

Memorandum  
City of Lawrence  
Planning and Development Services

TO: David L. Corliss, City Manager; Mayor Robert J. Schumm; Commissioner Michael Dever; Commissioner Mike Amyx; Commissioner Hugh Carter; Commissioner Aron Cromwell

FROM: Margene K. Swarts, Assistant Director, Planning and Development Services

CC: Scott McCullough, Director, Planning and Development Services

Date: June 12, 2012

RE: Homeless Issues Advisory Committee (HIAC) Memorandum to the City Commission regarding the potential impact of Lawrence Community Shelter's (LCS) relocation on the Lawrence downtown area.

At the May 8, 2012 HIAC meeting, the group voted unanimously to direct staff to send a letter to the City Commission outlining concerns that have been brought to the body's attention regarding the impact the LCS relocation may potentially have on downtown Lawrence. Details regarding this discussion follow.

The HIAC was formerly named the Community Commission on Homelessness (CCH) and was established by Resolution #6608 on August 23, 2005 as a result of a two year process by the Task Force on Homelessness to provide a plan for dealing with homelessness issues in the community. The Final Report of the Task Force (the Plan) was received by the City Commission as part of the resolution. Additionally, the resolution established the purpose of the CCH to report to and advise the City on matters relating to its goal of working with existing service providers and agencies to facilitate and make recommendations regarding the implementation of the Plan.

In the process of moving toward implementation of the Plan, the CCH developed a Housing Vision that encompasses emergency sheltering as well as a variety of housing for all individuals in the community, including a primary Emergency Shelter, Emergency Temporary Housing, Transitional Housing, Permanent Supportive Housing, and Permanent Housing. After review and revision of the Vision, the CCH recommended adoption by the City Commission. On June 26, 2007, the City Commission adopted the Housing Vision 5-0.

The Community Commission on Homelessness (CCH) held a two-part retreat in November and December of 2010 to review their history and discuss current community needs as well as their vision for the future. The work of the body was evaluated, and through the discussions a new Resolution was created that better defined the work of the CCH in carrying out the original Task Force Plan. Resolution #6951 adopted on October 25, 2011, renamed CCH to the "Homeless Issues Advisory Committee" in order to better demonstrate their capacity as an advisory body to the City of Lawrence. The new Resolution stated that "The Homeless Issues Advisory Committee shall function as an advisory body to the Governing Body and shall make recommendations to it regarding the advancement of appropriate programs and services for the homeless. The Homeless Issues Advisory Committee may also make similar reports, findings, and recommendations to other governmental bodies in Douglas County."

With this in mind, the HIAC began discussions about the potential issues that surround the relocation of LCS, which is slated to occur by December of 2012. The HIAC invited several key stakeholders to the discussion, including guests from the Lawrence Public Library, the City of Lawrence Parks and Recreation department, the Lawrence Downtown Clergy, and LCS. Additional service providers and interested citizens were also a part of the discussion and several committee members visited with downtown business and agency personnel and reported that information back to the group. The discussions were formal agenda items in both April and May of 2012. This letter outlines several key issues that the HIAC would like to bring to the attention of the City Commission.

When LCS moves from their current location at 214 West 10<sup>th</sup> Street, this will mark the end of daytime drop-in center services in the downtown area. Shelter staff has estimated that approximately 50-100 people are likely to remain in the downtown area after the shelter moves, and includes a large percentage of families. These 50-100 people are individuals/families that will not move with the shelter for a variety of reasons, including the new requirements for case management and program participation as well as the distance of the new shelter from the downtown area. Additionally, it has been brought to the attention of the HIAC by the Family Promise organization that many families will likely not be utilizing the shelter because they do not wish to expose their children to an emergency shelter environment. In a 30 day period in March and April, Family Promise reported receiving 40 homeless family referrals, not currently sheltered, that they were unable to help due to existing program constraints.

