



# City of Lawrence, KS 5 Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

## GENERAL

### Executive Summary

#### Introduction

This Consolidated Plan provides a basis 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 Partnership (HOME) programs. This Consolidated Plan covers the period beginning August 1, 2008 through July 31, 2012, including five program years. Programs and activities described in this 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 is the product of 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 homeless persons. A complete draft of this plan has been made available for public review and comment for a 30-day period beginning April 10, 2008. 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

The priorities and accomplishment goals outlined in this document are based on assumptions about future funding levels for the Consolidated Plan programs. In all cases, the City of Lawrence has used the presumption of level-funding of each program at Federal Fiscal Year 2008 levels as outlined below. Because these programs are subject to annual Congressional appropriations as well as potential changes in funding distribution formulas or the number of communities eligible to receive entitlement grants, the accomplishment projections and planned activities are subject to change with availability of funding.

	CDGB	HOME	TOTAL
Estimated Annual Entitlement	\$798,320.00	\$626,133.00	\$1,424,453.00
Estimated Annual Program Income	\$100,000.00	0	\$100,000.00
Estimated Reallocation of Funds (One-year)	\$250,000.00	0	\$250,000.00
Five-Year Total Estimated Funds Available	\$4,242,100.00	\$3,130,665.00	\$7,372,765.00

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

The table below outlines the priority need categories that HUD has 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 five program years covered by this plan. Below each goal, high and medium priority objectives are also listed. The proposed funding amounts are constrained in many cases by program eligibility requirements and expenditure caps. Administrative expenses are apportioned within the various priority need categories based on program regulations.

<b>Goal: Homeless/HIV/AIDS - \$280,000 (4%)</b>	
<b>Objectives</b>	<b>Priority</b>
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 - \$300,000 (4%)</b>	
<b>Objectives</b>	<b>Priority</b>
1. Increase housing opportunities and services for persons with special needs.	MEDIUM
2. Improve accessibility of affordable rental housing.	HIGH
<b>Goal: Rental Housing - \$1,588,065 (22%)</b>	
<b>Objectives</b>	<b>Priority</b>
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 - \$3,730,450 (51%)</b>	
<b>Objectives</b>	<b>Priority</b>
1. Increase the availability of affordable owner housing.	HIGH
2. Improve the quality of owner housing.	HIGH
<b>Goal: Public Facilities - \$47,500 (1%)</b>	
<b>Objectives</b>	<b>Priority</b>
1. Improve the quality of neighborhood facilities serving LMI persons.	MEDIUM
<b>Goal: Infrastructure - \$239,690 (3%)</b>	
<b>Objectives</b>	<b>Priority</b>
1. Improve quality/quantity/access of public improvements that benefit LMI persons.	MEDIUM
<b>Goal: Public Services - \$143,740 (2%)</b>	
<b>Objectives</b>	<b>Priority</b>
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 CDBG and HOME is estimated to cost \$998,320 (14%). Percentages may not total 100 due to rounding.

## **Strategic Plan**

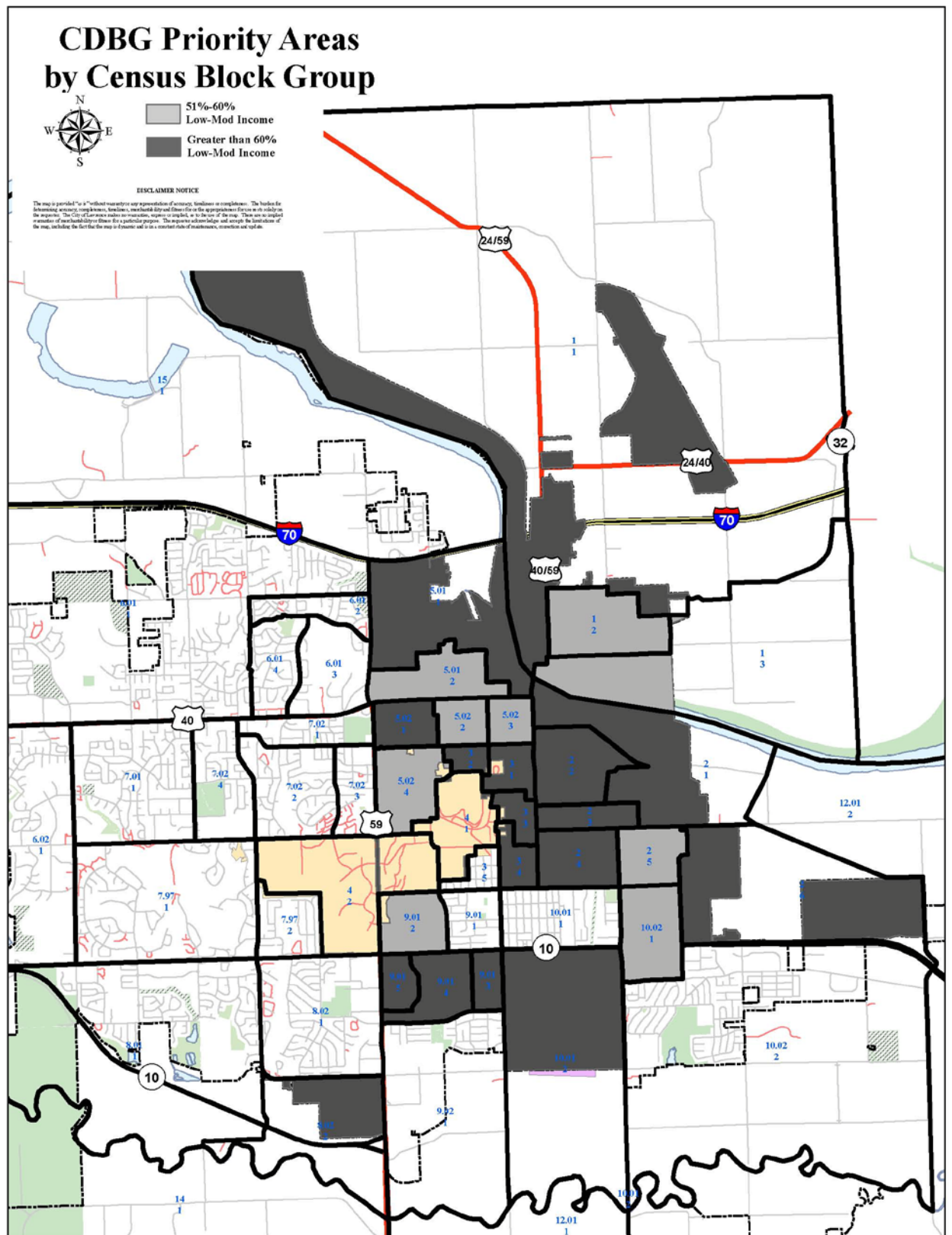
### **Geographic Areas to be Assisted and Priorities for Area-wide Assistance**

Lawrence is a diverse and multifaceted city that provides many of the amenities of a large metropolitan area, while still maintaining a strong sense of community. Located in Northeast Kansas, Lawrence is just 45 minutes west of Kansas City, and 30 minutes east of Topeka, the state capital. The total area within the main body of Lawrence is 31 square miles.

Lawrence offers a rich and fascinating history, a wide range of cultural experiences and nationally recognized educational institutions. Lawrence has one of the most vibrant downtown shopping, dining and entertainment districts in the Midwest. Many have called Massachusetts "Mass" Street – or "Mass" to the locals - one of the most beautiful main streets in America.

Lawrence is also home to two universities: the University of Kansas and Haskell Indian Nations University. Approximately 28,000 students attend KU, which is ranked as one of the nations' most beautiful campuses. Haskell Indian Nations University is the nation's only inter-tribal university for Native Americans, representing more than 150 tribes from all across the country.

