



# Second Program Year Action Plan

The CPMP Second Annual Action Plan includes the [SF 424](#) and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

## Narrative Responses

### GENERAL

#### Executive Summary

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

#### Program Year 2 Action Plan Executive Summary

This Annual Action Plan provides a blueprint and strategy for the use of federal funds granted to the City of Lawrence by the U.S. Department of Housing and Urban Development (HUD) under the Community Development Block Grant (CDBG) and Home Investment Partnerships (HOME) programs. This Action Plan covers the period beginning January 1, 2009 through July 31, 2010. Programs and activities included in the plan are intended to primarily benefit low and moderate-income residents of the City of Lawrence, neighborhoods with high concentrations of low-income and moderate-income residents, and the city as a whole.

This plan was developed through public outreach, public hearings, and consultation with over 50 agencies, groups, and organizations involved in the development of affordable housing, creation of job opportunities for low and moderate-income residents, and/or provision of services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and other vulnerable persons. A complete draft of this update has been made available for public review and comment for a 30-day period beginning April 15, 2009. The availability of both the draft plan and the final plan is advertised in the local newspaper and the complete documents are available for review on the City's website [www.lawrenceks.org](http://www.lawrenceks.org) and in print form in the Development Services office of Planning and Development Services.

## Available Funds

	CDGB	HOME	TOTAL
<b>2009 Entitlement</b>	<b>\$798,320.00</b>	<b>\$626,133.00</b>	<b>\$1,424,453.00</b>
<b>Estimated 2009 Program Income</b>	<b>\$100,000.00</b>	<b>0</b>	<b>\$100,000.00</b>
<b>Reallocation of Funds</b>	<b>\$250,000.00</b>	<b>0</b>	<b>\$250,000.00</b>
<b>Total Funds Available</b>	<b>\$1,148,320.00</b>	<b>\$626,133.00</b>	<b>\$1,774,453.00</b>

**Summary of Priorities, Goals, Budgets, and Anticipated Accomplishments**

The table below outlines the priorities identified by the HUD as found to be eligible to be supported with Consolidated Plan program funds. The chart estimates the amount and percentage of total Consolidated Plan funds that will be spent on each priority need category during the 2009 Program Year covered by this plan. Below each goal, high and medium priority projects are also listed. The proposed funding amounts are consistent in many cases by program eligibility requirements and expenditure categories.

<b>Goal: Homeless/HIV/AIDS - \$51,750 (3%)</b>	
Objectives	Priority
1. Increase the number of homeless persons moving into permanent housing.	HIGH
2. Provide housing assistance and supportive services for persons with HIV/AIDS.	HIGH
<b>Goal: Non-homeless Special Needs - \$69,000 (4%)</b>	
Objectives	Priority
1. Increase housing opportunities and services for persons with special needs.	MEDIUM
2. Improve accessibility of affordable rental housing.	HIGH
<b>Goal: Rental Housing - \$275,000 (15%)</b>	
Objectives	Priority
1. Increase the availability of affordable rental housing.	HIGH
2. Provide assistance/counseling to avoid eviction and utility disconnection.	HIGH
<b>Goal: Owner-Occupied Housing - \$727,462 (41%)</b>	
Objectives	Priority
1. Increase the availability of affordable owner housing.	HIGH
2. Improve the quality of owner housing.	HIGH
<b>Goal: Public Facilities - \$9,660 (.5%)</b>	
Objectives	Priority
1. Improve the quality of neighborhood facilities serving LMI persons.	MEDIUM
<b>Goal: Infrastructure - \$220,000 (12%)</b>	
Objectives	Priority
1. Improve quality/quantity/access of public improvements that benefit LMI persons.	MEDIUM
<b>Goal: Public Services - \$67,998 (4%)</b>	
Objectives	Priority
1. Improve services for LMI persons.	HIGH
2. Support neighborhood improvement and stability, and encourage a sense of community in LMI areas.	HIGH

Note: Program Administration for LDCHA, Tenants to Homeowners, Inc. (CHDO), and Community Development Division for CDBG and HOME is estimated to cost \$253,583 (14%). Contingency Fund is \$0. Percentages may not total 100 due to rounding.