The HIAC feels it is important to focus attention on the uncertainty of the situation of the shelter relocation before rather than after the relocation, which is why they have begun this discussion. They feel there is not only the need to provide shelter from the elements, but also to provide services to this population including both infrastructure as well as restrooms, meals, laundry, and communication services. These types of services will cease to exist as a designated locale in the downtown area once LCS moves. It is anticipated the only remaining structured component will be a daily meal service as currently, both The Salvation Army (TSA) and the Lawrence Interdenominational Nutrition Kitchen (LINK) share serving a daily lunchtime meal. However, it has recently been announced that the current TSA officers will be leaving at the end of June and new officers will be coming on board. It is unknown what effect this change might have on TSA activities for the homeless. The HIAC stressed that it is not anticipated that providing these services will be an "in depth" service center or a duplication of existing services, but rather an effort to "fill the gap" left by the absence of a daytime drop-in center.

Representatives from the Lawrence Public Library as well as the City's own Parks and Recreation Department Community Building staff have indicated that while there are many unknowns until the shelter moves, there is the potential for problems in the downtown area for those that remain rather than go with the shelter, as there has been a tendency for people to gather in these areas previously. The loss of the drop-in center component may likely increase the numbers of people utilizing basic services in these establishments as well as downtown businesses, such as the restrooms, computers, and public phones. Additionally, it will likely increase the amount of people frequenting the public areas where the Salvation Army and LINK operate with no additional alternatives for somewhere to go downtown.

The Downtown Clergy have also had discussions regarding this issue and have expressed a willingness to be at the table and part of the conversation. Although the extent and impact of the problem is unknown and no one has formulated a solution, community groups with a vested interest in this issue have begun to look at alternatives and responses to the issue. The relocated LCS will provide a safe shelter for people which includes case management and program participation, laundry, and communication services as well as three meals a day. The reality of the situation is that there are still those who will refuse this service. The HIAC feels that as the advisory body to the City Commission on the issue of homelessness, they wish to express their concern about the potential for issues when the shelter moves and offer assistance to the City Commission when such questions and additional concerns arise.

**HOUSING VISION CHART** (6/1462007; Updated by CCH 10/13/2009)

Emergency Housing Options				
Shelter  *75 **125 (one facility)	Temporary Housing  *100 new	Transitional Housing (TBRA) *35 new	Permanent Supportive Housing *22 new	Permanent Housing
<p><b>Transients</b> (10 – outreach worker estimate) – may or may not seek shelter.</p> <p><b>Chronically homeless</b> (32 – PIT count) - may or may not seek shelter, may or may not be interested in permanent ETH, TH or PSH.</p>	<p><b>Single Homeless and Families without Children</b> (70 PIT count) – likely will seek shelter; 35% will move into TH; some will need PSH and others will need private housing.</p> <p><b>Homeless Families with Children</b> (45) – likely will seek shelter; many will move into TH; some will need private housing.</p>	<p><b>Single Homeless, Families Without Children and Families with Children</b> (35 HA estimate) – likely will qualify for TH immediately if vouchers are made available.</p>	<p><b>Single Homeless, Disabled and/or Chronic</b> (22 estimate) - assuming not ALL disabled will need PSH and not all chronically homeless will pursue PSH.</p>	

\* Number of units needed to meet immediate housing needs, based on 2007 Point-in-Time (PIT) Count numbers and service provider estimates.

\*\* Number of individuals based on 2009 information from social service agencies serving Lawrence homeless.

Emergency Shelter: A short-term facility (90-120 days) used to get people off the street in order to stabilize for movement to better housing options. This option does not include or account for shelters that serve special populations (WTCS, First Step House, etc.).

