

*Inter-Faith Council for Social Service*

# **GOOD NEIGHBOR PLAN**

## **Community House**

1315 Martin Luther King, Jr. Blvd.

Chapel Hill, NC



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## I. Introduction

The Inter-Faith Council for Social Service (IFC), which was established in 1963, has provided emergency shelter services for the Chapel Hill/Carrboro community at the Old Municipal Building in downtown Chapel Hill since 1986. In 1998, the IFC relocated its shelter services for women and children to the new Project HomeStart campus on Homestead Road and soon thereafter began searching for a suitable site to relocate its residential services for homeless men. In 2008, UNC-Chapel Hill identified a parcel of land on Martin Luther King Jr. Blvd. that could be considered for the new Community House, subject to the Town's permitting and approval process.

At the Town's suggestion, the IFC conducted a series of community discussions in the spring of 2010, prior to applying for a Special Use Permit, which happened in June 2010. IFC applied to build a two-story, 16,500 square-foot building at 1315 Martin Luther King, Jr. Blvd. to accommodate both a 52-bed men's transitional housing program and a 17-cot emergency shelter for homeless men.

The Public Hearing for the Special Use Permit began on March 21, 2011 and was continued on May 9, at which time the Town Council voted 6-2 in favor of the Special Use Permit application and also adopted "Resolution C" requiring a Good Neighbor Plan for the new Community House project. Resolution C states that "establishing mutual understanding and respect for program residents and the community will be the primary goal of the Good Neighbor Plan," and that "a variety of interests ... be represented during the creation" of the plan (see attachment for Resolution C).

Prior to writing the first draft of the Good Neighbor Plan, IFC staff requested examples of similar plans from the American Planning Association's Planning Advisory Service and later conducted an online search and found plans drafted in Toronto, Canada; Lawrence, Kansas; and Portland, Oregon. The IFC drew heavily on the Good Neighbor Plan for the Hawthorne Homeless Shelter in Portland, Oregon (<http://gr8clay.com/hawthorneblvd/gnphmlss.htm>) for the outline of its first draft. The IFC also reviewed and found some information that was helpful in the Management Plan for the Lawrence Community Shelter, Inc. in Lawrence, Kansas ([http://www.lawrenceshelter.org/pdf\\_library/06\\_2010managementplan.pdf](http://www.lawrenceshelter.org/pdf_library/06_2010managementplan.pdf)) and the Toronto Shelter Standards produced for homeless shelters in Toronto, Canada ([http://www.toronto.ca/housing/pdf/shelter\\_standards.pdf](http://www.toronto.ca/housing/pdf/shelter_standards.pdf)).

The Inter-Faith Council for Social Service (IFC) reached out to the stakeholders identified in Resolution C, as well as other neighbors, and invited an initial set of representatives from those groups to provide suggestions and advice to the IFC in developing the Good Neighbor Plan.

The 19 individuals who accepted IFC's invitation were convened by the IFC as the Good Neighbor Plan Advisory Committee (the Advisory Committee), which met for the first time on July 11, 2011. At the suggestion of the Chapel Hill Town Council, four additional representatives, including a representative from the neighborhood organization known as *A Better Site*, were added to the advisory committee on November 1, 2011. The Advisory

Committee includes residents from six nearby neighborhoods as well as representatives from a nearby business, four congregations, three local social services agencies, the homeless population, UNC-Chapel Hill, Community House and the IFC Board of Directors. *(See Advisory Committee roster, page 18 of attachments.)*

Professional meeting facilitation provided by the Dispute Settlement Center assured that all committee members were able to make suggestions and express diverse opinions during the process. The Advisory Committee members were also given the opportunity to seek input from Town, the IFC and other community resources during the drafting process. The Good Neighbor Plan (the Plan) was written by IFC staff in consultation with the Advisory Committee and was approved by the IFC Board of Directors on April 18, 2012.

The IFC convened the Good Neighbor Plan Advisory Committee with two goals in mind:

1. To advise the IFC in the development of the Good Neighbor Plan required by Resolution C, and
2. To lay a foundation for establishing a permanent Community House Advisory Committee (CHAC).

The Good Neighbor Plan includes:

- a description of the transitional housing and emergency shelter programs and their operations
- procedures for addressing the safety and security concerns raised by committee members
- plans for promoting good relations between Community House staff, volunteers, program residents and their neighbors

Attached to the Good Neighbor Plan and referenced throughout the plan are sample internal IFC programmatic and security operations documents to help readers better understand the IFC's current and planned day-to-day operations.

The Community House Advisory Committee will continue to strengthen communications among Community House partners, neighborhood groups and the Town of Chapel Hill in the months and years to come.

Both the IFC and Advisory Committee members recognize that good neighbor relations require not only good and timely communications, but also the ability to identify challenges and take prompt, effective and corrective action.

One example of mutual concern and agreement is the 17-cot emergency shelter part of the Special Use Permit that was approved by the Town Council for the Community House development. The IFC included 17 cots to address health and safety issues among homeless persons not interested in or qualified for transitional housing services because no other group, government body, or organization volunteered to make permanent provisions for an emergency shelter in the community.

The IFC Board of Directors, staff and the Advisory Committee agree that the Community House model does not address all of the basic health and safety needs of homeless persons in the community. In addition to the Community House project it is recommended that local

governments establish and fund a separate emergency shelter that will be open every night throughout the year, in order to provide immediate and temporary overnight shelter services.

The IFC is willing to suspend emergency shelter services at the proposed Community House site when another emergency shelter location is established and operating in the Chapel Hill/Carrboro community. The IFC would continue to make emergency cots available on nights when an overflow facility and/or emergency response shelter were needed.

The IFC Board of Directors has approved a Good Neighbor Plan in the spirit of our agency's mission, ongoing services to the community and vision for the future. Our plan represents our fundamental principles and practices as an organization that has built countless partnerships and provided an array of services for 50 years. We have worked hard to respect the purpose and principles outlined in Resolution C. We have an ongoing commitment to strengthen relationships with our partners, neighbors and all those participating in the Community House project. The Board and staff are grateful for the valuable work and contributions of the Advisory Committee members.

