

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

**Just Solutions Facilitators:**

Janet Jernigan  
Rosanne Kruzich

**Members Present:**

Dolores Delahanty  
Deb Delor  
Sue Ernst  
Jack Francis  
Marlene Gordon  
Ken Herndon  
Cathy Hinko  
Debby Levine  
Victoria Markell  
Virginia Peck  
Maria Price  
Donna Sanders (representing George Unseld)  
Leah Stewart  
Stephanie Warren  
Lee Weyland  
Ed Wronowski

**Members Absent:**

Regina Warren

**Department of Planning and Design Services Staff Present:**

Charles Cash, Director  
Dawn Warrick, Assistant Director  
Christopher French, Planning Coordinator  
Chris Brown, Planner I  
Connie Ewing, Public Information Specialist  
Chris Cestaro, Management Assistant (summary)

**Facilitators' Role**

Janet Jernigan introduced herself and her co-facilitator, Rosanne Kruzich, both with Just Solutions, a non-profit community mediation center. She explained that Just Solutions trains people in the skills of mediation, facilitation, and conflict management and also provides services in those areas. The facilitators' role with the task force will be neutral to enable the task force to accomplish their work and make decisions in a collaborative and respectful environment that encourages full participation of all task force members.

**Welcome from Planning Commission**

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

Janet Jernigan also introduced Sue Ernst, who is a member of the task force and also the Chairman of the Planning Commission.

Ms. Ernst explained that, at this time, the Land Development Code regulations do not address the location of homeless shelters, and this issue is important and needs to be addressed. She explained the purpose of the task force, which is to develop a set of recommendations for consideration by the Planning Commission, and which ultimately will have to go before the Louisville Metro Council for deliberation there as well. The primary objective is to develop specific recommendations to amend the Land Development Code to address this issue. She recognized all of the stakeholders present, and made clear that speakers or other experts with information that would be helpful to the task force would be welcomed.

**Task Force Members' Introductions**

Ms. Jernigan asked task force members to introduce themselves and to indicate if they were representing an agency, and what their interest was in this process. Members are:

- Victoria Markell, representing the League of Women Voters of Louisville and Jefferson County. She said the League has a 50-year history of concern with housing issues across the community.
- Donna Burke Sanders, representing Sixth District Metro Councilman George Unseld.
- Marlene Gordon – Director of the Coalition for the Homeless, which looks at barriers to clients and to agencies providing services to the homeless; also community education on homelessness, poverty, and the lack of affordable housing.
- Dolores Delahanty, former “B” District Commissioner for Jefferson County. She is also the former chairperson of the Coalition for the Homeless, and former chairperson of the Metropolitan Housing Coalition.
- Ken Herndon, Director of Operations for the Louisville Downtown Management District (Clean and Safety Teams.) This is a privately funded organization that provides supplemental services to the downtown area (keeping public ways clean and safe.) He said their on-street

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HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

personnel works on a daily basis with various provider agencies that work with homeless individuals.

- Deb Delore, Executive Director with Louisville Downtown Management District.
- Ed Wronowski, Executive Director of the St. Vincent DePaul Society. Operates a men's emergency shelter and transition shelters, as well as other outreach services.
- Virginia Peck, Director of Community Planning and Development for the US Department of Housing and Urban Development. They provide grants to many agencies who address homelessness.
- Stephanie Warren, Senior Director of Kindred Healthcare. She represents Kindred and the business community. She is a current Board member of the Louisville Downtown Management District. She is also a Board member of the St. Elizabeth Catholic Charities in New Albany, Indiana which provides transitional and supportive housing for pregnant teens and women and children who are homeless.
- Cathy Hinko, Executive Director of the Metropolitan Housing Coalition, a non-profit that does data collection, policy analysis, and community education and organizing to bring about change regarding fair and affordable housing. She worked on the Cornerstone 2020 Land Development Code.
- Leah Stewart – Chairperson of the Board of Zoning Adjustment (BOZA). She wants good code written that will guide Boards so they can make better decisions.
- Jack Francis represents the Louisville Coalition of Neighborhoods, a County-wide non-profit organization of neighborhoods, established in 2002 to promote and ensure the physical, social, cultural, environmental, and economic development of Metro Louisville/Jefferson County neighborhoods (Anna Wooldridge is the other LCON representative.)
- Lee Weyland is with CITY Properties Group, a private planning and development company that specializes in urban mixed-use developments, especially historic rehabs. He is also on the Board of the Louisville Downtown Management District.

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

- Debby Levine is a concerned citizen who has worked with her neighborhood group in Jackson, Mississippi and now lives in Crescent Hill.
- Sue Ernst, who works in real estate, is the Chairperson of the Louisville Metro Planning Commission.
- Maria Price – Director of the St. John’s Center for Homeless Men, which is a day shelter and social services center for homeless men. They also provide transitional and permanent housing programs for clients.

It was noted that two organizations have two representatives each named on the member list, i.e. the Louisville Coalition of Neighborhoods and the Louisville Downtown Management District. Only one member of those organizations may be the “official” representative at each meeting, although the alternates may attend the meetings.

Dawn Warrick, Assistant Director of Planning and Design Services, introduced the Planning and Design Services staff members who will provide support to the task force.

