



## 2016 Social Service Funding Application – Non-Alcohol Funds

Applications for 2016 funding must be complete and submitted electronically to the City Manager's Office at [ctoomay@lawrenceks.org](mailto:ctoomay@lawrenceks.org) by 5:00 pm on Friday, May 15, 2015. Applications received after the deadline or not following the attached format **will not** be reviewed by the Social Service Funding Advisory Board.

**General Information:** Each year, the City Commission considers requests for the allocation of dollars to a number of agencies that provide services benefiting the Lawrence community. These funds are to be used to support activities that align with the Community Health Plan which was developed with input from many people throughout the community. The five areas for the plan are listed below:

- Access to healthy foods
- Access to health services
- Mental health
- Physical activity
- Poverty and jobs

More information on the Community Health Plan can be found at <http://ldchealth.org/information/about-the-community/community-health-improvement-plan/>.

Applications will be reviewed by the Social Service Funding Advisory Board at meetings held from 8:00 a.m. to 12:00 p.m. on May 27. **Applicants are asked to make a contact person available by phone at that time in case questions arise.**

Following their review, the Advisory Board will forward recommendations for funding to the City Commission. Recommendations will be based upon the following criteria:

- availability of city funds
- the stated objectives of the applicant's program
- alignment of the program with the Community Health Plan
- the efforts to collaborate and create a seamless system of support for residents
- outcomes that move program participants from total dependency toward measurable levels of independence
- ability to measure progress toward the program objectives and the Community Health Plan
- past performance by the agency in adhering to funding guidelines (as appropriate)

The final decision regarding funding will be made by the City Commission when they adopt the Annual Operating and Capital Improvement Budget in August.

Please note that funds will be disbursed according to the following schedule unless otherwise agreed to in writing:

- First half of funds will not be disbursed before April 1
- Second half of funds will not be disbursed before October 1

**Questions?** Contact Casey Toomay, Assistant City Manager at [ctoomay@lawrenceks.org](mailto:ctoomay@lawrenceks.org) or at 785-832-3409.



## 2016 Social Service Funding Application – Non-Alcohol Funds

### SECTION 1. APPLICANT INFORMATION

Legal Name of Agency: Ballard Community Services  
Name of Program for Which Funding is Requested: Emergency Services Council  
Primary Contact Information (must be available by phone 5/27/15 from 8 a.m. to 12:00 p.m.)  
Contact Name and Title: Kyle Roggenkamp Director of Human Services  
Address: 1035 Pennsylvania Lawrence KS 66044  
Telephone: 785-842-0440 Fax: 785-842-9688  
Email: kyle@ballardcenter.org

### SECTION 2. REQUEST INFORMATION

- A. Amount of funds requested from the City for this program for calendar year 2016: \$20,000
- B. Will these funds be used for capital outlay (equipment or facilities?) If so, please describe: no
- C. Will these funds be used to leverage other funds? If so, how:  
Yes, funding from the city allows ESC to leverage funding from other governmental and non-governmental entities such as Douglas county, United Way of Douglas County and multiple private foundations.
- D. Did you receive City funding for this program in 2015? If so, list the amount and source for funding (i.e. General Fund, Alcohol Fund, etc.):

Yes. We are scheduled to receive \$15,000 from the General Fund in 2015 for the Emergency Services Council rent/utility assistance program.

#### 1. How would any reduction in city funding in 2016 impact your agency?

Funding directly supports households in need of rent and utility assistance; households facing homelessness. Therefore, any cuts in funding will impact the number of households served by the program. A funding reduction would mean being able to serve less households, leading to other agencies having to spend more money on the expensive services directed towards newly homeless individuals. According to the U.S. Department of Housing and Urban Development, "it costs about \$40,000 a year for a homeless person to be on the streets."

Compare the previous data to the fact that the maximum amount a household can receive through an ESC investment is \$200 and the average a household receives is approximately \$162. This initial investment carries with it a success rate of over 80% long-term; meaning any client receiving an ESC investment has over a 80% chance of having their housing situation stabilize over a nine-month period. Without such a service, our clients and our community would suffer the burden of less persons being served by the Emergency Services Council rent/utility account and more persons being served as homeless.

