  
City Hall  
6 East 6<sup>th</sup> Street  
Lawrence, KS 66044

March 26, 2007

Dear Dave:

The accompanying materials about the programs of the Lawrence Community Shelter (LCS) have been delivered to the candidates for election to and current members of the Lawrence City Commission and I thought it would be appropriate, also, to give them to you. On March 28, LCS will be asking for a 5-year Special Use Permit from the Lawrence Douglas County Metropolitan Planning Commission with a subsequent final review for approval by the City Commission on April 17. The Lawrence Community Shelter is asking for a 5-year SUP because that is frequently the standard length of a permit and because it will reduce the significant amount of time the shelter staff spends each year in preparing for an annual SUP review. The time spent on preparing for the SUP annual renewal can be more usefully spent on the LCS search for a better location of the shelter without giving up any oversight of LCS activities or review of the permit.

In the past year, the LCS has successfully fulfilled the conditions of the 1-year UPR as requested by the Planning Commission in 2006. Records were (and are) kept and have been submitted in conjunction with the current SUP application showing police calls, and jobs and housing assistance. The LCS has proven itself to be cooperative organization for which a 5-year SUP would be appropriate.

The Lawrence Community Shelter is the result of a merger at the beginning of 2005 between the Lawrence Open Shelter and the Community Drop In Center, both located in the building at 214 West 10<sup>th</sup> Street/944 Kentucky. The Drop In Center has been at this location since May 2000 and the Open Shelter since December 2003.

The subtitle of the Lawrence Community Shelter is "a path to a positive future". The shelter is committed to moving people from homelessness to housing, employment, health care, or whatever goal is appropriate to resolve their situation. To this end, LCS collaborates with every resource possible. It has close working relationships with a range of organizations including DCCCA, Bert Nash, the Lawrence Police Department, WorkForce Center, detox and rehab centers in Topeka and Kansas City, and Kansas Legal Services. Many of these programs are co-located at LCS to provide in-house assistance directly to LCS guests. In addition, LCS has its own Back-to-Work job coaching program (in conjunction with JobLink/Cottonwood), the Joseph Project for small business entrepreneurial employment of homeless adults (with cooperation from the KU Small Business Center), an AA presence, work-for-shelter tasks, storage, art therapy, mediation and counseling, and daily living services (mail, telephone, laundry) through either the daytime Drop In Center or the nighttime shelter. In addition, the Lawrence Community Shelter has been the lead agency in implementing the Homeless Management Information System (HMIS) database for Lawrence and Douglas County as mandated by the

Mission Statement: The mission of the Lawrence Community Shelter is to provide safe shelter and comprehensive support services and programs that provide a path to a positive future for people experiencing homelessness and people who are at risk of homelessness.

Dave Corliss, City Manager  
March 26, 2007

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federal Department of Housing and Urban Development (HUD) with nine local participating agencies.

The Lawrence Community Shelter has modeled much of its organization on best practices of shelters in Boulder, Topeka, Kansas City, and Seattle. The director of LCS has 30 years experience in working with direct service programs for low income and homeless populations in Washington, D.C., Kansas City, and Lawrence. Over 100 individuals make up the volunteer pool for various activities at LCS from cooking meals, staffing fundraising events, and working directly with guests to helping with maintenance. The depth of programs at LCS is limited only by the restrictions of space and funding. LCS is constantly looking for a better location and has an active building development committee.

Lawrence has done well in recent years to begin to grasp the scope of the homeless problem in our community and to reduce chronic homelessness locally. (See the January 2007 survey count in the accompanying materials.) The Mayor's Task Force on Homeless Services issued its report in the summer of 2005 with recommendations for a full service, 24-hour shelter which the Lawrence Community Shelter uses as its guide. To further the goals of the Task Force Report, LCS works with the Community Commission on Homelessness, the Interfaith Initiative, the Housing Practitioners' Panel, The Salvation Army, ECKAN, WTCS, and other service providers. LCS has developed a Good Neighbor Agreement through a series of public meetings and work sessions with the Oread Neighborhood Association, the Community Cooperation Committee, and other groups. A copy of the Good Neighbor Agreement also is attached to this letter.

The efforts and programs of the staff, board, and guests of the Lawrence Community Shelter have not made everything perfect, however. Problems continue with neighbors because of the large number of users of the shelter who trust its space for their safety and for its offer of assistance to get out of homelessness. The foot traffic at LCS causes difficulties in the part of the city where it is located. The LCS recognizes its responsibility in dealing with communal problems and will continue to work with all individuals and organizations necessary to accomplish the best results for Lawrence and Douglas County.

Thank you for your consideration.

Very truly yours,



Loring Henderson  
Director

Enclosures

cc: Packets of LCS materials to all candidates and current Lawrence City Commissioners



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**LCS**

**Lawrence Community  
Shelter, Inc.**

**2007**

Mission Statement: The mission of the Lawrence Community Shelter is to provide safe shelter and comprehensive support services and programs that provide a path to a positive future for people experiencing homelessness and people who are at risk of homelessness.

# Lawrence Community Shelter, Inc. (LCS)

## **MISSION STATEMENT**

The mission of the Lawrence Community Shelter is to provide safe shelter and comprehensive support services and programs that provide a path to a positive future for people experiencing homelessness and people who are at risk of homelessness.

**Lawrence Community Shelter, Inc. (LCS)**  
**Board Members**

Don Huggins, **President**  
Research Scientist, Kansas University

Katy Nitcher  
Attorney

Rev. Lew Hinshaw, **Vice President**  
Congregational Church, Retired

Carol Pilant  
Community Volunteer

David Lord, **Secretary**  
Judge, Retired

Eileen Schartz  
Development Manager

Anne M. Bracker, **Treasurer**  
Bracker's Good Earth Clays

Michael Tubbs  
City of Lawrence

Pam Casagrande  
Community Volunteer

Tom Wright  
District Warehouse Manager

Mary Easterday  
Guidance Counselor

John Young  
City of Lansing

Kent Ely  
Financial Advisor

\*\*\*\*\*

Kent Hayes  
Counselor

Dudley Crow, Emeritus  
Consultant/Underwriter

Marceil Lauppe  
Visiting Nurses Association, Retired

Saunny Scott, Emerita  
Community Volunteer

**Lawrence Community Shelter, Inc. (LCS)**  
**214 West 10<sup>th</sup> Street, Lawrence, KS 66044**  
**785-832-8864(day      785-832-0040 (night))**  
**lawrenceshelter.org**

**2006 Report – Basic Facts and Programs**

- Daytime – 15,202 guests in 2006 – 35-50 individuals daily
- Nighttime – 7,526 bed nights and meals in 2006; 21 sleeping spaces in night shelter
- 376 separate individuals served from July 1 to December 31, 2006 (6 months)
- Programs – In its effort to realize the mission of the LCS, the following programs, services, and collaborations are provided every day and night of the year. The Day Shelter serves an average of 42 people a day; the night shelter provides bed spaces for 21 adults (increased to 31 at the end of 2006) and a full evening meal. LCS programs include Case Management leading to specific goals for Housing, Employment, Health, Substance Abuse Intervention, Mental Health and the following growing list:

Joseph Project—entrepreneurial businesses  
evening meal provided by volunteers  
breakfast five days a week  
art therapy  
Drop-In Shop  
Bert Nash Mental Health outreach  
Back-to-Work job coaching project  
nurse practitioner and chiropractor visits  
referral and transport to detox and rehab  
storage of personal items

Kansas Legal Services outreach  
AA meeting  
computer access  
monthly birthday party  
linkage to health services  
showers  
laundry facilities  
Christmas gift distribution  
mail service, fax, and long distance telephone

- Accomplishments in 2006—
  - 21 people found a job
  - 27 people moved into housing
  - 11 people entered a detox or rehab facility
- Demographics –
  - 71% male
  - 29% female
  - 8% veterans
  - 74% Caucasian
  - 13% African American
  - 11% Native American
  - 2% Hispanic
  - 55% substance abuse at sometime in their life
  - 42% disabled
  - 39% mental health illness at sometime in their life

- Funding – \$284,203 total direct expenditures in 2006  
\$103,000 (est.) indirect costs
- Donors – churches, businesses, foundations, governments, and individuals

# **Lawrence Community Shelter, Inc. (LCS)**

## **2006 Report – Basic Facts and Programs**

### **Mission Statement**

The mission of the Lawrence Community Shelter is to provide safe shelter and comprehensive support services and programs that provide a path to a positive future for people experiencing homelessness and people who are at risk of homelessness.

### **Goals**

- provide shelter, basic domestic needs, and food to homeless or un/underemployed individuals in need;
- provide counseling, networking and referral services to other social service agencies, including housing, mental health, medical and job service agencies;
- cooperate with local, state, federal and private agencies;
- arrange transportation to jobs and other social service agencies; and,
- educate the public on homeless issues.

### **Main causes of homelessness nationally and locally**

1. lack of adequate mental health and substance abuse treatment centers
2. lack of affordable housing
3. need for living wage jobs
4. inadequate health coverage
5. limited or absent family or personal support

### **Programs**

The Lawrence Community Shelter is open every day with nighttime sleeping space and an evening meal for 21 adults and daytime case management, breakfast, agency referrals, site visits from collaborating legal, housing, employment, substance abuse and mental health counseling, and education agencies, homeless prevention services, and direct assistance to individuals and families in need.

Programs of the Lawrence Community Shelter are divided into Case Management/Drop-in Center; Housing; Work/Job Coaching; Health; Substance Abuse Intervention; and Mental Health.

**To Volunteer, To Donate, or For Information, call  
832-8864 (day shelter) or 832-0040 (night shelter)**

**Loring Henderson, Director**

# Lawrence Community Shelter, Inc. (LCS) – Current and Potential Programs

## Current Programs in Current Building

### Primary/Universal/Entry/Follow-up

#### Case Management

Intake form on everyone  
Goals setting  
Kansas Legal Services  
ID, housing applications, SS, SRS  
Referrals, appointments, local transportation  
Follow-up

#### Drop-In Center

Daily living  
Mail, telephone  
Laundry  
Breakfasts  
Holiday celebrations  
Neighborhood outreach, monthly clean-ups  
Crafts, painting, writing workshops

### Goals/Progress/Follow-up/Success

#### Housing

Night Shelter and evening meal  
LDCHA, Sec. 8, Transitional, Permanent  
HOPE Building  
H-2-H  
Landlords

#### Work

Back-to-Work Project/Cottonwood-JobLink  
Joseph Project – Good Dog! and Welcome Rocks  
Day labor  
City training positions  
Vocational Rehabilitation

#### Health

Medical, dental referrals  
Clinics and ER  
Cooperating medical professionals  
Visiting nurse, chiropractor, health education  
Art Therapy

#### Substance Abuse

Substance Abuse Intervention Project  
DCCCA  
Detox, rehabilitation referrals  
Staff counseling  
AA

#### Mental Health

Bert Nash Community Mental Health Center  
PATH Outreach  
Stormont Vail West, Osawatimie, LMH Stabilization Unit  
Developmentally disabled, Cottonwood, Independence, Inc.