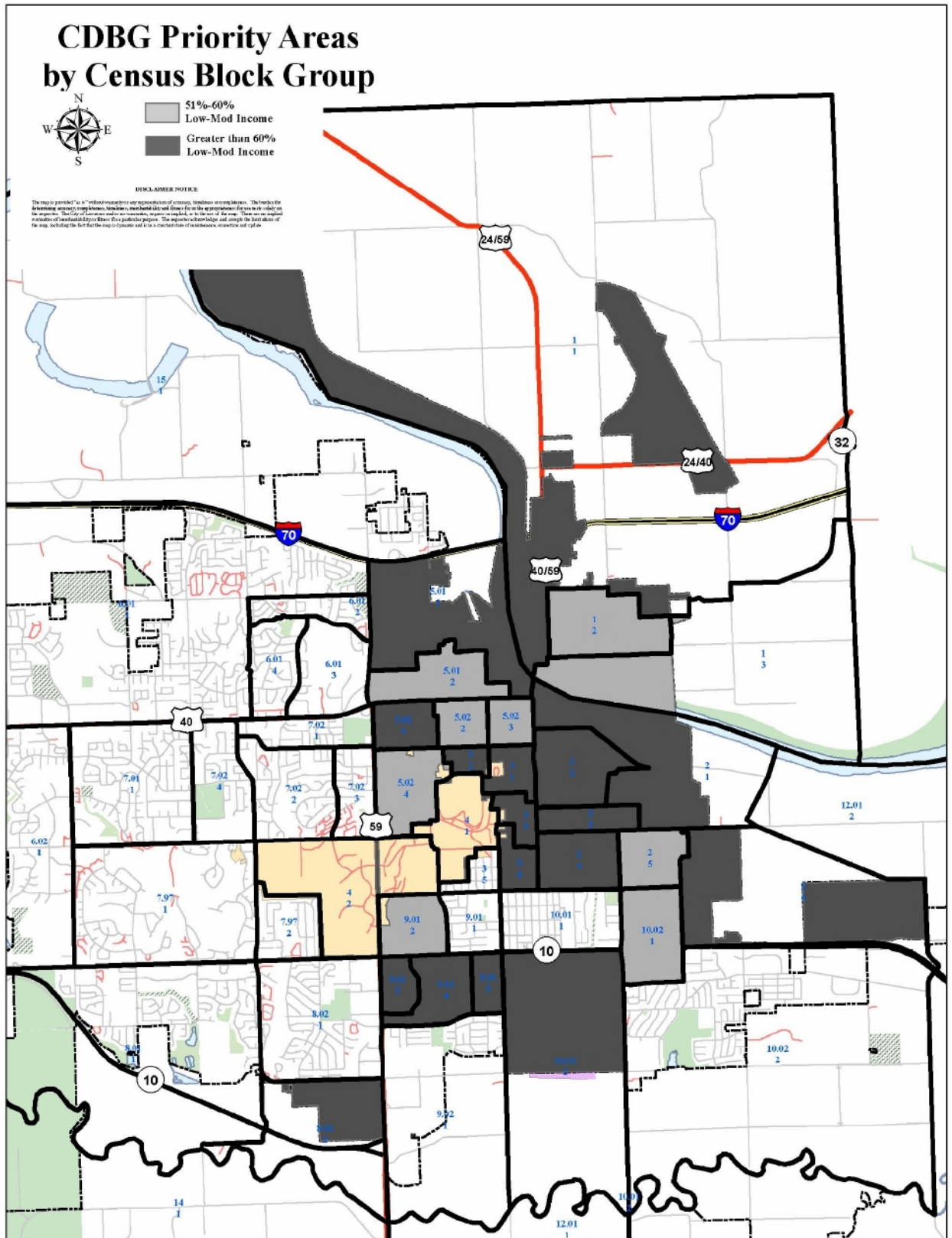
## General Questions

1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.
2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) during the next year and the rationale for assigning the priorities.
3. Describe actions that will take place during the next year to address obstacles to meeting underserved needs.
4. Identify the federal, state, and local resources expected to be made available to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, including Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance funds, and expected to be available to address priority needs and specific objectives identified in the strategic plan.

Program Year 2 Action Plan General Questions Response:

### Geographic Areas to be Assisted and Prioritized for Area-wide Assistance

As of the 2007 American Community Survey, Lawrence was home to 89,158 people, 13,7% of whom were members of minority groups. According to the Census Bureau, Lawrence was home to 14,310 households whose head of household earned less than \$15,000 a year, less than the area median income and are therefore classified as low-or-moderate-income by HUD. This represents 40% of the city's population for whom household income is the determining factor. The following map illustrates the block groups with the highest proportions of low-income and moderate-income residents in Lawrence. Consolidated Plan funds will generally be targeted to these low and moderate income neighborhoods or to activities that benefit all residents of the city who are low or moderate income.



### Basis for Allocation of Funds

Geographic Allocation – Because the primary national objectives of the Consolidated Plan programs are to benefit low and moderate-income residents, Lawrence’s block grant program funds will be targeted to low and moderate-income activities and neighborhoods. The map above illustrates these areas.

Priority Needs – Guided by the eligibility requirements of the various Consolidated Plan programs, the City of Lawrence prioritizes the following priority need categories for the 2018 program. Relative priorities and funding ratios were established through the needs information obtained through the plan development process. A core component of the public outreach in preparation for this plan was to prioritize among a list of real needs given the limited amount of funding available through the Consolidated Plan.

Goal: Homeless/HIV/AIDS	
Objectives	Priority
1. Increase the number of homeless persons moving into permanent housing.	HIGH
2. Provide housing assistance and supportive services for persons with HIV/AIDS.	HIGH
Goal: Non-homeless Special Needs	
Objectives	Priority
1. Increase housing opportunities and services for persons with special needs.	MEDIUM
Goal: Rental Housing	
Objectives	Priority
1. Increase the availability of affordable rental housing.	HIGH
2. Increase the quality of affordable rental housing.	HIGH
3. Provide assistance/counseling to avoid eviction and utility disconnection.	HIGH
Goal: Owner-Occupied Housing	
Objectives	Priority
1. Increase the availability of affordable owner housing.	HIGH
2. Improve the quality of owner housing.	HIGH

Goal: Public Facilities	
Objectives	Priority
1. Improve the quality of neighborhood facilities serving LMI persons.	MEDIUM
Goal: Infrastructure	
Objectives	Priority
1. Improve quality/quantity/access of public improvements that benefit LMI persons.	MEDIUM
Goal: Public Services	
Objectives	Priority
1. Improve services for LMI persons.	HIGH
2. Support neighborhood improvement and stability to increase sense of community in LMI areas.	HIGH

### Obstacles

The primary obstacle to meeting all of the community's needs, including those identified as high priorities, is the general lack of funding resources available to the public and private agencies who serve low and moderate income residents of Lawrence. Due to being an entitlement community, it is not eligible for CDBG or HOME programs. Since no other development activity in the community has been stretched to overcome stagnant property and sales tax revenues. Local cuts have resulted in a budget freeze on portions of all department budgets. This leaves little room for funding of community development funding. Local funding is limited. Furthermore, the City of Lawrence's entitlement funds have been reduced over the last several years further limiting funds available to address the needs in the community.

City of Lawrence Consolidated Plan Resources PY05 – PY09					
City Program Year	CDBG	HOME	ADDI	Total	% Change
2005	\$911,227.00	\$684,842.00		\$1,596,069.00	-8%
2006	\$816,981.00	\$645,694.00		\$1,462,675.00	-9%
2007	\$828,822.00	\$643,923.00		\$1,472,745.00	+1%
2008	\$798,320.00	\$626,133.00		\$1,424,453.00	-3%
2009	\$798,320.00	\$626,133.00		\$1,424,453.00	0%



## Managing the Process

1. Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.
2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.
3. Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social services.

Program Year 2 Action Plan Managing the Process response:

### Lead Agency

The Community Development Division, Planning and Development Services Department, City of Denver, oversaw the development of the plan. Two citizen advisory boards performed key roles:

### The Community Commission on Homelessness (CCH)

#### Purpose:

- To implement the community's vision for homeless services
- To make policy recommendations regarding addressing homelessness
- To make regular reports to the community on the progress of the plan

**Members:** The community members are drawn from the following community resources – housing and other service providers, law enforcement, business leaders, current or previously homeless individuals, leaders, neighborhoods and researchers. Members are appointed by the mayor and may serve up to two, three-year terms.