This plan commits our agency to open communications, coordination with a permanent Community House Advisory Committee, new opportunities for homeless persons and willingness to dialogue with all those concerned about promoting a safe community. The new Community House will value all of these interests and practices and will be a primary center for improving neighborhood relations, reducing homelessness, supporting the homeless and reintegrating *transitional housing residents* back into the community.

*See Appendix A (page 19) for a table which matches sections of the Good Neighbor Plan to the elements of the Plan specified in Resolutions C, part 3.a-l.*

## **II. Community House Transitional Housing and Emergency Shelter Programs**

The IFC's Community House campus is primarily intended to house a *transitional housing* program with a capacity for 52 men. The IFC will also provide an *emergency shelter* program at Community House with a capacity for 17 men.

While the two programs differ in the level of services offered to participants, both programs require high standards of participation and behavior, common courtesies, mutual respect and measurable achievements for all participants. The emergency shelter program is designed to help homeless people receive overnight shelter when there are adverse health, safety, or weather conditions. Emergency shelter guests may seek information and apply for the transitional housing program on their own behalf or be recommended for the program by a social service agency or partner organization. The transitional housing program is a step-up program and requires a higher level of commitment from *transitional residents* in order for *residents* to be successful and graduate into permanent, affordable housing. Those participating in the transitional housing program will receive a wider variety of support and mentoring services from trained staff and volunteers. Senior *residents* will be required to interact with other *residents* at Community House in a helpful, respectful and supportive fashion.

Descriptions of the transitional housing and emergency shelter programs are provided in sub-sections A and B below, respectively. Sub-section B also includes operational information that is unique to the emergency shelter. (Section IV provides operational information common to both programs and the campus facility.)

NOTE: From Section II forward of the Good Neighbor Plan and the program attachments, *residents* of the transitional housing program are referred to "*transitional residents*." *Guests* of the emergency shelter are referred to as "*shelter guests*." Within each separate section or subsection of the document where either term is used multiple times in one paragraph, only in the first use in that paragraph is the descriptive adjective used.

#### **A. Description of the Transitional Housing Program**

Inter-Faith Council Community House will provide 52 beds for homeless men through its *Transitional Housing* Program. This supportive-living program will provide *transitional residents* with a range of services including shelter, meals, case management, medical, dental and mental health care, job coaching and referrals to other community organizations. Individuals seeking admission into the *transitional housing* program are always welcome to apply on their own behalf and may also be referred by congregations, police, hospitals, IFC staff and volunteers, social service agencies, friends or family members. *Transitional housing* program applicants are required to schedule an appointment in advance to begin the intake and application process.

The intake application and assessment process must be completed before a *transitional housing* bed is assigned. Intake assessments consist of gathering background information including proof of homelessness, housing and employment history, medical and mental health issues, substance abuse history and status, education level and legal needs, as well as a criminal background and sex offender registry check. (See Sections IV.A.4. a and b for more detail on background and sex offender registry checks.) Those individuals who choose not to complete the intake application will be referred to other shelter programs in the Triangle.

The IFC prohibits the use of alcohol and controlled substances by *transitional residents* during their stay at Community House. (See "Conditions of Stay" on page 7-8 of the attachments to this document.) This policy promotes responsible behavior among *residents*, helps those who experience difficulties with the use of alcohol/drugs and promotes sobriety for those following alcohol or drug rehabilitation programs.

It is against IFC policies to admit *transitional residents* without a government-issued ID or on a *drop-in* basis. Note: The IFC will issue a standard picture ID card to every *shelter guest* and *resident* once they are accepted for services. The Community House intake process requires government-issued IDs for all *residents*. In addition, the IFC standard operating procedure is to assist *every homeless person eligible for emergency shelter and transitional housing* in

obtaining a valid picture ID from the North Carolina Department of Motor Vehicles if they do not have one.

### ***Transitional Housing Program Levels***

There are three stages to the *transitional housing* program. A *leadership team* composed of Community House staff, experienced program volunteers and senior *transitional residents* will make decisions about *transitional housing* promotions, set-backs, discipline, discharges and graduations.

#### **Stage 1**

New *transitional residents* will be introduced to a comprehensive stage of orientation, evaluation and assessment to determine individual unmet needs and how program outcomes can be achieved. During this stage of the program, staff will develop service plans that will guide a *resident's* personal growth and commitment to the *transitional housing* program and community standards. The action plan will include progress markers that define the path of advancement to the next stage in the program. Ten bunk beds in two rooms are set aside for 20 Stage 1 *residents*. See *Attachments, pages 1-5 for IFC's Sample Intake and Service Plan forms*.

#### **Stage 2**

The *leadership team* will recommend when *transitional residents* are ready to advance to Stage 2. Decisions will be based on the *resident's* attitude, performance, motivation and capacity for implementing individual service plans to end homelessness. Stage 2 *residents* will be exploring classroom training and vocational rehabilitation opportunities, conducting job searches, filing for social security disability (when appropriate), following through with medical, mental health and substance abuse recovery plans and working with community agencies. Staff will monitor these activities on a weekly basis. *Residents* with income will begin to save money to achieve the goal of moving back into the community. *Residents* who do not consistently follow their service plans or do not succeed in Stage 2 activities may be required to move back to Stage 1 or leave the program for a period of time before returning to Community House. The length of any involuntary discharge will be determined by the *leadership team*. Ten bunk beds are set aside in five quad-rooms for 20 Stage 2 *residents*.

#### **Stage 3**

*Transitional Residents* who have met income and service plan objectives are eligible for Stage 3. *Residents* will be moved to Stage 3 when they demonstrate to the *leadership team* that they are ready to move into permanent housing, are making progress in saving a sufficient amount of income to support a move, are volunteering at the IFC or another community agency and are ready to begin the housing search. Stage 3 *residents* will be working and/or attending classes as well as mentoring Stage 1 and Stage 2 *residents* to ensure that each successive group of program graduates maintains consistent implementation of the Community Standards.

Twelve Stage 3 *transitional residents* will share six rooms at Community House. The *residents* will be provided keys to their own rooms and begin their search for permanent housing.



Note: Due to individualized needs and the special nature of the *transitional housing* program, Community House staff and volunteers will address special needs and circumstances of each *transitional resident* during their residency in the program.

See “*Transitional Housing Program Entry, Probation and Stages*” on pages 10-11 of the attachments for a more complete description of the *Transitional Housing Program*.