## Program Growth in New Building

Transitional housing  
Detox room(s)  
Infirmary room(s)  
Better separation of adult emergency space  
Families with children emergency shelter  
Tiered program levels  
Additional health, arts, and other classes  
Computer and job training room(s)





# *Back to Work Program*

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## **LAWRENCE COMMUNITY SHELTER, INC. (LCS)**

A JOB REFERRAL, JOB SEARCH, JOB COACHING PROGRAM FOR PEOPLE  
IN LCS CASE MANAGEMENT DESIGNED TO ENHANCE YOUR TALENTS  
AND TO BUILD ON THE FOUNDATION YOU HAVE ALREADY ESTABLISHED.

Q — AM I READY FOR THE RESPONSIBILITY OF EMPLOYMENT?

A — IF SO, CONTACT ANY CASE MANAGER

Q — WHAT HAPPENS?

A — IF YOU MEET THE REQUIREMENTS,  
YOU WILL BE REFERRED TO  
THE EMPLOYMENT COUNSELOR/JOB COACH

## LAWRENCE COMMUNITY SHELTER (LCS)

### **BACK TO WORK PROGRAM PARTICIPATION AGREEMENT**

*Designed to enhance a person's talents and  
to build on the foundation they have already established.*

As a participant in the LCS **Back to Work Program**, I understand that I was recommended by the LCS case manager and I commit to the following:

1. to meet with the LCS case manager as needed and to otherwise participate in **Back to Work** as required.
2. to meet with the **Back to Work** counselor/job coach to accomplish:
  - a) the beginning assessment (10-15 minutes required)
  - b) an evaluation of my past and present employment
  - c) a full engagement in the job development and job search
  - d) consideration of all recommendations from the LCS case manager and the **Back to Work** counselor and to understand that additional referrals can or will be made to the LCS case manager for other types of assistance, as appropriate
  - e) utilization of the program as a help-up not a hand-out
  - f) attendance at all appointments and interviews scheduled by the **Back to Work** counselor. Should there be an emergency, I will call and reschedule another appointment with staff. If a job interview has been scheduled, I will call the prospective employer first to reschedule and then will call staff.
3. to be willing and ready to consider the responsibilities of employment; that I will
  - a) work scheduled hours and/or required overtime
  - b) arrive at work on time, wear clean clothes, and be ready to work
  - c) complete duties as assigned that may or may be in the job description.

#### **Appointments During Work Hours:**

I will notify the work supervisor and the **Back to Work** or LCS staff two days before any important obligation which may cause me to be late or not available for work that day. Should I receive same day notice of an appointment, I will inform my employer and the **Back to Work** or LCS staff immediately. Obligations which might justify same day notification are doctors, lawyers, court dates, probation officers, parole officers, illness, or any situation that will have an impact on my employment.

(continued)

**Employment Separation:**

I will give two weeks notice, verbal or written, with a stated termination date when I intend to leave a job. Special circumstances that might warrant resignation without notice must be discussed on a case basis with the LCS case manager or **Back to Work** counselor.

Note: job abandonment, walk-offs, verbal and/or physical encounters, drinking alcohol or smoking illegal drugs on the job, intimidations or any behaviors that would cause you, co-workers, or employer distress are not acceptable work environment behavior and may cause employment separation.

**Job Coaching and Special Assistance:**

If I need work related immediate assistance, I will contact the LCS staff and a meeting will be scheduled with the case managers and the **Back to Work** counselor. At this time, reconsideration will be given to my remaining in the program and/or other support that may be offered.

I have read, discussed, asked questions, and agree to the conditions of the **Back to Work Program**.

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Participant's Signature

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Date

## **Lawrence Community Shelter -- Jobs and Employment Projects**

### **History**

In 2004, the Lawrence Community Shelter (LCS) observed and studied the needs of the guests in order for them to move forward on their path to a positive future. It was decided, in consultation with the shelter social workers, staff, and board, that if the guests were to move out of homelessness they could learn job skills and personal success through various employment efforts. This decision led to the development of two jobs/employment training projects for the guests of the Lawrence Community Shelter who are in case management.

### **Back-to-Work**

The first project, called Back-to-Work, was a job coaching effort designed by the shelter staff to be implemented in collaboration with the JobLink program of Cottonwood, Inc. A grant was received from Tensie Oldfather to start the Back-to-Work project to fund a counselor from JobLink as the employment professional to lead the project.

### **Joseph Project**

In conjunction with the research and development of Back-to-Work, it was found that an in-house job training workshop needed to be started. With a 2006 grant from the National Catholic Campaign for Human Development (CCHD), a feasibility study and a business plan were developed to initiate a small business entrepreneurial project to be planned by and to employ people experiencing homelessness. Thus was born the Joseph Project to complement Back-to-Work. The Joseph Project is named after Joseph, the worker who cared for Jesus, who was a carpenter and helped the homeless.

Dianne Morgan, a shelter staff member, offered to let the project use her pilot business making gourmet dog biscuits and biscotti as a test area for training and employing people using the services of the shelter. In 2006, Dianne started using the guests for baking, packaging, and distributing Good Dog! Biscuits and Treats at the Lawrence Farmers' Market, churches, and local craft fairs. The success of 2006 led to adding a person from the shelter to seek other outlets for distribution of Good Dog! products that are now sold at The Community Mercantile Co-op and the Pawsh Wash pet store in addition to the Farmers' Market.

Steve Elder, a night monitor at LCS and an artist, directed another phase of the Joseph Project utilizing guest of the shelter to paint personalized rocks for gardens and front yards that are distributed through Clinton Parkway Nursery, churches, and craft fairs. This portion of the Joseph Project is called Welcome Rocks.

A related project that is under exploration by the Joseph Project Planning Committee is a relationship with Kent Hayes who has patented a yard scoop to be used when walking a dog. This connection could lead to a range of dog related products assembled and distributed by homeless individuals staying at the Lawrence Community Shelter.

With Good Dog! and Welcome Rocks activities, the Joseph Project currently has five people earning stipends for their hourly work. Due to the success of its planning phase, the Lawrence Community Shelter has applied for a full implementation grant, up to \$50,000, from the Catholic Campaign for Human Development for the Joseph Project to develop the businesses to a point where they can employ as many people as possible. Many of the people that have worked on this project have been able to get housing from their pay and other jobs based on their work experience at the shelter.

### **How You Can Help Others Help Themselves**

If the full grant is approved by the CCHD it will require matching funds from the LCS.

There are many ways the community can help the Joseph Project and the homeless people struggling to improve their lives by work:

1. Ask your church to distribute Good Dog! and Welcome Rocks products
2. Ask local businesses to market the products
3. Donate matching funds
4. Assist with the baking, packaging, and Farmers' Market distribution

**To help The Joseph Project, please contact Dianne Morgan 832-8864**

## Lawrence Community Shelter Comprehensive Intake Form

### Personal Information

Name \_\_\_\_\_  
Last First Middle (Alias) Gender M F

DOB \_\_\_\_/\_\_\_\_/\_\_\_\_ Address \_\_\_\_\_ City \_\_\_\_\_

State \_\_\_\_\_ Zip Code \_\_\_\_\_ Phone # \_\_\_\_\_

Veteran Y N Highest level of education completed \_\_\_\_\_

Social Security Number \_\_\_\_\_ Employment Status \_\_\_\_\_

Income Source \_\_\_\_\_ Income Amount \_\_\_\_\_ Interested in our job coach program Y N

Race/Ethnicity \_\_\_\_\_ Hispanic Yes No

\_\_\_\_ White \_\_\_\_\_ American Indian/Alaskan Native  
\_\_\_\_ Black/African American \_\_\_\_\_ Black/African American & White  
\_\_\_\_ Asian \_\_\_\_\_ Native Hawaiian/Other Pacific Islander  
\_\_\_\_ Asian & White \_\_\_\_\_ Other Multi-Racial  
\_\_\_\_ American Indian/Alaskan Native & Black/African American

### Living Situation

Are you Currently Homeless? Y N For how long? \_\_\_\_\_

How long have you resided in Lawrence? \_\_\_\_\_ Have you applied at the Housing Authority? Y N

What brings you to Lawrence? \_\_\_\_\_ Staying here long or short term? \_\_\_\_\_

List all the persons living in your household including their relationship to you.

\_\_\_\_\_

Describe in detail your housing and living locations for the past two years.

\_\_\_\_\_

### Criminal History

Have you ever been a victim of crime? \_\_\_\_\_ Have you ever been convicted of a felony? \_\_\_\_\_

Describe the offense and where and when it occurred.

\_\_\_\_\_

Describe in detail your time spent in jail or prison if applicable.

\_\_\_\_\_

### Medical History

Do you have any current medical conditions?

\_\_\_\_\_

Have you ever tested positive for Tuberculosis, Hepatitis, HIV, or AIDS?

\_\_\_\_\_

Do you have a doctor?

\_\_\_\_\_

Who to contact in case of an emergency.

Name	Relationship	Phone #	City	State
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List all prescription and over the counter medications you are currently taking.

### Mental Health

Have you ever received mental health services before?

Do you have a mental health diagnosis?    Y    N    Diagnosis name \_\_\_\_\_

Do you have a history of experiencing suicidal thoughts or thoughts of self-harm?    Y                      N

Would you be interested in working with Bert Nash for medication, therapy, or case management?

### Substance Abuse

Do you have a history of substance abuse?

Have you ever gone in for detox or treatment? When? How many times?

List your preferred drugs of use.

What triggers you to start using?

### Release of Information

**Confidentiality:** Information which you provide to LCS is confidential and cannot be released without your written authorization. However, some limitations to confidentiality exist. Under the following circumstances information may be released without your permission to the appropriate authorities: 1) To prevent serious, foreseeable and imminent harm to you or another identifiable person.. 2) If you report an incident or any suspicion of child abuse or neglect to LCS. Or 3) If you make your mental status a court issue or a judge orders release of your records.

I give my consent to the Lawrence Community Shelter to release or share the above mentioned information with other LCS staff or community facilities/agencies to be able to provide the best services possible. I also agree to the rules and regulations defined by LCS and will abide by them or follow the consequences of breaking them.

Lawrence Community Shelter may enter the personal information I have given them into the MAACLink computer system that operates locally inside a secure and confidential network of agencies by trained representatives. This personal information includes your Social Security Number. The entirety of the information you have provided shall be true and correct. I understand that my information is electronically tracked in order to assess my household needs and provide better services such as housing, utility assistance, food, weatherization, and other services. My information may be shared among the agencies from which I have requested emergency assistance or case management. If I am applying for utility assistance, my identifying information may be shared with my utility provider by phone, email or in written form in order to secure payment to the correct account. The information entered will be retroactive from the date that you first accessed services from the Lawrence Community Shelter, previously known as Lawrence Open Shelter or Community Drop In Center. An agency representative has answered my questions about my privacy concerns.

