

# **THE CDBG-R SUBSTANTIAL AMENDMENT**

Jurisdiction(s):City of Lawrence, KS	CDBG-R Contact Person: <i>Margene Swarts</i> Address: <i>1 Riverfront Plaza, Level 1, Suite 110, Lawrence KS 66044</i>
Jurisdiction Web Address: <ul style="list-style-type: none"><li>• <i>www.lawrenceks.org/pds</i></li></ul>	Telephone: <i>785-832-3117</i> Fax: <i>785-832-3110</i> Email: <i>mswarts@ci.lawrence.ks.us</i>

## **ENSURING RESPONSIBLE SPENDING OF RECOVERY ACT FUNDS**

Funding available under the Recovery Act has clear purposes – to stimulate the economy through measures that modernize the Nation’s infrastructure, improve energy efficiency, and expand educational opportunities and access to health care. HUD strongly urges grantees to use CDBG-R funds for hard development costs associated with infrastructure activities that provide basic services to residents or activities that promote energy efficiency and conservation through rehabilitation or retrofitting of existing buildings. While the full range of CDBG activities is available to grantees, the Department strongly suggests that grantees incorporate consideration of the public perception of the intent of the Recovery Act in identifying and selecting projects for CDBG-R funding.

### ***A. SPREADSHEET FOR REPORTING PROPOSED CDBG-R ACTIVITIES***

Grantees must provide information concerning CDBG-R assisted activities in an electronic spreadsheet provided by HUD. The information that must be reported in the spreadsheet includes activity name, activity description, CDBG-R dollar amount budgeted, eligibility category, national objective citation, additional Recovery Act funds for the activity received from other programs, and total activity budget. An electronic copy of the spreadsheet and the format is available on HUD’s recovery website at <http://www.hud.gov/recovery>.

***B. CDBG-R INFORMATION BY ACTIVITY (COMPLETE FOR EACH ACTIVITY)***

1. **Health Care Access, Inc.** – Relocation to 330 Maine Street
2. **Lawrence Community Shelter, Inc.** – Shelter Improvements
3. **Tenants to Homeowners, Inc.** – 1601 Bullene Community Green Space Project
4. **Women’s Transitional Care Services** – Shelter Repairs
5. **The City of Lawrence Community Development Division** – Grant Administration

(1) Activity Narrative:

**1. Health Care Access, Inc. – 330 Maine Street**

The Health Care Access Clinic is currently housed in a 3200 square foot metal building generously provided since 1992 by the City of Lawrence for \$1 a year. This building was constructed with Community Development Block Grant funding, and renovated with the same between 1998 and 2000 when a 1600 square foot expansion was completed to deliver the building to its current size (but with only three exam rooms). Funding opportunities in 2007 and 2008 facilitated the addition of staff, the conversion of office space to three new exam rooms (for a total of six) and the complete overhaul of the Clinic’s computer network. Within these four walls a staff of 10, reinforced by a solid base of scheduled students and volunteers, coordinates the services of an extensive network of area health professionals and a plethora of collaborating agencies to facilitate access to a range of healthcare and social services for low-moderate income Douglas County residents. Following the Clinics full relocation the current building will become available to support the expansion of another community benefit program. This by-product will provide for further buttressing of the health and social service infrastructure of Douglas County.

The Clinic’s new location is across the street from Lawrence Memorial Hospital, which will benefit the Clinic in two major ways: 1) It will provide easier access for patients being referred for labs, x-rays, and other health screenings and services, and 2) it will make it much more convenient for health care professionals serving Lawrence Memorial Hospital patients to volunteer their time to Clinic patients. The new location is also just blocks away from the Community Health Facility Building, which houses the Lawrence-Douglas County Health Department and Bert Nash Community Mental Health Services, both of whom are central points of referral for the Clinic’s patient population. The Douglas County Dental Clinic, another resource for Clinic patients, is nearly next door. Further, the use of smaller funding amounts from community groups and funders interested in supporting particular populations or diseases/conditions will support the development of specific spaces and places in the new environment to address chronic conditions and wellness - such as an exam room dedicated to diabetes, children’s health, or women’s wellness, or even a fitness room – allowing the Health Care Access Clinic to

uniquely build the new facility to best meet the health and wellness needs of clients, staff, volunteers, and the greater Douglas County community.