## **B. Community House Emergency Shelter Program and Operations**

The primary purpose of the new Community House is to provide a transitional housing program for up to 52 homeless men. The IFC will also provide 17 emergency cots on the first floor of Community House since there is no other solution for the emergency housing of homeless men in Orange County.

The IFC Board of Directors and staff agree with the Advisory Committee that the best solution for providing emergency shelter for homeless persons in the Chapel Hill/Carrboro community is for local governments to establish a plan for an emergency shelter that is open every day throughout the year and located somewhere other than the Community House campus.

The IFC is willing to suspend *emergency shelter* services when another *emergency shelter* facility is operating in Chapel Hill or Carrboro. This is reflective of the IFC’s Board of Directors’ belief that a separate *emergency shelter* should be established and funded at another location and the concern that the operation of a 17-cot *emergency shelter* on the Community House campus creates for some nearby neighbors. Under these conditions, the IFC would only make Community House emergency services available when an overflow facility and/or emergency response shelter is needed.

The Community House *emergency shelter* will offer homeless men a place to *stay temporarily overnight* when they have no other housing options. It will be IFC practice to provide *emergency shelter* cots to homeless men at Community House under these circumstances:

- When temperatures are expected to fall below 40 degrees or when an excessive heat warning/advisory is in effect;
- During and in the aftermath of snowfalls, thunderstorms, tornadoes, ice storms, hurricanes and community emergencies;
- When requested by law enforcement officers and/or Emergency Management Personnel; and
- When health conditions of the individual applicant necessitate *emergency shelter*.

*Shelter guests* will receive limited services including access to a first-floor shower facility, laundry facilities and morning snacks. These guests may be seen at the medical clinic during their use of the *emergency shelter* cots (See “*Shelter Guests*” attachments, page 9.)

*Shelter guests* will be screened to assure:

- compliance with all eligibility requirements;
- completion of the required federal homelessness verification form;



- completion of a criminal background check;
- that the person is not listed on the national sex offender registry; and
- possession of a government-issued ID or working with IFC to obtain one.

Any person using *emergency shelter* services must meet the above eligibility requirements, including those persons referred by law enforcement, court officials, or other bona fide agencies. *Shelter guests* who do not have a government-issued ID will be required to work with an IFC staff/volunteer member to obtain one in order to continue receiving emergency shelter services. Anyone refusing to cooperate with this will be denied *emergency shelter* services.

Note: Our experience demonstrates that a sufficient background check on an applicant can be accomplished with his name, date of birth and social security number. (See Sections IV.A.4. a and b for more detail on IDs and background and sex offender registry checks.)

Community House standard procedures will prohibit anyone from being admitted to IFC's *emergency shelter* or *transitional housing* programs on a *drop-in* basis. *Shelter guests* will be screened at an authorized intake location, which may include IFC's administrative offices or another approved location. If drop-ins occur, Community House staff and volunteers will explain *emergency shelter* and *transitional housing* application procedures and refer these individuals to other social service agencies when needed. Repeated *drop-in* requests by the same individual may result in the loss of Community House services including being trespassed from IFC properties.

The intake process will include an explanation of Community House *emergency shelter* eligibility standards and procedures. The IFC expects all homeless men to comply with Community House policies when using emergency cots. All *shelter guests* must sign the Community Standards contract found on pages 6-9 of the attachments. (*For more information regarding community standards for shelter guests, see page 9 of the attachments.*)

Transportation to and from Community House will be provided by the IFC, the Chapel Hill Transit Authority or another group that will be identified by the IFC Executive Director in consultation with the Chapel Hill Town Manager. IFC will utilize the Old Municipal Building at 100 W. Rosemary Street, Chapel Hill as the primary pick up and drop off location for *shelter guests* as long as that location is made available to the IFC by the Town of Chapel Hill.

*Shelter guests* will be required to spend the entire night at Community House and will be transported back to a designated off-site location (defined below) the next morning. *Guests* in need of medical assistance will be discharged to local medical care providers. It is not Community House policy to release *guests* or *transitional residents* in the middle of the night. *Guests* who choose to leave the campus early will receive an involuntary discharge of at least 30 days.

During the *emergency shelter* intake and discharge process, staff will review and recommend qualified candidates for the *Transitional Housing* Program. These names will be kept on file in the event of a vacancy in the *Transitional Housing* Program.

The IFC prohibits the use of alcohol and controlled substances by *shelter guests* during their stay at Community House. However, some who have persistent or chronic use of alcohol or other substances may be admitted for the night provided the *guest* meets Community House standards. If any applicant is disorderly, whether under the influence of substances or not, he will be denied admission during the intake process. If for some reason, a *guest* becomes disorderly after arrival at Community House, the staff will follow the steps outlined in the Safety Plan. (See "Safety Plan" on pages 14 and 15 of the attachments.)

### **III. Community House Advisory Committee (CHAC)**

The Good Neighbor Plan includes the creation of a permanent Community House Advisory Committee (CHAC), appointed by the IFC Board of Directors, to help facilitate communications between Community House, its neighbors, the University of North Carolina, the Town of Chapel Hill and other community partners. The IFC Board of Directors will invite representatives from the United Church of Chapel Hill, University of North Carolina, Town of Chapel Hill (e.g. Chapel Hill Police Department), Community House, nearby neighborhoods, business owners and/or employees and social service agencies to serve on this committee. The IFC Board of Directors may also invite several Orange County residents to be at-large representatives to the CHAC. Diversity and inclusivity are integral to the Community House program and so the IFC will invite representatives from varied racial and economic backgrounds to join the CHAC.

The CHAC will monitor and participate in reporting on the implementation of the Good Neighbor Plan to the Town Council. The CHAC will report to the IFC Board and the Town Council on the following items quarterly for the first two years of occupancy of the Community House facility:

- I. Communications between program staff, volunteers, *transitional residents* and surrounding neighbors and neighborhoods about the Good Neighbor Plan
- II. Identification of success implementing each element of the Good Neighbor Plan
- III. Identification of issues implementing each element of the Good Neighbor Plan
- IV. Proposed changes to any elements of the Good Neighbor Plan

The Town Council shall decide the frequency of continued reports on the Good Neighbor Plan after the initial two-year period.

