THE UNIVERSITY OF IOWA
IOWA INITIATIVE
FOR SUSTAINABLE COMMUNITIES

FINAL DELIVERABLE

Title	Combating Rural Homelessness in Keokuk, Iowa
Completed By	Liam Kaboli, Jocelyn Roof, Hayden Dunlap, Jenna Nelson
Date Completed	December 2019
UI Department	Rhetoric
Course Name	POLI:3560:0001 Public Policy & Persuasion
Instructor	Carrie Schuettpelz
Community Partners	Keokuk Chamber of Commerce,

This project was supported by the Iowa Initiative for Sustainable Communities (IISC), a community engagement program at the University of Iowa. IISC partners with rural and urban communities across the state to develop projects that university students and IISC pursues a dual mission of enhancing quality of life in Iowa while transforming teaching and learning at the University of Iowa.

Research conducted by faculty, staff, and students of The University of Iowa exists in the public domain. When referencing, implementing, or otherwise making use of the contents in this report, the following citation style is recommended:

> [Student names], led by [Professor's name]. [Year]. [Title of report]. Research report produced through the Iowa Initiative for Sustainable Communities at the University of Iowa.

This publication may be available in alternative formats upon request.

Date: 10 December 2019
To: City of Keokuk
From: Liam Kaboli, Jocelyn Roof, Hayden Dunlap, Jenna Nelson
Cc: Shelley Oltmans
Re: Rural Homelessness
Appendix: A

SUMMARY

Homelessness is an issue in rural communities across the country. Due to increasing rates of poverty, stagnating wages, lack of affordable housing, little government attention to rural communities, and geographic isolation, homelessness is becoming more prevalent in contemporary society. Keokuk, Iowa is facing many of these same problems. Keokuk faces high rates of poverty, high rates of unemployment, abandoned buildings spread across the city. Additionally, federal funding is mainly spent in larger urban centers. These factors make homelessness not only more frequent, but more chronic as well. Without specific attention to the challenges rural communities face, homelessness will continue to be an issue plaguing rural communities.

BACKGROUND

Keokuk, Iowa is in the southeast corner of the state. Once a prominent manufacturing town, economic decline has persisted. Factories have closed, plants have moved to areas with cheaper labor, and the town has suffered because of it. The percentage of manufacturing jobs has decreased over 10% over the past fifty years (See Appendix A). Currently, 33% of Keokuk residents are below the poverty line compared to 12.7% in Iowa. Sources in the community have stated that there could be between twenty and thirty people experiencing chronic homelessness, and about one hundred individuals are experiencing unstable housing on a given night. Currently, Keokuk has no homeless shelter, the closest is over thirty miles away in Burlington, Iowa or Quincy, Illinois. Without a seasonal homeless shelter the homelessness issue in Keokuk will only continue to burden individuals who need assistance.

RECOMMENDATIONS

The problems facing Keokuk are no different from those in other rural communities across America. These recommendations include both short and long term goals to help individuals who are experiencing homelessness.

1) Collect comprehensive data.
   - Without adequate data, it is difficult to understand the scope of the issue.
   - To the best of our knowledge, 20-30 individuals are currently experiencing chronic homelessness in Keokuk. It is unknown how many individuals are experiencing other forms of homelessness.

- Once data is collected, the scale of the problem will become clear. With this new information, the scope of the solution will then become apparent.

2) Strengthen existing support network of homeless services.
- Currently, there are numerous support services available in Keokuk.
  - These services include local churches, the Salvation Army, a sober living residence, and the Keokuk school district.
- Convening a committee of people who work for these services will allow individuals looking for assistance can get information or referrals no matter which service they seek.

3) Create and maintain a seasonal homeless shelter.
- Currently, there is no shelter in Keokuk and the nearest shelter is over 30 miles away.
- Without a shelter, individuals experiencing homelessness are left with few options for housing. These include living on the street, doubling up in housing, or squatting in potentially unsafe abandoned units.

NEXT STEPS
- Collect data.
  - Identify and expand the current PIT count being conducted in Keokuk.
  - Create a Google document that is shared with homeless service providers to begin By-Name Registry.
  - Train service providers on accessing the document and intake of information.
- Build relationships among current support networks.
  - Identify services currently in the community and put them in contact with one another.
  - Bring together current stakeholders so all parties have adequate information.
  - Find a policy expert to address current stakeholders and provide information on best practices.
- Establish and maintain a seasonal (November-March) shelter.
  - Find a city-owned building to renovate and establish as a seasonal shelter.
  - Identify revenue streams and personnel to help maintain a shelter.
  - Once established, transition the shelter to operate year-round pending proper funds.

APPENDIX

Appendix A

% OF WORKFORCE EMPLOYED IN MANUFACTURING – 40-YEAR CHANGE

City of Keokuk — State of Iowa
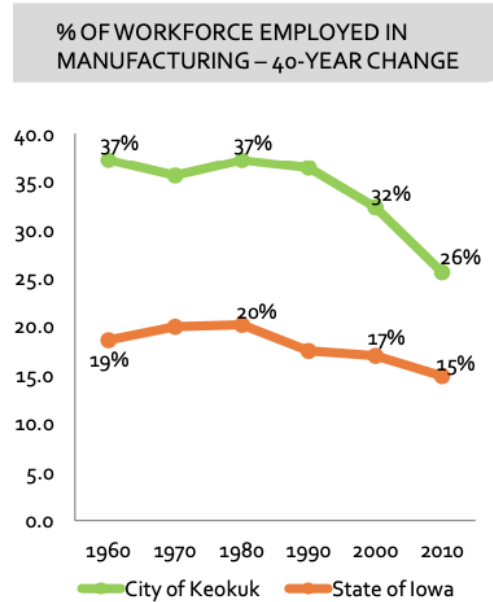
Citations

Keokuk Comprehensive Plan. (2018, June 22). Retrieved December 9, 2019, from http://www.cityofkeokuk.org/.

"Rural America At a Glance: 2018 Edition." *USDA ERS - Home*, United States Department of Agriculture, Nov. 2018, https://www.ers.usda.gov/.

Strengthening Systems for Ending Rural Homelessness: Promising Practices and Considerations. (n.d.). Retrieved from https://www.usich.gov/tools-for-action/strengthening-systems-for-ending-rural-homelessness-promising-practices-and-considerations/.