The Clinic has always contributed to helping the working poor stay healthy and at their jobs while minimizing costly emergency room utilization, support which promises to continue contributing to the economic development of Douglas County. Furthermore, in 2009 the Clinic lost the funding it had received in 2007 and 2008, which was providing for one 0.5 FTE Nurse Practitioner (NP) and Registered Nurse (RN). The foundation informed the Clinic that the 2009/2010 application submitted was highly scored but there simply was not enough funding to fulfill all needs. The Clinic was invited to reapply for 2010/2011 funding and the growth supported by the CDBG-R will go a long way towards the reinstatement of these positions as well as providing for new job creation, not only through renovations, but through increased clinical and administrative staffing to meet the growing demand for services that will be accommodated by the new Health Care Access Clinic facility. 40% of Douglas County households earn less than \$35,000 in annual income and benefits. The Census Bureau's Small Area Health Information Estimates (SAHIE) for 2005 indicates that 18.5% of Douglas County residents, below 65 years of age, are uninsured. This is a 3.4% increase over 2000 estimates for the county. For those individuals at or below 200% of the federal poverty level (approximately \$35,200 annually for a family of three in 2008) 12.1% are uninsured.<sup>6</sup> National estimates indicate that nearly a quarter of all uninsured are eligible for state or federal programs, which for Douglas County, even with recent ARRA expansions, means there are still an estimated 10,000 uninsured individuals ineligible for these programs and in need of another source of care. In 2008, 1,703 uninsured, low-income (defined as earnings below 185% of the federal poverty level verified through pay stubs) community members were served through 4155 encounters. It is estimated the new facility will double current capacity, providing a potential 10,000 appointments to some 3,500 uninsured, low-income Douglas County community members, an estimated 1/3 of those eligible for Clinic services, and ineligible for government programs.

The US Bureau of Labor Statistics reported that national unemployment rates rose to 8.9% in April. They also report that the Kansas unemployment rate had increased to 6.1 percent as of March 2009. The unemployment rate for all residents 16 years and older in Lawrence (largest population in Douglas County) is 5.5% as of March 2009, and continues to rise with national rates in response to mounting economic challenges. The Bureau of Labor Statistics also shows that the increase in jobless rates most greatly impacted blacks, adult men, and older workers aged 50 – 64.<sup>1</sup> Further, a Consumer Affairs report indicates that the baby boomer generation is particularly hard hit by unemployment and loss of insurance coverage as AARP president Chin Hansen said, "People in this age range who lose job-based coverage often find it impossible to get affordable individual coverage because insurers consider age and pre-existing conditions when setting rates and most Americans in this age range have one if not several such conditions."<sup>2</sup>

While the ARRA provides for subsidies to make COBRA coverage available to more individuals, this does not necessarily make it accessible to all. While 65% reductions in premium costs are made possible through the act, the remaining 35% share left to the individual may be an unrealistic expense for many low-moderate income workers. Also, as indicated on the website for the Committee on Education and Labor, these benefits are restricted to those individuals eligible for COBRA continuation coverage who were involuntarily dismissed from their employment between September 1, 2008 and December 31, 2009, are only available for nine months, and are unavailable to individuals working for companies that terminated all of their health plans.<sup>3</sup> While it is estimated that the act will cover some 7 million individuals, the report by the Bureau of Labor

Statistics indicate this will leave a nearly equal number of Americans without access to care. In 2008, 17% of Clinic patients were between the ages of 50 – 64, and while only 4.2% of Douglas County residents are black, 8% of Clinic patients identify as such.<sup>4</sup> This translates into the Clinic having in front of them the populations hardest hit by the current economic crises. The most common causes of mortality of Douglas County residents according to the 1998 Douglas County Behavioral Risk Factor Surveillance Survey were heart disease, cancer, stroke, unintentional injuries, pneumonia/influenza, COPD, and diabetes.<sup>5</sup> The top Clinic diagnoses/services of 2008 were hypertension, diabetes, chronic respiratory illness, and gynecological services. The majority of those presenting at the Clinic are chronically ill requiring high numbers of specialist referrals, diagnostic and screening tests, medications, and longer appointments to meet their needs. Ensuring and expanding access to healthcare services, particularly those for chronic conditions disproportionately effecting minorities and low-moderate income individuals, is vital to keeping the Douglas County workforce strong, healthy, engaged, and on the job - prepared to meet the challenges that lay ahead.