Signature \_\_\_\_\_

Date \_\_\_\_\_

LCS staff Signature \_\_\_\_\_

Date \_\_\_\_\_

Miscellaneous comments

9/06

# GOALS

**Name:** \_\_\_\_\_

**Goal #1:**

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**Goal #2:**

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**Goal #3:**

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**Goal #4:**

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It is a requirement of the Lawrence Community Shelter that you be involved in setting goals. The Case Managers will help you to outline your goals and to take the necessary steps to fulfill them.

**I agree to participate in Case Management and in setting goals so that I may stay at the Lawrence Community Shelter.**

\_\_\_\_\_  
**Signature**

\_\_\_\_\_  
**Date**

# Lawrence Community Shelter, Inc. (LCS)

## RIGHTS AND RESPONSIBILITIES

### **Welcome to the Lawrence Community Shelter (LCS)**

LCS strives to maintain a comfortable, safe, and peaceful environment, and requires all persons – both working at and staying in the shelter – to treat others with respect and dignity.

### **Hours and Schedules**

Day shelter hours are 8:00 am to 8:00 pm. There is no specific check-in time.

Night shelter hours are 8:00 pm to 8:00 am.

Night shelter names are drawn as a lottery at 6:30 pm daily. Sign-up for the lottery is throughout the day until 6:30 pm.

Night shelter check-in time is from 8:00 p.m. to 8:30 p.m.

Night shelter lights out is at 10:00 pm. Lights on is at 6:00 am. Any guest may request an earlier wake-up call, if needed.

Quiet hours are 10:00 p.m. to 6:00 a.m.

Once admitted each night, guests are expected to remain until their morning departure, unless prior arrangements have been made for work, school, etc.

Any guest who leaves during the night without checking out properly will not be readmitted that night.

31 sleeping spaces are available each night. Names are chosen by lottery.

Day shelter services are open to any homeless person, including case management, laundry machines, mail and telephone, breakfast, AA, legal, and other projects.

### **Conditions of Stay**

LCS is an open shelter at night (breathalyzer is not administered) but no one who is intoxicated (alcohol or drugs) is allowed on the property during the daytime.

No illegal substances (street drugs, etc.) are permitted on LCS property, indoors or outside, at any time.

No firearms are permitted on LCS property, indoors or outside, at any time.

Knives, alcohol-containing products, and controlled-substance prescriptions must be checked into the lockbox when the guest checks in.

Other medications or other small (legal) personal items may be checked into the lockbox at check-in, if the guest chooses, and will be available all night upon request.

All guests, staff, and volunteers enter and leave the shelter only through the designated main entrance.

Do not open doors for persons outside wanting to come into LCS through fire exits or other unauthorized entrances.

No smoking inside the shelter. Do not tamper with smoke detectors. Guests who have already checked in may smoke in the designated smoking area when accompanied by a staff member.



**Night shelter –**

- set up your personal sleeping area immediately after checking in. Men and women must sleep in separate, designated sleeping areas.
- Guests who plan to return the next night will be asked to keep their sheets and pillowcases in their sleeping area during the day. Sheets and pillowcases will be laundered at least weekly.

Legal personal possessions may be left in a personal labeled container during the day but daytime security cannot be guaranteed and items will not be accessible until 8:00 p.m.

Monitors, volunteers, and guests will treat each other with courtesy and will show respect for other people's feelings, physical space, and property.

No fighting or threatening. Abstain from physical contact during conflict situations.

No offensive language (racist, sexist, homophobic, etc.)

Abstain from sexual contact while at LCS.

Any behavior or action that is dangerous, disruptive, or disrespectful of others will be handled individually by the monitors on duty. A guest who causes difficulties for others may be asked to visit with a staff counselor in order to continue staying at the shelter, or may be asked to leave LCS.

Be respectful to LCS neighbors on your way to and from the shelter, and while you are around the shelter. Do not drink, smoke, or hang out on private property without permission. Do not trespass on private property. Further admission to the shelter will be in question for any individual who causes valid concerns for neighbors.

**Other things you should know**

Welcome to LCS. Your help is asked in keeping the shelter clean and tidy and in any other way you can think of since this is your temporary home.

Guests are invited to share ideas and concerns by using the anonymous suggestion box. These suggestions will be addressed by the LCS staff and/or the board.

If you need referrals to other resources, please ask the monitors or volunteers. They will advise and assist you.

If you have a disability, please notify the staff so that they may make appropriate accommodations for your convenience and comfort.

Your guest status and all personal information you provide LCS is private. Some demographic information, such as age, sex, and veteran status, may be tallied so that we can describe the guest population and assess needs for future services. No names or other identifying data will be included in these statistics.

**I understand and agree to abide by the above rights and responsibilities.**

Signature \_\_\_\_\_ Date \_\_\_\_\_

Printed Name \_\_\_\_\_

Staff Signature \_\_\_\_\_

# **Lawrence Community Shelter, Inc. (LCS)**

## **Actions and Consequences**

### **House Rules**

Respect yourself and others

No alcohol or drugs

No weapons

No sexually suggestive comments or actions

No trespassing on private property

No violence or threats of violence

No smoking inside the shelter

No littering, inside or outside

The following is a list of common offenses that should result in the LCS guest being banned from the property and an indication of the length of time to be imposed for each type of offense.

- **Non-cooperation.** This offense refers to the refusal of a client to follow the directions of a staff person in the execution of normal LCS policy or procedure = **consequences to be determined case-by-case.**
- **Verbal Abuse of Staff.** Listening to the frustrations of guests is a normal staff function. However, a guest's ventilation should not be tolerated when it becomes a personal verbal attack on a staff member = **1 to 2 weeks**
- **Threats of violence = 2 weeks**
- **Physical violence with or assault on another guest = 1 month or greater**
- **Violence with a weapon = 1 year**
- **Carrying a weapon on LCS premises = 2 months**
- **Police assistance call.** This offense refers to the refusal of a guest to leave the shelter when asked, causing staff to call for police assistance. The call constitutes the offense, even if it is cancelled = **Charges will be filed + 2 weeks**
- **Theft** of any property of LCS or of another guest
  - First offense = **charges will be filed + 6 months ban**
  - Second offense = **charges will be filed + 1 year ban**
- **Selling or distributing alcohol or drugs, or other criminal behavior** on LCS premises = **police will be called and charges will be filed + 1 year**
- **Alcohol or drug usage** on LCS premises
  - First offense = **2 weeks**
  - Second offense = **1 year**
- **Inappropriate sexual behavior or threats = 2 weeks or greater + charges may be filed**

## **Lawrence Community Shelter**

# **NO INTOXICATION POLICY**

**It is the policy of the Lawrence Community Shelter to have no one on the LCS property during the daytime (8:00 am to 8:00 pm) who is intoxicated or high.**

- The LCS will continue to be an open (no breathalyzer) shelter at night (8:00 pm to 8:00 am).
- Individuals will not be banned from the property if they are intoxicated or high but will be asked to peaceably leave. Bans will occur only if negative behavior then follows.
- An individual's condition of intoxication or of being high is determined by the staff.
- LCS property is defined to include:
  - The adjacent sidewalks on the south and west of LCS
  - Both sides of the adjacent alley on the east side of LCS
  - The area behind the landlord's garage to the north of LCS
- Exceptions to this policy may occur in the case of specific appointments with staff or crisis needs



# **VOLUNTEERING AT LAWRENCE COMMUNITY SHELTER**

***Your help is needed***

**Rewarding opportunities**

**Flexible times**

**Serving the community**

- Days or evenings at the shelter
- Preparing a meal for the evening shelter
  - Daytime laundry run and/or folding
    - Early evening food pickup
    - Pastries and produce pickup
  - One time events and fundraiser
  - Driving guest to appointments
- Listening and spending time with guests

**[www.lawrenceshelter.org](http://www.lawrenceshelter.org)**

**832-8864**

**214 West 10th**

# LAWRENCE COMMUNITY SHELTER (LCS) VOLUNTEER AGREEMENT

As a volunteer for the Lawrence Community Shelter (LCS), I understand and agree to the following:

- Anyone interested in LCS volunteer positions will complete the Volunteer Orientation.
- Volunteers are scheduled and supervised by the LCS Director and Monitors and are expected to check in upon arrival at the shelter and check out before departure.
- Individuals under the age of 18 must volunteer with an adult who accepts responsibility for the minor.
- Former guests of LCS who are interested in volunteering at the night shelter must wait six months from their last night of stay to schedule a shift. Day shelter guests may volunteer at any time.
- While at LCS, volunteers agree to obey all shelter rules and regulations and to defer to the authority of the Director and Monitors.
- Volunteers are expected to read and abide by rules and principles in the Guest Agreement.
- Volunteers are required to treat all residents with respect, dignity, and fairness, and to respect the confidentiality and privacy of all LCS guests.
- Volunteers are not allowed to proselytize religious or political views verbally or with written materials while at the shelter.
- Volunteers must receive permission from the Director, Monitor, and any guest involved to interview or photograph any guests while at the shelter.
- Volunteers are not expected to enforce shelter rules or break up guest's fights or arguments.
- Volunteers are not allowed to give money to LCS guests and are prohibited from seeking or consenting to extensive social contact with guests outside of the shelter setting.
- Volunteers who do not abide by these guidelines or who disturb the management of the shelter are not appropriate volunteers for LCS and will be asked to end their volunteer service.

Lawrence Community Shelter is grateful to you for sharing your time and skills. Without you, the shelter could not continue its service to the homeless. Help us make LCS the best possible shelter by giving your ideas, concerns, and comments to the Director, Monitors, board members, or through the suggestion box.

Signature \_\_\_\_\_ Date \_\_\_\_\_

Printed name \_\_\_\_\_

Street address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Telephone (home) \_\_\_\_\_ (work) \_\_\_\_\_

Telephone (cell) \_\_\_\_\_ E-mail \_\_\_\_\_

Profession or special skills \_\_\_\_\_

Schedule preferences \_\_\_\_\_

Emergency contact name and number \_\_\_\_\_

Comments, special health considerations \_\_\_\_\_ 4/05

## **Lawrence Community Shelter (LCS)**

### **Confidentiality Agreement**

- I understand that it is the policy of the Lawrence Community Shelter (LCS) that all guests who receive services at the LCS are entitled to complete privacy in regards to their personal information presented to shelter staff and volunteers.
- As a staff or volunteer member of the LCS, I agree that I am bound to keep confidential all information concerning persons receiving services at the shelter. In the course of the duties I perform at LCS, I may have access to a guest's personal information. This information seen in a file or on a computer screen is considered private and, therefore, to be held confidential. *Any file retrieval, computer retrieval, release, or discussion of client information that is not required for the performance of your duties is a breach of confidentiality.*
- I have read this statement and understand the Lawrence Community Shelter's policy for the confidentiality of guest information. Furthermore, I understand that the violation of this policy regarding the confidentiality and security of guest information could result in termination of employment or volunteer position.

