

**SUMMARY OF THE
HOMELESS SHELTER TASK FORCE**

JANUARY 15, 2010

Just Solutions Facilitators:

Janet Jernigan
Rosanne Kruzich

Members Present:

Tara Brinkmoeller
Dolores Delahanty
Deb Delor
Madonna Flood
Jack Francis
Marlene Gordon
Ken Herndon (alternate)
Cathy Hinko
Debby Levine
Victoria Markell
Virginia Peck
Maria Price
Regina Warren
Stephanie Warren
Lee Weyland
Anna Wooldridge (alternate)
Ed Wronowski

Members Absent:

Leah Stewart
Sue Ernst
Markham French
Ben Richmond
Hank Hensley

Department of Planning and Design Services Staff Present:

Dawn Warrick, Assistant Director
Christopher French, Planning Coordinator
Chris Brown, Planner I
Rebecca Fleischaker, Staff of Economic Development
Connie Ewing, Public Information Specialist
Chris Cestaro, Management Assistant (meeting summary)

Introductions

Facilitators Rosanne Kruzich and Janet Jernigan introduced themselves to the new members, and all the task force members introduced themselves. New members present for the first time included:

- Tara Brinkmoeller, representing the Homebuilder's Association
- Councilwoman Madonna Flood, replacing Councilman George Unseld, and representing the Louisville Metro Council
- Anna Wooldridge, representing the Louisville Coalition of Neighborhoods (co-representative with Jack Francis)

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Janet Jernigan reminded the group that at the December 11th meeting, the task force made a decision to add four constituencies to the task force. Tara Brinkmoeller represents one of those groups. Dawn Warrick indicated that three other constituencies have agreed to participate but were not present today:

- Markham French from Plymouth Community Renewal Center (representing church/ecumenical groups);
- Ben Richmond, Executive Director of the Louisville Urban League, and two Urban League staff members, who will serve as his alternate; and
- Hank Hensley with the Co-Alliance of Business Assns, representing small businesses.

Several task force members expressed concern about absences from meetings and the ability of members to keep up to speed with the process and information being shared. Dawn Warrick agreed to follow-up with all of the absent task force members to ensure their future participation. If attendance becomes an issue (more than 3 meetings missed), then the task force will consider asking that person to resign.

Janet Jernigan noted that this is the second of seven currently scheduled meetings. She asked if there were any other constituencies/voices that were not represented on the task force that should be added and directed their attention to the December 11th meeting summary which included groups that should be considered for presentations or as resources. There was some discussion about adding an academic representative. The group decided to bring in presenters from academia rather than to add an academic representative, and to continue with its current composition

Janet Jernigan informed audience members that they were present as observers only, and would be permitted to voluntarily introduce themselves at a later time during the meeting if they chose; they would be welcome to speak to members after the meeting.

Janet Jernigan shared that Marlene Gordon had contacted Dawn Warrick and told her that the Coalition for the Homeless had joined litigation that was currently taking place. Ms. Gordon offered to step down if the task force members felt there was a conflict of interest. Ms. Jernigan put the question to the task force. The task force thanked Marlene Gordon for her graciousness in offering to step aside. They agreed there was a conflict of interest and asked Marlene Gordon to step off as a permanent representative but to please serve as a valued resource. Marlene Gordon agreed.

It was suggested that the State Homeless and Housing Coalition might be asked to provide a member to substitute for Ms. Gordon. A task force member recommended contacting Andy Patterson, who serves on the Council for the Kentucky Interagency Council for the Homeless.

At the end of each meeting, the task force will review accomplishments, determine next focus and needs, presentations, and resources.

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Ground Rules

For the benefit of new members, Janet Jernigan reviewed the ground rules adopted by the task force (see ground rules handout). She explained the consensus decision-making model that the task force will use..

Overview of Cornerstone 2020 and the Land Development Code

Christopher French, Planning Coordinator with Planning and Design Services, gave a brief overview of Cornerstone 2020 and the Land Development Code, how it works, and how it is used for addressing land use and growth in the community. The Code is implemented by the Louisville Metro Council; 3rd and 4th class cities that may choose to adopt it; and the Planning Commission.

He explained that this is a two-tiered system. *Zoning districts* deal with land use and intensity requirements, and *form districts* deal with design issues (building heights, setbacks, context, development patterns of surrounding areas etc.) He showed a Power Point presentation showing examples of different form districts.

The Land Development Code became effective in March 2003.