As of the 2006 American Community Survey, Lawrence was home to 88,587 people, 14,955 of whom were members of minority groups. According to the same survey, Lawrence was home to 14,863 households who earn less than 80% of the area median income and are therefore classified as low-or moderate-income by HUD. This represents 44% of the city-wide population for whom household income could be determined. The following map illustrates the block groups with the heaviest concentrations of low-income and moderate-income residents in Lawrence. Consolidated Plan funds will generally be targeted toward these low and moderate income neighborhoods or toward 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 recognizes the following priority need categories for the five-year planning period. 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 preparing this plan was to prioritize among a list of real needs given the limited amount of funding available through the Consolidated Plan programs.

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

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, and encourage a sense of community in LMI areas.	HIGH

### Obstacles

The primary obstacle to meeting all of the identified 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. Lawrence, due to being an entitlement community, is not eligible for state CDBG or HOME programs. No state dollars are available for community development activities and the city's general fund has been stretched to overcome stagnant property and sales tax revenues. Local cuts have resulted in a hiring freeze and reductions of all department budgets. This leaves little room for expansion of community development funding at the local level. Furthermore, the City of Lawrence's entitlement grants have been reduced over the last several years further limiting the funds available to address the needs in the community.

City of Lawrence Consolidated Plan Resources PY03 – PY08					
City Program Year	CDBG	HOME	ADDI	Total	% Change
2003	\$990,000.00	\$716,448.00		\$1,706,448.00	
2004	\$963,000.00	\$719,997.00	\$50,174.00	\$1,733,171.00	+2%
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%

## Managing the Process (91.200 (b))

### Lead Agency

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

### The Community Commission on Homelessness (CCH)

Purpose:

- To implement the community's plan 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 11 committee members are drawn from the following community resources – housing and other service providers, law enforcement, business leaders, current or previously homeless individuals, faith leaders, neighborhoods and researchers. Members are appointed by the mayor and may serve up to two, three-year terms.

Members	Constituency	Term Expires
Jeanette Collier	Service Provider	12/31/08
Phil Hemphill	Private Housing Provider	12/31/08
Robert Mosely	Community Volunteer	12/31/08
Charlotte Knoche	Public Housing Authority	12/31/08
Katherine Dinsdale	Faith Community	12/31/09
Loring Henderson	Service Provider	12/31/09
Shirley Martin-Smith	Business Leader	12/31/09
Wes Dalberg	Service Provider	12/31/09
Hubbard Collinsworth	Homeless Community	12/31/10
Mike Monroe	Law Enforcement	12/31/10
Jane Faubion	Community Volunteer	12/31/10



## **The Neighborhood Resources Advisory Committee (NRAC)**

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
Jeanette Collier	Low-mod area	09/30/08
Julie Mitchell	Low-mod area	09/30/08
Patti Welty	Low-mod area	09/30/09
Brenda Nunez	Low-mod area	09/30/09
Marci Francisco	Low-mod area	09/30/10
Quinn Miller	At-large area	09/30/08
Curtis Harris	At-large area	09/30/09
Vern Norwood	At-large area	09/30/09
Kirsten Roussel	At-large area	09/30/10
Susan Mangan	At-large area	09/30/10
Aimee Polson	At-large area	09/30/10

## **The Housing Practitioner's Panel (PP)**

Purpose:

- To develop and propose affordable housing development strategy and policy
- To promote collaboration of agencies serving low and moderate income people

Members: The 20 committee members are drawn from agencies and groups who serve residents with low-moderate income. The following agencies are represented.

### Agency

---

Bert Nash Mental Health  
Coalition on Homeless Concerns  
Douglas County AIDS Project  
ECKAN  
First Step at Lake View  
Habitat for Humanity  
Housing and Credit Counseling, Inc.  
Independence, Inc.  
Landlords of Lawrence  
Lawrence Board of Realtors  
Lawrence Community Shelter  
Lawrence-Douglas County Housing Authority  
Lawrence SRS  
Lenders Consortium  
Project LIVELY  
Tenants to Homeowners, Inc.  
The Salvation Army  
Women's Transitional Care Services

## **Plan Development**

The fore-mentioned committees make recommendations to Community Development Staff and the City Commission regarding housing and neighborhood development needs, 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 CDD and the NRAC conducts two advertised public hearings and provides an advertised public comment period to obtain feedback and solicit input into this Consolidated Plan. The first hearing was held on September 27, 2007 at City Hall. The hearing included an introduction to the Consolidated Plan's purpose and process as well as the presentation of the 2006 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.

A second public hearing was held April 10, 2008 at City Hall. The hearing concluded the NRAC's allocation deliberations and started the 30-day comment period for this Consolidated Plan. A draft of the Consolidated Plan was prepared in March 2008 and made available for public review and comment from April 3-May 12, 2008. 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 five-year Consolidated Plan, the Community Development Division, acting as the lead plan development agency, has consulted with representatives from more than 50 agencies, 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 the hearings, CDD staff has met with representatives, staff, and members of the Lawrence-Douglas County Housing Authority, the Continuum of Care, and the Lawrence Association of Neighborhoods, during PY 2007.

## **Citizen Participation (91.200 (b))**

### **Citizen Participation Process**

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 in 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 for and encourage, in conjunction with the Lawrence-Douglas County 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 and timely access to local meetings, information, and records relating to the Consolidated Plan, Substantial Amendments, and the Performance Report, as required by regulations and relating to the actual use of funds under this title. Provide information regarding the displacement of persons and specifying the types 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 where a significant number of non-English speaking residents can be reasonably expected to participate.

### **Summary of Public Comment**

Robert Baker, HCCI, expressed his appreciation for the funding recommendation. Currently they are offering free landlord/tenant materials and are conducting train-the-trainers education. They have partnered with Independence, Inc., LDCHA, and others. It is important to offer renter education in Lawrence. They will offer classes anywhere in Lawrence and would like to do more. They also do rental housing classes and fair housing classes. They are speaking at the Landlord Seminar about foreclosures on rental properties, which is a growing problem. He gave an overview of upcoming classes and training. Most clients are not students; they are clients of ECKAN, Human Relations, etc. They meet the criteria of the Committee and of HUD quite well.

KT Walsh, ELNA, thanked the Committee for the slight increase in funding, which is going to help.

Sara Smarsh, Van Go, thanked the Committee for the recommendation to fund the capital improvements at Van Go. The solar lighting and the sidewalks will make Van Go a gem in East Lawrence. It will greatly affect the youth in the community. They have an unveiling of a green-themed art project at the upcoming Earth Day celebration.

Collier said Loring Henderson, Lawrence Community Shelter, stopped by and asked her to thank the Committee on behalf of LCS.

### **Institutional Structure (91.215 (i))**

#### **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 and Annual Action Plans. CDD provides fiscal and regulatory oversight of all CDBG and HOME funding sources. The Lawrence City Commission acts as the final authority for the appropriation of funds for Annual Action Plan activities under the

Consolidated Plan grant programs, following recommendations of the NRAC.

Within each of the priority funding 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**

Habitat for Humanity	Housing and Credit Counseling, Inc.
Independence, Inc.	Tenants to Homeowners, Inc. (Housing Trust)

### **Goal: Public Facilities**

Ballard Community Center	Penn House
Social Service League	Van Go Mobile Arts

### **Goal: Infrastructure**

Public Works Department	Various Neighborhood Associations and Agencies
-------------------------	--

### **Goal: Public Services**

Neighborhood Associations	Various Non-Profits mentioned above
---------------------------	-------------------------------------

### **Strengths and Weaknesses**

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

CDD staff has worked closely with the organizations involved in Consolidated Plan programs to improve regulatory compliance,

monitoring, cooperation 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.