2008 saw an over 7% increase in patients served, an 11% increase in the number of on-site appointments, and a 10% increase in in-kind support for patient care at the Health Care Access Clinic. These increases were strongly supported through the redesign of Clinic space utilization and the addition of patient exam rooms as mentioned above. Additional volunteer provider clinics were also added in 2008, with a 21% increase in the number of appointments provided. This was due in large part to the growing collaboration with the hospitalist from Lawrence Memorial and their extended efforts to bridge services and improve care.

<sup>1</sup> <http://www.bls.gov/news.release/pdf/empsit.pdf>

<sup>2</sup> [http://www.consumeraffairs.com/news04/2009/05/boomers\\_health.html#ixzz0FCrmW0TV&B](http://www.consumeraffairs.com/news04/2009/05/boomers_health.html#ixzz0FCrmW0TV&B)

<sup>3</sup> <http://edlabor.house.gov/blog/2009/02/health-coverage-for-the-unempl.shtml>

<sup>4</sup> [http://factfinder.census.gov/home/saff/main.html?\\_lang=en&\\_ts](http://factfinder.census.gov/home/saff/main.html?_lang=en&_ts)

<sup>5</sup> [http://public1.kdhe.state.ks.us/county\\_health/Douglas/Douglas9b.pdf](http://public1.kdhe.state.ks.us/county_health/Douglas/Douglas9b.pdf)

<sup>6</sup> <http://www.census.gov//did/www/sahie/data/2005/tables.html>

## **2. Lawrence Community Shelter, Inc. – 1242 Massachusetts**

For the Lawrence Community Shelter project, the proposal is to construct two new bathrooms with showers, install a code approved sprinkler system, build outdoor steps and ramp, and complete required interior work between the last week of May and the end of June, 2009. The project is shovel ready, contractors have been identified and scheduled, and funding is applied for. LCS has applied for a Special Use Permit which will be completed, on its normal timeline, by July 7. Following approval of the County Commission for the occupancy, LCS will ask the City Commission for emergency access to start using the building as soon as the renovations are completed by mid- to late-June.

This grant will focus immediately on building infrastructure and creating jobs as currently set forth by HUD and long term on the HUD goal of reducing homelessness. The project will quickly put people to work in plumbing, electrical, concrete, and general construction; sectors that have been hardest hit by the current economic recession. It will refurbish a publicly owned building that will be available for potential use by other agencies or government offices after LCS relocates to a larger permanent shelter.

This grant will directly and fully serve the most economically needy members of our local community and is in support of the federal HUD mandate to reduce homelessness in America. While this sheltering project is temporary, 12 to 24 months, preparatory to moving into a larger, permanent shelter, it will, with a minimal use of resources, provide an improved space to be used by other agencies or government offices in the future, it will employ homeless people to help with the renovations, it will develop a safe, clean shelter for families and individuals, and it will immediately put skilled contractors to work. The building to be renovated is a Douglas County owned building at 1242 Massachusetts part of which houses the County Public Works Dept.

The project's success will be measured by (A) meeting the deadline to provide continuous shelter to 50+/- homeless people in Lawrence/Douglas County; and (B) developing a facility for medium term use by LCS and long term use of the community. Once grant funds are expended, the project will continue through support from the combination of public and private funding that has previously funded and continues to fund LCS. In addition, it is proposed that LCS will not have to pay rent and utilities to the County during its occupancy. Also, the Local Emergency Food and Shelter Board (LEFSB), for example, has granted new, additional funding to LCS in anticipation of its increased expenses for sheltering and feeding the larger numbers of guests it will be sheltering after the Salvation Army closes its night shelter.

The shelter will serve up to 50 guests per night, including families with children and single adult men and women. 100% of the people served are low to moderate income. Income levels are verified upon intake when pay stubs, unemployment, and/or disability checks are viewed, statements are signed by the guests, and award letters are presented to and copied by the staff. Overall, LCS will be sheltering 73 people nightly no later than

July 1 in its two locations and 75+ at the day time Drop-In Center with its jobs and case management programs and daily living services.