Member	Constituency	Term Expires
Kathleen M. Gable	Faith Community	12/31/09
Loring Henderson	Service Provider	12/31/09
Shirley Martin-Smith	Business Leader	12/31/09
Wes Dahlberg	Service Provider	12/31/09
Hubbard Collinsworth	Homeless Community	12/31/10
Mike Monroe	Law Enforcement	12/31/10
Shannon Murphy	Sheriff's Office	12/31/10
Jeanette Collier	Service Provider	12/31/11
Sandra Winn Tutwiler	Community Volunteer	12/31/11
Robert Mosely	Community Volunteer	12/31/11
Charlotte Knoche	Public Housing Authority	12/31/10



## The Community Development Advisory Committee (CDAC)

### Purpose:

- To develop and propose community development strategy and policy
- To recommend allocation of CDBG and HOME funds
- Review housing, environmental and rental housing code appeals.

Members: The 11 committee members are drawn from low and moderate income areas and neighborhoods at large.

Members	Constituency	Term Expires
Curtis Harris	Low-mod area	09/30/09
Patti Welty	Low-mod area	09/30/10
Brenda Nunez	Low-mod area	09/30/11
Marci Francisco	Low-mod area	09/30/11
Julie Mitchell	Low-mod area	09/30/11
Quinn Miller	Low-mod area	09/30/11
Vern Norwood	At-large area	09/30/09
Aimee Polson	At-large area	09/30/10
Roberta Suenram	At-large area	09/30/11

### Plan Development

The fore-mentioned committees make recommendations to the City of Lawrence Community Development Commission regarding housing and neighborhood development strategies and policies. All meetings are open to the public and the public may provide input and feedback as needed.

In addition to the public participation efforts outlined above, the City of Lawrence and the CDAC conducted two advertised public hearings and provided a 30-day advertised public comment period to obtain feedback and input into this Consolidated Plan. The first hearing was held on September 10, 2008 at City Hall. The hearing included an introduction to the Consolidated Plan's purpose and process as well as the implementation of the 2007 CAPER. The primary purpose of the hearing was to solicit comment on the performance of past activities, community needs and strategies for addressing those needs in the 2009 Action Plan.

A second public hearing was held April 23, 2009 at City Hall. The hearing concluded the CDAC's allocation deliberations and continued the 30-day comment period for the Second-Year Action Plan. A draft of the Annual Action Plan was prepared in March 2009 and made

available for public review and comment after April 16, 2009. A summary of comments received and the City's responses is included elsewhere in this document.

Notice of the availability of the draft plan and the opportunity to comment on them was advertised in the Lawrence Journal World, posted on the website ([www.lawrenceks.org](http://www.lawrenceks.org)), and e-mailed to a distribution list containing members of advisory boards, elected officials, government officials, agency personnel, and interested members of the public.

### Consultation Process

In developing this Action Plan, the Community Development Division, acting as the lead plan development agency, consulted with representatives from more than 40 neighborhood groups, and organizations involved in the development of affordable housing, creation of job opportunities for low-income and moderate-income residents, and/or provision of services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons. In addition to conducting public hearings, CDD staff has met with representatives, staff, and members of the Lawrence-Douglas County Housing Authority, the local Continuum of Care agencies, and the Lawrence Association of Neighborhoods during PY 2008.

### Citizen Participation

1. Provide a summary of citizen participation.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why comments were not accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

Program Year 2 Action Plan Citizen Participation response:

Citizen participation is the heart of the consolidated planning process, involving citizens in decisions that directly affect their lives. The purpose of the Citizen Participation Plan is to encourage and insure full and proper citizen participation at all stages of the Consolidated Plan process. The Citizen Participation Plan formally designates structures, procedures, roles and policies to be followed by program participants.

Citizen participation is encouraged in the development of the Consolidated Plan and any substantial amendments to the Consolidated Plan, and the Performance Report. To achieve the purposes of the Citizen Participation Plan, six objectives are established.

1. Provide for and encourage citizen participation with particular emphasis on participation by persons of low- and moderate-income, particularly those who are residents of slum and blighted areas and of areas in which CDBG and HOME funds are proposed to be used, and provide for participation of residents of low- and moderate-income neighborhoods as defined by the City of Lawrence. Additionally, provide for and encourage participation of all citizens, including minorities and non-English speaking persons, as well as persons with disabilities. Provide encouragement, in conjunction with the Lawrence-Douglas Housing Authority, citizen participation of residents of public and assisted housing developments, along with other low-income residents of targeted revitalization areas in which the developments are located. Provide information to the housing authority about consolidated plan activities related to its developments within the community so that it may make this information available at the annual public hearing required under the Comprehensive Grant program.
2. Provide citizens with reasonable timely access to local meetings, information, and resources relating to the Consolidated Plan, Substantial Amendments, and the Performance Report, as required by regulations relating to the actual use of funds under the title. Provide information regarding the displacement of persons expected from the program and levels of assistance that will be available even though no displacement is expected to occur.
3. Provide for technical assistance to groups representative of persons of low- and moderate-income that request such assistance in developing proposals, with the level and type of assistance to be determined by the City.
4. Provide for public hearings to obtain citizen views and to respond to proposals and questions at all stages of the consolidated planning process, including the Citizen Participation Plan, the development of needs, the review of proposed activities, and the review of program performance. Such hearings shall be held after adequate notice, at times and locations convenient to potential or

actual beneficiaries, and with accommodation for persons with disabilities. Notice of public hearings will be published as display ads prior to the date of the public hearing.

5. Provide for a timely written answer to written complaints and grievances, within fifteen (15) working days where practicable.
6. Identify how the needs of non-English speaking residents will be met in the case of public hearings when a significant number of non-English speaking residents can be reasonably expected to participate.

### Institutional Structure

1. Describe actions that will take place during the implementation of institutional structure.

Program Year 2 Action Plan Institutional Structure responsibilities

### Institutional Structure

The Planning and Development Services Department, Community Development Division (CDD) is the lead agency of the City in the development of the Consolidated Plan Annual Action Plans. CDD provides fiscal and regulatory oversight of HUD, OBG and HOME funding sources. The Lawrence County Council is the final authority for the appropriation of funds for all program activities under the Consolidated Plan program, following recommendations of the CDAC.