PUBLIC POLICY AND PERSUASION

COMBATING HOMELESSNESS IN KEOKUK, IA

KEOKUK
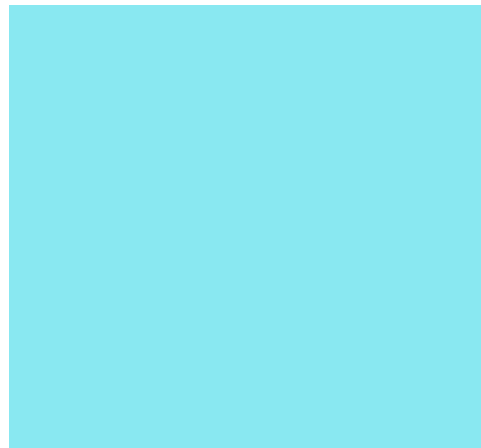
LIMITED SCOPE

Accurate data is difficult to obtain, the scope of the issue is largely unknown

SCATTERED SUPPORTS

The community has service programs in place, but they are decentralized

HOMELESSNESS

20-30 people experiencing chronic homelessness, and there is no shelter within at least 30 miles

STAKEHOLDERS

SCHOOL DISTRICT HOMELESSNESS LIAISON

COMMUNITY-BASED SERVICE ORGANIZATIONS

SHELLY OLTMANS

NEW SHELTER STAFF

PEOPLE EXPERIENCING HOMELESSNESS
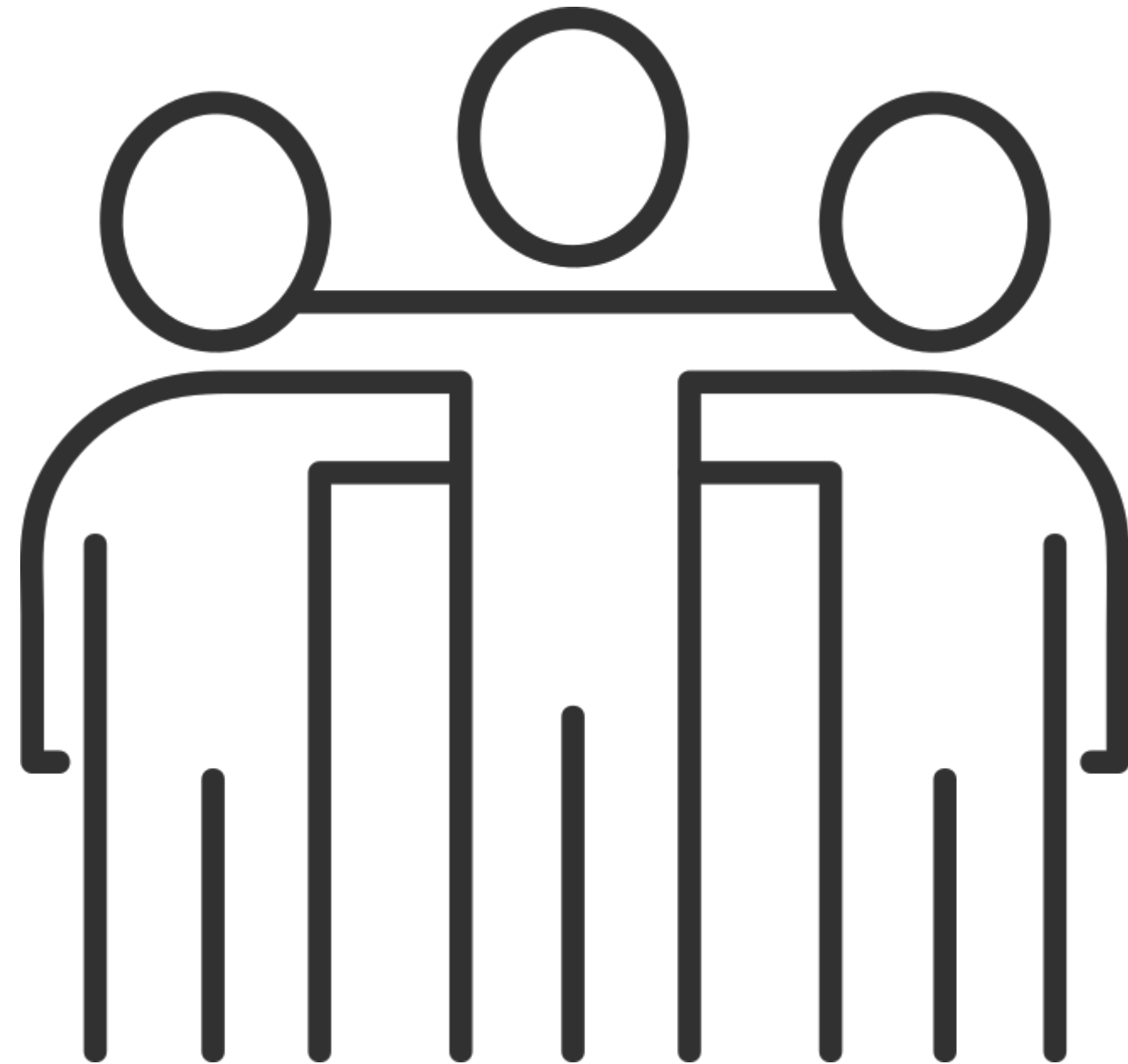
MYTH

" Developing a homeless shelter will bring more homeless people to our community

" Shelters only enable people to rely on the social safety net

REALITY

• People experiencing homeless have nowhere to go and stay in abandoned housing or on the streets

• Shelters are a good first stop for individuals to connect to other resources

COMPARABLE COMMUNITY: EAST TENNESSEE

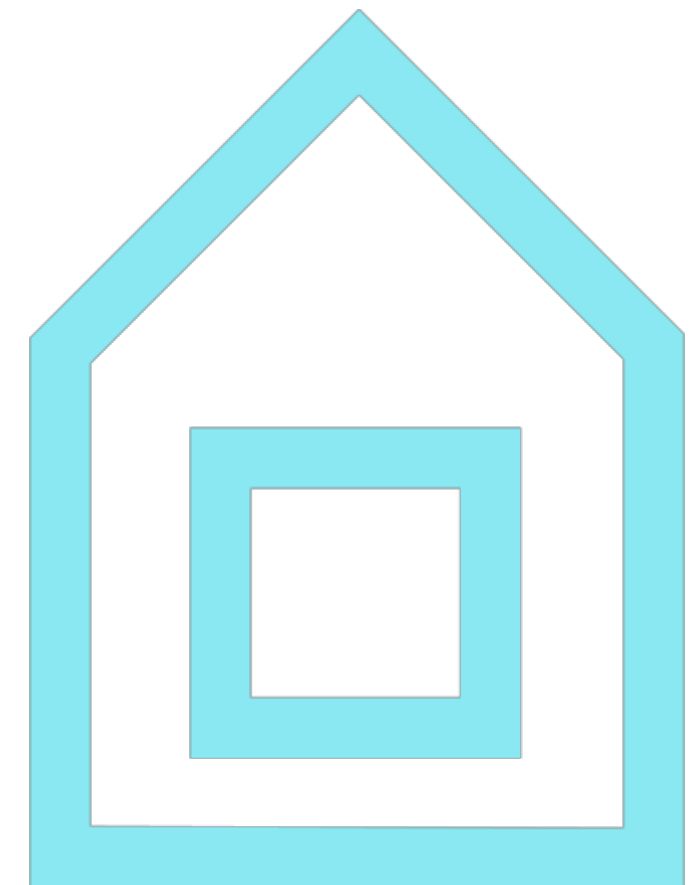|	Lee County	Claiborne County
Population	34,295 (2017)	31,592 (2014)
Homeownership rates	75% (2017)	75% (2013)
Median Household Income	$33,608 (2015)	$33,229 (2013)