---

**Staff/Volunteer Signature**

---

**Date**

---

**Director, LCS Staff**

**Lawrence Community Shelter, Inc. (LCS)**  
**214 West 10<sup>th</sup> Street**  
**Lawrence, KS 66044**  
**785-832-8864**  
**cdic@sbcglobal.net**

There are many ongoing needs of the Lawrence Community Shelter that volunteer individuals, churches, and groups can help to meet. Any assistance in obtaining or conducting the following would be deeply appreciated. Some suggestions for the daytime and nighttime programs are:

Special Needs

Buffer for cleaning and waxing floor tile  
Blankets, new or used and clean  
Socks and underwear, new, for adult men and women

Materials

- Disposable baby's diapers and adult Depends
- Coffee, creamer, sugar, peanut butter, jelly, and breakfast cereal
- Sleeping bags, thermoses, flashlights, batteries
- Plastic forks, knives and spoons
- Paper towels, napkins, and toilet tissue
- Bath and kitchen towels, and washcloths
- Laundry soap, bleach
- Toiletries: shampoo, toothpaste, deodorant, razors, toothbrushes

Volunteers

- At the nighttime shelter from 8:00 to 10:00 pm to help with the evening meal distribution, supervision of smoke breaks, and other tasks as directed by the staff monitor
- Coordinate and/or volunteer at the Drop-in Store three afternoons a week
- Prepare an evening meal for 25 adults and bring it to the Shelter around 8:00 or 8:30 pm
- Occasionally to drive individuals to detox in Topeka or Kansas City
- Drive individuals, in conjunction with their case management, to medical, dental, job, housing, and government appointments in Lawrence

Projects

- Help organize and conduct the annual "Health Fair the Homeless" each spring
- Christmas Gift Project
- Help with the "Chocolate and Tea at Three" fundraiser in the fall
- Help with the "Dinner and Dancing at Dusk" fundraiser in the spring
- Help with stuffing and mailing the newsletter and/or fundraising mailings
- Host a youth fundraiser, such as a car wash or bake sale
- Develop a pledge system of financial support on a regular schedule from churches participating in the Lawrence Churches Interfaith Initiative

Community education

- Write letters to the editor of the Journal-World in support of programs for people experiencing homelessness
- Host a forum or discussion group at a church or school or club with a speaker on homelessness
- Other ideas you may have to help the larger community understand the issue and the needs of the individuals and families experiencing homelessness

**Thank you.**

10/04/06

**LAWRENCE COMMUNITY SHELTER, INC. (LCS)**  
**2007 BUDGET**

**REVENUES**

<u>Direct</u>	Individuals		\$101,580	
	Government			
	CDBG	23,000		
	ESG	18,000		
	FEMA	3,000		
	City – 24/7	22,000		
	– Alcohol Tax Fund	<u>30,000</u>	96,000	
	Foundations		15,000	
	Business and Organizations		18,600	
	Religious		20,000	
	Joseph Project		20,000	
	Events/Mailings			
	Chocolate & Tea	25,000		
	Dinner & Dancing	30,000		
	Other Fundraisers	1,200		
	Mailings	<u>8,000</u>	<u>64,000</u>	
	Subtotal Direct Revenues			\$335,380
<u>Indirect</u>	City funded outreach worker	36,000		
	Volunteers	75,000		
	NICOA/SCSEP	16,100		
	Food	24,200		
	Accounting & Legal	1,200		
	Fundraising	15,000		
	Christmas	<u>12,500</u>		
	Subtotal Indirect Revenues			<u>180,000</u>
	Total Revenues			<u>\$515,380</u>

**EXPENDITURES**

<u>Direct</u>	Salaries & Fringe	\$ 182,500		
	Rent	41,580		
	Utilities	20,500		
	Supplies	7,500		
	Insurance, Audit, Bank	8,200		
	Printing and Postage	4,500		
	Fundraising/Events	15,000		
	Staff Development	600		
	Repairs and Maintenance	3,500		
	Joseph Project	20,000		
	Employment Project	14,000		
	Direct Assistance	<u>17,500</u>		
	Subtotal Direct Expenditures			\$335,380
<u>Indirect</u>	City funded outreach worker	36,000		
	Volunteers	75,000		
	NICOA/SCSEP	16,100		
	Food	24,200		
	Accounting & Legal	1,200		
	Fundraising/Events	15,000		
	Christmas	<u>12,500</u>		
	Subtotal Indirect Expenditures			<u>180,000</u>
	Total Expenditures			<u>\$515,380</u>



## ***Report on 2007 Lawrence, KS Homeless Survey***

### **Purpose and Scope**

The 2007 Lawrence homeless survey was completed January 29, 2007, as required by the United States Department of Housing and Urban Environment's (HUD) Continuum of Care Grant Program. The survey included a street and shelter enumeration as well as counts by service providers. A subcommittee of Housing Practitioners Panel members and city staff developed the survey. A summary of the results is attached.

The count identified 373 individuals (adults and children) who were unsheltered (living on the streets, in cars, camping) or sheltered (staying with friends, in emergency shelters, in transitional housing). However, as HUD concedes and the local surveyors validated, a point-in-time count is subject to a large margin of error and results should be interpreted and used with caution. As Lawrence agencies become more adept and consistent at using the local Homeless Management Information System (HMIS), more accurate estimates will be available.

### **The Atmosphere**

The homeless service providers who administered the 2007 survey report that there was much less resistance to participating in the survey on the part of homeless individuals than in 2005, but approximately 35 homeless individuals refused. The increased participation rate, as compared with 2005, was likely due to the homeless outreach team that has been in place for one year and has been successful at building relationships with homeless individuals. The outreach team conducted the street canvas the day of the count and also gathered surveys from the shelters and compiled the data.

### **The Design**

The 2005 survey had 14 questions, which was later determined to be too long and somewhat invasive. It was decided by the 2007 subcommittee to keep the survey as short as possible, while still gathering the required information for the HUD-mandated count. There were only eight questions and many fewer parts per question.

The Lawrence-Douglas County Housing Authority (LDCHA) is the main source of transitional housing in the community. For the purposes of this survey, HUD considers participants in transitional housing programs to be sheltered homeless. LDCHA completed surveys for 124 current and future participants (waiting list); however the agency did not collect data on questions 4-8.

### **The Federal Definition of Homeless and Chronically Homeless**

The definition of "homeless" which applies to programs funded with federal monies is found at 42 U.S.C. Sec. 11302 *General definition of homeless person.*

*"(a) In general*

*For purposes of this chapter, the term "homeless" or "homeless individual or homeless person" includes*

- (1) an individual who lacks a fixed, regular, and adequate nighttime residence; and*
- (2) an individual who has a primary nighttime residence that is*

- (A) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
- (B) an institution that provides a temporary residence for individuals intended to be institutionalized; or
- (C) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings."

The definition of "chronic homeless" as recognized by HUD is found in the 2006 Continuum of Care application.

*"An unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or has had at least four (4) episodes of homelessness in the past three (3) years."*

The January count identified 32 chronically homeless individuals.

It is important to note that the HUD definition does not allow the inclusion of individuals who are staying with friends, but the community in general does consider these families and individuals as homeless for the purposes of locally governed programs and services. Therefore, those who are without a regular residence and who may be "doubling up" are included in this local count report.

### **Local Capacity for Housing Homeless Persons**

There are two emergency shelters in Lawrence that are available for the general homeless population and two facilities that serve women (with substance dependency or victims of domestic violence) and their children. The combined sleeping capacity of the two emergency shelters is around 150. Sleeping areas consist of open spaces with mats on the floor – no personal storage space, family units or beds are provided. The combined capacity of the two women's shelters is 45.

Transitional housing vouchers are administered by the local housing authority and serve approximately 60 households annually. These vouchers are reserved for homeless families and individuals – there are currently 88 households on the waiting list for this program.

One permanent supportive housing program with a capacity of 10 is available for chronically homeless individuals.

The current capacity for housing homeless persons in Lawrence is inadequate, especially in the area of families with children. Aside from the substance abuse treatment and domestic violence facilities, there are no short-term housing options for homeless families with children.

# 2007 HOMELESS SURVEY - LAWRENCE, KANSAS

January 29, 2007

<b>SUMMARY COUNT</b>		
<b>Total Homeless (Adults and Children)</b>		<b>373</b>
<b>Total Chronically Homeless</b>		<b>32</b>
<b>Total Adults Homeless</b>		<b>262</b>
<b>Total Homeless Families With Children</b>		<b>79</b>
<b>Total Number of People in homeless families with children</b>		<b>192</b>
<b>QUESTIONS</b>		<b>COUNT</b>
<b><u>What is your living situation?</u></b>		
Staying in my own home or apartment		0
Staying with family or friends		23
Homeless - Staying on the street, etc.		28
Homeless - Staying in an emergency shelter		151
Homeless - Staying in transitional housing		55
<b><u>Are you homeless with a spouse or partner?</u></b>	Y	25
<b><u>Total number of children in the family</u></b>		151
Total number of children homeless with you		111
<b><u>Are you a U.S. Veteran?</u></b>	Y	15
<b><u>Have you ever been a victim of domestic violence?</u></b>	Y	38
<b><u>Have you ever been told that you have a disability?</u></b>	Y	85
<b><u>If yes, was it related to...?</u></b>		
Physical/medical		24
HIV/AIDS		1
Developmental		1
Mental health		66
Substance abuse		32
Other		4
<b><u>How long have you been homeless?</u></b>		
Less than 1 month		5
1-6 months		56
6-12 months		16
1-3 years		36
3+ years		18
<b><u>Is this the first time you have been homeless?</u></b>	Y	59
<b><u>If no, how many times in the last three years?</u></b>		
2-3 times		39
4 or more times		15

**GOOD NEIGHBOR AGREEMENT  
BETWEEN  
LAWRENCE COMMUNITY SHELTER, INC. (LCS)  
AND  
ITS NEIGHBORS**

DRAFT 3/07

The Lawrence Community Shelter, Inc. (LCS), renting property at 214 West 10<sup>th</sup>/944 Kentucky Streets, is a non-profit organization that provides safe shelter and comprehensive support services and programs that provide a path to a positive future for people experiencing homelessness and people who are at risk of homelessness in Lawrence, Kansas.

The neighbors of the LCS include residents of the Oread Neighborhood Association, and other renters, businesses, and owners within a reasonable distance of LCS.

All parties to this Good Neighbor Agreement share a common desire to:

- Maintain a peaceful, safe, and clean neighborhood
- Share open and honest communications
- Help each other address concerns and solve problems
- Offer public service for the benefit of the neighborhood, the homeless community, and the Lawrence community at large.