Within each of the priority focus areas, activities will be completed and managed by a diverse team of public, private, not-for-profit, and institutional partners. The lists below identify some of the principal partners for each funding area.

### Goal: Homeless/HIV/AIDS

**Bert Nash Community Mental Health Center**

**Douglas County AIDS Project (DCAP)**

**Lawrence Community Shelter**

**Lawrence-Douglas County Housing Authority**

**The Salvation Army**

**Women's Transitional Care Services**

### Goal: Non-homeless Special Needs

Bert Nash Community Mental Health Center

Community Living Opportunities

Cottonwood, Inc.

Independence, Inc.

### Goal: Rental Housing

Emergency Services Council

Housing and Credit Counseling, Inc.

Independence, Inc.

Lawrence-Douglas County Housing Authority

### Goal: Owner-Occupied Housing

Lawrence Habitat for Humanity

Housing and Credit Counseling, Inc.

Independence, Inc.

Tenants to Homeowners, Inc. (Housing Trust)

### Goal: Public Facilities

Ballard Community Center

Peru Heights

Social Service League

Van Go Mobile Arts

### Goal: Infrastructure

Public Works Department

Various Neighborhood Associations and Agencies

### Goal: Public Services

Neighborhood Associations

Various Community Organizations

Lawrence prides itself on a decades-long track record of successful partnerships among public and private sector entities. The Consolidated Planning System is an example of this. Community development and cooperation between the City of Lawrence's Community Development Department and the partner agencies and organizations that administer activities is strong.

CD staff has worked closely with the organizations involved in Consolidated Planning programs to improve regulatory compliance, modernize information and partnerships among agencies, and technical capacity of organizations involved in project delivery.

The greatest weakness in the delivery system remains the lack of available funding to support community development, affordable housing and public service activities. It is becoming increasingly difficult to maintain existing levels of activity and nearly impossible to expand services or undertake new activities.

## Monitoring

1. Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

Program Year 2 Action Plan Monitoring response:

The City of Lawrence's Community Development Division will conduct at least one on-site monitoring visit for each sub-recipient during the program year. A monitoring schedule will be prepared. The sub-recipient visits will be prioritized by determining if a sub-recipient is new to the program; if there has been staff turnover in key agency positions; and if there have been previous compliance issues. Following the monitoring visit, a written letter detailing the results of the visit will be drafted and a copy retained in the sub-recipient's file.

Community Development staff closely monitor all federal programs. Administrative procedures will meet all federal rules, regulations and guidelines for program monitoring, compliance and reporting. Staff conducts field inspections and also monitors sub-recipients to ensure the compliance of local administered projects. Staff also monitors the Consolidated Plan through the Annual Performance Report.

## Lead-based Paint

1. Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the investment of lead-based paint abatement available to extremely low-income, low-income, moderate income, and how the plan for the reduction of lead-based paint is related to the extent of lead poisoning and hazards.

Program Year 2 Action Plan Lead-based Paint response:

The City will ensure that all federally funded improvement programs for existing housing stock use lead hazard reduction activities including evaluating lead hazard risk and using only lead free paint. Staff distributes Protect Your Family from Lead in Your Home pamphlets, published by the Environmental Protection Agency. The Community Development Division has two staff certified as Lead Hazard Risk Assessors and Inspectors. They have also received training in Lead Safe Work Practices. One staff serves on the state board that deals with lead issues.

## HOUSING

### Specific Housing Objectives

\*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.
2. Describe how Federal, State, and local public and private resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

Program Year 2 Action Plan Specific Objectives response:

The following table outlines the specific accomplishments and goals that the City of Lawrence hopes to achieve during the next Program Year.

Activity	Accomplishment Unit	Goal
Rental Housing Subsidies (HOME)	10-Housing Units	50
Construction of Housing (HOME)	10-Housing Units	4
Direct Homeownership Assistance (HOME)	10-Housing Units	4
Rehab, Single Unit Residential (CDBG)	10-Housing Units	12
Energy Efficiency Improvements (CDBG)	10-Housing Units	40

### Needs of Public Housing

1. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and the manner in which the jurisdiction will undertake during the next year to encourage public housing residents to become more involved in management and participation in homeownership.
2. If the public housing agency is designated as "troubled" by HUD or otherwise is determined by the jurisdiction shall describe the manner in which it will seek financial or other assistance in improving its operations to remove such designation during the next year.

Program Year 2 Action Plan Public Housing Strategy response:

The Lawrence Community Land and Housing Trust (Housing Trust) program is the City's first time homebuyer program. Outreach to tenants of public housing, families assisted by public housing agencies, and residents of manufactured housing will be done primarily through Tenants to Homeowners, Inc. (TTH, Inc.), and Independence, Inc.



First-Time Homebuyer workshops are advertised in the local newspaper, through the local television channel, on local radio stations through public service announcements, in neighborhood association newsletters, in agency newsletters including those from Independence, Inc. and Lawrence-Douglas County Housing Authority (LDCHA), and on Tenants to Homeowners' and the City's websites.

To ensure targeted populations are reached, brochures are distributed and a workshop is scheduled onsite at Lawrence-Douglas County Housing Authority (LDCHA), Independence, and Indian Nations University.

### Barriers to Affordable Housing

1. Describe the actions that will take place during the coming year to remove barriers to affordable housing.

Program Year 2 Action Plan Barriers to Affordable Housing Response:

A review of the City of Lawrence policy indicates there are no institutional barriers to obtain affordable housing. The city has adopted the 2006 International Codes (Building, Residential, Fire, Energy, Mechanical, Plumbing and Fuel Gas) and the 2005 National Electrical Code. The 2006 International Property Maintenance Code that has been adopted as the minimum housing code is similar to the requirements of Housing Quality Standards. The minimum housing code is enforced through the registration program that requires all rental properties located in single-family zoned areas to be inspected at least once every three years. All other minimum housing codes are enforced on a complaint basis.

The city does not propose rent controls or impact fees. Regulations that are designed to protect the health, safety, and welfare of citizens may affect the cost of housing. However, these regulations are not designed to discourage the availability of affordable housing. Therefore, the City of Lawrence does not propose actions or reform steps to remove or restructure such policies in the coming year.