Research Questions

Research Conclusions

How to define homelessness? → Some definitions leave behind certain populations

How to manage homelessness? → Differing approaches to management

How to engage with people experiencing homelessness? → Individuals do not know the services at their disposal
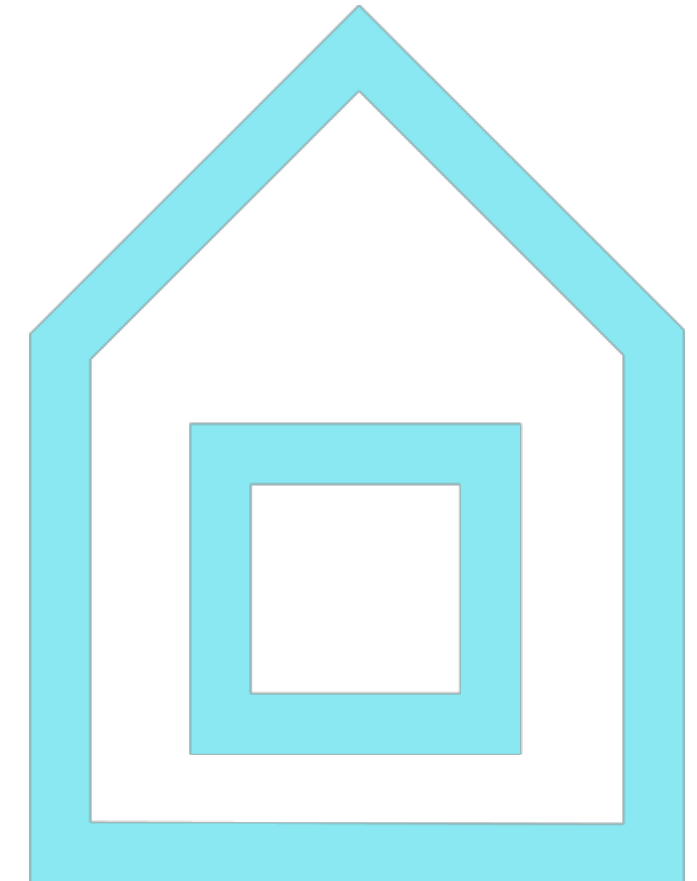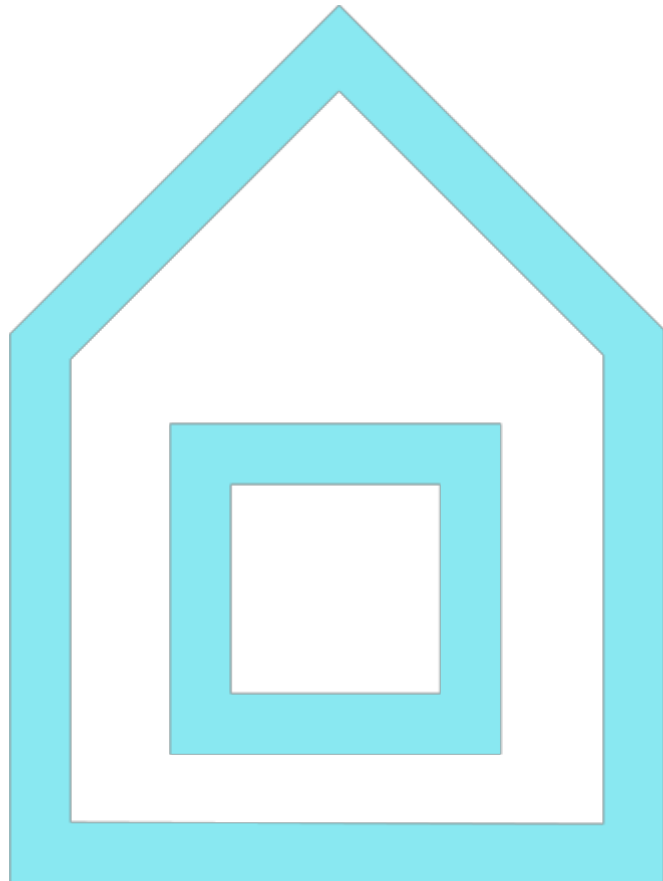
MODEL COMMUNITY: BERGEN COUNTY, NJ
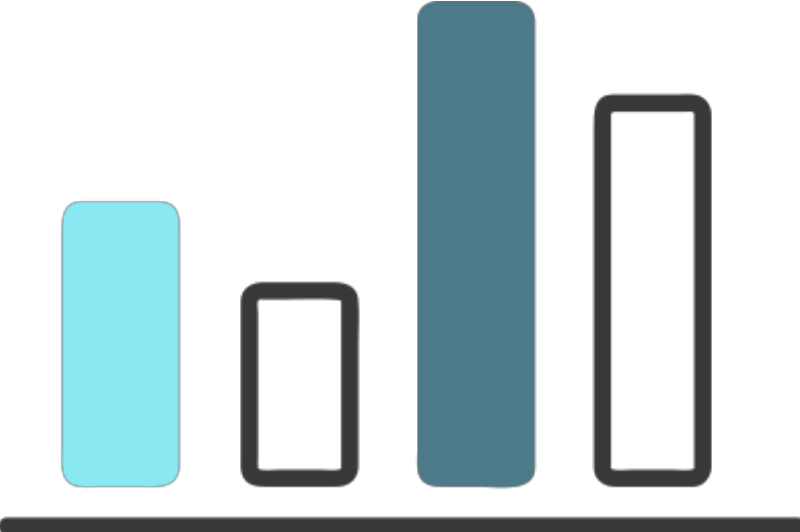
Obtain community level measurements.
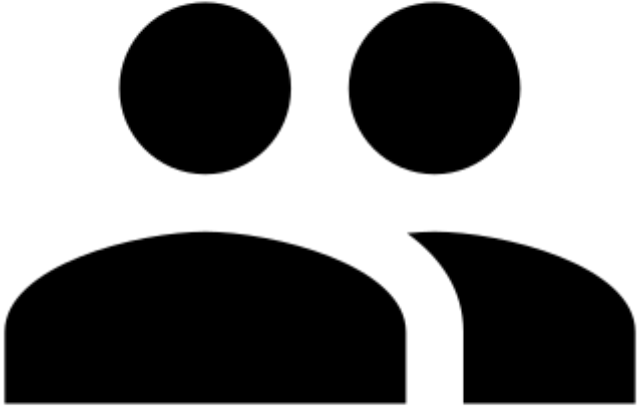
Form a team of individuals accountable for the issue in the community.