Janet Jernigan noted that task force member Regina Warren, Division Director of Human Services for Department of Metro Housing and Family Services, was unable to attend this meeting.

**Other Meeting Attendees**

Victoria Markell asked about the citizens who were attending the meeting today. The following attendees voluntarily introduced themselves.

- Scott MacArthur, former board member of Wayside Christian Mission.
- Nina Mosely, Chief Operating Officer for Wayside Christian Mission.
- Josh Moss, a writer for “Louisville” magazine
- Jim Mims, Director, Metro Codes and Regulations.
- Andy Alcock, WLKY.
- Sean Rose, the Courier-Journal.
- Gabe Bullard, WFPL
- Chris Thieneman, homebuilder and candidate for Mayor.
- Phil Mason
- Charles Cash, Director, Planning and Design Services

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

**Additions to and/or Resources for Task Force**

Janet Jernigan asked if there were any constituencies/voices that were not represented on the task force. The group discussed the various constituencies and those that should be represented on the task force and those that task force members would like to have make presentations.

After discussion, the task force decided that representatives from the following constituencies should be added to the task force.

- Homebuilders Association
- Church groups – particularly a representative from an ecumenical group which may be working on this issue (for example, the Council of Churches)
- GLI (Greater Louisville Inc.) to request a representative from the small business community
- Louisville Urban League

The task force also decided that the following groups should be considered as possible presenters/resources:

- Educational groups – schools/urban planning/social work
- Habitat for Humanity
- Representative from the banking industry
- Seven Counties Services – It was suggested that Regina Warren may have recommendations for a presenter, since she is a social worker and works closely with Seven Counties.
- Sue Ernst asked if someone could come in who has experience locating group homes in communities, either in new or established neighborhoods. Dolores Delahanty said that her experience with placing teen group homes in the community has given her some ideas about what needs to be done to gain the acceptance of the community. She suggested talking to the State. The Wellspring organization was suggested as a resource.
- Cathy Hinko asked to see regulations that establish minimum levels of operation. There was discussion about regulations versus operations (zoning codes). Sue Ernst said that someone from IPL could come in and

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

talk about licensing and permitting. Does the health Department have any type of oversight role?

- Louisville Apartment Association, since this is an entity that deals with density issues and manage large complexes. Mr. Weyland said his organization is a member of the Louisville Apartment Association.

Staff was requested to look at ecumenical groups, and see if there is someone working on this issue to be a part of the task force.

Cathy Hinko said landowners and others with financial interest in land are stakeholders and should be included. It was decided to contact the Homebuilders Association and ask for a representative.

Marlene Gordon discussed the Re-Entry Task Force, a group that assists people re-entering the community after leaving prisons and institutions. She said these people make up a large percentage of the homeless population. She said a representative from this group could be informative.

She said there are many "pop-up shelters" that are calling themselves "homeless shelters" that are dealing with people leaving institutions; they are not following tenant/landlord regulations. She said those places need to be identified and regulated.

Rosanne Kruzich said that one goal of this group is to be clear about what is and is not addressed in current regulation; how that affects what is happening in the community, and keep our eyes on a broad population and not a single set of circumstances, providers, and situations.

Marlene Gordon said that 55-65% of the homeless population that her group serves are minorities. She suggested more minority representation on the task force. Mr. Francis pointed out that the Louisville Coalition of Neighborhoods is diverse. It was suggested that the NAACP be consulted to ask for a full-time representative.

Deb Delor suggested consulting a veteran's group also.

**Task Force Ground Rules**

The facilitators presented a list of possible ground rules for the group's consideration. The ground rules covered the group's routines, behaviors and specific actions. By consensus the group adopted the proposed ground rules,

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

with some changes, along with several additional ground rules suggested by group members. The ground rules may change as needed by the task force.

**Issues Which Require Further Information**

The task force identified the following issues as needing further information, special focus, or presentation:

- Best Practices – what works best in other cities; what related code works best within Metro.
- Success Stories – tangible examples from other cities and within Metro of related practices which have resulted in successful outcomes (“Successful” to be defined as open, transparent solutions in which all parties are satisfied with the process.)
- Clarity and sensitivity to the difference between regulations and operations – language and policy that guide decision-making is not the same as the rules and practices of implementation.
- Permitting – a better understanding is needed about how permitting impacts what happens after the case or situation passes from the planning environment.
- Banking/Finances – can the Community Reinvestment Act enable any leveraging of financial resources to address this issue?
- Definitions – The task force asked for definitions of key terms related to the Land Development Code, the planning process, homelessness, and related subjects addressed in the Land Development Code.

Janet Jernigan said some task force groups like to have officers, and some do not. After consultation, it was decided that officers were not necessary. A spokesperson should be nominated to speak to the Metro Council when that time comes.

**Scheduling**

The task force agreed to the following schedule for meetings, which will be from 10:00 a.m. to 12:00 noon on the 2<sup>nd</sup> and 4<sup>th</sup> Fridays of each month, unless otherwise indicated. Tentative meeting dates will be as follows:

January 15

**SUMMARY OF THE  
HOMELESS SHELTER LAND USE  
TASK FORCE**

**DECEMBER 11, 2009**

January 29  
February 12  
February 26  
March 12  
March 26

Additional meetings will be scheduled if needed.

**The meeting adjourned at 12:00 p.m.**