During the first six months of Community House's operation, the CHAC will meet monthly. At the end of this six-month period, the CHAC will determine its future meeting schedule. At a minimum, the CHAC will meet at least once a quarter for the first four years that Community House is open. The CHAC will continue to operate for the length of the lease. The Good Neighbor Plan calls upon the CHAC and its representatives to:

- Hold an open house and community meeting at least once a year to share program successes and challenges, maintain open communications, advise neighbors and attendees about specific events or changes at Community House and to respond to the concerns of neighbors and others.

- Become an active participant in community discussions regarding homelessness and affordable housing.
- Serve as an official Neighborhood Watch committee for the Community House campus and adjoining UNC and United Church properties.
- Meet with neighbors, as well as Town and University representatives, upon request.
- Recruit neighbors and other interested parties to:
  - Meet with Community House *transitional residents* and staff at open house gatherings
  - Notify IFC of repeated issues and seek resolution with IFC of community concerns
  - Encourage neighbors and community members to be active volunteers at Community House
  - Develop volunteer opportunities for Community House *residents*
  - Provide community work experience such as internships
  - Partner with local businesses and agencies to provide recreational activities and discounted goods and services for *residents*
  - Assist in organizing and participating with Community House *residents* in Neighborhood Watch and community beautification projects

The Residential Services Director will issue monthly written reports to the IFC Board of Directors and the CHAC, and provide verification that background checks were conducted on all emergency shelter guests and program residents. Reports will include program data and information collected daily and summarized and reported by the month and information associated with the number of admissions, *transitional resident* progress indicators, graduations and operational considerations, including the following safety and security related information requested by members of the Good Neighbor Plan Advisory Committee:

- number of ineligible applicants for cots and beds based on background checks
- number of emergency shelter cots and number of transitional housing beds filled each day
- number of emergency shelter cot overflow nights
- number of nights the *emergency shelter* is open
- number of *shelter guests* served
- number of *guests* admitted without an ID
- number of on-premises admissions resulting from police or emergency services request
- number of times a *transitional resident* or *guest* left Community House after curfew without authorization
- number of times staff instructed someone to leave the premises

- number of times 911 and/or police are called to premises for non-medical reasons
- number of times a *resident* or *guest* was charged with a crime that occurred on premises

(See attachment pages 19-20 for the report template.) CHAC information and reports will be available on the IFC's website. The CHAC will also develop a process for receiving neighborhood and community inquiries, concerns and complaints.

## **IV. Community House Operations**

The IFC is committed to providing a safe and secure environment on the Community House campus and being a responsible and engaged neighbor to the surrounding community. The standard operating procedures shown herein are intended to describe appropriate support structures for fostering community and an environment of mutual respect at Community House. The corrective measures (section IV.B.) are in place to reinforce community standards. These standards and corrective procedures ensure that an environment rich in diversity has the necessary processes and support structures in place to create a positive work and living environment for everyone.

### **A. Standard Procedures**

#### **1. Community House Staff**

The *Transitional Housing* Program will be run by experienced and well-trained staff members who will call on other agency personnel, volunteers and student interns to promote high community standards. All staff and program affiliates will be expected to be good role models and advance good neighbor and community relations. Staff and *transitional residents* will look out together for the safety and security of Community House volunteers, neighbors and the community. Together they will also promote timely communications with Community House's program partners, the CHAC, the IFC Board of Directors, the Town of Chapel Hill and the University of North Carolina.

Community House will be continuously staffed 24 hours each day, 365 days a year. Volunteers and interns will be scheduled to assist staff with daily operations taking into consideration peak hours of operation. *Transitional residents* will participate in day-to-day chores and other housekeeping responsibilities. In addition, Stage 3 *residents* will serve as mentors to other program *residents* and thus fulfill a vital role in upholding Community Standards and assisting staff members in program functions.

All staff and volunteers, interns and mentor-*residents* will receive training appropriate to their job description and/or assigned tasks and responsibilities. The IFC will do background checks on prospective employees. Hiring will be done pursuant to IFC's personnel policies.

Staff job descriptions are available from the Inter-Faith Council upon request.

#### **2. Resident Orientation and Expectations**

All *transitional residents* entering Community House will receive both written and verbal orientation materials regarding program rules, expectations and requirements. Every

Community House *resident* must sign and accept his Community Standards contract before being accepted into Stage 1. The *Resident Expectations* document and Proposed Security Measures detail the consequences for failing to abide by these standards. (See pages 12-13 and 16-17 of the attachments, respectively, for these documents.)

*Transitional residents* will be encouraged to follow their individual service plans by working with Community House staff, other social service agencies, educational programs, job training and search agencies and places of employment. *Residents'* access to these support services and their places of employment is enhanced by the nearby bus stops for both Chapel Hill Transit and Triangle Transit along the Martin Luther King Jr. Blvd. corridor. *Residents* are expected to respect and support one another, Community House staff, volunteers, *visitors* and neighbors and also respect the public and private property of surrounding partners, businesses, agencies, parks and residential areas.

All *transitional residents* are expected to be positive role models to fellow *residents*, program workers and in the community. *Residents* will demonstrate orderly and law-abiding conduct at all times. Alcohol and illegal drugs will not be allowed in or around the Community House property. (See "Conditions of Stay" on pages 7 and 8 of the attachments.)

Violence and criminal activities will not be tolerated. Documented arrests, charges and issues of inappropriate *transitional resident* conduct and behavior will be addressed by Community House staff when brought to the staff's attention. Disciplinary actions will be commensurate with the infraction. (See subsection IV. B "Corrective Measures" below for more information.)

### **3. Provision for the Needs of Transitional Residents and Shelter Guests**

- Community House will be a supportive living environment where *transitional residents* and *shelter guests* are treated with dignity and respect.
- Community House will provide all *residents* with lockers and storage for their belongings.
- Community House will provide on-site laundry and ironing facilities.
- Community House will provide on-site recreational opportunities with a dedicated and furnished exercise room, an outdoor basketball goal, gardening spaces and outdoor seating. IFC *residents* are also welcomed at the Chapel Hill/Carrboro YMCA and the Hargraves Community Center.
- Community House will provide all *residents* with three meals each day.
- Community House will work with other organizations to refer *residents* and *guests* for needed services not directly provided at Community House.
- Comprehensive Community House services are for the *residents* of the *Transitional Housing Program*. *Residents* may use the Community House address for their mail delivery during their residency in the *transitional housing* program.
- *Guests* will receive limited services including access to a first-floor shower facility, laundry facilities and morning snacks. They may be seen at the medical clinic during their use of the *emergency shelter* cots. (See "Shelter Guests" attachments, page 9.)