#### 2. If you are requesting an increase in funding over 2015, please explain why and exactly how the additional funds will be used:

An increase of \$5,000 is request to support strengths-based case management, utilized by Ballard Community Services to increase the long-term impact of initial ESC investments. The purpose of additional funding is to increase our capacity to provide strengths-based case management for our ESC/rent utility clients. An investment of \$5,000 would provide partial salary for a part-time housing specialist, increasing the position from 20 to 30 hours a week, focusing on specific remedies, solutions and opportunities regarding housing for our ESC

clients. Each client receiving ESC funding who has worked with our case management post investment has a 94% success rate of keeping housing for a year post investment, which is 16% higher than clients who chose not to pursue case management. Basically, this position allows our investment to have a greater impact and allows us to spend more money on more households.

Studies on the efficiency of pairing case management with housing and utility assistance have found that case managers are well-positioned to integrate services and housing supports because they have an established rapport with their clients, understand their clients' service needs and housing preferences, and have relationships with staff throughout the community that can provide the appropriate services and supports. Studies also found that landlords were reassured by the ongoing program support offered to tenants and by the promise of a stable source of rent (i.e., the housing subsidy).

Case managers and housing specialists encouraged regular communication between tenants and landlords to resolve tenancy issues, but they also intervened as needed to mediate disputes. Indeed, in some communities, landlords preferred to contact case managers who had an established rapport with tenants, understood their housing barriers, and could intervene more effectively than the landlord. The responsiveness of case managers and housing specialists to the concerns of both tenants and landlords appeared to be a critical component of communities' housing placement and stability strategy.

A longitudinal study of 183 children in supportive housing – in which families received housing assistance *and* supportive services, i.e. case management, found that positive effects were found in school mobility, school attendance, and math achievement. Additionally, the proportion of children with child protection involvement sharply decreased over time. Overall, children receiving support services in addition to housing assistance academically improved overall (Piescher, K. The role of supportive housing in homeless children's well-being: An investigation of child welfare and educational outcomes. *Children and Youth Services Review*, 1440-1447.)

The long-term success of ESC clients depends on our ability to provide a platform for growth towards self-sufficiency after initial crisis stabilization. In a twelve month period, clients utilizing case management after an ESC investment had a 16% higher rate of housing stability than clients not utilizing case management. The numbers speak for themselves. A platform for self-sufficiency is crucial to maximize the long-term effect of ESC investments. With a housing specialist on the case management team, we would have the ability to mandate case management for all ESC clients, ensuring the most out of every city dollar invested in rent/utility assistance.

### **SECTION 3. PROGRAM BUDGET INFORMATION**

- A. Provide a detailed budget for the proposed program using the following categories: personnel (list each staff position individually and note if new or existing), fringe benefits, travel, office space, supplies, equipment, other.

Detailed ESC Budget for 2016

Total Projected ESC Revenues: \$87,000  
Of which, Other – Rent and Utility Assistance \$51,000  
Case Management-New- \$36,000

Total Projected ESC Expenditures: \$90,750  
Of Which, Other – Rent and Utility Assistance \$51,000  
Case Management-New- \$36,000

- B. What percent of 2016 program costs are being requested from the City?

The ESC request to the City represents 23% of the FY 2016 program costs for ESC.

- C. Provide a list of all anticipated sources of funding and funding amount for this program in 2016:

City of Lawrence: \$20,000 request  
Douglas County: \$30,000 request  
Community Development Block Grant: \$12,500 request  
Other non-governmental grants: \$12,000 estimate  
F.E.M.A. Phase 32: \$5,000 request  
United Way of Douglas County- \$4,000 estimate

**SECTION 4. STATEMENT OF PROBLEM / NEED TO BE ADDRESSED BY PROGRAM**

- A. Provide a brief statement of the problem or need your agency proposes to address with the requested funding and/or the impact of not funding this program. The statement should include characteristics of the client population that will be served by this program. If possible, include statistical data to document this need.