Develop a comprehensive and current by-name registry.

Invest in housing strategically.

☑ **STRENGTHEN LEADERSHIP CAPACITY**
Outsource, develop pipelines, implement a regional approach

☑ **INCLUDE MAINSTREAM, FAITH-BASED, AND INFORMAL PARTNERS**

Partnerships across disciplines, different revenue streams

☑ **COORDINATE ENTRY POINTS TO INCREASE ACCESS**

Centralized resource, "No Wrong Door," assessment hotline, increase referrals

BEST PRACTICES

taken from *Strengthening Support Systems for Ending Rural Homelessness* by the U.S. Interagency Council on Homelessness

Collect comprehensive data, including a by-name registry of those utilizing services

Strengthen the support network of community members serving homeless populations

RECOMMENDATIONS

Create and maintain a seasonal homeless shelter
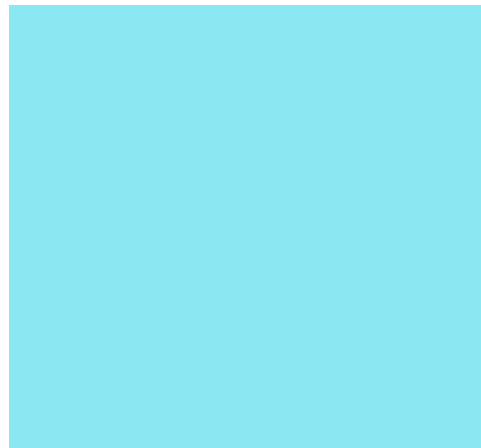
NEXT STEPS

COLLECT DATA

- Identify who performs PIT count, have community members join them
- Compile by-name registry of individuals utilizing resources

SHELTER

- Identify a city-owned building to use
- Using best practice guidelines, look for revenue streams and personnel

SUPPORT NETWORK

- Convene a committee of stakeholders on a regular basis to information share and plan
- Bring in a policy expert to discuss best practices

CITATIONS

- https://endhomelessness.org/resource/rural-homelessness/
- https://datausa.io/profile/geo/lee-county-ia#housing
    - https://community.solutions/our-solutions/built-for-zero/
        - https://www.wbur.org/hereandnow/2019/02/20/bergen-county-new-jersey-homelessness
- https://www.joinbuiltforzero.org/what-we-can-learn-from-the-first-u-s-community-to-end-chronic-homelessness/
- https://www.usich.gov/resources/uploads/asset_library/Strengthening-Systems-for-Ending-Rural-Homelessness.pdf

Background

The United Nations "Universal Declaration of Human Rights" sets a standard for basic

human rights that all human beings are entitled to. These rights include liberties that we hold

dear in the United States. Rights such as life, liberty, and security. The declaration also entails

the right to "a standard of living adequate for the health and well-being of himself and of his

family, including food, clothing, housing and medical care and necessary social services…[1]" The

United States, the richest country in the world, is failing its own citizens in providing for their

basic human rights. Homelessness as an issue is surrounded by stereotypes and complex

factors that make the solutions harder to come by.

In the United States, most efforts to combat homelessness are aimed at urban areas

where high concentrations of people are experiencing homelessness. While this may serve a

large amount of people, it also leaves thousands of individuals in need. According to the

National Alliance to End Homelessness, about 7% of the homeless population in the United

States are in rural areas. While this may seem like only a fraction of the broader issue, this

number may be misleading. The data is collected through what is called "point-in-time" counts

(PIT). These counts take place one night in January, where volunteers spread throughout their

community and attempt to count the amount of people experiencing homelessness at that time.

While this data is useful in determining that scale of the issue, it leaves behind a large portion of

the population. Individuals living doubled up, crashing at a place for a night, or not found during

the count are not represented in this data. Therefore, the actual amount of people experiencing

homelessness in rural areas is unknown.

What we do know are the causes that can lead to homelessness. These include poverty,

lack of affordable housing, structural factors, domestic violence, system failures, and personal

---

[1]Universal Declaration of Human Rights. (n.d.). Retrieved December 9, 2019, from
https://www.un.org/en/universal-declaration-human-rights/.

circumstances. While there are many more factors that contribute to homelessness, this list provides insight into some of the core causes of individuals losing their homes. It is important to look at these issues through the lens of rural communities. By neglecting the rural factors that contribute to homelessness, the solutions will not adequately address the problem and less attention will be given to communities in need.

State of the Issue

Keokuk is facing similar issues to many rural communities across the United States. One of these issues is a decrease in manufacturing jobs. These jobs were once a stable source of income for workers and some would include pensions and healthcare. Due to manufacturing jobs leaving the United States and moving to areas with more lenient labor laws, communities reliant on these jobs are suffering. In the 1960's and 1970's, Keokuk's percent of workforce in manufacturing was around 37%, that number today has dropped to 26% (See Appendix A). This more than 10% decrease in manufacturing jobs has left a portion of the community behind. Typically, manufacturing jobs are low skill jobs that require specific training for each job. When a worker loses their manufacturing job, it can be difficult to find other work that doesn't require specific training or education. While some may argue that with manufacturing jobs decreasing, other job opportunities appear. However, these new jobs typically require higher education or experience that manufacturing workers do not have. This disproportionately affects rural communities like Keokuk.

Due to rural communities being hit hardest by an increasingly complex economy, they also face higher rates of poverty, unemployment, and median household income. The current median household income in Keokuk is $33,608, compared to $53,886 in the United States. Along with lower median household income, the percent of households earning less than $25,000 is 13.7% higher in Keokuk than in the entire United States. Lastly, the percent of unemployed workers in the workforce is 2.5% higher in Keokuk than in the United States (See

Appendix B). All of these factors can contribute to homelessness. These are seen consistently throughout rural communities across the United States.