This document is a road map to further communications, it is not a final document and is not a specific list of management decisions. In order to accomplish the Good Neighbor Agreement goals, the parties to the agreement are united in support of the commitments described below:

**1. Property**

LCS has a responsibility to keep its property well-maintained. It is desirable for LCS, property owners, and residents to show pride in the community by caring for public spaces, and by assisting in maintaining and improving the landscape. In order to maintain property at the highest possible condition,

The LCS will:

- A. Intervene to maintain civilized behavior from all persons on LCS property, including drunkenness, fighting, and inappropriate congregating, sitting, or lying down on LCS property
- B. Insure that bicycles are parked at the LCS bicycle rack
- C. Prevent animals from staying on the LCS property and being tied to trees or porches
- D. Remove litter and other contributions to blight from LCS property
- E. Prohibit extended parking of seldom used or broken-down vehicles on LCS property
- F. Conduct monthly LCS neighborhood clean-up tours
- G. Encourage guests of LCS to use the rear patio as much as possible

The neighbors will:

- A. Make note of the condition of the building and grounds, and report to the LCS when property issues require attention
- B. Help develop and participate in volunteer activities to maintain the attractive neighborhood

**2. Safety**

Safety and security are essential for citizens to live peacefully and free from harm, and for neighborhoods to remain desirable and attractive. Property owners and residents share the responsibility of creating and maintaining a safe and secure neighborhood. In order to promote safety and security for all residents of the neighborhood, including guests of the shelter,

The LCS will:

DRAFT 3/07

- A. Maintain communications with the Community Cooperation Committee, city officials, and neighbors concerning security measures on LCS property
- B. Maintain existing LCS procedures for deterring harmful situations and respond promptly and firmly with in-house consequences
- C. Notify police when disruptive or illegal behavior occurs on LCS property
- D. Ensure that trespassing on neighbors' property by LCS guests is posted as not acceptable and is handled within the Actions and Consequences procedures of the LCS
- E. Maintain the policy of "no intoxication on LCS property during the day time"

The neighbors will:

- A. Provide comments and suggestions for improving safety and other conditions at the LCS.
- B. Review semi-annual summary reports of neighbor complaints to LCS
- C. Disseminate the LCS quarterly reports through the Oread Neighborhood Association, Lawrence Association of Neighborhoods

### **3. Communications**

Communication between the LCS and the neighboring community is important to develop and to maintain positive relationships. Progress reports help make the community aware of positive developments and efforts to achieve success. Awareness of upcoming events offers the community ways to interact with residents and staff, and helps both parties become more integrated. Methods will be established to ensure routine communications, feedback, and monitoring of this agreement. In order to promote communication between the program and the neighborhood,

The LCS will:

- A. Ensure the anonymity, if requested, of communications from neighbors
- B. Support efforts of the Community Cooperation Committee to develop community-wide plans for dealing with concerns off LCS property
- C. Quarterly reports of LCS program activities, and outcomes and responses to neighborhood concerns will be provided to the Oread Neighborhood Association and Lawrence Association of Neighborhoods for further dissemination
- D. Hold semi-annual public meetings for the community at large to review the Good Neighbor Agreement and other LCS reports
- E. Publicize contact information to register comments and concerns with the LCS director
- F. Respond promptly to neighbors concerns regarding use of and activities on LCS property
- G. Provide follow-up response to neighbor involved with reported problem on action taken
- H. Document and report positive outcomes of neighborhood meetings and concerns
- I. Provide notice of upcoming events and invite the community when appropriate
- J. Encourage use of the word "neighbor" to refer to LCS guests as well as residents of homes near LCS. All people at LCS to be considered responsible neighbors.

The neighbors will:

- A. Encourage community attendance at events
- B. Meet with the LCS at semi-annual gatherings
- C. Monitor progress and commitments within this agreement and offer suggestions and advice
- D. Serve as a vehicle for communications
- E. Notify LCS of repeated issues
- F. Seek resolution of community concerns
- G. Encourage neighbor and community volunteerism at LCS

DRAFT 3/07

How to contact LCS director and staff:  
 Website – [www.lawrenceshelter.org](http://www.lawrenceshelter.org)  
 Email – [loring@lawrenceshelter.org](mailto:loring@lawrenceshelter.org)  
 Mail – 214 West 10<sup>th</sup> Street, Lawrence, KS 66044  
 Telephone – 785-832-8864

[illegible]

**City of Lawrence**

**Task Force on  
Homeless Services**

**Final Report and  
Recommendations**

**June 2005**





## **About the City of Lawrence, Kansas, Task Force on Homeless Services:**

- Established in May 2003 by the City of Lawrence, KS Mayor David Dunfield;
- Composed of elected officials, government agencies, neighborhood representatives, business persons, faith community representatives, and non-profit organizations;
- Examined current services and demographics and identified gaps in our community's ability to assist people living on the streets as they move into and retain housing;
- Organized public forums to gather information from a wide representation of our community on perceived needs and desired outcomes;
- Reviewed similar plans in other comparable communities; and
- Prepared recommendations and assembled this report based on consensus opinions of the majority of the Task Force members.

Members were appointed by former Mayor David Dunfield and are as follows:

Mayor Mike Rundle, CHAIR  
Bruce Beale, DCCCA Center  
Randy Beeman, First Christian Church  
Tami Clark, Community Drop-In Center  
Candi Davis, Oread Neighborhood Association  
Katherine Dinsdale, New Focus Ministries, Inc.  
Rich Forney, the Salvation Army  
Helen Hartnett, University of Kansas School of Social Welfare  
Loring Henderson, Lawrence Community Shelter  
Caroline Hicks, Pelathe' Community Resource Center  
Barbara Huppee, Lawrence-Douglas County Housing Authority  
David Johnson, Bert Nash Community Mental Health Center  
Shirley Martin-Smith, ADECCO  
Steve Ozark, Coalition for Homeless Concerns  
James Schneider, retired clinical psychologist  
Sara Taliaferro, Lawrence Association of Neighborhoods  
Sarah Terwelp, Women's Transitional Care Services  
Staff Liaison: Margene Swarts, Neighborhood Resources Department, City of Lawrence

## **A Note to the City of Lawrence Stakeholders and City Commission**

The Task Force on Homeless Services (Task Force) is comprised of a number of different individuals who hold diverse views on how Lawrence should react to and address homelessness. These views are reconciled through discussion, through a nontraditional approach to consensus building, and through the belief that our process will result in a humane and balanced approach to address the needs of all community members in Lawrence. It is our hope that this is conveyed in this plan.

The Task Force understands that people can hold differing views on the issues of homelessness and how it affects our community and can have a variety of goals when addressing these issues. The Task Force understands that such differences need to be addressed and balanced for any plan to be successful. Ultimately, community stakeholders and the City Commission must decide what the values of our community should be regarding people who experience homelessness, and what approach should be taken in response to this social problem in our community.

The Task Force believes that this plan can help people find common ground on this controversial matter. The plan will be costly. It will require public funding and public support. But these will not be insurmountable obstacles as the community works together. In doing so, the Commission will determine, as the Task Force has determined, that a full and compassionate response to our community's need is necessary and is essential to our community's well-being.

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## **Vision Statement**

We have a vision of a comprehensive and integrated program of emergency, transitional and permanent housing and support services for the people who are or have been homeless and hard to house. Our vision is predicated on the principle that every human being should be given the opportunity and the help necessary to rise to his or her highest level of personal responsibility and independence.

We have a vision that will move the individual and/or family along a continuum of services addressing physical health, mental health, substance abuse treatment, life skills training, job skills training and more in order to help each reach his or her highest potential.

We have a vision that our community provide the supports necessary to promote and instill in all individuals a desire for growth and development. As we do so, we will overcome the causes and conditions that lead to and foster homelessness.

We hope that this approach will over time help individuals achieve the skills and abilities needed to be successful in a permanent housing arrangement.

We have a vision that the community of Lawrence will participate in providing these supports to people and take responsibility for the community response to the social problem of homelessness.

### ***Introductory Note:***

Such vision statements appear lofty. They are as lofty as the problem is big for people who experience homelessness and for the community. Homelessness is not an easily understood issue. It is complex and contradictory. It has different faces and different causes. It is a social problem that affects both individuals and communities and in order to be addressed it must have both individual and community commitment.

The plan proposed by the Mayor's Task Force on Homeless Services embodies both short and long term strategies to end homelessness in Lawrence. It begins with the establishment of a permanent and suitable emergency shelter program with case management and support services. It moves to an individualized integrated program of training and treatment for the people who experience homelessness as well as training for service providers to address this problem. It concludes with a plan for transitional and permanent housing.

The plan is not a panacea. It does not provide a fail-proof plan for removing all people who behave in ways deemed socially unacceptable from the streets. We believe this plan will continue to evolve as we work to provide solutions for Lawrence's homeless population who want to change and improve their lives, and as a result, improve the community. This material in this paragraph is more sensitively worded in the executive summary.

## **Executive Summary**

### *Summary of Plan*

The community of Lawrence, Kansas, possesses a great deal of goodwill and concern for its members. Yet among us are many who desperately need not only material but social assistance to meet their basic needs. Shelter is among the most basic of human needs, yet Lawrence is not currently able to adequately provide for that most fundamental necessity for all of our citizens. A divide has been created between those who go without housing and those who do not.

Who experiences homelessness in Lawrence? Homeless means as the term is defined in 42 U.S.C. 11302. "(a) IN GENERAL.-For purposes of this Act, the term "homeless" or "homeless individual or homeless person" includes-(1) an individual who lacks a fixed, regular, and adequate nighttime residence; and (2) an individual who has primary nighttime residence is: A) supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill); B) a institution that provides a temporary residence for individuals intended to be institutionalized; or C) a public or private place not designated for, or ordinarily used as, a regular sleeping accommodations for human beings. EXCLUSION.- For purposes of this ACT, the term "homeless" or "homeless individuals" does not include any individual imprisoned or otherwise detained under an Act of Congress or a State law." (42 U.S.C. 11302) Although a community's homeless population is a difficult group to assess, surveys have been conducted by the Practitioner's Panel.

Homeless counts in Lawrence have been conducted in 1998, 2001, 2003 (Appendix VII, Section D) and 2005 (Appendix XIII). According to the most recent count, done January 28, 2005, Lawrence's homeless population was 112, of which 65 were sheltered and 47 were not. The count includes only those willing to be surveyed and is low as many individuals refused to participate. The survey was held at the time a newspaper article was printed alleging a homeless identification badge system was being proposed. Implementation of the HMIS will facilitate annual counts in the future.

Although women and families with children who experience homelessness are often a less visible portion of the homeless population, inclusion of families in discussions of shelter and services is essential. Case management and fiscal requirements of families requiring emergency and permanent housing must be considered as the community forges a comprehensive response to homelessness.

All members of the Task Force desire a compassionate response to those in need. The challenge is finding a balance between providing for basic human needs and responding to behaviors that exacerbate problems for both people experiencing homelessness and who are housed.