Emergency Temporary Housing: A parallel alternative to the 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 recent drug 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 Summary** (6/14/2007; Updated by CCH10/13/2009)

Participants: Jeannette Collier, Hubbard Collinsworth, Wes Dalberg, Katherine Dinsdale, Helen Hartnett, Phil Hemphill, Loring Henderson, Charlotte Knoche, Rick Marquez, Shirley Martin-Smith, Robert Mosely, Lesley Rigney, Margene Swarts

- I. Emergency Shelter: A short-term (90-120 days) facility designed to assist people to move off the street in order to stabilize for movement to better housing options. This shelter will focus intentionally on helping people move to their highest level of self-sufficiency.
- II. Target Population: Homeless Adults
- III. Essential Components
  - a) Physical
    - i. Open 24/7
    - ii. Beds
    - iii. Storage
    - iv. Kitchen/Laundry/Showers
    - v. Offices – private
    - vi. Offices – services
    - vii. Separate spaces for women and men
    - viii. Accommodate up to 125 (100 individuals and 25 family members) including people who are inebriated or ill
  - b) Programmatic
    - i. In-house case management to provide intake, assessment, information and referral to any needed services, advocacy
    - ii. Access to transportation – public or private
    - iii. Access to three meals a day
    - iv. HMIS
    - v. Phone/Mail/Message service
- IV. Assessment
  - a) Desired Outcome: Decrease number of families and individuals living on the streets.  
(Next Point-in-Time Count)
  - b) Measures
    - i. # of people living on the street
    - ii. # who move on from shelter and where they go
    - iii. Average length of stay; barriers to moving on

## Emergency Temporary Housing Summary (06/14/2007)

Participants: Vivian Baars, Jeannette Collier, Hubbard Collinsworth, Wes Dalberg, Katherine Dinsdale, Helen Hartnett, Phil Hemphill, Loring Henderson, Charlotte Knoche, Rick Marquez, Shirley Martin-Smith, Robert Mosely, Lesley Rigney, Margene Swarts

- I. Emergency Temporary Housing: 75-100 public and private housing units for individuals and families waiting for housing or working to address housing barriers. Two programs: sponsorship program and agency-run program.
- II. Sponsorship Program
  - a) Target Population: Homeless families and individuals waiting for subsidized housing (assumption: many barriers will have already been addressed).
  - b) Physical Components: 50 scattered site units funded or provided by churches, individuals, or other private or serviced-based entities.
  - c) Programmatic Components: Professional case management to provide intake, assessment, information and referral to any needed services, as well as advocacy if needed. Volunteer mentors from sponsoring organizations and/or individuals. Lead agency to manage program and train volunteers.
- III. Single Sites Program:
  - a) Target Population: Homeless individuals and families waiting for housing and working to address housing barriers.
  - b) Physical Components: At least three sites with a combined 50 units, agency-run facilities with private rooms and shared or private living space.
  - c) Programmatic Components: In-house case management to provide intake, assessment, information and referral to any needed services, as well as advocacy when needed. Access to transportation and meals and phone/mail/message service.
- IV. Assessment:
  - a) Desired Outcome: Decrease number of families and individuals living in shelters and on the streets. (Next Point-in-Time Count)
  - b) Benchmarks: 50 units during year 1; 50 units during year 2; maintain and strengthen partnerships during year 3.
  - c) Measures:
    - i. # families on the street, in shelters, and doubled up with other families
    - ii. # individuals on the street and in shelters
    - iii. # people who moved on and where they went

## **Transitional Housing Summary (01/08/2008)**

Participants 12/12/07 and 01/02/08: Charlotte Knoche, Shirley Martin-Smith, Lesley Rigney, Lynn Amyx, Lynnea Kaufman, Mike Caron, Kelly Nightengale, Sarah Terwelp, Wes Dahlberg, Penny Schau, Steve Ozark. Reviewed by CCH 01/08/08.