- *Guests* may not receive mail at the Community House address. The IFC does permit homeless persons to receive mail at its administrative offices.

#### 4. Safety and Security

##### a) Policy on Background Checks and Government-Issued IDs

The Inter-Faith Council will conduct North Carolina criminal background checks on everyone applying for *transitional housing* services as well as those using *emergency shelter* services. Our experience demonstrates that a sufficient background check on an applicant can be accomplished with his name, date of birth and social security number.

*Transitional residents* are required to have a government-issued ID before they can begin their program residency.

- i. *Shelter guests* must have a government-issued ID or be working with IFC staff to obtain a government-issued ID.
- ii. The IFC will issue a standard picture ID card to every *guest* and *resident* once they are accepted for services.

##### b) Policy on Sex Offenders

No one listed on the sex offender registry will be allowed to stay at Community House regardless of any legal provisions that would allow them to stay in the *emergency shelter* for a limited number of days. The IFC and Community House will help enforce this policy by checking the National Sex Offender Registry on everyone applying for *transitional housing* services as well as those using *emergency shelter* services. (Sex offender registries often provide pictures of those listed, which provides another means of screening.) If, for any reason, someone on the sex offender registry is discovered to have been inadvertently admitted to Community House, the sheriff's office will be called immediately and the *transitional resident* or *shelter guest* status will be terminated immediately.

##### c) Policy on Alcohol and Illegal Drugs

Everyone in the *transitional housing* program must be clean of alcohol and illegal drugs. While *IFC does not operate* an addiction recovery program, it is concerned with helping those in recovery stay clean. The *Community Standards* contract includes adhering to the policy that alcohol and illegal drugs will not be allowed in or around the Community House property. (See "*Conditions of Stay*" on pages 7 and 8 of the attachments.) IFC concedes that people who are not in sobriety still need shelter in emergency situations in order for them to be safe. For *shelter guests*, the policy regarding alcohol focuses on behavior. If someone is disorderly, whether under the influence of substances or not, they will not be transported to Community House for evening housing. If, for some reason, a *guest* becomes disorderly after arrival at Community House, the staff will follow the steps outlined in the Safety Plan. (See "*Safety Plan*" on pages 14 and 15 of the attachments.)

##### d) Policy on Inappropriate or Dangerous Behavior

The IFC reserves the right to refuse to admit applicants with a violent history or demonstrated non-compliance with program objectives.

Violence and criminal activities will not be tolerated. Documented arrests, charges and issues of inappropriate *transitional resident* conduct and behavior will be addressed by Community House staff when brought to the staff's attention. Disciplinary actions will be commensurate with the infraction. (See subsection IV. B "Corrective Measures" for more information.)

IFC staff will call 911 in the event that any individual displays inappropriate or dangerous behavior on the Community House campus. Community House staff will also follow standard *trespass* procedures with the Chapel Hill Police Department when necessary.

#### **e) Campus Security**

The IFC has in place comprehensive security policies and procedures for the Community House building and campus with a special emphasis on entering and exiting the facility and exterior security. In addition, there are policies and procedures to inhibit *loitering*, public drunkenness, illegal drug use, weapons and criminal activity. (See "Community Standards Contracts" attachments, pages 6-9 for details.)

The IFC will maintain exterior security lighting. Security cameras will be in place monitoring Community House interior and exterior activities and the driveway approaching the campus. Staff will be trained to monitor and operate camera equipment. Electronic security information will be monitored multiple times during each shift. Staff will report any unusual activity to the Residential Services Director (or his/her designee) and to the Chapel Hill Police, if appropriate.

The IFC will encourage the Chapel Hill Police Department to use Community House as a site to complete paperwork, visit with *transitional residents* and to check in with program staff. Community House staff will call the Chapel Hill Police Department and Emergency Management Services when their assistance is required. Community House has had and continues to have a close working relationship with local fire, safety and law enforcement agencies. This includes cooperating with them when requested and working with their community crisis unit when circumstances and/or problems arise. We will also continue our long-term practice of cooperating with investigations, complying with subpoenas and allowing the local authorities access to the Community House facilities.

Community House will maintain a discharge list that documents inappropriate behaviors, the persons involved and the duration of the discharge.

(See "Proposed Security Measures for Community House" pages 16-17 and the "Safety Plan" on pages 14-15 of the attachments for more information.)

#### **f) Control of Loitering**

*Transitional Housing* Program admissions will be made through various referral sources detailed in the Plan and will involve a thorough intake application and background check. (See Section II, page 4.) Walk-ins will not be accepted for Community House services. This will eliminate unauthorized persons from *loitering* on IFC property or in surrounding areas.

*Transitional residents* will remain in the facility from 8:00 p.m. to 7:00 a.m. unless the *resident* has made previous arrangements with IFC staff, e.g. to work a late shift or attend a class or community meeting. Departure and re-entry will not be allowed after 8:00 p.m.



without special permission. (*For further information, please see "Hours and Schedules – Transitional Residents" on page 7 of the attachments.*)

Outdoor on-site activities for *transitional residents* such as playing basketball, gardening, smoking or socializing will be permitted in designated areas and are not considered *loitering*. Outdoor activities will be restricted to the hours before evening curfew and after 8:00 a.m.

*Loitering* by *transitional residents*, *shelter guests* or other persons on property belonging to IFC is a violation of IFC policies and may result in a loss of services to those involved. Parties other than *guests* or *residents* may be trespassed. *Loitering* by *residents* or *guests* on nearby properties such as the United Church of Chapel Hill or University of North Carolina is a violation of IFC policies and may result in a loss of services. (*See "Community Standards" attachments, pages 6-9.*) The IFC will respond to complaints about *residents* or *guests* *loitering* in unauthorized areas by addressing the issue with the *resident* or *guest* directly. Neighbors are encouraged to make the IFC aware of *loitering* or unusual circumstances when they occur in order for the matter to be addressed as quickly as possible. Repeat offenders will be subject to involuntary discharge from Community House.