The elements of this plan include appropriate case management and adequate supportive services paired with available emergency, transitional, and permanent housing. These elements will go a long way toward meeting the needs of those in our community who lack shelter. However, the perception that addressing shelter needs in the community will also eliminate public intoxication, panhandling, loitering, and vagrancy within the downtown and within neighborhood communities is misguided. While this Task Force acknowledges these problems, the community must avoid relating the problems of homelessness with problems of street crime and inappropriate behavior. To blame and further stigmatize those in our community who lack housing is a pointless and destructive endeavor aimed at a group of people who instead need understanding and assistance. The Lawrence community must firmly and consistently address behaviors that it finds unacceptable, regardless of whom is involved.

We believe that communities must develop community-wide efforts that include strategies for addressing community concerns that lead to negative feelings and "Not in My Backyard" attitudes toward individuals or families experiencing homelessness and toward service providers within the community. Although reaching consensus on these issues has been an exceedingly difficult and emotionally charged undertaking, members of the Task Force consistently found much common ground in our desire for humane and compassionate solutions that call individuals to their highest capacity of responsibility and self-sufficiency. The Task Force consensus gives much hope and encouragement for a community effort to reduce homelessness.

The Task Force would like to emphasize that while their efforts focus on services and response for those currently experiencing homelessness in Lawrence, prevention is also a critical element of a community plan to reduce homelessness and it is not adequately addressed in this plan. The scope of the Task Force work did not include extensive discussion of homelessness prevention, or programmatic discussion of how to stop homelessness before it starts. In a presentation to the Task Force, Michael Stoops, of the National Coalition for the Homeless, stated that in the bigger picture of poverty and prevention, 50% of the financial and personal resources should be given to preventing homelessness.

Many prevention strategies are implicit in the current plan. For example: support services help maintain housing and self-sufficiency. Doing so eliminates the alternative of returning to the streets. Other support services for those who are precariously housed will help keep them from experiencing homelessness for the first time. Mental health service recommendations contained in this plan will also help break the cycle of people returning to the streets. Beyond the scope of this plan, prevention measures will ultimately save the community money. The review entity (described on page 13 in the Communication and Community Quality of Life Plan) should develop a prevention plan as part of its support of progress in the stated goals and programs of the Task Force plan. Current service providers will be helpful in developing prevention strategies as well.

In an effort to reconcile our differences and to consider the social problem of homelessness in the most objective manner possible, the Task Force conducted research and compiled reports. This process included perspectives from literature, the federal and local government, other communities, social service provider surveys, focus groups and interviews with people who are

currently or formerly homeless, and community forums that included business and neighborhood members. The Task Force final committee reports and historic documents are contained in appendices and are as follows:

- I. Emergency Shelter Research (memo from C. Nau and research paper)
- II. Gaps Report
- III. 10-Year Planning Process from Interagency Council on Homelessness (ICH)
- IV. ID Committee
- V. Initial Survey of Issues
- VI. Key Issues and Goals of the 10-Year Plan Committee
- VII. Local Services Committee Final Report
- VIII. Summary Review of Model Cities
- IX. Public comment notes from public forum
- X. Written public comments received from public forum
- XI. Martin-Smith notes from public forum
- XII. Dyll Leewright's written comments from public forum
- XIII. 2005 Homeless Survey and Response

Based on philosophies and the data collected, the Task Force suggests the following initial strategies:

1. Reestablishment of a crisis mental health inpatient unit and operation or coordination of the development of a local detoxification program. Without adequate coordinated physical health, mental health and substance abuse services, the end goal of stable housing will be unsustainable for many of the persons experiencing homelessness (see Mental Health Service Plan on page 4);
2. Continued and increased support for existing homeless service providers to establish options for a full-time, twenty-four hour, wrap-around program of relief or shelter services linked with rehabilitation services for people experiencing homelessness in Lawrence (see Emergency and Shelter Facilities Plan on page 6);
3. Funding for a case management team made up of case managers, one outreach worker and staff through key agencies working directly with people who experience homelessness (see Case Management Plan for The Community on page 8);
4. An increase in the number of transitional and permanent housing units for those experiencing homelessness (see Housing Program Plan on page 9);
5. Better utilization of established public and private employment services to develop a comprehensive approach to employment options for people experiencing homelessness (see Jobs Program Plan on page 11); and
6. Establishment of a diverse, permanent entity that will review implementation of the plan described in this report, evaluate progress toward stated goals and programs, develop a ten-year plan to end chronic homelessness, and facilitate communication between interested stakeholders (see Communication and Community Quality of Life Plan on page 13).

## **A. Mental Health Services Plan**

The President's New Freedom Commission on Mental Health Final Report published July 2003 notes:

"People with serious mental illnesses...represent a large percentage of those who are repeatedly homeless or who are homeless for long periods of time...Of the more than two million adults in the U.S. who have at least one episode of homelessness in a given year, 46% report having a mental health problem within the previous year."

The Bert Nash Community Mental Health Center provides services directly to persons experiencing homelessness and also a number of programs to those at risk of homelessness. An outreach worker funded through a PATH grant works exclusively with those who are homeless and with shelter staff to facilitate access to services. There is an entire Case Management/Individual Community Support Team dedicated to assisting with housing and homeless issues. Cooperative programs between Bert Nash and the Lawrence/Douglas County Housing Authority bring unique opportunities to reduce homelessness in the community. The Hope Program is a significant example. This program targets chronic homelessness due to serious and persistent mental illness coupled with substance abuse. Access to crisis services, intensive outpatient services, and community based services all positively impact hundreds of those most at risk of homelessness. Headquarters Counseling Center and the emergency room at Lawrence Memorial Hospital are available around the clock for crisis services.

The New Freedom Commission also notes the shortage of psychiatric acute beds in many parts of the country. A report on the future of Kansas mental health hospitals, released in December 2003, noted the recent closures of the units at Lawrence Memorial Hospital and the Overland Park Regional Medical Center. The Department of Social and Rehabilitation Services sent notices to the Kansas court system in August 2004 to report that Osawatomie State Hospital was nearing capacity and might have to suspend admissions.

The prevalence of mental illness in a population most at risk of needing acute care, coupled with declining inpatient resources, has strained the network of social service and public safety resources in Lawrence. The Task Force believes that a crisis in inpatient psychiatric services is worsening. While additional programs would assist in meeting mental health needs, there is no alternative service that can replace the need for inpatient hospitalization. *The Task Force unanimously recommends that the City Commission request Lawrence Memorial Hospital to reopen the crisis mental health inpatient unit.* Hospital representatives were not included on the Task Force, so Bert Nash was called upon to continue the ongoing discussions on these concerns. Since the hospital is owned by the City of Lawrence, the City Commission will need to assist in the community discussion of the need for or support of the inpatient unit.

The community needs an emergency outreach treatment team for persons with mental health needs. An outreach team of medical and therapy staff visits people experiencing homelessness wherever they are, whether in a shelter or camping on the river. Without adequate coordinated physical health, mental health and substance abuse services, the end goal of stable housing will be unsustainable for many of the persons experiencing homelessness.



The cost of providing these services around the clock will be considerable, but the positive impact on individuals and on community safety will also be considerable. At a minimum, the City must develop clear policy guidelines and training for police officers on appropriate intervention with persons suffering from mental illness.

**The Task Force recommends that:**

1. The City Commission request Lawrence Memorial Hospital to reopen the crisis mental health inpatient unit.
2. An emergency outreach team be developed and funded which would include medical and clinical staff to address physical health, mental health, and substance abuse for persons experiencing homelessness.
3. Additional housing be made available for persons released from the state mental health hospital who have no home to which to return.
4. Additional social detox services be provided, such as those currently provided by DCCA in Wichita.
5. The City of Lawrence develop clear policy guidelines and provide training for police officers on appropriate intervention with persons suffering from mental illness.

**B. Emergency and Shelter Facilities Plan**

The Task Force's primary goal, as stated above, is to establish options for full-time, wrap-around programs of relief services linked with rehabilitation services for those experiencing homelessness in Lawrence. Imperative in accomplishing this programming goal, however, is the availability of shelter facilities. For this plan to be successful, it is imperative that our community be able to provide adequate resources for both shelter *facilities* and case management support for relief and rehabilitation *services*. This section of our report deals with the facility needs identified in the community, the specific physical spaces we currently lack that are required if we are to provide the kind of relief and rehabilitative case management and programming described in Section C.

In considering the type of facilities needed by the community, we agree that

- Crisis emergency shelter must be provided in bad weather.
- All in need in the community should have the opportunity to access safe, clean shelters that are available year-round, 24-hours a day and that through associated programming every individual should be offered an available path toward stabilization and permanent housing. (Programming components and relief as well as rehabilitative program requirements of these facilities is described in Section C).
- Transitional housing is a major component of this plan and a major current need if we are to provide the progression of services outlined in Section C.

Shelter facilities should include:

- Emergency shelter with separate accommodations for individual males, individual females, families, teens and individuals who are intoxicated or involved in substance abuse.

- Beds and showers, daily meals, laundry facilities, day-rooms, gender separation, basic clothing needs and short- and long- term storage of personal items.
- A place to socialize, to sit, and rest during transitional phases of programs.
- Closed sleeping spaces during daytime hours except for individuals employed in nighttime jobs.

***The Task Force recommends that:***

1. Our community make available emergency shelter with separate accommodations for individual males, individual females, families and teens as well as individuals who are intoxicated or involved in substance abuse
2. Emergency shelter facilities should include beds, showers, daily meals, laundry facilities, day-rooms, gender separation, provision of basic clothing and short-and long-term storage of personal items.
3. Scope of shelter to be provided in the community should include additional transitional housing/residential centers (see more under Housing).

**C. Case Management and Programming Plan for the Community**

Case management and associated effective programming is vital in providing needed resources for individuals experiencing homelessness. It will be necessary to provide key management of both in order to best coordinate service and funding. Case management is similarly essential for those at-risk of homelessness, as well as for some of those transitioning from emergency shelter toward permanent housing and independence.

All programs shall be subject to review as part of the Ten-Year Plan to End Chronic Homelessness as defined by initiatives of the United States Interagency Council on Homelessness (See the Communication and Quality of Life Plan on page 13).

Our intention with this model is to provide the structured programming and facilities necessary for an individual to move along a continuum of services with continuing and consistent involvement by case managers familiar with his or her case. It is desirable that case management utilize effective programming to lead the way through use of facilities that best serve individuals' unique needs. Effort should be made to keep case management consistent and individualized. Coordinated plans and interventions should continue as individuals progress or, in some cases inevitably, digress through housing options that might include emergency shelter, transitional or, desirably, permanent housing.

That said, it is also important to acknowledge that since people experience homelessness for a variety of reasons, some only need access to permanent housing and may not require additional support provided through ongoing case management.

The Task Force recommends funding for a case management team made up of four new case managers and current staff through key agencies working directly with people who experience homelessness. This team will meet regularly to evaluate participants' progress, challenges

within the system, personal struggles and strengths, and to establish plans of action for those people for whom services are not working. Agency directors will act as a liaison between the public and case managers (see Communication and Community Quality of Life Plan on page 13).