### **Public Housing**

The Lawrence-Douglas County Housing Authority (LDCHA) was formed through the merger of the Lawrence Housing Authority, created in 1968, and the Douglas County Housing Authority, created in 1983. Although separate entities, both agencies previously functioned under the umbrella of the Lawrence Housing Authority.

With the formal merger, effective in 2001, LDCHA was granted the powers to plan, construct, maintain, operate and manage low rent housing developments in Lawrence and Douglas County; to enter into contracts with local, state and federal governments for funds to construct, acquire, or provide housing and housing assistance for the low income, and to enter into public-private partnerships and joint ventures, including the creation of a not-for-profit organization, in order to secure funds and contracts for affordable housing development.

The LDCHA is responsible for the operations and management of 367 Public Housing units, 591 vouchers, 50 HOME coupons in the City of Lawrence and 58 multi-family units. Currently, the agency provides housing and housing assistance to over 1000 families.

The LDCHA is governed by a five-member policy making board of commissioners, three appointed by the Mayor of Lawrence and two by the Chairman of the Douglas County Commission. Day-to-day operations are managed by an executive director who is responsible for the administration of seven departments: General Housing, Program and Property Management, Senior Housing, Maintenance, Capital Improvements, Resident Services and Administration. The LDCHA currently employs 39 staff.



## **Monitoring (91.230)**

### **Ensuring Compliance**

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 and the sub-recipient visits will be prioritized by determining if any organization 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 describing the results of the visit will be drafted and a copy retained in the agency's file.

Community Development staff closely monitors 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 desk-monitors sub-recipients to ensure the compliance of locally administered projects. Staff also monitors the Consolidated Plan through the Annual Performance Report.

## **Priority Needs Analysis and Strategies (91.215 (a))**

### **Prioritization of Needs**

The City will continue to derive strategy and priorities for housing and community development through the Step Up to Better Housing Strategy, which was developed cooperatively with public and private agencies and community groups. Housing, housing services, and community development are the focus of the strategy, which is divided into four areas: emergency housing, transitional housing, permanent housing and revitalized neighborhoods. See Appendix Step Up to Better Housing for more details.

The specific prioritization of needs related to this 5-Year Consolidated Plan is listed in the general questions section above.

### **Obstacles**

The primary obstacle to meeting all of the identified 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. Lawrence, due to being an entitlement community, is not eligible for state CDBG or HOME programs. No state dollars are available for community development

activities and the city's general fund has been stretched to overcome stagnant property and sales tax revenues. Local cuts have resulted in a hiring freeze and reductions of all department budgets. This leaves little room for expansion of community development funding at the local level. Furthermore, the City of Lawrence's entitlement grants have been reduced over the last several years further limiting the funds available to address the needs in the community.

## **Lead-based Paint (91.215 (g))**

### **Lead Based Paint Prevalence**

Current estimates utilizing 2000 census data and 2000-2007 building permit data indicate that there are currently 37,539 housing units in Lawrence. Approximately 20,976 (56%) units were built prior to 1978. In the Comprehensive Rehab program, all owner-occupied homes constructed prior to 1978 participating in the program are tested for lead-based paint. Since 2000, 46 homes occupied by low-moderate income households have been tested through the program; 30 homes (65%) of those tested positive. Considering this data, it can be estimated that there are 13,634 homes in Lawrence with lead based paint hazards.

According to the 2006 American Community Survey, 44% of households are low-moderate income households with 13.6% living with extremely low incomes, 11.5% with low incomes and 19% with moderate incomes. Considering this data, it is estimated that 6000 units with lead-based paint are occupied by low-moderate income persons.

### **Actions Taken to Reduce Prevalence**

The city will ensure that all federally funded improvement programs for the 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

### Housing Needs (91.205)

#### Projected Housing Needs

The tables below (consistent with HUD's Housing Needs Table) provide estimates of the housing needs among low-income and moderate-income families in Lawrence. The information presented is based primarily on data from HUD's Comprehensive Housing Affordability Strategy (CHAS) and City of Lawrence estimates.

The tables document many areas where households are facing cost burdens (housing costs which exceed 30% of household income) and severe cost burdens (housing costs which exceed 50% of household income). According to the 2006 American Community Survey, 1% of housing units in Lawrence have occupancies greater than 1.01 persons per room and .6% has occupancies greater than 1.51 persons per room. In 2006, .5% of housing units lacked complete plumbing facilities and .2% lacked complete kitchen facilities.

Estimated Housing Needs of Households Earning Less Than 30% of Area Median Income						
		Renter				
Owner	Elderly	Related	NUMBER OF HOUSEHOLDS	100%	358	
			With any Housing Problems	69.6		
			Cost Burden > 30%	69.6		
			Cost Burden > 50%	57		
	Small	Related	NUMBER OF HOUSEHOLDS	100%	863	
			With any Housing Problems	82.3		
			Cost Burden > 30%	81.1		
			Cost Burden > 50%	73.9		
	Large	Related	NUMBER OF HOUSEHOLDS	100%	29	
			With any Housing Problems	100		
			Cost Burden > 30%	100		
			Cost Burden > 50%	100		
	All Other	Households	NUMBER OF HOUSEHOLDS	100%	3,796	
			With any Housing Problems	86.8		
			Cost Burden > 30%	86.4		
			Cost Burden > 50%	75.5		
	Owner	Elderly	Related	NUMBER OF HOUSEHOLDS	100%	236
				With any Housing Problems	64.8	
				Cost Burden > 30%	64.8	
				Cost Burden > 50%	53	
Small		Related	NUMBER OF HOUSEHOLDS	100%	165	
			With any Housing Problems	90.9		
			Cost Burden > 30%	90.9		
			Cost Burden > 50%	80		
Large		Related	NUMBER OF HOUSEHOLDS	100%	15	
			With any Housing Problems	0		
			Cost Burden > 30%	0		
			Cost Burden > 50%	0		
All Other		Households	NUMBER OF HOUSEHOLDS	100%	256	
			With any Housing Problems	68.8		
			Cost Burden > 30%	68.8		
			Cost Burden > 50%	55.5		
Households with a Disabled Member			NUMBER OF HOUSEHOLDS	100%		
			With any Housing Problems			

Estimated Housing Needs of Households Earning Between 30% and 50% of Area Median Income							
		Renter					
Owner	Elderly	Related	NUMBER OF HOUSEHOLDS	100%	240		
			With any Housing Problems	55			
			Cost Burden > 30%	55			
			Cost Burden > 50%	22.5			
	Small	Related	NUMBER OF HOUSEHOLDS	100%	825		
			With any Housing Problems	68.1			
			Cost Burden > 30%	63.5			
			Cost Burden > 50%	15.5			
	Large	Related	NUMBER OF HOUSEHOLDS	100%	72		
			With any Housing Problems	94.4			
			Cost Burden > 30%	68.1			
			Cost Burden > 50%	13.9			
	All Other	Households	NUMBER OF HOUSEHOLDS	100%	2,233		
			With any Housing Problems	71.3			
			Cost Burden > 30%	68.4			
			Cost Burden > 50%	16.3			
		Elderly		NUMBER OF HOUSEHOLDS	100%	354	
				With any Housing Problems	35.6		
				Cost Burden > 30%	32.8		
				Cost Burden > 50%	19.2		
Small		Related	NUMBER OF HOUSEHOLDS	100%	304		
			With any Housing Problems	75			
			Cost Burden > 30%	75			
			Cost Burden > 50%	39.1			
Large		Related	NUMBER OF HOUSEHOLDS	100%	64		
			With any Housing Problems	84.4			
			Cost Burden > 30%	68.8			
			Cost Burden > 50%	31.1			
All Other		Households	NUMBER OF HOUSEHOLDS	100%	255		
			With any Housing Problems	59.6			
			Cost Burden > 30%	59.6			
			Cost Burden > 50%	32.9			
Households with a Disabled Member			NUMBER OF HOUSEHOLDS	100%			
			With any Housing Problems				