### HOME/ American Dream Down payment Initiative (ADDI)

1. Describe other forms of investment not described in § 92.205(b).
2. If the participating jurisdiction (PJ) will use HOME or ADDI funds for homebuyers, it must state the guidelines for resale or recapture, as required in § 92.254 of the HOME rule.

3. If the PJ will use HOME funds to refinance existing debt secured by multifamily housing that is that is being rehabilitated with HOME funds, it must state its refinancing guidelines required under § 92.206(b). The guidelines shall describe the conditions under which the PJ will refinance existing debt. At a minimum these guidelines must:
  - a. Demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing.
  - b. Require a review of management practices to demonstrate that disinvestments in the property has not occurred that the long-term needs of the project can be met; and that the feasibility of serving the targeted population over an extended affordability period can be demonstrated.
  - c. State whether the new investment is being made to maintain or increase affordable units, create additional affordable units or both.
  - d. Specify the required period of affordability, which shall be a minimum 15 years or longer.
  - e. Specify whether the investment of HOME funds is jurisdiction-wide or limited to a specific geographic area, such as a neighborhood identified in a neighborhood revitalization strategy under 24 CFR 91.215(e)(2) or a Federally designated Empowerment Zone or Enterprise Community.
  - f. State that HOME funds cannot be used to refinance multifamily loans made or insured by any federal agency, including CDBG.
4. If the PJ is going to receive American Dream Downpayment Initiative (ADDI) funds, please complete the following narratives:
  - a. Describe the planned use of the ADDI funds.
  - b. Describe the PJ's plan for conducting outreach to residents and tenants, public housing management, housing and to other families assisted by public housing agencies for the purposes of ensuring that the ADDI funds are used to provide housing assistance for such residents, tenants, and families.
  - c. Describe the actions that will be taken to ensure the suitability of families receiving ADDI funds and to ensure and maintain homeownership, such as counseling of housing counseling for homebuyers.

Program Year 2008 Plan HOME/ADDI response:

Revenues

In 2008, the City will receive \$798,320 in CDBG funds. The budget provides \$1,000,000 of program income and \$250,000 will be reallocated from previous allocations, which provides total CDBG funding of \$1,148,320. The HOME grant will have \$626,133 and thus, the 2008 Investment Summary lays out spending of \$1,774,453. See Investment Summary below.

Source of Funds	Amount
CDBG Grant	798,320
Program Income (Projected)	100,000
Reallocation	250,000
Total CDBG Funds	\$1,148,320
HOME Grant	626,133
Total HOME Funds	\$626,133
Total Funds	\$1,774,453

Additionally, the City of Lawrence applied to the State of Kansas for Emergency Shelter Grant (ESG) funds through the competitive process. An award announcement is expected in June 2009.

## Jurisdiction

### 2009 Investment Summary (DRAFT)

<b>CDBG Public Services</b>		<b>Contingency</b>	<b>0</b>
Brook Creek Neighborhood Association			
Operating and Coordinator Expenses	6,115	CDD Administration of CDBG	159,664
East Lawrence Neighborhood Association			
Operating and Coordinator Expenses	11,200	GRAND TOTAL CDBG	1,148,320
North Lawrence Improvement Association			
Operating and Coordinator Expenses	4,300	<b>HOME</b>	
Neighborhood Clean-up	1,800	Tenant Landlord Assistance	275,000
Oread Neighborhood Association		LDCHA Community Development	22,613
Operating and Coordinator Expenses	10,520	CHDO Community Development	93,920
Pinckney Neighborhood Association		CHDO Operating Expenses	31,306
Operating Expenses	2,734	First-Time Homebuyer	163,294
Subtotal Target Neigh. Public Service \$36,669		CDD Administration of HOME	40,000
		GRAND TOTAL HOME	626,133
The Ballard Community Center			
Emergency Services Council	7,829		
Douglas County AIDS Project		<b>FUNDING SOURCES:</b>	
Emergency Assistance Program	2,500		
Housing and Credit Counseling, Inc.		2009 CDBG Grant	798,320
Tenant-Landlord Counseling & Education	25,000	Projected Program Income	100,000
Lawrence Community Shelter, Inc		Grant Reallocation	250,000
214 W. 10th Street		Total CDBG Grant Allocation	1,148,320
Emergency Shelter Operations	36,500		
The Salvation Army		2009 HOME Grant	626,133
946 New Hampshire		Projected Program Income	0
Feeding Program	11,000	Total HOME Grant Allocation	626,133
Subtotal Agency Public Service \$83,079			
Public Services Total	19,700	Total CDBG Grant Allocation	1,148,320
		Total HOME Grant Allocation	626,133
<b>CDBG Capital Improvements</b>		<b>GRAND TOTAL, CDBG &amp; HOME</b>	<b>1,774,453</b>
Community Development Commission (CDD)			
Comprehensive Housing Rehabilitation	395,000		
LCLHT First Time Homebuyer	100,000		
Weatherization	10,000		
Furnace Loans & Emergency Loans	35,000		
Subtotal CDD \$570,248			
City of Lawrence Public Works Division			
Sidewalk Project	220,000		
Subtotal Sidewalks PW			
Oread Neighborhood			
Water Meter Installation - Law. Comm. Garden	1,260		
Subtotal Neighborhood Cap. Improvements \$1,260			
Community Living Opportunities			
Group Home Roof Repair	36,000		
Independence, Inc			
Accessible Housing Program (AHP)	33,000		
Van Go Mobile Arts, Inc.			
Exterior Lighting for Facility	8,400		
Subtotal Agency Capital Improvements \$77,400			
Total Capital Improvements	868,908		

### Other Resources

United Way of Douglas County and individual social service agency funding continue to address many needs identified in this plan. United Way usually raises more than a million dollars each year and nearly all the social service agencies raise money through annual campaigns and special events. CDBG and HOME funds enhance agency stability, increase public confidence and fill one-time needs by thus leveraging additional resources.