Through anecdotal evidence from people in the community, we believe there are around 20-30 chronically homeless individuals living in Keokuk. Additionally, there is believed to be around 100 individuals who are squatting in abandoned houses in Keokuk. These numbers may not be entirely accurate. Due to the "hidden homeless" population, the actual numbers are most likely higher. For individuals currently experiencing homelessness in Keokuk, there is no shelter they can turn to. The closest shelter is around 30 miles away, which is a difficult trip to make without adequate transportation.

Keokuk is a community of individuals who care. There are several supportive services in the community that are easily identifiable and available for use by community members, but none of these house individuals in temporary emergency shelter or supportive long-term shelter.

Challenges

Homelessness in Keokuk, IA is a prominent issue that has increasingly caught the community's attention. While there are struggles to halting homelessness in any community, rural communities like Keokuk face unique challenges. Keokuk has specific issues that exacerbate its homelessness problem.

Keokuk currently has no shelter or housing resources for homeless individuals. While there is a plethora of housing available, much of it is not taken care of and unsuitable to live in without costly renovations. Many of the housing units available that are suitable are much more expensive. Without any other options, this leaves many people living on the street, residing in the stock of abandoned housing, or paying to live in an unhealthy or dangerous residence.

There is also a pervasive issue of hidden homelessness which is common in rural communities. Hidden homelessness implies that people experiencing homelessness are living in ways that do not make the issue obvious to the community. An example of this would be individuals living in tents, cars, or barns in areas that are away from the majority of the

population. But, Keokuk faces a unique challenge in regards to hidden homelessness. The stock of abandoned housing previously mentioned, are places individuals experiencing homeless can easily reside in without being noticed. Because it is difficult to identify individuals experiencing hidden homelessness, it is hard to provide them with necessary resources.

Rural areas often possess less resources for homeless individuals. According to the United States Interagency on Homelessness, rural communities experience "dispersed and often fewer resources, a shortage of transportation and quality housing, and fewer economic and employment opportunities."[2] As Keokuk likely is a community similar to what the United States Interagency on Homelessness is referencing, this creates problems for the community while providing assistance to individuals experiencing homelessness.

When examining homelessness, Iowa the Continuum of Care has the state split into four groups, Siouxland, Polk County, Council Bluffs, and the rest of Iowa is considered the Balance of State (See Appendix D).[3] Like many rural areas, Keokuk falls into Iowa's Balance of State. Because the balance of state covers vastly diverse counties throughout the state, issues in regards to leadership and governance arise.[4] Not having a centralized group to examine homelessness in the community creates challenges for Keokuk to overcome. Because the Balance of State covers a variety of communities across the state, this also creates potential issues with funding. Being grouped in with so much of the state of Iowa creates challenges when funds are being allocated.

---

[2]Strengthening Systems for Ending Rural Homelessness: Promising Practices and Considerations. (n.d.). Retrieved from https://www.usich.gov/tools-for-action/strengthening-systems-for-ending-rural-homelessness-promising-practices-and-considerations/.

[3] Data and Reports. (n.d.). Retrieved from https://icalliances.org/iowa-data-and-reports.

[4]Strengthening Systems for Ending Rural Homelessness: Promising Practices and Considerations. (n.d.). Retrieved from https://www.usich.gov/tools-for-action/strengthening-systems-for-ending-rural-homelessness-promising-practices-and-considerations/.

Best Practices

The United States Interagency Council on Homelessness has outlined a couple

strategies for combating homelessness in rural areas. Below are the core elements of their best

practices which are most applicable to Keokuk as outlined in *Strengthening Systems for Ending*

Rural Homelessness: Promising Practices and Considerations[5].

1. Strengthening Leadership, Governance Structure, and Capacity

    a. Developing a regional approach

        i. Divide large Balance of State Continuum of Care operations into regions

           in order to get more people involved across the state and take some

           pressure of understaffed offices

    b. Engage a geographically diverse set of partners and systems

        i. Include community action groups, healthcare facilities, law enforcement,

           public housing agencies, local businesses, and school districts in order to

           create a wide system of support that communicates frequently

    c. Develop leadership pipelines

        i. Include strong leaders across disciplines and actively seek new

           perspectives. The CoC's nominating committee can be utilized to help tap

           future leaders who will work alongside staff and volunteers.

    d. Outsource to build capacity

        i. Identify skills which need improvement and look externally to people who

           can help develop those skills (i.e. data collection, best practices,

           managing finances)

2. Engaging Mainstream, Faith-Based, and Informal Partners

    a. Leverage non-targeted systems and programs

---

[5] https://www.usich.gov/resources/uploads/asset_library/Strengthening-Systems-for-Ending-Rural-Homelessness.pdf

       i.   Enlist the support of programs which assist low-income individuals in

           order to help fill gaps (SNAP, Public Housing Agencies, TANF, SSI/SDI,

           etc.)

    b. Foster and strengthen relationships with faith-based partners

       i.   Rural communities often rely on faith-based organizations and churches

           for service and philanthropy

           1. Faith-based organizations can serve as:

                a. Referral resources

                b. Sponsors for events

                c. Hosts for fundraisers

                d. Finders of flexible funds and micro-grants

                e. Supports for those who have exited homelessness

Recommendations

<u>Recommendation 1: Collect comprehensive data on homelessness in the community</u>

Data is an important aspect to any problem so you can fully understand the scope of the issue. One of the problems with Keokuk is an absence of vital data. A point-in-time (PIT) count is done yearly in January to count how many homeless people there are in a given area. These numbers are then accumulated on a scale according to the balance-of-state or the three other continuum of care. Keokuk's data is embedded in the large Balance-of-State data and it has been proven difficult to access the data that is Keokuk-specific. Finding out who does the PIT count and accompanying them to acquire the data as it is being collected is important for fully understanding Keokuk's homelessness problem. Right now we have heard anecdotal evidence from community members stating that there are 30 homeless people in the city, but the accuracy of that claim is unverifiable at this moment. Having the full scope of the problem with

some accuracy of the numbers is important so the adequate number of resources can be provided for the city.

Taking this a step further, it is important to begin to create what many communities call a "By-Name Registry" of homeless people in the area. We not only want to know how many homeless people are in Keokuk, but know them by name and accumulate information about their situation to best serve them and their needs. At least 60 communities around the country are using a registry like this to target needs of specific homeless people in their area and work to get them access to the resources that will best benefit them.[6] In the beginning this can be as rudimentary as a Google document that is shared among known homeless service providers. When someone utilizes resources for the first time they are entered into the document. Types of information collected in these documents include: name, photo, homeless history, and mental and physical health disorders. You want to form personal connections with the homeless to increase their chances of coming to you and utilizing services.