Estimated Housing Needs of Households Earning Between 50% and 80% of Area Median Income										
Renter					Owner					
Households with a Disabled Member	Related	Small	Elderly	All Other	Households	Related				
						Large	Small	Elderly	All Other	
	Elderly	Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>251</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	251					
			With any Housing Problems	35.1						
			Cost Burden > 30%	35.1						
			Cost Burden > 50%	7.6						
	Small	Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>1,073</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	1,073					
			With any Housing Problems	26.1						
			Cost Burden > 30%	22.6						
			Cost Burden > 50%	.9						
	Large	Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>160</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	160					
			With any Housing Problems	38.8						
			Cost Burden > 30%	15						
			Cost Burden > 50%	0						
	All Other	Households <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>2,598</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	2,598					
			With any Housing Problems	31.7						
			Cost Burden > 30%	29.2						
			Cost Burden > 50%	1.1						
		Elderly	Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>621</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	621				
				With any Housing Problems	18.2					
				Cost Burden > 30%	15.9					
				Cost Burden > 50%	5.6					
Small		Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>793</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	793					
			With any Housing Problems	42.2						
			Cost Burden > 30%	41						
			Cost Burden > 50%	4.8						
Large		Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>249</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	249					
			With any Housing Problems	40.6						
			Cost Burden > 30%	29.3						
			Cost Burden > 50%	0						
All Other		Households <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td>478</td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%	478					
			With any Housing Problems	46						
			Cost Burden > 30%	46						
			Cost Burden > 50%	8.4						
Households with a Disabled Member	Related <td>NUMBER OF HOUSEHOLDS</td> <td>100%</td> <td></td> <td></td> <td></td> <td></td> <td></td>	NUMBER OF HOUSEHOLDS	100%							
		With any Housing Problems								

### **Disproportionate Need and Racial/Ethnic Concentration**

The table below documents the proportions of all households in Lawrence with housing needs identified by HUD's Comprehensive Housing Affordability Strategy (CHAS). Data is presented for various household income levels relating to the area median household income. The final column presents the thresholds over which minority groups would be identified as having a disproportionate housing need relative to the population as a whole.

Median Family Income	Total Households	Households with Any Housing Problem	% with Any Housing Problem	Disproportionate Need Threshold
< 30% MFI	5,718	4763	83.3	93.3
30-50% MFI	4,347	2917	67.1	77.1
50-80% MFI	6,223	2022	32.5	42.5
> 80% MFI	15,088	1162	7.7	17.7

The following table presents CHAS housing need data for ethnic and racial groups in Lawrence.

Median Family Income	Total Minority Households	Households with Any Housing Problem	% with Any Housing Problems	Disproportionate Need Threshold Exceeded?
Black Non-Hispanic Households				
< 30% MFI	350	292	83.4	No
30-50% MFI	311	248	79.7	Yes
50-80% MFI	209	67	32.1	No
> 80% MFI	489	48	9.8	No
Asian Non-Hispanic Households				
< 30% MFI	382	229	59.9	No
30-50% MFI	214	129	60.3	No
50-80% MFI	227	68	30	No
> 80% MFI	354	43	12.1	No
Hispanic Households				
< 30% MFI	187	148	79.1	No
30-50% MFI	225	170	75.6	No
50-80% MFI	221	82	37.1	No
> 80% MFI	385	79	20.5	Yes
Native American Non-Hispanic Households				
< 30% MFI	93	58	62.4	No
30-50% MFI	127	100	78.7	Yes
50-80% MFI	140	18	12.9	No
> 80% MFI	186	4	2.2	No

## Priority Housing Needs (91.215 (b))

### Housing Needs and Activities

The following table outlines the City of Lawrence's priority housing needs for the 2008-2012 Consolidated Plan period. Activities which are labeled as "High" priorities in the tables below and elsewhere in this plan are those which will receive Consolidated Plan funding assuming level funding of the City's formula grants over the next five years. Activities which are identified as "Medium" priorities are those which



will likely receive Consolidated Plan funding if the applicable formula grants to the City of Lawrence are increased during the next five years and may also receive funds if particularly strong projects are identified. Activities that receive a “Low” priority will not likely receive Consolidated Plan funding over the next five years.

Housing Need	Priority	Fund Source
<b>Rental Housing</b>		
0-30% AMI Elderly	High	HOME, Other
0-30% AMI Small Related	High	HOME, Other
0-30% AMI Large Related	High	HOME, Other
0-30% Other	High	HOME, Other
30-50% AMI Elderly	High	Other
30-50% AMI Small Related	High	HOME, Other
30-50% AMI Large Related	High	HOME, Other
30-50% AMI Other	High	HOME, Other
50-80% AMI Elderly	High	Other
50-80% Small Related	High	Other
50-80% Large Related	High	Other
50-80% Other	High	Other
<b>Owner-Occupied Housing</b>		
0-30% AMI Elderly	High	CDBG, HOME, Other
0-30% AMI Small Related	High	CDBG, HOME, Other
0-30% AMI Large Related	Low	
0-30% Other	High	CDBG, HOME, Other
30-50% AMI Elderly	High	CDBG, HOME, Other
30-50% AMI Small Related	High	CDBG, HOME, Other
30-50% AMI Large Related	High	CDBG, HOME, Other
30-50% AMI Other	High	CDBG, HOME, Other
50-80% AMI Elderly	High	Other
50-80% Small Related	High	Other
50-80% Large Related	High	Other
50-80% Other	High	Other

## **Basis for Assigning Priorities**

The priorities above are a reflection of three key factors: housing market conditions, a strong desire to maintain/increase the homeownership rate in the City of Lawrence and the relative severity of needs.

Market Conditions have a significant impact on the City of Lawrence's priority housing needs. As is discussed in the Housing Needs section of this plan, under current fair market rents and housing market conditions, the City of Lawrence estimates that subsidies of approximately \$150-283 per month is required for each rental unit that is affordable to households earning between 50% and 80% of AMI. Approximately \$173-633 in subsidy is required for each unit that is affordable for households earning between 30% and 50% of AMI. For homeownership, the City estimates that subsidies of approximately \$50,000 per unit are required for each homeownership opportunity for households earning between 30% and 50% of AMI. Approximately \$35,000 is required for each unit for households earning between 50% and 80% of AMI. As a result, the city estimates that more than \$88,293,520 in subsidy would be required to address all of the housing needs identified in the CHAS tables for the City of Lawrence. Because we anticipate having approximately \$7,372,765 in Consolidated Plan funds available over the next five years, even if matched 3:1 or 4:1 with other funding, the city would only be able to meet approximately 33% of the total housing needs identified. As a result, the city has placed a higher priority on meeting the needs of households earning between 30% and 80% AMI so that a greater number of housing units can be assisted than would be possible with the much more substantial subsidy demands required to create units affordable to those earning between 0 and 50% AMI.

Maintaining and promoting a healthy rental/owner mix in neighborhoods will also impact the city's priority housing needs.

## **Housing Market Analysis (91.210)**

### **Supply**

The 2006 American Community Survey identified 36,167 housing units in Lawrence consisting of 33,743 occupied units and 2,424 vacant units. The vacancy rate in Lawrence in 2006 is 6.7% compared with a 4% vacancy rate in 2000 and compared with a current state vacancy rate of 9.9%. According to 2006 Census Data, Lawrence housing supply is experiencing a shift from being a majority renter-occupied to a majority owner-occupied. This trend will be monitored cautiously

until the next decennial census. The rate of owner-occupied units is still below the national rate of 67% but would reflect a significant shift in Lawrence.