### HOME Program Match Sources and Uses

The City continues to identify match contributions for the HOME program. Thus far, match has been obtained from cash from non-federal sources; forgone taxes, fees, and other charges; donated real property; and site preparation, construction materials, and donated labor. The City received a 100% reduction of match liability for Fiscal Years 2003 through 2009 as a result of the declaration of a major disaster for Douglas County pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act. This designation is due to the May 2003 tornado in Douglas County and the January 2005 ice storm, and the December 2004 winter storm in Douglas County. The reduction in match will apply to all HOME investments expended by the City during the 2003 through 2009 program period. The City will continue to accumulate and track match from other cash resources such as forgone taxes, fees, and charges. In 2010 will begin documenting/estimating the 25% match requirement for HOME funds as investments are expended.

### HOME Program Recapture Reductions

Recapture reductions must ensure that the City recoups all or a portion of the HOME assistance to the homebuyers if the housing does not continue to be the principal residence of the family for the duration of the period of affordability. Currently, Lawrence uses the reduction during the period method. The City reduces the amount to be recaptured at the rate of 5% a year for four years, then 10% a year for three more years. The maximum reduction of the HOME investment is 50%. The reduction for each year occurs at the completion of the year and is not prorated by the month. Recapture occurs when the homebuyer ceases to be the owner/occupant of the home.

Recapture provisions, as mentioned previously, pertain to the on-going participants in the former Homeowners Out Of Tenants (HOOT) program. Because the HOOT program has changed to a Housing and Land Trust First Time Homebuyers Program the affordability requirements will be based on resale, rather than recapture, provisions. These provisions will ensure that the housing is made available for subsequent purchase only to a buyer whose family qualifies as a low-income family and will use the property as its principal residence.

## HOMELESS

### Specific Homeless Prevention Elements

\*Please also refer to the Homeless Needs Table in the Needs.xlsx

1. Sources of Funds—Identify the private and public resources that the jurisdiction expects to receive during the next year to address homelessness needs and to prevent homelessness. These include the federal money for Homeless Assistance Act programs, other special federal, state, local and private funds targeted to homeless individuals and families with children, the chronically homeless, the HUD formula program and any privately owned land or property. Please describe, briefly, the jurisdiction plan for the investment and use of funds directed toward homelessness.
2. Homelessness—In a narrative response the jurisdiction plan will address the specific objectives, strategies and actions, the priority needs identified. Please also identify the steps to completing these action steps.
3. Chronic homelessness—The jurisdiction must describe the specific planned action steps it will take over the next year to address at eliminating chronic homelessness by 2015. Please identify the steps to achieving this.
4. Homeless prevention—The jurisdiction must describe its planned action steps to address the needs of the individual and families with children at greatest risk of becoming homeless.
5. Discharge Coordination Policy—Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.

Program Year 2 Action Plan Special Needs response:

### Specific Homeless Prevention Elements

### Continuum of Care

Lawrence developed its Continuum of Care strategy in 1993. Revisions and updates have been made to the strategy as services have changed and needs have shifted. The Continuum of Care strategy is used to move homeless individuals and/or families from homelessness through necessary supportive services to permanent housing. The lead entity for the CoC planning process had been the Practitioners Panel (PP), however in 2008 the Practitioner's Panel opted to join the Statewide Continuum of Care in order to access additional funding opportunities. The Practitioner's Panel disbanded when the switch to the Statewide Continuum of Care took place. Homeless strategy for Lawrence will continue to be developed locally, although funding will now be aligned with the statewide continuum that is lead by the Kansas Statewide Homeless Coalition. See Continuum of Care Diagram and the Housing Services below.

### Intake, Outreach, and Assessment

Through the PATH grant, Bert Nash Community Mental Health Center conducts homeless outreach for people who are mentally ill. Through a contract with the City of Lawrence, Bert Nash manages an outreach team of four, for the homeless community at large. Outreach workers go to places frequented by homeless people, establish contact in order to build trust, then offer assessment and services. The homeless outreach workers cannot use the mental health services for those who qualify or can refer them to the appropriate organizations for services. Besides outreach workers, no other agency is able to provide services or referrals for assistance.

Programs that go on case management and continuing care also contribute to intervention services in the community. To further assist with homelessness prevention and outreach efforts information and education about programs are posted on community bulletin boards in various locations where homeless and at-risk individuals congregate.

Douglas County Aids Project, The Lawrence Community Shelter, The Salvation Army, Housing & Credit Counseling, Inc. and Independence, Inc. are all agencies that do intake, outreach, or assessment and will receive CDBG funding. See Investment Summary for details.

### Emergency Shelter

In the past, the general homeless population, including families, have been able to access nighttime emergency shelter at The Salvation



Army upon passing a Breathalyzer test. The plan for 2009 includes the May 1, 2009 closing of this 24-hour, seven-day-a-week shelter that began operations during 2004 as the result of collaboration between The Salvation Army and the Lawrence Community Shelter. The Lawrence Community Shelter provides shelter for those who are unable to pass a Breathalyzer test. They also accept non-intoxicated, single male/female individuals in need of shelter. The Lawrence Police Department assists with late night emergency admissions to the shelters. On weekday mornings and during the day, the Lawrence Community Shelter provides drop in shelter services with an emphasis on employment, for people experiencing homelessness or who are at-risk of homelessness. The Lawrence Community Shelter will receive CDBG support for emergency housing activities as The Salvation Army will be ceasing emergency shelter activities as of May 1, 2009.

#### Transitional Housing

Service agencies assist homeless individuals in finding housing and supportive services. Transitional housing is provided through vouchers funded by HOME funds to the general homeless population. LDCHA will receive HOME funds for transitional housing vouchers (Tenant Based Rental Assistance). The Salvation Army is developing their own transitional housing program that will replace their emergency shelter program.

#### Permanent Supportive Housing

Private non-profit agencies administer 62 (only six for chronically homeless) units of permanent supportive housing. The Community Commission on Homelessness estimates the need for another 32 supportive housing units for chronically homeless individuals. The need was noted in the 2008 Homeless Survey.

Lawrence-Douglas County Housing Authority (LDCHA) is currently in the process of a Continuum of Care Supportive Housing Grant for its permanent supportive housing program, Hope Building. Hope Building provides housing and support services for up to six chronically homeless persons with disabilities. The LDCHA operates the program with the Bert Nash Community Mental Health Center providing mental health services and DCCCA providing substance abuse services. As of January 2009, the Hope Building was at full capacity.