### **3. Tenants to Homeowners, Inc. – 1601 Bullene Avenue**

This project will address the infrastructure problem where 1601 Bullene, a permanently restricted affordable home in the Lawrence Community Housing Trust, and the city's access to the Rails to Trails project meet at the corner of Bullene and Ward streets. This land is part of the Brook Creek target neighborhood and was vacant for 15 years. TTH developed one affordable house on this site and agreed that a large part of the land in trust would be a preserved green space that could be enjoyed by all. An attractive landscape that effectively deals with the drainage that collects there from the surrounding residential neighborhood has never been created. TTH will use this grant of \$7,000 and match it with an additional \$7,000 from TTH Project funds to create a community green space using drainage controlling landscaping that will be enjoyed by all lower income homeowners currently in the neighborhood (11 homes in trust) and all who use the future trail access. This grant would provide an opportunity to create such a landscape, highlight the unusual natural spring, address the drainage issues that the unique terrain creates, beautify the target neighborhood, and support the affordable housing on the block. TTH will also use this grant to buy a plaque that highlights the railroad and natural spring's historical relevance and the Housing Trust's use of land for a greater community benefit. This project is shovel ready and would help the city address this area so that it can be a beautiful access point to the future Rails to Trails pathway that will provide increased connectivity to the Brook Creek and East Lawrence target neighborhoods.

This project will improve the drainage infrastructure around a natural spring and a residential neighborhood. This situation was not addressed when the lots were vacant because the water flowed throughout the lots. Now that the area has been developed for permanently affordable housing, it needs additional drainage to accommodate the unique natural spring. This project also addresses the Brook Creek target neighborhood's request to maintain some open green space in this unique landscape. As this project will help beautify the future access to the Rails to Trails project, it will contribute to the city's infrastructure plans for that project. It will also invite the low income neighborhood to use the trail for recreation.

The immediate neighbors of this project will benefit from the beautification of their neighborhood. 11 of these direct neighbors are low and moderate income families because they have qualified for LCHT homeownership. The 11 homes on Bullene currently in trust were built over the last 1 ½ years and buyers' incomes are verified at the time of purchase to be under 80% MFI. The larger surrounding neighborhood is the Brook Creek target neighborhood. As a target neighborhood, over 50% of those in the neighborhood are under 80% MFI as verified by census and the city in its Step Up to Better Housing Annual Report. Finally, although impossible to verify the incomes of all who may use the Rails to Trails nature path in the future, it is reasonable to assume that many of those who would take advantage of this free transportation will do so as much

out of necessity due to lower incomes as any other reason. TTH has spoken to many in the target East Lawrence and Brook Creek neighborhoods who have lobbied for the trail to serve those who do not have as many transportation options. The homeowner who lives at 1601 Bullene uses a wheelchair, cannot drive, and purchased the house because of its proximity to future trail access to get around town.

As soon as funding is received TTH can start on this project. TTH has already received several proposals from landscape designers. They may want to receive a few more plans, but their timeframe would be ready to start in June of 2009 and complete by the end of August 2009. This project is as shovel ready as anything can be and the season would be an appropriate time to complete landscaping work. TTH has the additional funding available for this timeframe.

TTH has a dedicated staff of 3 who will develop this project. TTH has also allocated to match these funds with an additional \$7,000 from project income to improve this neighborhood and add a green space to the Homewood Gardens Development that will soak up drainage, provide a community garden and beautify the access to a public trail. TTH receives over \$10,000 in material building supplies from Home Depot on an annual basis. Last year a huge pallet of paving stones and other materials was received that can be used on this project to lower material costs. TTH also hopes to use the Heartland Works Summer Youth Training Program to get some of the labor needed for this project. This will allow young workers to learn from professional landscapers and earn valuable job skills. The Roger Hill Volunteer Center will be used to provide some additional volunteer hours for this project so that it can be the most economically efficient. TTH estimates at least 300 hours or 8 weeks of full time work will be created by this project.