The high percentage of rental housing in Lawrence can be attributed to the approximately 28,000 University of Kansas students of which less than one-quarter live on campus.

City of Lawrence: Housing Units by Occupancy (1990-2006)							
	1990		2000		2006		1990-2006
	Number	%	Number	%	Number	%	% Change
Total No. Units	25,893		32,761		36,167		
Total No. Occupied Units	24,513	95	31,388	96	33,743	93	-2%
Owner-Occupied Units	11,335	46	14,393	46	17,577	52	+6%
Renter-Occupied Units	13,178	54	16,995	54	16,166	48	-6%

### Condition

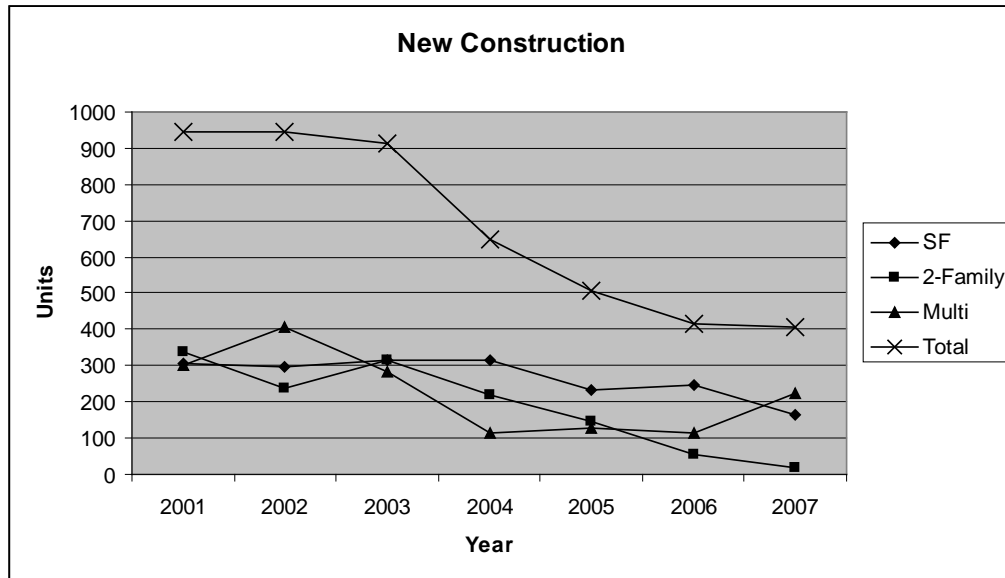
The majority of Lawrence's housing stock (56%) was built prior to 1978 and because of the age of the housing, there is a high prevalence of substandard units and units containing lead paint. This is particularly true among rental units. According to the 2006 American Community Survey, .5% of units lacked complete plumbing facilities and .2% lacked complete kitchen facilities.

The city instituted a rental registration program in 2005 requiring inspections of rental units located in single-family zoned areas. Properties found to be in substandard condition are required to be improved by the city.

Overcrowding does not seem to be a significant problem in Lawrence, despite somewhat high rental rates. 1.2% of units are identified as overcrowded (greater than 1 person per room).

## New Construction

Consistent with national trends, Lawrence's new construction has dropped off significantly since the 2003 Consolidated Plan.



## Market Trends

Rental Market - Using census data and the National Low Income Housing Coalition's 2006 Out of Reach Publication, 48% of households in Lawrence are renters and 31% of renters fall below the poverty level. In Lawrence, the Fair Market Rent for a two-bedroom apartment is \$659. The estimated median annual income for renters is \$27,368. Based on the assumption that a household spends 30% of its income on housing, NLIHC calculated that households would need an annual income of \$26,360 annually to afford a two-bedroom apartment. An individual earning minimum wage (\$5.15/hour) would need to work 98 hours a week to afford a two-bedroom unit at FMR in Lawrence. Additionally, an individual would need to earn 246% of the Kansas minimum wage (\$12.42/hour) in order to afford a two-bedroom rental unit at the 2007 FMR. The following table illustrates the 2007 FMRs for Lawrence.

Lawrence MSA: 2007 Fair Market Rents					
	0 BR	1BR	2BR	3BR	4BR
Fair Market Rent	\$499	\$513	\$659	\$962	\$1,157

The table below illustrates the income needed to afford housing units at the 2007 FMR.

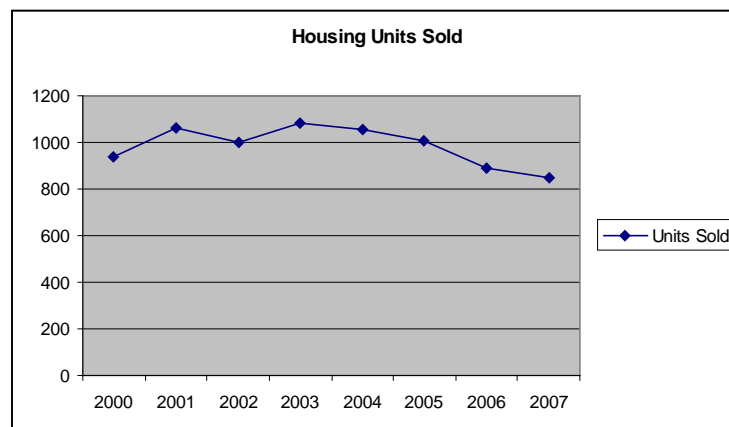
	Income Needed to Afford FMR					Percent of Area Median Income				
	Annual Income									
	0 BR	1 BR	2 BR	3 BR	4 BR	0 BR	1 BR	2 BR	3 BR	4 BR
Kansas	\$17,475	\$19,700	\$24,339	\$32,257	\$35,605	20%	34%	42%	55%	61%
Lawrence	\$19,960	\$20,520	\$26,360	\$38,480	\$46,280	31%	32%	41%	59%	72%

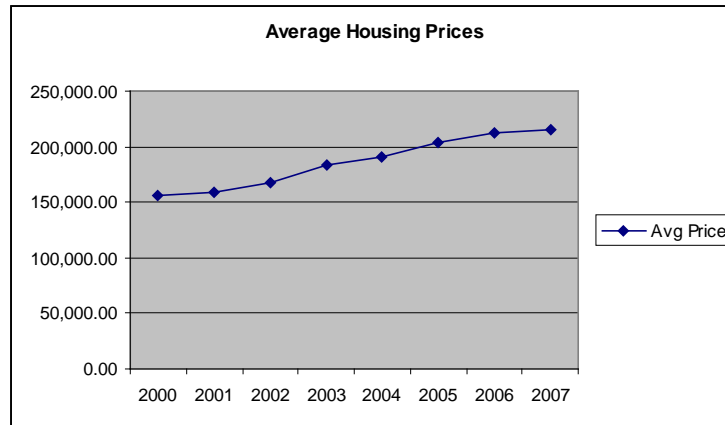
Source: NLIHC, Out of Reach

Ownership Market - According to the Local Area Low Income Housing Database, supplied by NLIHC, 52% of Lawrence residents own their own home, with 4.4% falling below the poverty level and greater than one-fifth of them spend more than 30% of their income on housing costs.

In line with national trends, the local real estate market has slowed considerable since 2000 with regard to the number of annual sales and the increase in prices.

Lawrence Ownership Market								
	2000	2001	2002	2003	2004	2005	2006	2007
Units Sold	941	1064	1000	1083	1052	1006	888	848
Avg. Price	\$155,677	\$158,924	\$168,223	\$183,950	\$190,636	\$203,463	\$212,756	\$214,970





Using similar methods to the NLIHC charts, it can be assumed that in order to afford the average home in Lawrence, KS a household would have to earn at least \$60,000 annually, or 98% of area median income.