Initial Next Steps

1. Call balance of state COC, talk to those who complete PIT and engage people from homeless action committee to join the PIT in Lee County this year.
2. Create Google document that is shared with homeless service providers to begin By-Name Registry.
3. Train homeless providers on accessing document and intaking information. This can be on the agenda for a Homeless Action Committee meeting outlined in Recommendation 2.

Recommendation 2: Reinforce the Homeless Support Network

---

[6] Walters, J. (2010, November 9). Registering the Homeless. Retrieved November 9, 2019, from https://www.governing.com/topics/health-human-services/homeless-registry.html.

There are many people and organizations in Keokuk already providing services to the homeless. Connecting these resources and creating a "No Wrong Door" concept between them is important in getting homeless people access to the resources they need. A "No Wrong Door" concept means that no matter what service a homeless person goes to to utilize resources at, that service will be able to get them in contact with and direct them towards the other services in the area. Right now, finding information about homeless services in Keokuk is difficult as the information is scattered and hard to find. Connecting all of these homeless stakeholders and having them be in contact regularly on the status of the homeless population in Keokuk is a vital tool to making these resources more accessible to homeless people and more responsive to their needs. Keokuk should create a committee (referred to as a Homeless Action Committee above) of homeless stakeholders responsible for disseminating this information and keeping everyone accountable for the needs of the homeless population. This committee should meet regularly to discuss homelessness in the community, new developments, gaps in services, funding needs, etc. Anyone who is a provider of homeless services or has a stake in homeless services should be apart of the committee. Such stakeholders may include:

- Salvation Army of Keokuk

- God's Way Christian Center

- United Way of the Great River Region

- Food Pantries and Soup Kitchens

- School District Homelessness Liaison

- Shelly Oltmans

- Future shelter staff/director

Initial Next Steps:

1. Identify and solidify stakeholders for Homeless Action Committee.

2. Coordinate a time in which all/most of these stakeholders could all meet together.

3. Come up with agenda for meeting centered on sharing of information about resources provided, identifying gaps in resources, training on intake for By-Name Registry, etc.

4. Find a policy expert to address current stakeholders and provide information on best practices.

Recommendation 3: Create a seasonal shelter (November-March)

One vital community resource for homeless people that is lacking in Keokuk right now is a homeless shelter, especially during the winter months. The following lays out what is needed to get a shelter up and running. That includes the building, staff, funding, insurance, licensing and permit requirements, and obtaining other necessary resources and equipment.

The Building

Identify a city-owned building that would be ideal to turn into a homeless shelter. An ideal building would be an appropriate size to house 15-20 people without too much extra space to minimize electric and heating costs. Since there are services in the area already catering to feeding the homelessness, having a full-service kitchen in the building is not a priority. Although, if the building identified does have a kitchen, that would be an advantage for possible future growth and expansion of the shelter. Ideally, the building would have bathrooms with showers already. If the building does not have showers, installing them can cost from $1,000-$2,000 per shower, but low-end showers can be created and installed for the low end of that estimate.[7] When a building has been identified, identify what the zoning laws are for that piece of land and if it is not zoned for shelter use already, contact the Development Department of the City of Keokuk to find out the process for rezoning.

Staff

It is ideal if most of the staff running the shelter is volunteer-based. Realistically, you will need 1 or 2 people full time to run the shelter and manage the day to day finances and shelter

---

[7] Cost to Install Shower - Estimates and Prices at Fixr. (2017, July 31). Retrieved November 9, 2019, from https://www.fixr.com/costs/install-shower-stall.

needs. This can be traditionally staffed through hiring people from the community. A possible cheaper option is to apply for AmeriCorps funding, and they can bring people into the community to help run the shelter. AmeriCorps offers different grants depending on the year and often there is one targeted towards economic security or rural communities. A link to the grant applications and how to complete them can be found in the endnotes.[8]

Funding

There are many funding avenues that you can pursue to fund the opening of the shelter. Private donors (individuals and corporations), surrounding cities, Lee County, the United Way, faith based organizations and possibly federal grants are all avenues that can be pursued for funding.

Private fundraising is asking your community or businesses to contribute to funding the homeless shelter. Creating a website with a robust and easy-to-use donation button will be vital.

Because the tri-state area surrounding Keokuk has a transient homeless population that often travels, you can reach out to surrounding Iowan towns and cities and request funds from them as it would benefit members of their community as well.

As this would be the only shelter in Lee County, it is possible to ask the county for money to fund the homeless shelter. Shelter House in Iowa city receives money from Johnson County to help fund their shelter, for example.

The United Way is a vital resource for many social services to receive funding. There are local branches of the United Way that dispense funding to local causes. The United Way of the Great River Region has its offices in Keokuk and serves Lee County. You can contact them through their facebook page[9].

---

[8]AmeriCorps. (n.d.). Apply for AmeriCorps State and National Grants. Retrieved December 9, 2019, from https://www.nationalservice.gov/build-your-capacity/grants/ASNgrants.
[9]United Way of the Great River Region. (n.d.). Retrieved December 9, 2019, from https://www.facebook.com/UWGRR/.

Faith based organizations historically have done a lot to help with social issues like homelessness. In Keokuk there used to be a shelter run out of the basement of one of the churches. Reaching out to churches and faith based organizations to ask for donations to the shelter can be a valuable revenue stream. A list of churches in Lee County with their contact information can be found in the endnote section. A list of churches in Lee County and their contact information can be found in the endnotes[10].

Many homeless shelters often get funding from the federal government. Shelter House in Iowa City receives almost half of their funding from the federal government grants. Because Keokuk is a part of the Balance of State, you have to send funding requests to the Balance of state

Appendix C lays out a low end and high end budget for foreseeable costs associated with starting up and running the shelter monthly. With a seasonal shelter, it would only run for 5 months out of the year.

Insurance

Since this is a business in the eyes of the state and having a business comes with liability, having insurance is a vital aspect to protect your assets. The types of insurance you could have include: general liability, directors and officers, volunteer accident, business auto, commercial property, special event, umbrella policy, cyber liability, and more. There are many services out there that help you identify which insurance coverages would be right for your organization.[11]

Business Incorporation, Licensing, and Permit Needs

---

[10]Lee County Iowa Churches. (n.d.). Retrieved December 9, 2019, from https://iowa.hometownlocator.com/features/cultural,class,church,scfips,19111.cfm.

[11] NonProfit Insurance Program. (n.d.). Homeless Shelters Insurance. Retrieved December 9, 2019, from https://www.insureanonprofit.com/insurance-quotes/homeless-shelters/.