ESC is a collaborative effort between Ballard Community Services (BCS) and partner agencies, including the Salvation Army, ECKAN, Willow Domestic Violence Center, and Douglas County Senior Services, to prevent homelessness and loss of utility service through the coordinated provision of rent and utility assistance. Demonstrating the need for assistance, in Douglas County 16.5% of the population and 10.1% of children fall below the federal poverty level. There has been a 9.8% increase in the poverty rate in Douglas County from 2000 to 2010. In Douglas County, the poverty wage for a family of four is \$22,000, 17,000 short of the national wage average needed to sustain basic annual expenditures (\$39,000). To afford a 2 bedroom housing unit at mean renter wage in Douglas county, below poverty level households would have to work 70 hours a week, per eligible working adult in household. Furthermore, 55% of all Lawrence city-limit households were built prior to 1980, when energy standards for homebuilders improved. An increased need has been demonstrated recently as the HPRP program ended in January of 2012. All provided statistics in above paragraph are referenced from "ECKAN Needs Assessment Update, Published March 2013, and The National Low Income Housing Coalition: "Out Of Reach: 2012" Poverty Wage calculated using the Massachusetts Institute of Technology Living Wage Calculator.

ESC serves low-income residents of Douglas County, with approximately 90% of households served residing in Lawrence. In the first four months of 2015, ESC has served over 220 households including 517 individuals. In follow-up surveys completed to date, four months of data, 90% of 2015 ESC clients have maintained residency or utility service since ESC intervention. An average investment of \$162, combined with extensive screening, can turn the tide of potential homelessness for so many of our fellow community members.

ESC focuses on cases where short-term help can continue an overall pattern of self-sufficiency for the individual or family. These cases include families trying to maintain long-term housing and elderly on fixed incomes facing a one-time utility assistance need. Funding is provided specifically to help prevent evictions and utility disconnection. ESC is also able to help homeless individuals with an opportunity to transition to permanent housing. Every request for assistance is assessed to determine whether the assistance is absolutely critical and whether the assistance has the potential to make a meaningful long-term impact. If not funded, many of the ESC clients will face homelessness and/or other hardships caused from the loss of utilities.

- B. How was the need for this program determined?

ESC observes a demand for emergency utility and rental assistance that far exceeds available resources. Currently, only about 10% of inquiries for assistance are able to be met by the ESC program. The need is further supported by the poverty levels observed in the county, as discussed above.

Furthermore, the need for emergency housing relief is directly related to a lack of affordable housing in Douglas County Kansas. HUD financing as a nation has dropped by 56% since its, high point of funding in 1978, a reduction of 83 billion dollars, which has led to the loss of 10,000 federally subsidized, affordable units annually. The housing wait-list at the Douglas County Housing Authority is nearly a year long, including the transitional list that directly supports our homeless population transitioning into being housed. According to the National Law Center on Homelessness and Poverty, there is a 7 million unit shortage of affordable housing options in the United States.

Until these issues are address on a systemic level, the need for emergency rent and utility assistance will always be prevalent.

- C. Why should this problem/need be addressed by the City?

Being able to afford quality housing is a major concern for many Douglas County residents. 20% of households in Douglas County experience "Severe Housing Problems" (Out of Reach, 2012) defined as at least 1 of 4 housing problems: overcrowding, high housing costs, or lack of kitchen or plumbing facilities. The recent ECKAN Community Needs Assessment (2012), in a survey of Douglas County residents, found that 55.6% of average

renters' wages are spent paying rent, compared to 33.8% statewide. ECKAN partners selected "affordable, quality housing" as the single highest need for low-income people and families. "Paying utility bills" ranked in as the second highest scoring need among ECKAN partners. All provided statistics in above paragraph are referenced from "ECKAN Needs Assessment Update, Published March 2013, The U.S. Dept. of Housing and Development, and The National Alliance to End Homelessness.

Furthermore, homelessness has been shown to have a huge cost on society. Secretary of the U.S. of Dept. of Housing, Shaun Donovan, has stated that "between shelters and emergency rooms and jails, it costs about \$40,000 a year for a homeless person to be on the streets." A study from Los Angeles, CA – home to ten percent of the entire homeless population – found that placing four chronically homeless people into permanent supportive housing saved the city more than \$80,000 per year.