### Chronic Homelessness

Developing permanent supportive housing units for chronic homelessness is a high priority for the City of Lawrence. LDCHA will continue to operate HOPE Building, a PSH project that serves six chronically homeless individuals. Additionally, LDCHA submitted a Shelter+Care application for the 2009 CoC and was declined. The Salvation Army also submitted an application for their TH project and they were not awarded funding. Faith-based initiative Family Promise has developed small PSH projects serving 2-3 chronically homeless individuals. It is the goal of the city to develop new PSH opportunities during the 2008-2012 Consolidated Plan.

Beginning in 2006, the City of Lawrence began funding a homeless outreach team with general fund dollars. The outreach team of four makes connections with homeless individuals on the street and in shelters, with the goal of engaging them in services and eventually assisting them in movement to more stable housing options.

The coordination of efforts to end chronic homelessness includes the implementation of the Homeless Management Information System (HMIS). The Lawrence CoC implemented HMIS with nine participating agencies in 2006 and transitioned to the statewide HMIS during 2008. The HMIS includes HUD funded and non-HUD funded emergency shelters, transitional housing, and permanent supportive housing programs, as well as service providers, including outreach and case management services.

### Preventing Homelessness

The city was continuing to support homeless prevention activities such as rent and mortgage assistance, eviction prevention and shutoff as well as landlord counseling. The further development of emergency transitional housing, as described in the housing vision, will result in fewer families being forced into shelters or onto the streets. The LDCHA is implementing a program called the e-Housing Connection. The program is "to generate multiple sites for temporary housing for individuals and families to obtain immediate housing while waiting for more permanent arrangements", and is in accordance with the Community Commission on Homelessness' Emergency Temporary Housing Program element of the Housing Vision. The Connection works to bring together landlords that have vacant properties and homeless individuals/families that are in need of emergency housing for whom a homeless shelter is not suitable. The program also includes a case management element, and the case manager signs an

agreement that is an addendum to the lease. Access to the program is facilitated through local support service agencies after the homeless family/individual enters into a written support service and case management plan. The program is geared toward individuals and families who do not presently have permanent housing but who, with stabilization through case management and supportive services, will be able to secure permanent housing in three to six months and successfully maintain that housing.

The Salvation Army is working toward implementing the Transitional Housing program in program year 2009 as well. The program will be able to serve four to five individuals or families. The program was originally envisioned to be approximately 15 individuals or families based on the funding request from HUD, but that request was declined. The Salvation Army plans that the program will be up and running in mid to late 2009, with other funding sources.

#### Discharge Planning

##### Foster Care:

Youth who leave the foster care system because they have attained 18 years of age are eligible to participate in Independent Living Services, contracted by Kansas Social and Rehabilitative Services. Caseworkers begin working with youth who will be leaving foster care on a discharge plan as early as age 16 to ensure that youth will not need to seek McKinney-Vento services. Discharge planning includes housing, employment, and education.

##### Health Care:

Lavance Memorial Hospital has social workers in charge of discharge planning. Homeless individuals admitted to the hospital are assisted with a discharge plan upon admission that includes housing.

##### Mental Health:

SRH has adopted a policy that would prevent discharging homeless individuals from non-fundally funded institutions or systems of care into homelessness or into HUD funded programs for the homeless.

##### Corrections: \*

The Douglas County Jail is in the process of developing an extensive re-entry program that includes a housing component. A full-time Re-entry Coordinator has recently been hired. The County recognizes that releasing offenders into homelessness increases the likelihood for re-offending.

**City of Lawrence  
Continuum of Care for Housing and Homelessness  
(Added to Balance of State in 2008)  
2009**

A local adaptation of the HUD model

**Outreach, Intake, Assessment**  
Bert Nash-PATH and Outreach Workers / Emergency Services Council Agencies\*\* / Douglas County AIDS Project / Independence, Inc. / Lawrence Community Shelter / The Salvation Army.

**Emergency Shelter**  
First Step House / Hearthstone / Lawrence Community Shelter / Oxford House / The Shelter, Inc. / Women's Transitional Care Services

GAP: All but Lawrence Community Shelter serve special populations. Specialized shelters do not have the resources to serve all potential clients.

**Emergency Shelter** – Any facility, the primary purpose of which is to provide temporary or transitional shelter for the general or specific populations of homeless individuals or families.

**Transitional Housing** – designed to provide housing and supportive services to homeless individuals or families with the purpose of facilitating movement to independent living within a specified time.

**Supportive Services**  
Alcoholics Anonymous / Bert Nash / Brookcreek Learning Center / Catholic Community Services / Cottonwood / DCCCA / Douglas County AIDS Project / Douglas County Dental / Douglas County Legal Aid Society / Emergency Services Council Agencies\*\* / First Step House / GaDuGi Safecenter / Haskell Indian Nations University Health Center / Health Care Access / Headquarters / Hearthstone / Heartland Medical Outreach / Hospice of Douglas County / Housing & Credit Counseling, Inc. / Independence, Inc. / Jubilee Café / Lawrence Alano Society / Lawrence-Douglas County Health Dept. / Lawrence-Douglas County Housing Authority / LINK / Lawrence Community Shelter / Project Lively / The Salvation Army Project Able / SRS / Trinity Respite Care

**GAP:** Transportation (access & affordability). Funding for supportive services in Lawrence is minimal, specifically for case management services, life skills training, and mental health care.

**Transitional Housing**  
Achievement Place for Boys / HOPE Building / Lawrence-Douglas County Housing Auth. / O'Connell Youth Ranch / The Salvation Army "Project Able"

**GAP:** All but one of these agencies serve targeted populations, two serve only children. More transitional housing is needed for the general adult population.

**Permanent Housing**  
Accessible Residential Options (ARO) / Home of Your Own (HOYO) / Lawrence Community Land and Housing Trust (LCLHT) / Independence, Inc. Accessibility Program / Lawrence-Douglas County Housing Authority / Tenants to Homeowners, Inc. Accessible Housing

**Permanent Supportive Housing**  
Accessible Residential Options (ARO) / Bert Nash 911 House / Community Living Opportunities / Cottonwood / Lawrence-Douglas County Housing Authority

**GAP:** There is not enough permanent supportive housing in Lawrence. No federal financing for rehabilitation of Section 202 units (i.e. ARO).