***For all accessing services, individual initial assessment***

Each individual receiving service under this plan will undergo a uniform needs assessment that focuses on medical and psychiatric history, referral needs and a 24-month personal history. This information will be entered into a Homeless Management Information System (HMIS). An HMIS is a secure database that is shared between service providers and allows them to access information on an individual/family. Benefits include eliminating the need for an individual to repeat his/her story for each agency visited, a reduction in duplication of services, improved communication among service agencies, an expedient referral process, and the ability to track funds. Case managers will be responsible for entering updated information on the HMIS for each of their assigned cases. Such information is critical to prevent people from slipping through the cracks.

Case managers will have programming experience with the homeless programs that assess level of need and clearly indicate steps toward goals, and will have the ability to work individually and collaboratively as a team to provide the best rehabilitation plan to move the participant to his/her highest level of functioning.

This initial uniform needs assessment will assist case management and existing staff in working with individuals/families to establish service contracts, including short- and long-term goals. Case managers will have the authority after assessing individuals to direct them in a plan of appropriate programming requiring accountability. A completed initial assessment will include an agreement signed by the individual to hold regular meetings with a case manager.

***For all accessing services, ongoing and collaborative case management***

The assigned case manager will teach each individual how to focus on individual capabilities while considering any disabilities or addictions. Each individual will work to create personal solutions to homelessness that facilitate positive community membership and encourage personal responsibility and accountability.

Weekly meetings of case managers will enable case management team and staff to match the right case manager with each individual or family to ensure that the team is working together to provide comprehensive services.

New case managers shall collaborate with agencies already existing in the community to avoid duplication of services. Any new services established as a result of this plan should work in conjunction with and build upon the existing work of the Lawrence Interdenominational Nutrition Kitchen (LINK), Jubilee Café, the Lawrence Community Shelter, the Salvation Army, Women's Transitional Care Services, and other current programs in Lawrence.

As part of the assessment process, the case manager will make a determination of the individual's income and determine whether the person qualifies for social security, disability, or

other supplemental income. Assistance will be given, if appropriate, in application for social security, general assistance, housing, or other mainstream program benefits.

Case managers will link individuals to education opportunities: training classes, GED completion programs, vocational programs, health and wellness programs, voting and civic opportunities.

Case managers will link participants to existing volunteer and mentoring programs that provide support in a variety of behavioral and supportive ways; such as representative payees to assist Social Security Disability Supplemental Income (SSI) recipients with their monthly finances.

Shelter systems will be coordinated and discharge planning will be provided for people released from other systems (mental health institutions/detox/foster care/jail/prison).

A source of information will be available 24/7 that is not a provider of emergency shelter, but is a provider of shelter referrals and availability information. Headquarters, Inc. might be appropriate for support of such a service

***For individuals and families seeking shelter, programming components will include both relief and rehabilitation services***

1. Relief and rehabilitation elements will be funded by the local, state, and federal governments and by private sources. Educational and emotional counseling programs will connect to and interrelate with case management.
2. Shelter residents will commit to enroll in a rehabilitation program within three working days of entering shelter.
3. Rehabilitation programs will include daytime case management and nighttime shelter.
4. Flexible guidelines will be determined for intake at odd hours, crisis situations, and cold weather.
5. Shelter rules will clearly outline behavioral expectations, including descriptions of consequences for failure to comply with required behaviors.
6. Programs will require accountability/expectation/responsibility from participants and will assess levels of need and clearly indicate steps toward goals.
7. Program components will include job referrals and training or retraining, housing applications and referrals, mental health evaluations and referrals, educational and emotional counseling, other programs to help participants progress to stability; and crisis intervention, in conjunction with collaborating agencies, for individuals involved in drug, alcohol, and/or mental health episodes.
8. Shelter residents will complete a uniform intake form and a release of information form immediately upon arrival at the shelter. Subsequently, a full assessment (see Case Management Plan for The Community on page 8) will be conducted, leading to strengths-based case management designed to match individual capabilities. The assessment will include a medical and psychiatric history, medical and psychiatric needs assessment, a 24-month history of where they have lived, an assessment of current functioning, and an assessment of the minimum and maximum commitment they could make to program involvement given their current level of functioning. Mental health issues will be taken into

consideration with program determinations, as well as developmental capabilities and substance abuse history.

9. Concerns regarding the shelter and its programs will be received and reviewed by agency directors and by a separate entity charged with receiving public comments regarding homelessness issues (see the Communication and Community Quality of Life Plan on page 13). Diligent efforts shall be made by staff, residents, and law enforcement personnel to avoid the shelter having adverse effects on adjacent neighborhoods.

***For homeless individuals not seeking services, outreach***

An outreach worker based at the 24-hour shelter will work with the case management team and will work directly with the Bert Nash outreach coordinator in offering case management to those reluctant to approach existing agencies and services. The outreach worker will fill a new collaborative position in the field representing multiple agencies.

The outreach worker will act as a member of the case management team, enabling the case management team to connect with those with the greatest need. Hence, an individual who may not or cannot participate in services for some reason will receive regular contact with a caseworker and an outreach worker to help them understand the benefits of participation and to keep them from remaining isolated from the community. The goal of the outreach worker is to work with individuals to help them gain the ability to access traditional services. During case management team meetings, these cases will be evaluated and a case manager assigned to them, whether it be the outreach worker or an agency case manager. Outreach will also include physical health outreach (e.g., health fair, vaccines, educational materials, and healthcare referrals)

***The Task Force recommends that:***

1. Four new case managers shall be employed to work with individuals experiencing homelessness and at-risk for homelessness
2. One new outreach caseworker shall be employed to work with individuals experiencing homelessness and at-risk for homelessness
3. Case management and program components as described in the plan shall be implemented if not already in practice by the service providers
4. As soon as possible, the HMIS (scheduled for completion in 2005) shall be implemented
5. A 24/7 information hotline shall be established for homeless and low income/near homeless individuals and families in need of assistance.

**D. Housing Program Plan to Assist the Homeless in Lawrence**

The housing program that follows provides a description of the type of transitional and permanent housing that can be coupled with a comprehensive program of shelter and support services for the chronically homeless and hard to house. It is important that the reader know that Lawrence already has operational models and local organizations with the capacity to operate the programs described below and that this model can be easily expanded through these organizations with the realignment of existing resources, principally City HOME funds.

The Lawrence-Douglas County Housing Authority, in cooperation with the Bert Nash Community Mental Health Center, operates a transitional housing program for the homeless clients of the Bert Nash Center. The housing program is administered by the housing authority with housing subsidies secured by the Bert Nash Center through State HOME funds. Bert Nash provides mental health and case management services. A second and similar program is provided to the homeless through collaboration of the housing authority, City and several different local support service organizations. Under this program, the housing authority administers the housing program with housing subsidies provided through the City HOME program. Transitional support and case management services are provided by one or more agencies including Bert Nash, DCCCA, Salvation Army, and Pelathe' Center. A third model is HOPE Building, a permanent housing program operated by the housing authority for the chronically homeless with mental health and substance abuse illness. Under this program, rehabilitation and treatment services are provided by the Bert Nash Center and DCCCA.

This housing program can be expanded with an increase in HOME assistance or private funding. This type of funding is needed for transitional housing because no other federal subsidy programs permit conditioning housing assistance to conformance with a support service plan agreement. Many landlords are willing to rent their units to individuals participating in support services programs. A publicity campaign could uncover a number of acceptable units that could be used in such a housing program.

Besides securing additional HOME funds and suitable housing units, securing the proper sized units, i.e. efficiency or single room occupancy units for single persons, will present a challenge. Persons who have experienced long bouts of homelessness tend to perform better in smaller size units. Landlords with appropriate sized units will need to be recruited for this purpose. In addition, if HOME federal funding is reduced, new private and foundation funding sources will have to be identified.

#### *Proposed Housing Program*

A viable housing program for the homeless should consist of three housing options, 24 hour emergency shelter services (discussed elsewhere in this report), a transitional housing program, and a permanent housing program. Both the transitional housing and permanent housing programs should be based on a rent structure that is affordable but also sufficiently high to require the individual to work (where possible) in order to pay rent. The national affordability standard is 30 percent of income. Job training programs, also discussed elsewhere in this report, are recommended as a component of the community's approach to addressing homelessness and should serve as a vehicle for providing job preparation training and access. In the absence of the ability to work as a means of earning income, the case management program plan, also presented elsewhere in this report intends to secure social security disability income for those unable to work due to a disability. These two latter components are as equally important as a housing component is in ending homelessness.

The goal of the shelter program will be to move the individual from the shelter to a "home of their own". A "home of their own" can take on many forms. It can be a permanent rental house or apartment in the community where the individual privately holds a lease. It can be a permanent or temporary shared living arrangement with two or more individuals living in a

unit under a single lease guided only by the terms of a lease, as in a roommate situation. It can be a permanent or temporary single room occupancy arrangement similar to a boarding house arrangement where individuals have their own private bedroom but share one or more common areas such as bath and kitchen. These arrangements are typically governed by individual leases that specify, among other things, the house rules that each must obey in the care and use of the common areas. Each of these arrangements express and require a greater or lesser degree of personal responsibility and independent living skills and a greater or lesser degree of staffing oversight.

The matter of which living arrangement and whether it is permanent or temporary is dependent upon the preferences of the individual at the time they are ready to move from the shelter program, their level of independent living and personal responsibility skills, and housing availability. Such decisions must be made in consultation with the individual and case manager and planned in advance so the person can move or transition from a sheltered environment to a more independent living environment. What determines if the housing arrangement is or becomes permanent or temporary depends upon how long the person lives in the unit. Thus an individual can move into a single room occupancy arrangement, be very comfortable and decide that is where they permanently want to reside. Thus the arrangement becomes permanent. Another person may move to the same facility, decide they desire a higher level of independence and privacy and moves after a fixed period of time. In this case, the facility is a temporary housing arrangement. This fluid definition of temporary and permanent housing removes the need to build or acquire specifically defined or fixed facilities.

The move out of the shelter can be through either a transitional or permanent housing plan. For the purposes of this plan, transitional housing is not defined as a physical type of housing arrangement, but rather as a personal skills building and support services plan, expressed in a written contract that contains specific objectives and activities for transitioning the individual from a homeless person to an independent living and self supporting individual. The plan contains a curriculum of individually tailored requirements that the person follows over an expressed period of time. The transition plan follows the person to whatever residence he/she occupies. Conformance with the plan is a requirement of receiving services and housing assistance. Once a person completes his/her plan successfully they are considered to be in permanent housing. This means that the person has the combination of knowledge, skills, income, and/or assistance to keep from being homeless in the future.

**The Task force recommends that:**

1. The City continue to provide HOME funds to the Lawrence Douglas county Housing Authority for its transitional program for the homeless.
2. The Lawrence-Douglas County Housing Authority expand its targeted eligible population for HOME Transitional Housing to include the precariously housed.
3. The City purchase land/property where possible for affordable rental housing development.
4. The Lawrence-Douglas County Housing Authority endeavor to expand its HOPE Building program to serve the chronically homeless who may not have dual diagnosis.