#### **g) Control of Litter**

Community House will provide clean, litter-free and graffiti-free facilities for its *transitional residents*, partners and the community. All Community House *residents* will help staff maintain the Community House building, grounds and gardens and perform other routine responsibilities on the campus as assigned.

Community House staff will respond to complaints from *transitional residents* and neighbors as quickly as possible in the event IFC *residents* or *shelter guests* are known to have violated anti-litter standards off-campus. *Residents* or *guests* with any documented litter violations or vandalism charges could be discharged from Community House. (*Please see page 12 of the attachments for more information regarding littering and other inappropriate behaviors.*)

The IFC will encourage program *transitional residents* to participate in neighborhood clean-up activities and work with other similar neighborhoods projects.

#### **B. Corrective Measures**

Community House will provide a safe environment for *transitional residents*, staff and volunteers. While Community House *residents*, staff and volunteers are expected to be positive role models in the Community, it is IFC's policy to have procedures for corrective measures in place to prevent and respond to violations of the Community Standards.

IFC management staff will supervise all program activities, functions and interactions. The Residential Services Director, senior *transitional resident* mentors and IFC staff will be responsible for addressing major and minor violations of the Community Standards Contract. The Director will be responsible for discharging uncooperative *residents*.

Based on IFC's experience and practice, the *leadership team* will use progressive disciplinary steps when challenges occur. For minor infractions with no prior incidents, a warning will be issued and staff will document the incident according to IFC procedures. A repeat offense of minor infractions or moderate infractions will result in additional curfew restrictions, chores,

demotion down a stage in the program, or other repercussions deemed appropriate for the individual. The incident and consequences will be documented according to IFC guidelines. Those who chronically break the rules or commit a major infraction will be involuntarily discharged, and when necessary, the IFC will contact the Chapel Hill Police Department to intervene. If violent or threatening behavior occurs, the police will be called. Any *transitional resident* or *shelter guest* responsible for violent or disruptive conduct will be *trespassed* from the Community House campus. (See “Trespass” on page 12 of the attachments for more information about trespass procedures.)

Every *transitional resident/shelter guest* dismissed from Community House will be given specific reasons for the dismissal, advised about required steps and standards for readmission, tentative dates for reapplication and, if applicable, a voucher for transportation to another location where they can receive services.

Substantiated violations of the Community Standards including, but not limited to, violent behavior, threatening language, use of illegal drugs or alcohol, possession of a weapon, theft, *trespassing* and *loitering* on private property, panhandling, sexually explicit behavior, or the use of racist, sexist, homophobic or otherwise prejudicial language are prohibited and will be grounds for ending the *transitional resident's* or *shelter guest's* participation in the program.

Community House services will be denied to any individual who regularly and persistently behaves contrary to program values and protocols. The IFC will work to see that discharged Community House *transitional residents* and *shelter guests* are referred to other facilities for services or shelter. When considering reapplications to the Community House program, Community House staff will undertake a thorough review of incidents during former periods of residence as well as demonstrated improvements in behavior.

Staff and volunteers are subject to the same standards and expectations as the *transitional residents*. IFC's Executive Director will be responsible for discharging employees and volunteers who consistently fail to model appropriate behavior or abide by the Community Standards. (For more information about program values to be upheld by residents, shelter guests, employees and volunteers, please see the “Community Standards” listed on pages 6-9 and the “Resident Expectations” on pages 12-13 of the attachments.)

## **V. Communications**

Community House's primary charge is to help all program *transitional residents* to achieve their individual goals and to develop new opportunities for integrating back into the community. The prospects for *residents* will be greatly improved by creating and maintaining regular communications with Community House partners, neighbors, congregations, volunteers and staff.

Therefore the IFC will promote positive relationships and communications at all times at Community House. The IFC believes that open communication channels and steadfast relationships with community partners and neighborhood groups are critical for the successful operation of Community House. It is IFC's intention that the communication channels and protocols implemented and described herein will benefit all concerned parties and will

effectively respond to difficult challenges and other issues that may arise at Community House from time to time.

### **A. Education**

The Good Neighbor Plan will establish a Community House Advisory Committee (CHAC) (*see Section III above*) to help facilitate ongoing communications between Community House neighbors, other community partners, the University of North Carolina and the Town of Chapel Hill. The CHAC will regularly provide current information about Community House programs and needs to the community, to the Town of Chapel Hill, UNC and all interested parties.

The IFC, CHAC, Community House *transitional residents* and agency partners will also hold periodic workshops and on-site trainings about homelessness issues and needs. Some of the workshops will be specifically designed to help participants and groups implement effective strategies for addressing homelessness and supporting *transitional residents* with their plans for improving life skills and reestablishing independence.

The IFC will educate and reinforce Good Neighborhood Plan values among Community House employees, volunteers and *transitional residents*. The IFC will also underscore the value and relationship of the CHAC with *residents*, Town of Chapel Hill and surrounding neighborhoods.

The IFC will include a copy of the Good Neighbor Plan in new employee orientation packets; all IFC employees will be expected to comply with the Good Neighbor Plan.

### **B. Communication Protocols**

The IFC seeks to create ongoing, permanent communication channels and protocols for regular reporting back and forth between Community House and all interested parties, including nearby neighborhoods, the University of North Carolina (UNC) and the Town of Chapel Hill.

- The Residential Services Director will prepare a monthly program report and distribute it to the IFC Executive Director, IFC Board of Directors and the CHAC;
- Quarterly reports will be provided to the Town of Chapel Hill, UNC, the United Church, funding sources and other partners as requested;
- The CHAC will schedule an annual open house at the Community House facility to foster positive, ongoing relationships between Community House and the residents of Orange County.

It is the IFC Board of Directors' expectation that the permanent CHAC committee will be the primary conduit for strengthening communications between surrounding neighborhoods and the IFC residential services staff. The CHAC should encourage all neighbors, groups and interested parties to convey to the CHAC their concerns about Community House. In addition the IFC Board will encourage the CHAC to assist the agency in its efforts to disseminate news about Community House developments, trends, needs and *transitional resident* outcomes.