### Housing for Persons with Disabilities

The Lawrence-Douglas County Housing Authority maintains approximately 65 accessible rental units for disabled individuals. This number does not take into account any private accessible or adaptable housing units, group homes or human service agency facilities, or new units under construction.

### Housing for persons with HIV/AIDS

There are no developments that exist to serve people with HIV/AIDS. However, the Douglas County AIDS Project has funds to assist people with this diagnosis.

### Specific Housing Objectives (91.215 (b))

The following table outlines the specific accomplishment goals that the City of Lawrence hopes to achieve over the 2008-2012 Consolidated Plan period.

Activity	Accomplishment Unit	Goal
Rental Housing Subsidies	04-Households	250
Construction of Housing	10-Housing Units	20
Direct Homeownership Assistance	04-Households	20
Rehab, Single Family Residential	10-Housing Units	50
Energy Efficiency Improvements	10-Housing Units	200

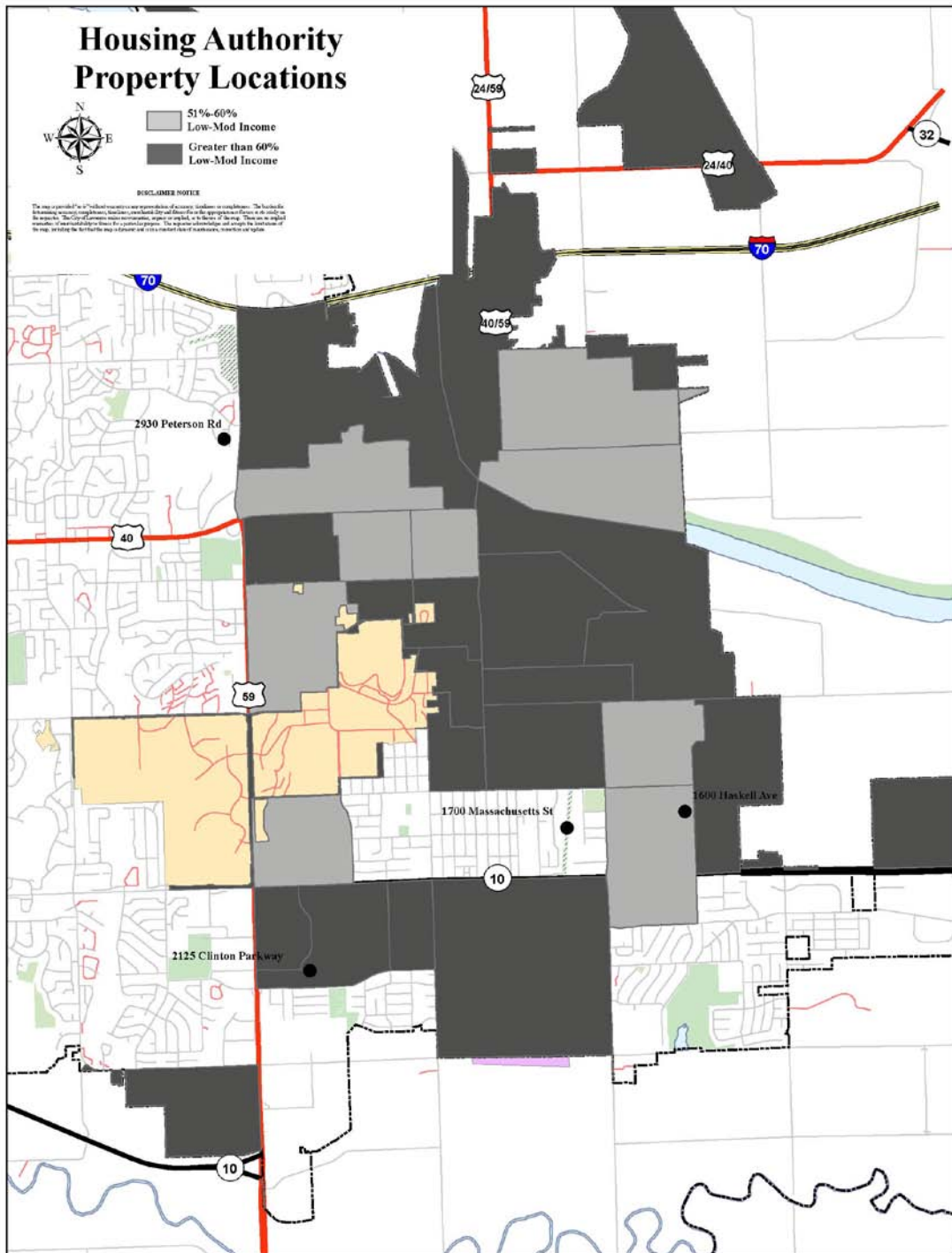
## Needs of Public Housing (91.210 (b))

### Occupied Housing Units

There are currently 369 public housing units in Lawrence, all of which are managed by the Lawrence-Douglas County Housing Authority (LDCHA). The following table summarizes these developments within the LDCHA's jurisdiction.

Lawrence-Douglas County Housing Authority Properties			
	Elderly	Family	Total
Edgewood Homes		130	130
Scattered Sites		94	94
Babcock Place	120		120
Peterson Acres	25		25
Total Units	145	224	369

As the table indicates, LDCHA's housing units are divided almost equally among housing for families and housing for the elderly. As discussed previously, these sites are located in neighborhoods in close proximity to public transportation, commercial opportunities, and social services.



## Section 504 Needs Assessment

LDCHA exceeds the requirements for accessible units.



## Characteristics of Families on Waiting Lists

There are 623 families on the LDCHA waiting list for public housing, Section 8 and TBRA vouchers. According to LDCHA, 80% have an income of less than or equal to 30% of AMI; and 36% of households have children. The majority of families on all waiting lists are white (74%). Additionally, 17% are elderly and 24% are disabled.

## Public Housing Strategy (91.210)

### Addressing the Needs of LDCHA Residents

According to the LDCHA's 2008 Annual Plan, the following strategies are in place to meet the needs of extremely low-income, low-income and moderate-income families.

Lawrence-Douglas County Housing Authority Strategy	
<b>Strategy: Maximize the number of affordable units available to the PHA within its current resources.</b>	
Employ effective maintenance and management policies to minimize the number of public housing units off-line	
Reduce time to renovate public housing units	
Maintain or increase section 8 lease-up rates by establishing payment standards that will enable families to rent throughout the jurisdiction	
Undertake measures to ensure access to affordable housing among families assisted by the PHA, regardless of unit size required	
Maintain or increase section 8 lease-up rates by marketing the program to owners, particularly those outside of areas of minority and poverty concentration	
Maintain or increase section 8 lease-up rates by effectively screening Section 8 applicants to increase owner acceptance of program	
Participate in the Consolidated Plan development process to ensure coordination with broader community strategies	
<b>Strategy: Increase the number of affordable housing units</b>	
Apply for additional section 8 units should they become available	
Leverage affordable housing resources in the community through the creation of mixed - finance housing	
Pursue housing resources other than public housing or Section 8 tenant-based assistance.	
Use Section 8MTW reserves to increase affordable housing units through acquisition, rehabilitation and new construction where feasible.	
Use Section 8 Tenant Based vouchers to project base 8 non subsidized two bedroom units at Peterson Acres	

### **Improving the Living Environment of LDCHA Residents**

The Lawrence-Douglas County Housing Authority offers programs and activities which help to improve the living environment for low-income and moderate-income families living in subsidized housing. Programs can be categorized by adult services, elderly services and youth services and are summarized below.