- I. Transitional Housing: A program combining housing and services that has as its purpose facilitating the movement of individuals and families from homelessness to stable/permanent housing within a reasonable amount of time.
- II. Target Population: Homeless Adults, with or without children and homeless families, formerly homeless adults and families living with family and friends.
- III. Essential Components
  - a) Physical
    - i. Residential housing units in the local rental market, as well as units leased, donated or owned by groups or persons wanting to participate in a transitional housing program. Shared units, single room occupancy, group residences, all would be possible if they meet the needs of the homeless population.
    - ii. Safe, decent and sanitary conditions of the units will be verified by the entity operating the transitional housing program.
    - iii. Any new construction or significant rehab of housing units for a transitional housing program should meet the handicapped accessibility requirements in the Fair Housing Amendments Act of 1988 or any subsequent revision to that Act.
  - b) Programmatic
    - i. An entity operating a transitional housing program is expected to have the capacity to provide a continuity of services, and to coordinate and oversee the provision of consistent, professional support services, either through in-house staff, or through contracts or agency partnership agreements with professional service providers.
    - ii. Services should include, but are not limited to:
      1. An intake and periodic needs assessments throughout transitional housing participation.
      2. Development of a housing transition plan based on individualized goals and objectives and including supportive services that are tailored to and adequate to meet the family or individual's needs.
      3. Activities to develop the ability of the family or individual to maintain stable housing and achieve permanent housing.
      4. Activities to help the family or individual achieve their greatest level of economic self-sufficiency.
    - iii. The family or individual has a written agreement to participate in services on some level as they work to achieve permanent housing.
- IV. Program Evaluation and Monitoring
  - a) Desired Outcome: Increase the number of homeless families and individuals maintaining stable housing and accessing permanent housing.

b) Measures

- i. Number of persons served
- ii. Number of units assisted
- iii. Number of services provided
- iv. Number of months a family or individual stays housed
- v. Number of families or individuals successfully completing a transitional housing plan and moving to permanent housing.

## **Permanent Supportive Housing Summary** (02/12/2008)

Ongoing Process Participants: Charlotte Knoche, Loring Henderson, David Johnson, Katherine Dinsdale, Bruce Beale, Steve Ozark; Sharon Spratt; Naunna Delgado; Eunice Ruttinger; Alana Winner

- I. Permanent Supportive Housing: A program combining housing and services that has as its purpose providing long-term support and shelter for people in need.
- II. Target Population: Single Homeless Adults and formerly homeless adults and families with disabilities (including mental, developmental and physical health issues as well as chronic substance addiction) preventing them from remaining housed without support.
- III. Essential Components
  - a) Physical
    - i. Residential housing units in the local rental market, as well as units leased, donated or owned by groups or persons wanting to participate in a permanent supportive housing program. Shared units, single room occupancy, group residences, all would be possible if they meet the needs of the homeless population.
    - ii. Safe, decent and sanitary conditions of the units will be verified by the entity operating the permanent supportive housing program.
    - iii. Any new construction or significant rehab of housing units for a permanent supportive housing program should meet the handicapped accessibility requirements in the Fair Housing Amendments Act of 1988 or any subsequent revision to that Act.
  - b) Programmatic
    - i. An entity operating a permanent supportive housing program should have the capacity to provide professional support services, through in-house staff, and/or through contracts or agency partnership agreements with professional service providers.
    - ii. Services should include, but are not limited to:
      1. A risk assessment taking note of history, behaviors and medical conditions that will potentially impact the service plan and agreement.
      2. An intake assessment and periodic needs assessments throughout permanent supportive housing participation.
      3. Development of a permanent supportive housing sustenance plan based on individualized goals and objectives and including supportive services that are tailored to and adequate to meet the individual's needs.
      4. Activities to develop the ability of the individual to maintain stable housing.
      5. Activities to help the individual achieve their greatest level of economic and personal self-sufficiency.
    - iii. The individual has a written agreement to participate in services on some level as long as they have residence in permanent supportive housing.

IV. Program Evaluation and Monitoring

a) Desired Outcome: Increase the number of homeless individuals maintaining stable long-term housing.

b) Measures

- i. Number of persons served
- ii. Number of units assisted
- iii. Number of services provided
- iv. Number of months an individual stays housed
- v. Number of individuals successfully entering a permanent supportive housing unit.