The IFC will maintain up-to-date contact information—which will include 24-hour emergency contacts—of Community House staff, IFC's management team and CHAC members. Contact information will enable CHAC members and the general public to contact the appropriate

personnel when issues or concerns arise. Standardized procedures will be used to disseminate information immediately when necessary. Copies of the contact list will be made available to interested neighbors, businesses, police and other parties.

IFC will establish a digital subscription service and/or listserv for individuals and organizations to receive Community House news, reports and meeting dates. Subscriptions will include:

- CHAC meetings schedules
- Monthly program reports and new partnerships with social service agencies, congregations and businesses
- Requests about volunteers, in-kind donations and *transitional resident* needs
- Information about *resident* success stories and graduations

### **C. Mediation**

The IFC and Community House staff are committed to resolving conflicts that may arise between Community House and nearby residents and/or other parties. Conflicts that are brought to the attention of the CHAC should be referred to the Residential Services Director. In the event Community House staff is unable to directly resolve the conflict, the Residential Services Director will refer the matter to the IFC Executive Director.

In the event that unresolved challenges cannot be successfully resolved at these levels, mediation may be recommended by IFC. If mediation is pursued by IFC, all involved parties, including CHAC representatives, will be invited to participate. Mediation costs will be shared by all involved parties.

## **VI. Amending the Good Neighbor Plan**

Recommendations to amend the Good Neighbor Plan can originate from the Residential Services Director, the CHAC, the IFC Board of Directors or the Town Council. Concerns or questions about the Good Neighbor Plan or neighborhood relations should be directed to the Residential Services Director. Any concerns or proposed amendments to the Good Neighbor Plan will be shared with the IFC Executive Director and the CHAC. The CHAC may also recommend to the IFC Board of Directors specific changes to the Good Neighbor Plan.

Any recommendations to amend the Plan must be approved by the IFC Board of Directors before presenting the recommendations to the Town Council for approval by the Council.

The CHAC will be notified in advance about any proposed changes to the Plan by the IFC Board of Directors or the Town Council.

The IFC Board of Directors and the CHAC will look to the Town of Chapel Hill for specifications regarding notification standards to surrounding neighbors and other interested parties concerning proposed changes and/or actual changes to the Plan.

## Appendix A - Chapel Hill Town Council Resolution C

*Note: See page 20 for a table which matches Sections of the Good Neighbor Plan to the required elements as specified in 3.a-1 on page 19.*

### RESOLUTION C

Attachment to Approved Special Use Permit

#### **A RESOLUTION REQUIRING A GOOD NEIGHBOR PLAN FOR THE INTER-FAITH COUNCIL COMMUNITY HOUSE MEN'S SHELTER (FILE NO. 9880-21-3142) (2011-05-09/R-10)**

WHEREAS, the Council of the Town of Chapel Hill has reviewed and acted upon a Special Use Permit application for the proposed Inter-Faith Council (IFC) Community House Men's Shelter development, on property identified as a portion of Orange County Property Identifier Number 9880-21-3142; and

WHEREAS, the Council of the Town of Chapel Hill requires that the applicant for the proposed Inter-Faith Council (IFC) Community House Men's Shelter development provide a stand-alone Good Neighbor Plan; and

WHEREAS establishing mutual understanding and respect for program residents and the community will be the primary goal of the Good Neighbor Plan; and

WHEREAS a variety of interests are to be represented during the creation of the Good Neighbor Plan; and

WHEREAS it is important that some of the stakeholders be invited to continue their role as stewards of good neighborhood relations by serving on a Community House Advisory Committee (CHAC); and

WHEREAS the Town Council has an interest in specifying a framework for the Good Neighbor Plan, including a communication plan for sharing information about the Plan's progress; and

WHEREAS the Town Council recognizes that the Good Neighbor Plan will be a tool for communicating expectations and intents between the IFC and the Community and as such will include some flexibility to respond to special needs and circumstances through mutual agreement on the Plan's framework; and

WHEREAS the Town Council has a responsibility as the lessor for the development property; and

WHEREAS as lessor the Town Council will review and approve the Good Neighbor Plan as a condition of the lease.

NOW THEREFORE BE IT RESOLVED that:

1. The stakeholders for the Good Neighbor Plan will include but not be limited to the University of North Carolina, the Town of Chapel Hill, the United Church of Chapel Hill, nearby business representatives, representatives of nearby neighbors, residents of Community House, and representatives of Freedom House and other social service agencies such as Housing for New Hope; and
2. The IFC will review work done by other social service agencies in the creation of similar plans for their facilities and document that review for the benefit of the stakeholders during the development of the Good Neighbor Plan; and
3. The Good Neighbor Plan will include but not be limited to the following elements:
  - a. Description of the Community House Program;
  - b. Roles and Responsibilities of the Community House Advisory Committee, including the regular scheduling of both committee and community-wide meetings;
  - c. Standards and Procedures for Communications and Reporting;
  - d. Safety, Health, and Security Rules for Program Residents. This section may refer to Community House case management policies and procedures for residents including “Rights and Responsibilities” and “Actions and Consequences;”
  - e. Control of Loitering;
  - f. Control of Litter;
  - g. Statement of and Provision for Resident Needs;
  - h. Crime Prevention Strategies;
  - i. Community Education;
  - j. Referral of Concerns;
  - k. Mediation and Dispute Resolution; and
  - l. Details of off-site pick-up and drop-off location(s) for emergency shelter guests; and
4. The IFC will invite a selection of stakeholders from the creation of the Good Neighbor Plan to serve on a Community House Advisory Committee (CHAC); and
5. The CHAC will monitor and participate in reporting on the Plan to the Town Council; and
6. The IFC or the CHAC will report to the Town Council on the following items quarterly for the first two years of occupancy of the Shelter:
  - a. Communications between program staff, volunteers, residents and surrounding neighbors and neighborhoods about the Good Neighbor Plan
  - b. Identification of success implementing each element of the Good Neighbor Plan
  - c. Identification of issues implementing each element of the Good Neighbor Plan
  - d. Proposed changes to any elements of the Good Neighbor Plan; and
7. At the eighth quarterly report, the Council shall decide the frequency of continued reports on the Good Neighbor Plan.