## **E. Jobs Program Plan**

The task force recognizes that getting and keeping a good job is a key to self-sufficiency. Generally, gainful employment is the first step toward financial independence and the resulting ability to gain and keep housing. Using our local available supported work programs is essential to our community plan for ending homelessness.

Our recent communications with public and private agencies has shed some light on what is already being done to work with special populations, and more specifically, what programs are in place already that could be part of the Jobs Program Plan.

We believe a good place to start in creating a plan that focuses on those who are homeless as well as jobless should start with willing partners already identified as interested in a collaboration of knowledge and experience to help put this population back to work. The intent is to begin the partnership and identify additional partners as the Jobs Program develops. Agencies identified in this report have indicated their commitment to help in developing a systematic approach that ensures few people will fall through the cracks. Some of our partners are already working on a plan that will identify the various steps needed to ensure that each individual has a customized process that meets their needs.

We believe the costs for a Jobs Program Plan are small, only because the agencies are already in place. Many of the homeless population can be served through current programs already receiving city, state or federal funding to serve this special population. We are assuming that there are varying degrees of assistance and that individuals who will be served by the Jobs Program Plan will fall into the groups of people they already serve.

Transportation options for individuals should be expanded through free or reduced fare bus passes to be used for work or health-related travel. Passes will be purchased by and issued by authorized service providers. This will be a cost component of the Jobs Program Plan.

Agencies identified as interested partners in job readiness efforts include Heartland Works, responsible for the Lawrence Workforce Center; the Salvation Army; Goodwill Industries; the Lawrence Community Shelter; Bert Nash Supported Employment Services; JobLink through Cottonwood, Inc.; Full Citizenship; Ketch Industries and private employment agencies including Manpower, SOS Staffing, Sedona Staffing & Adecco-The Employment People. These agencies have successful programs and are willing to help develop the Jobs Program Plan. Enlisting their help is critical in creating the collaboration and understanding in how each of these agencies (and others) could help with employment for people experiencing homelessness.

Some of the readiness assistance for work will include:

1. Assisting in obtaining legal documents, such as birth certificates, social security cards, education information, driver's licenses or Kansas identification cards
2. GED assistance
3. Work history overview and resume assistance
4. Skills assessment



5. Guidance in applying for employment based on skills/experience
6. Educational assistance to gain new skills
7. Transportation for seeking and keeping work
8. General life skills training
9. Job counseling
10. Job placement

The business community, downtown merchants, City and County governments, and educational institutions can all be of assistance in working with the Job Readiness efforts and in providing employment opportunities that are suited to the individual's skills. The agencies already committed to this effort have been making appropriate employment matches for many years and have a history of success in their efforts.

There will be barriers to employment in some situations. Nationwide, many companies have policies that do not allow hiring of individuals with criminal backgrounds. Many companies now offer employment contingent on a drug screen, background check and a physical. Failure of these contingencies means the job offer is withdrawn. The Task Force research of other cities (Appendix VIII) shows that advocacy and support from service providers and trained volunteers have been effective in gaining employment for individuals with criminal backgrounds. In addition there is a federal bonding program that can be useful in addressing this barrier to employment.

Again, it is important to acknowledge that what we hope to achieve through a Jobs Program Plan is already occurring in this community. There is no need to create new programs, only to more fully use the ones we already have available.

We are encouraged by the interest in some City departments to consider work opportunities that could be useful in helping with those who will be registered in the Jobs Program Plan to gain meaningful local work experience. We are also encouraged by the agencies who have already stepped forward to help with the Jobs Program Plan and to establishing approaches to employment for the homeless that have heretofore gone unanswered.

**The Task Force recommends that:**

1. A meeting be convened of agencies willing to assist in job readiness efforts.
2. A meeting be convened with Downtown and area businesses to discuss possible partnerships and working with the candidates as they are identified as ready to enter the workforce.
3. A meeting be convened with appropriate City departments to determine possible temporary and full-time job opportunities that are a match to the candidates from the Jobs Program.

**Cost components:**

1. Public transportation for those enrolled in the jobs component will need to be underwritten by the city. Assuming that at any one time there will be 25-50 people enrolled in a variety of job readiness programs, and assuming that use of the "T" is a minimum of two times per day, the cost would be based on that usage year around.

2. Other employment related costs for work are such things as steel toed shoes safety glasses, safety gloves and hard hats. This is dependent on the type of work the candidate is placed into, but most jobs require some type of safety gear. The cost of this gear is up to \$100 for all the above requirements. Perhaps an arrangement for payback on this gear can be developed and is not unusual.

## **F. Community Quality of Life Plan**

Early on in our work as a Task Force, the group reviewed a document published by the United States Interagency Council on Homelessness (ICH) titled, "The 10-Year Planning Process to End Chronic Homelessness in Your Community: a Step-by-Step Guide." (See Appendix III) Many of the steps outlined in that process have been accomplished or begun by the group as we have worked together and produced this plan. Other points outlined in the federal plan have been incorporated as recommendations in this document.

As we look toward meeting the unique challenges of our own community and work to implement the steps outlined in our own plan, it is imperative that we organize and charge specific groups with the ongoing responsibilities of refining, overseeing and administering this plan and communicating our progress and needs with the community at large. With that in mind, we ask that the City and County Commission establish and appoint the following:

### **The Task Force recommends that:**

1. **A Community Commission on Homelessness** be established to work with existing service providers and agencies to facilitate and make recommendations to the City and County Commissions regarding the implementation of this plan. This body will include a diverse group representing neighborhood organizations, neighborhood residents, community members who are homeless, the Lawrence Police Department, businesses, landlords, service providers, city and county governments, funding entities, private-sector housing providers, faith-based organizations and health service providers. This body will, with the support of City and/or County staff:
  - a. Oversee and implement the Task Force Homeless Services Plan;
  - b. Use facts to support plan recommendations/priorities/action;
  - c. Evaluate progress toward stated goals at regularly scheduled meetings;
  - d. Oversee wide implementation of the Homeless Management Information System (HMIS) among service providers using social security numbers or other variables to identify participating individuals (see Case Management Plan page 8);
  - e. Avoid duplication of services and make available services more efficient;
  - f. Have general homeless information available through a 24-hour hotline;
  - g. Continue to support annual or semi-annual surveys of homeless individuals to determine demographic information, monitor service effectiveness, and gather opinions and concerns of those experiencing homelessness (The Housing Practitioners Panel sponsored a January 2005 survey.);
  - h. Produce and deliver an annual report assessing the implementation and progress of the Task Force Plan, the 10-year plan and include information from annual or semi-annual surveys of homeless persons to the City Commission;

- i. It is recommended that this report be presented for review at one of the quarterly meetings with the City Commission, Douglas County Commission, and Lawrence School Board representatives each year; and
    - ii. The Commission shall be empowered to solicit any non-confidential data from service programs (statistics, mission statements, etc.) in order to facilitate the annual report.
  - i. Establish a broad-based funding plan after exploring varied funding possibilities.
2. A **Community Cooperation Committee (CCC)** will be formed to address common concerns and generate a mutually supportive group to creatively solve problems encountered by the housed and homeless portions of the community, including businesses and other related city entities.
- a. Coordinate communication and outreach to all interested stakeholders- including neighborhood representatives, downtown business owners, service providers, homeless persons, community members, landlords, city government, Lawrence Police Department, funding entities, private-sector housing providers, faith-based organizations, and health services.
  - b. Handle neighborhood/merchant/community problems by:
    - i. Acting as liaison to neighbors, merchants, community, police, etc.; and
    - ii. Reviewing existing ordinances with police department guidance in order to address nuisance and problem behaviors, as well as safety concerns in the context of existing ordinances and in consideration of new ordinances. Ordinances will be enforced to protect all members of the community from unsafe and/or antisocial behavior.
  - c. Provide a venue for business people to talk about homeless concerns.
  - d. Emphasize the need for partnership between the public and private sectors in order to address problems and to discuss barriers to funding solutions.
  - e. Educate the community about issues of homelessness through events hosted by the CCC, the Coalition for Homeless Concerns, and service providers.
  - f. Provide available, accurate information on the homeless population and related facts.
  - g. Seek cooperation and support from the local media (education, public service announcements).
  - h. Promote community-wide support of the final Task Force on Homeless Services Plan.
  - i. Facilitate communication and promote programs in coordination with service agencies, community members and the Lawrence Police Department.
  - j. Publicly list funding amounts and program costs.
  - k. Address Safety Issues
    - i. CCC sub-committee will review existing ordinances with police department guidance in order to address nuisance and problem behaviors, as well as safety concerns in the context of existing ordinances and in consideration of new ordinances. Ordinances will be enforced to protect all members of the community from unsafe and/or antisocial behavior.
    - ii. Police presence in and around shelters and other service providers should be visible, friendly and supportive (Ex: bike/walking patrols, one

designated officer in the area as in the high schools, or possible sub-station nearby.)

iii. Involve homeless individuals as monitors to help regulate unruly behavior in and around service facility.

iv. The City of Lawrence will continue to post 24-hour notice before clearing out illegal campsites.

## G. Funding Plan

### Cost Estimates

First year (balance of 200 <sup>6</sup> <del>5</del> )	
Forming of committees, administrative support	\$6,000
Jobs	
Administrative support for meetings with agencies, businesses, City	\$6,000
transportation assistance	\$3,600
safety gear	\$2,400
Mental health	
Emergency outreach team	\$220,000
Policies & training for police	\$0
Case management	
Four new case managers	\$161,000
HMIS first year, start up	\$20,000
Housing	
HOME Funding (current and ongoing)	\$200,000
Facilities	
Emergency shelter, phase I	\$500,000
Total First Year Expenditures	\$1,119,000
Second year (200 <sup>7</sup> <del>6</del> )	
Continuing expenditures from first year, including HOME	\$599,000
Additional second year expenditures	
Case management – outreach worker	\$42,000
Mental health – additional housing	\$14,400
HMIS second year	\$14,400
Facilities – emergency shelter, phase II	\$1,500,000
Total Second Year Expenditures	\$2,169,400
Third year (200 <sup>8</sup> <del>7</del> )	
Continuing expenditures from first and second years	\$669,400
Additional third year expenditures	
Case management – 24/7 hotline	\$30,000
Facilities	
Emergency shelter, phase III	\$550,000
Ongoing vehicle, utilities, maintenance	\$200,000
Total Third Year Expenditures	\$1,449,400
Total Three Year Expenditures	\$4,737,800

**The Task Force recommends that:**

1. That the City of Lawrence provides some level of funding for homeless services and negotiates with other funding providers for the provision of additional funding.
2. Funding to ensure transitional and affordable housing. Funding might include such sources as a small percentage fee assessed to developers and/or landlords.
3. Creation of an effective, full-time position within the City of Lawrence to write and receive grants for the needs of those experiencing homelessness. Potentially, this position could pay for itself, perhaps even within the first year of employment.