<b>Adult Programs</b>	<b>Elderly Programs</b>	<b>Youth Programs</b>
Family Self-Sufficiency	Health Screening Clinic	Girl Scouts and Boy Scouts
Employment Services	Legal Assistance	After School Tutoring
Tutoring – ESL and GED	Prescription Assistance	Recreation and Art Classes
Computer,Phone,Fax	Recreation and Education	Book Club
Crisis Intervention	Transportation	Computer Center
Budgeting/Money Mgmt	AARP tax site	Youth Leadership Activities

### **Troubled Designation**

LDCHA is a High Performing Agency

### **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

A review of the City of Lawrence housing 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 HUD's Housing Quality Standards. The minimum housing code is enforced through the rental 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 code is enforced on a complaint basis.

The city does not impose 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 five-year period.

## HOMELESS

### Homeless Needs (91.205 (b) and 91.215 (c))

A point-in-time count of the homeless population in Lawrence was conducted in January 2007. This enumeration identified 350 individuals, including 192 persons in families with children as homeless within the jurisdiction, and including both sheltered and unsheltered populations. Of these, 32 were identified as chronically homeless. The table below outlines the survey results.

Homeless Population	Sheltered Emergency	Sheltered Transitional	Unsheltered	Total
1. Homeless Individuals	132	30	19	181
2. Homeless Families with Children	47	25	9	81
2a. Persons in Homeless Families with Children	132	76	24	232
Homeless Subpopulations	Sheltered		Unsheltered	
1. Chronically Homeless	24		8	32
2. Seriously Mentally Ill	20		7	27
3. Chronic Substance Abuse	11		3	14
4. Veterans	0		0	0
5. Persons with HIV/AIDS	1		0	1
6. Victims of Domestic Violence	7		1	8

The following tables outline the physical shelter and housing resources available to assist the homeless and formerly-homeless in Lawrence. The tables also show the gaps between those resources and the enumerated needs in the community.

Homeless Needs – Individuals		Needs	Available	Gap
Beds	Emergency Shelters	128	128	0
	Transitional Housing	114	13	101
	Permanent Supportive Housing	32	6	26
	Total	274	147	127

Homeless Needs – Families		Needs	Available	Gap
Beds	Emergency Shelters	45	45	0
	Transitional Housing	197	62	135
	Permanent Supportive Housing	0	0	0
	Total	242	107	135

## **Priority Homeless Needs**

Lawrence's Continuum of Care (CoC) and the Community Commission on Homelessness identified the following activities as core priorities:

- Provide permanent supportive housing for chronically homeless persons,
- Support CoC and Consolidated Plan funds renewal programs that include individual and family emergency and transitional housing,
- Support domestic violence emergency and transitional shelters,
- Continue with refining the homeless information management system, and
- Conduct a major outreach program in conjunction with the proposed Housing Connector that will develop an inventory of short-term emergency housing options.

The jurisdiction will continue working with the CCH and partner organizations to identify ways to help prevent individuals and families from becoming homeless.

## **Basis for Developing and Determining Priorities**

The Community Commission on Homelessness, the Neighborhood Resources Advisory Committee, as well as the Continuum of Care planning and project selection process established priority homeless needs identified in this plan. This process included public meetings, public notice of solicitations for project proposals and needs. The committee members currently include representatives from the business and employment sector, faith community, Bert Nash Community Mental Health Center, Downtown Lawrence, Inc., the City of Lawrence Police Department, Lawrence-Douglas County Housing Authority, and the landlord community, among others.

The largest gaps between currently available services and needs identified through the Community Commission on Homelessness outreach and planning efforts are in the area of emergency housing and permanent supportive housing. This category is therefore a top priority for supporting new initiatives. The process observed that existing facilities generally meet the identified needs for the number of emergency shelter clients; however, the facilities are inadequate to provide meaningful programs to help clients move to their highest level of self-sufficiency. Developing more appropriate facilities to replace existing facilities is therefore a high priority. The prevalence of homeless families and the current transitional housing waiting list are indicators of a need for more transitional housing. Therefore, creating more transitional housing is a high priority. If the existing facilities and programs do not continue to receive support through the Consolidated Plan programs, there is a danger that services may be reduced below the needs in these areas, so additional funding sources are being sought out for program expansion.

As part of a larger initiative to end chronic homelessness, Lawrence has given high priority to developing permanent supportive housing for chronically homeless individuals. The jurisdiction's one federally funded, Supportive Housing Program is targeted to chronically homeless persons with disabilities. Additional Supportive Housing Program applications will be made as Lawrence joins the Kansas Balance of State Continuum of Care for the 2008 application process. Faith-based PSH programs are being developed through private funding sources.

## Homeless Inventory (91.210 (c))

The tables below document the inventory of facilities and services available to assist homeless individuals and families with children as identified above. The following abbreviations are used in the target population columns: M=Mixed (families and individuals); DV=Victims of domestic violence; SMF=Single, Male and Female; FC=Families with children; YMF=Youth, male and female; AIDS=Persons with AIDS.

Emergency Shelter								
Current Inventory	Provider/Facility Name	Target Population 2008 Year Round					2008 All Beds	
		Units/Beds						
		A	B	Family Units	Family Beds	Individual Beds	Year-Round	Seasonal
								Overflow
	First Step at Lakeview	M		8	24	36	60	
	Lawrence Community Shelter	SMF		0	0	31	31	
	The Salvation Army	M		2	5	55	60	60
	Women's Transitional Care Services (WTCS)	M	DV	8	16	6	22	
	<b>Subtotal</b>			<b>18</b>	<b>45</b>	<b>128</b>	<b>173</b>	<b>60</b>
Under Development								
	There are no ES projects under development							

Transitional Housing									
	Provider/Facility Name	Target Population 2008 Year Round					2008 All Beds		
		A	B	Family Units	Family Beds	Individual Beds	Year-Round	Seasonal	Overflow
Current Inventory	Lawrence-Douglas County Housing Authority HOME TBRA	M		22	62	13	75		
	<b>Subtotal</b>			<b>22</b>	<b>62</b>	<b>13</b>	<b>75</b>		
Under Development	There are no TH projects under development								

Permanent Supportive Housing									
	Provider/Facility Name	Target Population 2008 Year Round					2008 All Beds		
		A	B	Family Units	Family Beds	Individual Beds	Year-Round	Seasonal	Overflow
Current Inventory	Lawrence-Douglas County Housing Authority	SM				6	6		
	<b>Subtotal</b>					<b>6</b>	<b>6</b>		
Under Development	There are no PSH projects under development								

## **Homeless Strategic Plan (91.215 (c))**

### **Homelessness Strategy**

The City of Lawrence's Community Development Division (CDD) has served as the lead entity for the Continuum of Care (CoC), however, in 2008 the Practitioner's Panel voted to join the Statewide Continuum of Care. The new lead entity for the community's CoC Grant process will be the Kansas Statewide Homeless Coalition. Strategies to address homelessness will still be developed locally through the Community Commission on Homelessness (CCH), which is staffed by the CDD. It is the expectation of the CCH, the city and others in the community, that funding for two new permanent supportive housing will be available during 2009 through the CoC process. Additionally, faith-based efforts are underway to provide scattered site permanent supportive housing projects throughout the community.

The CCH, through numerous public and stakeholder meetings, has developed a community housing vision. There are five subcommittees of the CCH: emergency shelter, emergency temporary housing, transitional housing, permanent supportive housing and Housing Connector. After the 2007 Homeless Survey, representatives from each group met to develop a strategy to address the homeless population. The following chart is the product of that meeting and has become the main feature of the housing vision.