NOW, THEREFORE, BE IT FURTHER RESOLVED that prior to the execution of the Inter-Faith Council Community House Men’s Shelter lease, the IFC shall submit a Good Neighbor Plan to be reviewed and approved by the Town Council for consistency with the requirements of this Resolution.

NOW, THEREFORE, BE IT FURTHER RESOLVED that prior to renewal of the Inter-Faith Council Community House Men’s Shelter lease, the Town Council will review an updated Good Neighbor Plan for consistency with the requirements of this Resolution.

This the 9<sup>th</sup> day of May, 2011.

Amended May 10, 2011.

*This table matches specific sections of the Good Neighbor Plan to the required elements as specified in 3.a-1 of Resolution C.*

<b>3. The Good Neighbor Plan will include but not be limited to the following elements</b>	<b>Section and Page Number of Good Neighbor Plan</b>
a. Description of the Community House Program	Section II, pp. 3-8
b. Roles and Responsibilities of the Community House Advisory Committee, including the regular scheduling of both committee and community-wide meetings	Section III, pp. 8-9
c. Standards and Procedures for Communications and Reporting	Communications, Section V, pp. 15-17 Reporting, Section III, p. 9
d. Safety, Health, and Security Rules for Program Residents. This section may refer to Community House case management policies and procedures for residents including “Rights and Responsibilities” and “Actions and Consequences	Section IV.A.4, pp. 11-14
e. Control of Loitering	Section IV.A.4.f, pp. 13-14
f. Control of Litter	Section IV.A.4.g., pp. 14
g. Statement of and Provision for Resident Needs	Section IV.A.3, p.11
h. Crime Prevention Strategies	Section IV.A.4, pp. 11-14
i. Community Education	Section V.A, pp. 15-16
j. Referral of Concerns	Section V.B, pp. 16-17
k. Mediation and Dispute Resolution	Section V.C, p. 17
l. Details of off-site pick-up and drop-off location(s) for emergency guests	Section II.B, pp. 6-7



## Appendix B - Glossary

**Community House Advisory Committee (CHAC):** The Good Neighbor Plan includes the creation of a permanent Community House Advisory Committee (CHAC) appointed by the IFC Board of Directors to help facilitate communications among Community House, its neighbors, the University of North Carolina, the Town of Chapel Hill and other community partners. *Throughout the Good Neighbor Plan and Attachments, the Community House Advisory Committee is referred to interchangeably as “Community House Advisory Committee” or “CHAC.”*

**Drop-In:** The term “drop-in” refers to any individual who enters the Community House campus to apply for admission to either the Emergency Shelter or the Transitional Housing Program without a prior scheduled appointment.

**Emergency Shelter:** An Emergency Shelter operates on a first-come, first-served basis for homeless persons in the community. Individuals using emergency shelter cots will be transported to and from the Community House campus and must leave in the morning with no guarantee of shelter on future nights. At the Community House campus, the IFC will provide emergency shelter cots to homeless men:

- When temperatures are expected to fall below 40 degrees or when an excessive heat warning/advisory is in effect; or
- During or in the aftermath of snowfalls, thunderstorms, tornadoes, ice storms, hurricanes and community emergencies; or
- When contacted by law enforcement officers and/or Emergency Management Personnel; or
- When health conditions of the individual applicant necessitate emergency shelter.

When one of these circumstances arises, the IFC will provide up to 17 emergency cots on the first floor of the Community House facility.

**Emergency shelter guest:** An emergency shelter guest is an individual who has been screened and admitted—per the process described in Section II.B. of the Good Neighbor Plan—for an overnight stay at the Inter-Faith Council’s Emergency Shelter for homeless men planned for Community House. *Throughout the Good Neighbor Plan and Attachments, emergency shelter guests are referred to as “shelter guests” or “guests.”*

**Good Neighbor Plan Advisory Committee:** The Good Neighbor Plan Advisory Committee includes residents from six neighborhoods near the Community House site, as well as representatives from a nearby business, four congregations, three local social services agencies, the homeless population, UNC-Chapel Hill, Community House and the IFC Board of Directors. (See committee roster in the attachments.) This group of individuals was assembled for the purpose of advising the IFC in the writing of the Good Neighbor Plan. *Throughout the Good Neighbor Plan and Attachments, the Good Neighbor Plan Advisory Committee is referred to as "the Advisory Committee."*

**Leadership Team:** The leadership team includes Community House staff, experienced program volunteers, student interns and senior transitional residents who will make decisions about promotions, set-backs, discipline, discharges and graduations of transitional housing residents.

**Littering:** Littering is knowingly depositing in any manner litter on any public or private property or in any public or private waters, without permission to do so. Litter is trash improperly placed so as to be a nuisance or health concern. (<http://definitions.uslegal.com/l/litter/>)

**Loitering:** Loitering is delaying or lingering without a lawful purpose for being on the property.

**Transitional Housing:** Transitional Housing provides temporary housing and supportive services with the goal of helping program residents transition into permanent housing and live independently. The length of stay may vary. Services may be provided for up to two years. These services may be provided directly by IFC or by other public or private agencies in a coordinated effort with IFC. Transitional housing programs: restore lives and independence; promote social networking, peer driven support and volunteerism; and are a strong conduit to jobs and community services. The Inter-Faith Council Community House will provide 52 beds for homeless men through its Transitional Housing Program.

**Transitional Housing resident:** A Transitional Housing resident is an individual who has been admitted to the Inter-Faith Council's Transitional Housing Program for homeless men at Community House. *Throughout the Good Neighbor Plan and Attachments transitional housing residents are referred to as "transitional residents" or "residents."*

**Trespass:** Trespassing involves intentionally entering onto land without the consent of the owner. When a person is trespassed from the Community House campus, the police will be called and staff will follow the Chapel Hill Police Department's protocols for trespassing persons from properties. A trespass lasts for one year and can only be extended or lifted by notifying the Chapel Hill Police Department. The initial request to trespass an individual will

result in a trespassing order being filed with the police department and the individual being asked to leave the property. Those who later violate trespass orders can be arrested.

**Visitors:** Visitors are persons who represent various groups such as care providers, elected officials, clergy, donors, foundations, business and/or university leaders, student groups, civic clubs, educators or other parties interested in Community House operations. All visitors are required to sign in or receive prior written approval from the Residential Services Director or authorized designee.