**\*\* ESC Agencies:** Ballard Center / Douglas County Senior Services / ECKAN / Penn House / The Salvation Army / Women's Transitional

**Revitalized Neighborhoods**

Neighborhood Associations, Parks and Recreation, Lawrence Community Garden, Utilities, Public Works

# HOUSING VISION CHART (09/10/2007)

Emergency Housing Options						
Shelter		Temporary Housing		Transitional Housing (TBRA)	Permanent Supportive Housing	Permanent Housing
*75 (one facility)		*100 new		*35 new	*22 new	
Transients (10 – outreach worker estimate) – may or may not seek shelter. Chronically homeless (32 – PIT count) - may or may not seek shelter, may or may not be interested in permanent ETH, TH or PSH.		Single Homeless and Families without Children (70 PIT count) – likely will seek shelter; 35% will move into TH; some will need PSH and others will need private housing. Homeless Families with Children (32 PIT count) – likely will seek shelter; many will move into TH; some will need private housing.		Single Homeless and Families without Children and Families with Children (35 HA estimate) – will qualify for TH immediately if vouchers are available.	Chronic (22 estimate) - assuming not ALL disabled will need PSH and not all chronically homeless will pursue PSH.	

**\* Number of units needed to meet immediate housing needs based on current Point-in-Time (PIT) Count numbers and service provider estimates.**

Emergency Shelter: A short-term facility (911) where people can get off the street to stabilize for movement to better housing options. This option does not include or account for shelters that serve special populations (e.g., Veterans, Women, etc.).

Emergency Temporary Housing: A model alternative to emergency shelter where people can obtain immediate housing while awaiting a spot in TH or other longer-term housing, working to address housing barriers.

Transitional Housing: Assisted housing with support services, available for up to two years. Major gap is for people who are precluded from LDCHA due to methamphetamine conviction, sex offender status or other criminal convictions.

Permanent Supportive Housing: Permanent housing with ongoing support services.

Permanent Housing: Assisted or non-assisted public or private housing with no time limit.

## Emergency Shelter Grants (ESG)

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

Program Year 2 Action Plan ESG response:

## COMMUNITY DEVELOPMENT

### Community Development

\*Please also refer to the Community Development Table in the Needs.xlsx workbook.

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category. See the Community Development Needs Table (formerly Table 2B) in the Capital Improvement Plan process for more information on the types of projects that are eligible for assistance, including public services and economic development.
2. Identify specific long-term and short-term community development objectives (including economic development activities and creations), developed in accordance with the statutory goals described in Section 4 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

\*Note: Each specific objective developed to address the needs must be identified by number and contain proposed accomplishments (i.e., the project or activity), the number of annual program year(s) in which the project or activity will be completed, and the measurable terms (as identified in the needs assessment) in which the project or activity will be completed in quantitative terms, or in other measurable terms as identified in the needs assessment.

Program Year 2 Action Plan Community Development response:

Community Development  
Lawrence County-wide society of housing community development needs. These needs are met through the General Fund and other non-federal resources. Based on the Capital Improvement Plan process, the needs identified during the Consolidated Plan process, the county projects nearly \$45,000,000 in non-housing community development needs during the next program year.

### Antipoverty Strategy

1. Describe the actions that will take place during the next year to reduce the number of poverty level families.

Program Year 2 Action Plan Antipoverty Strategy response:

### Antipoverty Strategy

One purpose of the Consolidated Plan Programs and other initiatives in Lawrence is to reduce the number of persons in poverty. The emphasis in Lawrence is to help people rise out of poverty, rather than temporarily easing their situation. Although essential short-term direct aid such as emergency food and shelter is provided, the strongest community support is for programs to address the root causes of poverty and assisting people in becoming self-sufficient in the long-term. Two key components of helping people attain self-sufficiency are employment and housing.

Examples of programs that directly influence people's ability to escape poverty include job education and placement services, as well as housing advocacy, homeless prevention, and rental assistance. Projects that indirectly affect poverty include those that improve the community at-large and provide transportation. These are services that help people access employment and services. CDBG, HOME, CoC and State ESG funds are often used as matching funds for other grants that also contribute to reducing the number of families living in poverty. Thus, the power of these federal dollars is leveraged to a greater extent.

Recognizing that limited Consolidated Plan dollars should be focused where the need is greatest, preference is given to projects that directly benefit low-income populations, tenants or serve low and moderate income neighborhoods. Projects that will benefit the city as a whole. This strategy will ensure that scarce resources are directed to best serve the people who have the greatest need, including those areas with the greatest concentration of poverty.

In addition to Consolidated Plan programs, a number of other public, private, and partnership initiatives have been designed to assist in the reduction of poverty rates. These include the Workforce Development Center, the Douglas County Re-entry Program, and a newly forming partnership of employment agencies.

The city's Step Up to Better Housing Strategy and the Housing Vision developed by the Community Commission on Homeless will serve as the baseline for the city's antipoverty strategy.

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## NON-HOMELESS SPECIAL NEEDS HOUSING



## Non-homeless Special Needs (91.220 (c) and (e))

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

Program Year 2 Action Plan Specific Objectives response

Due to limited funding, the City of Lawrence identified only those activities supporting only those activities identified as "high" priorities and identified needs. Since none of the non-homeless special needs are identified as "high" priority, no Consolidated Plan funds are allocated to this during the 2009 PY.

## Housing Opportunities for People with AIDS

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. Provide a Brief description of the organization or area of service, the name of the program contacts, and a brief overview of the range/type of housing activities to be done during the next year.
2. Report on the actions taken during the year to address the special needs of persons who are not homeless but require housing, and assistance for persons who are homeless.
3. Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of outputs and outcomes to proposed actions and progress made on the planned actions indicated in the strategic plan and actions. This evaluation should address any related program adjustments for future years.
4. Report on the HOPWA output goals for the number of households assisted in the following categories: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as transitional housing, supportive housing, and SRO dwellings, where funds are used to develop and maintain these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
5. Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.
6. Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved Consolidated Plan.

7. Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.
8. Please describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.
9. Please note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.

Program Year 2 Action Plan HOPWA response:

N/A

### Specific HOPWA Objectives

Describe how Federal, State, and local public and private resources that are reasonably expected to be available will be used to meet the needs for the period covered by the Action Plan.

Program Year 2 Specific HOPWA Objectives response:

N/A

### Other Narrative

Include any Action Plan information that was not included by a narrative in any other section.