In Iowa there is no general business license. Instead, they give out licenses for specific activities or professions[12]. Because you are handling donations and grants you need to create a nonprofit corporation for your shelter. Steps for incorporation[13]:

1. Choose your board of directors

2. Choose a name for your corporation

3. Create nonprofit articles of incorporation and file them

4. Create bylaws

5. Hold a meeting of your board of directors

6. Create a binder for corporate records

You also qualify for tax exempt status through the IRS because you are a nonprofit[14]:

1. File federal tax exemption application (Form 1023)

2. Obtain tax exemptions from the state of Iowa

<u>Acquiring Needed Resources</u>

Some of the needed resources like blankets, sheets, sanitary products, tooth brushes, toothpaste, deodorant, soap, wash clothes, shampoo, conditioner, undergarments, socks, etc[15] can be donated from the community. Creating partnerships with churches is very helpful in this regard because they often can do donation drives and acquire many of the resources you need to run a shelter. Beds and other furniture can be ordered from online websites catering to homeless shelters[16], or can be sourced from places such as Goodwill cost effectively.

---

[12]IASourceLink. (n.d.). Iowa Business License Information Center. Retrieved December 9, 2019, from https://www.iasourcelink.com/regulatory/business-license-home.

[13] Nolo. (2014, November 14). How to Form an Iowa Nonprofit Corporation. Retrieved December 9, 2019, from https://www.nolo.com/legal-encyclopedia/forming-nonprofit-corporation-iowa-36063.html.

[14]Nolo. (2014, November 14). How to Form an Iowa Nonprofit Corporation. Retrieved December 9, 2019, from https://www.nolo.com/legal-encyclopedia/forming-nonprofit-corporation-iowa-36063.html.

[15]The Renewal Project. (2019, December 2). What homeless shelters really need. Retrieved December 9, 2019, from https://www.therenewalproject.com/what-homeless-shelters-really-need/.

[16]Anchortex. (n.d.). Mattresses and Pillows for Homeless Shelters. Retrieved December 9, 2019, from https://www.anchortex.com/specialty-healthcare-needs/shelter-mattresses-and-pillows.

<u>Initial Next Steps:</u>

1. Find a city-owned building to renovate and establish as a seasonal shelter.

2. Assign someone to be responsible for incorporation and business license attainment

3. Identify revenue streams and personnel to help maintain a shelter.

4. Utilize best practice guidelines to operate as efficiently as possible.

5. Once established, transition the shelter to operate year-round pending proper funds.

Policy Report Prepared By: Jocelyn Roof, Liam Kaboli, Hayden Dunlap, Jenna Nelson

Appendix A

% OF WORKFORCE EMPLOYED IN MANUFACTURING – 40-YEAR CHANGE

City of Keokuk: 37%, 37%, 32%, 26%
State of Iowa: 19%, 20%, 17%, 15%
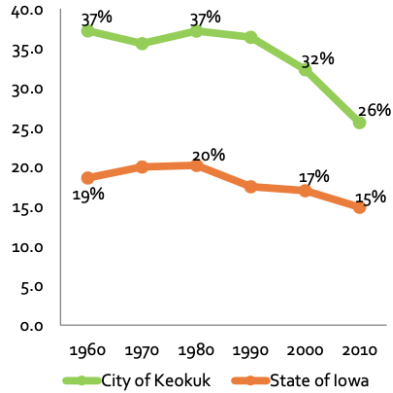
Appendix B

	Keokuk	Lee County	Iowa	United States
Median Household Income	$33,608	$43,312	$53,183	$53,889
Median Family Income	$43,277	$55,694	$67,466	$66,011
% of Households Earning Less than $25,000	36.8%	25.3%	21.8%	23.1%
% Unemployed (for Workers in Labor Force)	10.8%	8.7%	4.9%	8.3%

Appendix C
Start-up costs all based on 20 bed Shelter

Item	Low End Estimate	High End Estimate
Incorporation Costs	$50	$1,000
Initial Supply Purchases (Beds, Mattress, furniture)		

Beds	$1,300[17]	$7,000
Furniture	Donated	$2,000
Mattresses	$950[18]	$4,080[19]
Pillows	Donated	$200
Renovations		
Building 5 Showers	$2,500	$6,000
Total:	$4,800	$20,280

Monthly Costs

Item	Low End Estimate	High End Estimate
Electricity	$1,500	$3,000
Gas	$400	$1,000
Water/Sewer[20]	$230	$500
Waste/Recycle[21]	$100	$400
Maintenance	$200	$1,000
Staff	$2,100	$6,000
Insurance	$2,000	$10,000
Total	$6,530	$21,900

[17] Walmart. (2016, August 24). Mainstays 14" High Profile Foldable Steel Bed Frame, Powder-coated Steel, Twin. Retrieved December 9, 2019, from https://www.walmart.com/ip/Mainstays-14-High-Profile-Foldable-Steel-Bed-Frame-Powder-coated-Steel-Twin/49920619?wmlspartner=wlpa&selectedSellerId=0&adid=22222222227039292495&wl0=&wl1=g&wl2=c&wl3=109736681448&wl4=pla-160914763008&wl5=1015844&wl6=&wl7=&wl8=&wl9=pla&wl10=8175035&wl11=online&wl12=49920619&veh=sem&gclid=Cj0KCQiA_rfvBRCPARIsANlV66PO7pi64EBXcBPEagzKLzY7guBGEQNyBve9W00zS_QqBjEulMtptyIaAtDcEALw_wcB.
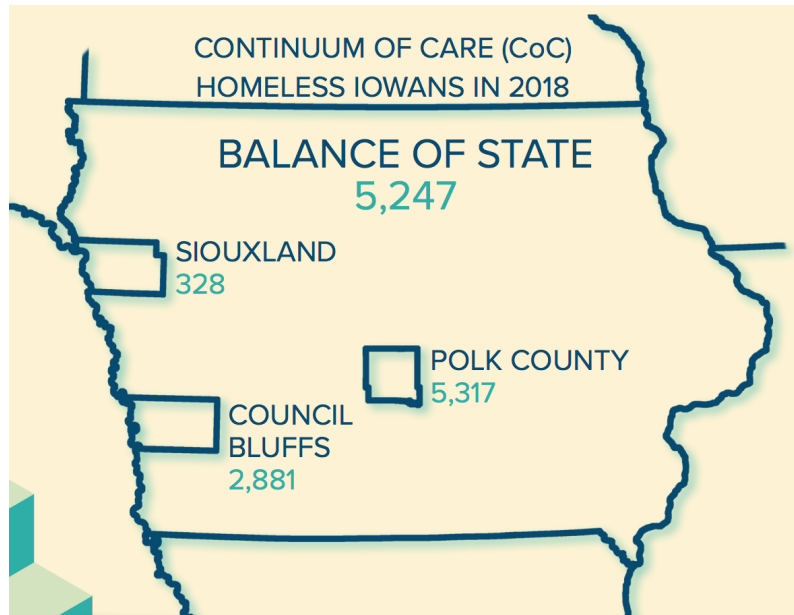
[18] Anchortex. (n.d.). Mattresses and Pillows for Homeless Shelters. Retrieved December 9, 2019, from https://www.anchortex.com/specialty-healthcare-needs/shelter-mattresses-and-pillows.