D. How does the program align with the Community Health Plan (see page one)?

The Douglas County Community Health Plan aims to increase health and wellness in the community through five work groups: Access to Healthy Food, Access to Health Services, Mental Health, Physical Activity, and Poverty & Jobs. It is the contention of this author [ edit wording here maybe? ] that funding received by ESC for rent and utility assistance would help progress the community health initiative in several of these areas, especially Mental Health and Poverty & Jobs.

An analysis by the SHARE study, which examined the health effects of housing instability in Michigan, found that the greater the number of housing instability risk factors (e.g., eviction notice, problems with landlord, moving multiple times), the more likely women reported symptoms consistent with PTSD, depression, reduced quality of life, increased work/school absence, and increased hospital/emergency department use. Mental health issues are compounded and made worse through an instable housing situation. Furthermore, mentally ill individuals facing homelessness are much more likely to be made a victim of crime than a housed individual. According to the National Law Center on Homelessness and Poverty, over 1,500 acts of extreme violence we faced by homeless persons in only a five year period, resulting in 375 deaths. These are reported incidents, whereas homeless individuals are much less likely to report crimes against them.

A study published in the Journal of Urban Health (2011) found that housing instability is associated with screening positive for depression and generalized anxiety among women regardless of other social stressors present in their lives. Individuals with housing instability have also been found to spend significantly less on health care. (America's Rental Housing (2012) Using rent and utility assistance to increase or maintain housing stability would, based on current evidence, prevent the onset or worsening of poor mental and/or physical health, and allow individuals to direct more attention to health, physical activity, and preventative care.

## **SECTION 5. DESCRIPTION OF PROGRAM SERVICES**

- A. Provide a brief description of the service you will provide and explain how it will respond to the need you identified in Section 4. The description should include how many clients will be served, and should describe as specifically as possible the interaction that will take place between the provider and the user of the service.

ESC is a collaborative effort between Ballard Community Services (BCS) and partner agencies, including the Salvation Army, ECKAN, Willow Domestic Violence Center, and Douglas County Senior Services, to prevent homelessness and loss of utility service in Douglas County through the coordinated provision of rent and utility assistance. As the designated administrator for the program, BCS works closely with the ESC partnering agencies to set policy for the program, approve applications and prevent duplication of ESC services.

Funds received from the County are used to pay landlords and utility companies up to \$200 per eligible household. Eligibility is determined on household income (up to 185% of the Federal poverty level are eligible) and past program usage (\$600 lifetime limit). Many cases exist where even a small amount of assistance can have a long-term impact on housing stability for an individual or family.

ESC focuses on cases where short-term help can continue an overall pattern of self-sufficiency for the individual or family. These cases include families trying to maintain long-term housing and elderly on fixed incomes facing a one-time utility assistance need. Funding is provided specifically to help prevent evictions and utility

disconnection. ESC is also able to help homeless individuals with an opportunity to transition to stable housing. Every request for assistance is assessed to determine whether the assistance is absolutely critical and whether the assistance has the potential to make a meaningful long-term impact. We layer this investment with screening tools for case management and opportunities to pursue self-sufficiency for each household. Mandating financial literacy courses for each eligible client who receives funds furthers the impact of each dollar invested in crisis stabilization.

Intake workers at ESC agencies work directly with clients to complete applications and obtain the required documentation. Required documentation includes a disconnection notice or eviction notice, photo ID, social security or tax identification number for household members and proof of income level. Furthermore, each applicant the receives ESC investments must successfully sing up for and attend a financial literacy course provided by H.C.C.I. , facilitated by Anju Mishra, a highly trained and certified financial counselor.

Rigorous eligibility screening leads to a high probability of crisis stabilization. Once a family crisis is stabilized, a platform for growth towards self-sufficiency must be implemented in order for stabilization to become long-term. This is why Ballard has recently layered our ESC/rent utility assistance program with strengths-based case management. Funding from United Way and the Rice foundation has allowed our agency to hire two staff that will supervise six masters-level practicum case managers. Together, the team provides that platform for growth/support systems necessary for our clients to identify strengths, set goals, mobilize resources and achieve self-prescribed success (which always includes self-sufficiency). In one year of layering ESC with case management, we have seen an increase in housing stability foremost (92% of ESC clients using case management reported housing situation as stable after six months compared to only 79% of ESC clients not utilizing case management reporting stable housing six months after ESC investment); also including gains in employment, health, parenting skills, food security, etc.