# HOUSING VISION CHART (09/1/2007)

Emergency Housing Options								
Shelter		Temporary Housing		Transitional Housing (TBRA)		Permanent Supportive Housing		Permanent Housing
*75 (one facility)		*100 new		*35 new		*22 new		
<b>Transients</b> (10 – outreach worker estimate) – may or may not seek shelter. <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.		<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. <b>Homeless Families with Children</b> (45) – likely will seek shelter; many will move into TH; some will need private housing.		<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.		<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.		

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

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.

The five subcommittees continued to meet through February, 2008 to develop specific planning documents for each component of the vision. See Appendix for the complete document

The Community Cooperation Committee serves as an outreach and public relations arm of the CCH. The Committee maintains a website with local statistics and resources on homelessness. They host community meetings to discuss issues related to homelessness and many of its members are trained in mediation and are available to help mediate disputes among agencies and neighborhoods.

### **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 plans to submit a Shelter+Care application for the 2009 CoC and The Salvation Army plans to submit for a PSH project as well. As stated earlier, faith-based initiatives are developing small PSH projects serving 2-3 chronically homeless individuals. It is the goal of the city to develop 26 new PSH opportunities during the 2008-2012 Consolidated Plan Period.

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 will transition to the statewide HMIS during 2008. The HMIS will include HUD funded and non-HUD funded emergency shelters, transitional housing and permanent supportive housing programs, as well as service agencies providing outreach and case management services to homeless.

### **Preventing Homelessness**

The city will continue to support homeless prevention activities such as rent and utility assistance to avoid eviction and shutoff as well as landlord-tenant 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.

## **Institutional Structure**

The City of Lawrence Community Development Division acts as the lead agency for the city's homeless strategies. Partners in the effort include:

Bert Nash Community Mental Health Center  
City of Lawrence Police Department  
Coalition on Homeless Concerns  
Community Commission on Homelessness  
Community Cooperation Committee  
Douglas County AIDS Project  
Douglas County United Way  
Downtown Ministerial Alliance  
ECKAN  
Emergency Services Council  
Housing and Credit Counseling, Inc.  
Lawrence Community Shelter  
Lawrence-Douglas County Housing Authority  
Lawrence Interfaith Initiative  
The Salvation Army

## **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 age out of foster care on a discharge plan as early as age 15 to ensure that youth will not need to seek McKinney-Vento housing options. Planning includes housing, employment and education.

Health Care:

Lawrence 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:

SRS has adopted a policy that would prevent discharging homeless individuals from publicly 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.

## **Emergency Shelter Grants (ESG)**

Not Applicable

## **COMMUNITY DEVELOPMENT**

### **Community Development (91.215 (e))**

Lawrence has a wide variety of non-housing community development needs. Most of these needs are met through the General Fund and other non-CDBG sources. Based on the Capital Improvement Plan projections and needs identified during the Consolidated Plan process, the city projects nearly \$184,463,000 in non-housing community development needs during the next five years.

### **Antipoverty Strategy (91.215 (h))**

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 and child care 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; Lawrence gives preference to projects that directly benefit low and moderate income residents or serve low and moderate income neighborhoods over those that will have indirect benefits. This strategy will ensure that scarce resources are directed to best serve those 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.

#### **Low Income Housing Tax Credit (LIHTC) Coordination (91.315 (k))**

Not applicable

### **NON-HOMELESS SPECIAL NEEDS**

#### **Specific Special Needs Objectives (91.215)**

Due to limited funding, the City of Lawrence anticipates supporting only those activities identified as "high" priorities among all identified needs. If additional funding is available or a particularly strong project is proposed, "medium" priorities may also be considered. The following table projects the non-homeless special needs populations that could be served with housing and supportive services activities during this five year consolidated planning period. The totals listed do not reflect unique persons served since many activities will continue to serve ongoing needs of the same individuals for more than one program year.

Special Needs Category	Housing	Supportive Services
Persons w/Severe Mental Illness	MEDIUM (HOME)	HIGH (CDBG)
Alcohol/Other Addiction	N/A	MEDIUM (CDBG)
Persons w/HIV/AIDS	N/A	HIGH (CDBG)

## Non-homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)

### Non-Homeless Special Needs

The chart below outlines the estimated populations of persons in various identified categories who may have special needs for housing and supportive services in Lawrence. The Non-Homeless Special Needs Table elsewhere in this document provides additional information. To determine the actual numbers of persons with need, CHAS percentages were applied to actual elderly population numbers.

Category	Estimated Persons with Housing Need	Estimated Persons with Supportive Services Need
Elderly	1553	2930
Persons w/Severe Mental Illness	886	886
Disabled (Devel. Or Phys.)	21218	8483
Total	23657	12299

### Prioritization of Need

The chart below identifies the relative priority needs for various identified special needs categories for housing and supportive services in Lawrence. For activities identified as "High" or "Medium" priorities, eligible Consolidated Plan funding sources are noted.

Special Needs Category	Housing	Supportive Services
Elderly	MEDIUM (CDBG)	LOW
Frail Elderly	LOW	LOW
Persons w/Severe Mental Illness	MEDIUM (HOME)	HIGH (CDBG)
Disabled (Devel. Or Phys.)	MEDIUM (CDBG)	LOW
Alcohol/Other Addiction	LOW	MEDIUM (CDBG)
Persons w/HIV/AIDS	LOW	HIGH (CDBG)

Activities which are labeled as "High" priorities in the table below and elsewhere in this plan are those which will receive Consolidated Plan funding assuming level funding of the city's formula grants over the next five years. Activities which are identified as "Medium" priorities are those which will likely receive Consolidated Plan funding if the applicable formula grants to the City of Lawrence are increased during

the next five years and may also receive funds if particularly strong projects are identified. Activities that receive a “Low” priority will not receive Consolidated Plan funding over the next five years without an amendment to this Consolidated Plan.

The priorities for individual Non-Homeless Special Needs categories identified in this plan are derived from the input obtained from numerous outreach efforts and consultations used to identify community needs and establish this Consolidated Plan’s priorities. Prioritization also takes into consideration feasibility of projects, impact of the costs of larger projects on other priorities, the anticipated funding levels for the Consolidated Plan programs, and other sources of funding that may be available to address established needs.

### **Obstacles to Meeting Underserved Needs**

The primary obstacle to meeting underserved needs among these populations is limited funding. The lack of available funds that has been discussed elsewhere in this plan severely limits the levels of accomplishment that are possible and in many cases forces difficult choices among worthy needs, leaving some unmet.

## Existing Facilities and Services

The following table outlines supportive services and programs that are available for Lawrence residents with non-homeless special needs.

Special Needs Category	Facility/Agency	Services
Elderly and Frail Elderly	Lawrence-Douglas County Housing Authority	Subsidized Housing
	Jayhawk Area Agency on Aging	Advocacy, Meal and Food Programs, Education
	Douglas County Health Department	Case Management, Advocacy
Persons w/Severe Mental Illness	Bert Nash Community Mental Health Center	Outpatient treatment, case management
Disabled (Devel. Or Phys.)	Cottonwood, Inc.	Subsidized and Market Rate Housing, Job Training
	Community Living Opportunities	Housing and Life Skills Training, Group Homes
	Independence, Inc.	Accessibility Modifications, Case Management, Advocacy
Alcohol/Other Addiction	DCCCA	Residential treatment, support groups, outpatient treatment
	Headquarters	Resource and Referral
	Hearthstone	Group Home
Persons w/HIV/AIDS	Douglas County AIDS Project	Advocacy, Rent and Utility Assistance, Case Management

## Housing Opportunities for People with AIDS (HOPWA)

Not applicable

## Specific HOPWA Objectives

Not applicable

## OTHER NARRATIVE

Not applicable