There are different land use controls that can be used for discretionary reviews – for example, Conditional Use Permits (CUPs) which can be specific to an individual use.

In response to a question, Chris French said that applicants come to Planning and Design Services either with a specific property and they want to know what it can be used for; or, with a specific use and they want to know what properties can accommodate that use. He said zoning districts primarily dictate the use, not form districts. He explained more about available options and interpretations for land uses.

When asked if “group homes” were defined in the Code, Chris French said there are multiple variations of “group-type homes”, many of which are based on State laws. For example, a “residential care facility” (as defined in State law) must be allowed anywhere that residential uses are permitted. There is a “rehabilitation home”, which can be allowed in any zone in the County. He gave several examples of different definitions, all of which dealt with the use of a facility.

In response to a question, Chris French said a glossary of these terms (which was handed out at the first meeting) is also available on the Planning and Design website, along with the Power Point presentation from today’s meeting.

The difference between “necessary conditions” versus “guidelines” was discussed. Chris French said the use is important, especially if there are multiple variations, but it was most important to start with the definition. The definition helps to determine where a

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use can be located; its intensity, density, land use review process to be applied, etc. Because there are many different types of homeless shelters, there will probably be multiple definitions.

A member asked why homeless shelters had been left out of the code to begin with. Chris French said that previously, individual cases were interpreted on a case-by-case basis. Conditional Use Permits were used frequently. He mentioned that "compatibility" was a major guideline throughout the development of the Code.

Cathy Hinko suggested that current shelters be looked at – where they are now, and how compatible they have been with their surrounding areas. This information could serve as a guide for future decisions.

In response to a question, Dawn Warrick discussed *regulations* versus *licensing*. The Land Development Code regulates what kind of a use can be operated on a property, but not how it is run (health standards, etc.)

Review of Previously Distributed Materials

Rosanne Kruzich said the target for today is to begin to identify elements that require definitions. She asked the group what they liked about the definitions they reviewed in the summary of research findings.

Initial discussion focused on demographics of the homeless population in Metro Louisville. More information was requested on this topic. Members commented that:

- The APA Policy document definition of "homeless" was noted as being very clear.
- The Memphis definition of "group shelter" was noted as being helpful.
- The Detroit language related to use was highlighted.
- Members asked for the HUD definitions to be provided.

Cathy Hinko described some aspects of who the current homeless are. Dolores Delahanty said "homeless shelter" is a generic term that does not describe the many different facilities and services for the homeless.

Marlene Gordan stated that in Metro Louisville there are primarily three types of shelters:

- 1) Emergency Shelter – Usually a 24/7 facility, providing an overnight bed, but with no guarantee. Stays can be as short as 1 night or lasting up to several weeks.
- 2) Day Shelter – Usually serving specific populations (men, women, families) just during the day hours.
- 3) Transitional Housing – Providing more long term accommodation, possibly up to two years. More like a dormitory. No lease requirement. Possibly a fee for accommodation.

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- 4) Permanent Supported Housing [This is NOT a Shelter] – More like a subsidized apartment. The end of a continuum of care.

Including “transitional housing” under the “homeless shelter” classification was discussed. A lease was probably a key component for transitional housing. Jack Francis pointed out that some transitional housing included rent as well. A lease indicated permanent residence; therefore, it was agreed that no lease indicated transitional housing.

Members recognize that two of the assumptions behind their work include:

1. The task force is focused on land use issues
2. The task force is not dealing with operational issues

Also, key elements in formulating definitions for shelters in Metro Louisville include:

- Density
- Population served
- Services provided

Dawn Warrick asked if “duration” could be added (regarding hours of operation).

Additional materials requested by the Task Force include:

1. Glossary including relevant "technical" terms such as Conditional Use and Conditional Use Permit, and other terms that Task Force members will be hearing and using.
2. List of current shelters from Marlene Gordon and the Coalition for the Homeless that includes name, address, density: # served and type of beds, # staff (someone kept asking for this), services provided, zoning of location. Also to make a map of these locations with a more illustrative legend of symbology
3. A couple of relevant examples of how Louisville's Land Development Code "lays out" similar to the other cities that were presented in the research materials using Rehabilitation Home, Boarding and Lodging House, Personal Care Home -- a couple of closely related categories that we do have defined. Include definition, zoning, any location requirements, use conditions, regulations that apply.
4. From Marlene Gordon -- HUD's current definitions of shelters – if possible roll-into the current glossary task force is currently using
5. Summary of 1/15 meeting as soon as possible.

The meeting adjourned at 12:15 p.m.