With a maximum payment of \$200 per household, a minimum of 50 households would receive assistance with a utility or rental bill with this request to the City. With a historical average of about \$162 per household served, an estimated 61 households would be supported at the requested level. When including all projected ESC revenue sources, approximately 320 households will be supported. The projected number of households served may increase depending on the level of grant and donation revenue received from other sources in 2016.

- B. What other agencies in the community are providing similar types of services. What efforts have you made to avoid duplication or coordinate services with those agencies?

The ESC application process prevents any duplication of services. Utilities and or rental assistance is paid directly to the vendor that is either a utility provider or a landlord. In each case applicants must provide documentation of the utility shutoff notice or notice of eviction. The vendor is contacted directly by the ESC administrative staff to verify documentation and to make the payments. Furthermore, within the ESC program the participating agencies submit the applications to a single program administrator, Ballard Community Services, to avoid any internal duplication.

Other programs in the community help to place individuals or maintain housing, including programs operated through the Lawrence Douglas County Housing Authority, the Red Cross, LIEAP (SRS), Bert Nash, Lawrence Community Shelter, Heartland Community Health Center, Catholic Charities, Salvation Army and the Warm Hearts program. As discussed above, because the need for assistance vastly exceeds the availability of funds, ESC often refers individuals to other programs. For example, by encouraging and facilitating the sign-up process through SRS, ESC participating agencies continue to promote The Low Income Energy Assistance Program (LIEAP) as an alternative energy assistance resource for qualifying households. LIEAP is a federally funded program that pays a portion of a household's energy costs by providing a one-time per year benefit. In order to qualify, applicants must be living at the address, be personally responsible for purchasing heating costs incurred at the current residence, demonstrate a recent history of payments toward purchase of the primary heating energy, and the combined gross income (before deductions) of all persons living at the address may not exceed 130% of the federal poverty level.

Households in need of heating assistance for gas bills may also be referred to the Warm Hearts program during the winter months. Referrals are also made to the Red Cross, which coordinates a utility assistance program called Project Deserve that targets people with severe disabilities, older adults and households below the federal poverty level.

## SECTION 6. PROGRAM OBJECTIVES

Please provide three specific program objectives for 2016. Objectives should demonstrate the purpose of the program and measure the amount of service delivered or the effectiveness of the services delivered. A time frame and numerical goal should also be included. Examples include, "75% of clients receiving job training will retain their job one year after being hired," "increased fundraising efforts will result in a 15% increase in donations in 2016," "credit counseling services will be provided to 600 clients in 2016," etc. **Applicants will be expected to report their progress toward meeting these objectives in their six-month and annual reports to the City.**

1. Immediate targeted outcome – 100% of clients are able to maintain their residency and keep their utilities on for thirty days after receiving ESC services. This outcome is guaranteed due to vendor agreement to maintain residency or utility for at least an additional 30 days post ESC investment.
2. Immediate targeted outcome- 100% of clients receiving ESC investments will successfully sign up and attend a financially literacy course provided by Housing and Credit Counseling Inc.
3. Medium range targeted outcome – 90% of clients are able to maintain their residency and keep their utilities on for sixty days after receiving ESC services. Extensive research and research driven eligibility screenings produce data indicating self-sufficiency prospects post ESC investments.
4. Long term targeted outcome – 75% of clients are able to maintain their residency and keep their utilities on for 180 days after receiving ESC services. Targeted, wrap-around case management, provided at our Penn House location compliments ESC's ability to produce this outcome by offering clients the platform and support to both raise social capital and sustain self-sufficiency.
5. By successful referral of applicants and by helping to facilitate the application process for applicants, ESC-participating agencies will help increase the number of individuals receiving Low Income Energy Assistance (LIEAP) from the federally funded program by 10% for Douglas County. All 2015 ESC applicants (within the application window ending March 28<sup>th</sup>) were heavily encouraged to apply for LIEAP. All eligible ESC clients fully agreed to apply. Penn House strengths team provided each with application materials, application assistance, and mailing instructions.