#### **4. Women's Transitional Care Services – Address Suppressed**

This proposal requests funds to repair the domestic violence shelter. The shelter is in need of repairs: a new roof, security system upgrade, privacy fence replacement/repair, sump-pump with installation, storm windows, and carpeting. These repairs will allow the shelter to continue to offer safety to survivors of domestic violence and offer work to the businesses providing the materials and labor.

As soon as the grant award has been processed, these projects can get underway. WTCS anticipates confirmed agreements by July 1 for the roof and security system. The remaining repairs will have confirmed agreements by July 17.

Domestic violence is a community problem. The effect on the community is increased crime, economic loss and oppression of its citizens. WTCS strives to address these issues by aiding survivors of domestic violence and their children specifically with emergency shelter.

The need is evident by the number of women and children that WTCS currently serves – 1,556 crisis calls, 155 women sheltered, 123 children sheltered, 1,086 face-to-face interactions (includes shelter), 10,078 hours of direct services (fiscal year 2008). In the

first quarter, we have already experienced an 11% increase in use of our services. We expect that increase to become larger. In addition, we have already met our budget for our fiscal year for food/household and still two months left. The need for our service is increasing during these challenging economic times.

## **5. City of Lawrence Community Development Division - Administration**

The City of Lawrence will utilize a 10% allotment of the funding for administration of the CDBG-R grant.

(2) Jobs Created: (Report the number of full- and part-time jobs estimated to be created and retained by the activity (including permanent, construction, and temporary jobs)).

### **1. Health Care Access, Inc.**

In 2009 the Clinic lost the funding it had received in 2007 and 2008, which was providing for one 0.5 FTE Nurse Practitioner (NP) and Registered Nurse (RN). The foundation informed the Clinic that the 2009/2010 application submitted was highly scored but there simply was not enough funding to fulfill all needs. The Clinic was invited to reapply for 2010/2011 funding and the growth supported by the CDBG-R will go a long way towards the reinstatement of these positions as well as providing for new job creation, not only through renovations, but through increased clinical and administrative staffing to meet the growing demand for services that will be accommodated by the new Health Care Access Clinic facility.

### **2. Lawrence Community Shelter, Inc.**

The Lawrence Community Shelter's resources to apply to this project are, first, several LCS guests who are qualified to do general construction work and one, in particular, who is a gifted cabinetry and finish carpenter. These individuals will work on the job at regular hourly rates under the supervision of a volunteer retired general contractor. The shelter has, also, a volunteer retired general contractor to help oversee the project. Second, LCS has some reserve funds to apply to the project and is seeking donated equipment, volunteer labor, possible County funding, and a CDBG grant to complete the project.

It is planned that the project renovations/construction phase will employ three individuals for the plumbing/bathroom installation, three-four individuals to put in the sprinkler system, five homeless individuals for the general clean-up and indoor construction, and three-four concrete layers for the steps reconstruction and new accessible ramp.

Once the renovations/construction phase is completed, the project will employ four new full time shelter monitors. Even after the use of this particular building ceases, the shelter



will continue the employment of these individuals. Opening this provisional shelter building for LCS will create up to four new permanent shelter jobs, in addition to the twelve current employees of LCS that will continue in the larger new shelter.

### **3. Tenants to Homeowners, Inc.**

This project will create jobs by hiring local landscapers to complete over 250 hours of work at this site. This job will use donated materials by Home Depot, so the majority of the cost will go to labor and keep people working.

### **4. Women's Transitional Care Services**

Ten to twenty positions in the community businesses that we will contract with will have work for the duration of the project being completed.

## **(3) Additional Activity Information: (A description of how the activity will promote energy conservation, smart growth, green building technologies, or reduced pollution emissions, if applicable.)**