[19] Anchortex. (n.d.). Norix MQB4 Comfort Shield Rescue Norix Blue Sealed Seam Mattress. Retrieved December 9, 2019, from https://www.anchortex.com/specialty-healthcare-needs/shelter-mattresses-and-pillows/norix-rescue-blue-mattress-detail.

[20] City of Keokuk. (n.d.). Schedule of Meter Rates. Retrieved December 9, 2019, from http://keowater.com/Schedule-of-Meter-Rates.

[21] Lee County. (n.d.). GRRWA - Great River Regional Waste Authority. Retrieved December 9, 2019, from https://www.leecounty.org/offices/grrwa/index.htm.

Appendix D[22]

CONTINUUM OF CARE (CoC)
HOMELESS IOWANS IN 2018

BALANCE OF STATE
5,247

SIOUXLAND
328

POLK COUNTY
5,317

COUNCIL
BLUFFS
2,881

Citations

https://files.hudexchange.info/resources/documents/Housing-First-Permanent-Supportive-Housing-Brief.pdf

Universal Declaration of Human Rights. (n.d.). Retrieved December 9, 2019, from https://www.un.org/en/universal-declaration-human-rights/.

"Rural Homelessness." *National Alliance to End Homelessness*, 17 Jan. 2010, https://endhomelessness.org/resource/rural-homelessness/.

Walmart. (2016, August 24). Mainstays 14" High Profile Foldable Steel Bed Frame, Powder-coated Steel, Twin. Retrieved December 9, 2019, from https://www.walmart.com/ip/Mainstays-14-High-Profile-Foldable-Steel-Bed-Frame-Powder-coated-Steel-Twin/49920619?wmlspartner=wlpa&selectedSellerId=0&adid=22222222227039292495&wl0=&wl1=g&wl2=c&wl3=109736681448&wl4=pla-160914763008&wl5=1015844&wl6=&wl7=&wl8=&wl9=pla&wl10=8175035&wl11=online&wl12=49920619&veh=sem&gclid=Cj0KCQiA_rfvBRCPARIsANlV66PO7pi64EBXcBPEagzKLzY7guBGEQNyBve9W00zS_QqBjEulMtptyIaAtDcEALw_wcB.

---

[22] Data and Reports. (n.d.). Retrieved from https://icalliances.org/iowa-data-and-reports.

Anchortex. (n.d.). Mattresses and Pillows for Homeless Shelters. Retrieved December 9, 2019, from https://www.anchortex.com/specialty-healthcare-needs/shelter-mattresses-and-pillows.

Anchortex. (n.d.). Norix MQB4 Comfort Shield Rescue Norix Blue Sealed Seam Mattress. Retrieved December 9, 2019, from https://www.anchortex.com/specialty-healthcare-needs/shelter-mattresses-and-pillows/norix-rescue-blue-mattress-detail.

City of Keokuk. (n.d.). Schedule of Meter Rates. Retrieved December 9, 2019, from http://keowater.com/Schedule-of-Meter-Rates.

Lee County. (n.d.). GRRWA - Great River Regional Waste Authority. Retrieved December 9, 2019, from https://www.leecounty.org/offices/grrwa/index.htm.

The Renewal Project. (2019, December 2). What homeless shelters really need. Retrieved December 9, 2019, from https://www.therenewalproject.com/what-homeless-shelters-really-need/.

NonProfit Insurance Program. (n.d.). Homeless Shelters Insurance. Retrieved December 9, 2019, from https://www.insureanonprofit.com/insurance-quotes/homeless-shelters/.

IASourceLink. (n.d.). Iowa Business License Information Center. Retrieved December 9, 2019, from https://www.iasourcelink.com/regulatory/business-license-home.

Nolo. (2014, November 14). How to Form an Iowa Nonprofit Corporation. Retrieved December 9, 2019, from https://www.nolo.com/legal-encyclopedia/forming-nonprofit-corporation-iowa-36063.html.

United Way of the Great River Region. (n.d.). Retrieved December 9, 2019, from https://www.facebook.com/UWGRR/.

Cost to Install Shower - Estimates and Prices at Fixr. (2017, July 31). Retrieved November 9, 2019, from https://www.fixr.com/costs/install-shower-stall.

Strengthening Systems for Ending Rural Homelessness: Promising Practices and Considerations. (n.d.). Retrieved from https://www.usich.gov/tools-for-action/strengthening-systems-for-ending-rural-homelessness-promising-practices-and-considerations/.

Data and Reports. (n.d.). Retrieved from https://icalliances.org/iowa-data-and-reports.

Walters, J. (2010, November 9). Registering the Homeless. Retrieved November 9, 2019, from https://www.governing.com/topics/health-human-services/homeless-registry.html.

Strengthening Systems for Ending Rural Homelessness: Promising Practices and Considerations. (n.d.). Retrieved from https://www.usich.gov/tools-for-action/strengthening-systems-for-ending-rural-homelessness-promising-practices-and-considerations/.

Data and Reports. (n.d.). Retrieved from https://icalliances.org/iowa-data-and-reports. Strengthening Systems for Ending Rural Homelessness: Promising Practices and Considerations. (n.d.). Retrieved from https://www.usich.gov/tools-for-action/strengthening-systems-for-ending-rural-homelessness-promising-practices-and-considerations/.

Tars, Eric. "National Low Income Housing Coalition." *National Low Income Housing Coalition*, 6 Dec. 2019, https://nlihc.org/.

"Rural Homelessness." *National Coalition for the Homeless*, National Coalition for the Homeless, July 2009, https://www.nationalhomeless.org/factsheets/.

"Causes Of Homelessness." *Causes Of Homelessness | The Homeless Hub*, Homeless Hub, 2017, https://www.homelesshub.ca/about-homelessness/homelessness-101/causes-homelessness.

"Rural America At a Glance: 2018 Edition." *USDA ERS - Home*, United States Department of Agriculture, Nov. 2018, https://www.ers.usda.gov/.

"Using the Social Ecological Model to Examine How Homelessness Is Defined and Managed in Rural East Tennessee." *National Health Care for the Homeless Council*, Using the Social Ecological Model to Examine How Homelessness Is Defined and Managed in Rural East Tennessee, Apr. 2016, https://nhchc.org/.