### **1. Health Care Access, Inc.**

Clinic staff, patients, and volunteers work together to make green practices a daily exercise. All that can be reused or recycled is; from reusing paper for in-house copies to tossing cans in the Clinic's partnered Cans for the Community<sup>7</sup> drop-off container. There are also coordinated weekly drops to the local recycling center for paper, metal, glass, and more. The Clinic also provides a venue for the use of medications (reallocated through unused medications programs) and supplies that may otherwise be tossed away. Further, the Clinic has made system changes that have greatly moved it towards more environmentally friendly practices, including the newly installed computer network, which switched the Clinic to a thin client system that provides for the centralized server control and maintenance of "dumb" or thin client work stations, versus a server that was networking a hodgepodge of donated personal computers (PCs) needing retirement. "The Environmental Protection Agency (EPA) says that the typical PC uses between 50 and 100 Watts per hour. Users often leave their PCs on all day and night rather than repeatedly waiting for them to power up, which contributes further to our energy problem. Thin clients power up quickly and consume between one-fifth and one-twelfth (7-10 Watts of electricity per hour) of the energy of PC's. Because thin clients lack moving media and fans, they have a lower power use."<sup>8</sup> The Clinic also benefits from maintaining telecommuting hours when appropriate, "allowing employees to work remotely [which] reduces emissions, lessens congestion on roads, and can help reduce the energy consumption of [an] office, [which] when added together [provides] a tremendous green benefit"<sup>9</sup> When at all possible the Clinic will utilize green building practices for this project, with research and conversations around these goals underway with board, staff, and volunteers. The more funding secured for the project the greater ability to use green practices to grow the Clinic.

<sup>7</sup> <http://www.cansforthecommunity.org/>

<sup>8</sup> <http://www.picktrg.com/pubs/ThinClientWhitePaper.pdf>

<sup>9</sup> [http://ga0.org/discountech/notice-description.tcl?newsletter\\_id=17340553](http://ga0.org/discountech/notice-description.tcl?newsletter_id=17340553)

## **2. Lawrence Community Shelter, Inc.**

LCS supports green practices through collecting aluminum cans, serving recycled food, distributing used clothing and furniture from donors, having high efficiency toilets and clothes washer and dryer, and collecting and placing collapsed boxes in a “cardboard only” city dumpster. The LCS philosophy is “waste not want not.” The renovation work to be done through this grant will include Gerber ADA closet combos and seats, high efficiency toilets, and a Rheem tankless water heater as well as the most effective and efficient fire sprinkler system for the space. The architect for the project is LEED approved and will seek every opportunity to include green technologies in the project.

## **3. Tenants to Homeowners, Inc.**

TTH, Inc. is the first builder of energy-star housing in Lawrence and as a nonprofit developer has followed a Green Building policy since 2001. This policy requires that TTH recycle all plastic, aluminum, metal, cardboard and other recyclable materials from the jobsite. Staff picks up the jobsite regularly and all building materials that are not used are recycled and saved for other jobs. TTH makes every effort to use materials that are environmentally friendly when the choice is affordably comparable.

## **4. Women’s Transitional Care Services**

The staff and shelter residents recycle containers to reduce the amount of trash which goes to the landfill. WTCS is requesting funds for a new roof and windows to limit the waste of energy.

### **(4) Responsible Organization: (Contact information for the organization that will implement the CDBG-R activity, including its name, location, and administrator contact information)**

1. Health Care Access, Inc.  
1920 Moodie Road (current address)  
Lawrence, KS 66046

Nikki King, Executive Director  
785-841-5779  
[kingn@healthcareaccess.org](mailto:kingn@healthcareaccess.org)

2. Lawrence Community Shelter, Inc.  
214 West 10<sup>th</sup> Street  
Lawrence, KS 66044

Loring Henderson, Director  
785-832-1053  
[director@lawrenceshelter.org](mailto:director@lawrenceshelter.org)

3. Tenants to Homeowners, Inc.  
2518 Ridge Court, Suite 209  
Lawrence, KS 66044

Rebecca Buford, Executive Director  
785-842-7570  
[rbufordefird@yahoo.com](mailto:rbufordefird@yahoo.com)

4. Women's Transitional Care Services  
PO Box 633  
Lawrence, KS 66044

Sarah Terwelp  
Executive Director  
[sterwelp@wtcskansas.org](mailto:sterwelp@wtcskansas.org)

### ***C. PUBLIC COMMENT***

Provide a summary of public comments received to the proposed CDBG-R Substantial Amendment.

**Note:** A Proposed CDBG-R Substantial Amendment must be published via the usual methods and posted on the jurisdiction's website for no less than 7 calendar days for public comment.

Response:

