

STAFF REPORT



ITEM NO. 14

CITY OF OCEANSIDE

DATE: October 10, 2007

TO: Honorable Mayor and City Councilmembers

FROM: Neighborhood Services Department

SUBJECT: **APPROVE THE CITY OF OCEANSIDE'S PARTICIPATION IN THE REGIONAL WINTER SHELTER SYSTEM FOR A TOTAL COST OF \$33,223 AND APPROPRIATE \$18,223 FROM THE MORTGAGE REVENUE BOND FUND AVAILABLE BALANCE**

SYNOPSIS

Staff recommends that the City Council approve the City's participation in the Regional Winter Shelter system at a total cost of \$33,223 for FY 2007-08, appropriate \$18,223 from the Mortgage Revenue Bond Fund Balance, and authorize the Neighborhood Services Director to execute the necessary agreements upon receipt of all supporting documents.

BACKGROUND

The City of Escondido invited elected officials from all North County cities to participate on a Regional Task Force to explore a regional approach in providing shelter for homeless persons during the winter months. The underlying goal was to provide a fair and equitable distribution of costs and capacity across all North County cities.

A new collaborative of nonprofit agencies called the Alliance for Regional Solutions was formed to work on a system to provide homeless individual and families in North County with not only safe haven during the winter months, but also the tools and motivation necessary to assist them to move towards self-sufficiency and independent and responsible functioning.

A subcommittee of Alliance members worked with staff representing all the North County cities to craft a Regional Winter Shelter Program that will provide shelter and case management services for a total of 100 days at four sites in Carlsbad (Catholic Charities – Las Posadas de Guadalupe), Escondido (The Salvation Army), Oceanside (Bread of Life), and Vista (Operation Hope). The shelter system also includes the rotational shelter that is operated by Interfaith Shelter Network.

ANALYSIS

The Regional Winter Shelter Program system will provide cold-weather shelter for the winter of 2007-08 for homeless individuals and families for 100 consecutive nights. The regional system unifies the separate programs into a single system with slightly expanded shelter capacity and a common set of practices, which includes individual case management, trained security, and medical support services. The Alliance for Regional Solutions will provide an infrastructure from joint planning, resource development, training, human resources, data collection, and evaluation of the program.

The total proposed budget for the Program is \$413,000, which includes funding from San Diego County, the Federal Emergency Management Administration, United Way, municipal governments, and private resources. Cities are asked to share in program costs based on population. Oceanside's proposed share of the cost is \$33,223, which represents 23 percent of that portion of the budget being funded by municipal governments. This amount includes \$15,000 for Bread of Life and \$3,500 for the Interfaith Shelter Network. Both will be funded directly and the City will enter into a contract for services with both agencies. The remaining \$14,723 will support the Alliance for Regional Solutions via a contract with North County Community Services who will act as the fiscal agent for the collaborative.

To date, the cities of Del Mar, Escondido, Solana Beach, and Vista have approved the plan. It is anticipated that the cities of Carlsbad, Encinitas, Poway, and San Marcos will be approving the plan within the first two weeks of October. The City's participation is contingent on the commitment and approval by all of the aforementioned cities and the County of San Diego. Staff of the County Board of Supervisors has indicated support.

FISCAL IMPACT

The total cost to the City of Oceanside is \$33,223, which includes \$15,000 for Bread of Life and \$3,500 for Interfaith Shelter Network. There is \$15,000 budgeted for homeless services in the Neighborhood Services approved 2007-08 budget (286.298804.5374). An additional \$18,223 will need to be appropriated from the Mortgage Revenue Bond Fund Balance. The available fund balance as of August 31, 2007, is approximately \$528,424.

COMMISSION OR COMMITTEE REPORT

At its meeting on September 25, 2007, the Housing Commission unanimously voted to recommend that the City Council support the Regional Winter Shelter Program.

CITY ATTORNEY'S ANALYSIS

Does not apply.

RECOMMENDATION

Staff recommends that the City Council approve the City's participation in the Regional Winter Shelter system for a total cost of \$33,223 for FY 2007-08, appropriate \$18,223 from the Mortgage Revenue Bond Fund Balance, and authorize the Neighborhood Services Director to execute the necessary agreements upon receipt of all supporting documents.

PREPARED BY:

SUBMITTED BY:



Margery M. Pierce
Director, Neighborhood Services



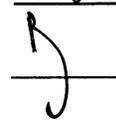
Peter A. Weiss,
City Manager

REVIEWED BY:

Michelle Skaggs Lawrence, Deputy City Manager

Paul Bussey, Interim Financial Services Director





TO: OCEANSIDE CITY COUNCIL
FROM: HOUSING COMMISSION
DATE: SEPTEMBER 25, 2007
RE: REGIONAL WINTER SHELTER FUNDING

THE HOUSING COMMISSION RECOMMENDS THAT THE CITY COUNCIL
SUPPORT THE REGIONAL WINTER SHELTER PLAN AT A COST OF \$33,223.00

CAMP	ABSENT
CHRISTY	YES
COOPER	YES
DAVIS	YES
FARMER	YES
HUSKEY	YES
IGO	YES
PARKER	YES
SORENSEN	ABSENT

ALTERNATES

SAIZ	ABSENT
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Regional Winter Transitional Shelter System

9/13/07

SYSTEM GOAL

The goal of the Regional Winter Transitional Shelter system is to provide homeless individuals and families in North County with not only safe haven during the Winter months but also the tools and motivation necessary to assist them to move towards self-sufficiency and their maximum level of independent and responsible functioning. Shelter participants shall not be under the influence of alcohol or other drugs and shall remain free of alcohol and illicit drugs. Participants will be required to demonstrate progress and personal accountability in their individual case plan. Those who are unable to remain free of alcohol or illicit drugs will be referred to "detox" for sobering and stabilization services.

CORE VALUES

- Compassion for those in need of shelter and food.
- The requirement of personal accountability and encouragement of self-sufficiency.
- Provision of practical assistance and support via a multi-disciplinary Wraparound Systems approach*
- System Accountability to stakeholders.
- Community-based response utilizing the full range of local resources
- Strengths-based approach using strengths of shelter seekers as well as providers
- Safety. No drugs, alcohol, weapons, violence, intoxication or being under the influence.
- Results-oriented Individual Case Management
- Standardized Training for Night Watch Staff and Professional Case Managers
- System-wide Data Collection and Shared Evaluation
- Stable, adequate funding and regional leverage to assist agencies in Resource Development

(*Multi-disciplinary Wraparound Systems approach: The wraparound systems approach emerged in the last 3 decades from the field of Children's Mental Health and has been adopted by other disciplines around the world. It prevents more costly institutionalization of individuals through the provision of community-based supportive and treatment services that surround the individual and family in their community. It is a values-based approach with emphasis on strengths, community-based informal resources and family systems.)

TARGET POPULATION

The Regional Winter shelter System will serve the general homeless population, including those who are:

- situationally/temporarily homeless,
- episodically homeless (recurring cycles of temporary homelessness due to inadequate income for housing market, and instability in personal management, often related to substance addiction)
- chronically homeless (continuously homeless for > 1 year; often related to mental illness and substance addiction)

SHELTER SYSTEM KEY PRACTICES

SYSTEM ORGANIZATION

1) The governing body over the Regional Winter Shelter System shall be the Alliance's Regional Winter Shelter subcommittee, comprised of representatives of agencies that partner in the direct provision of services for the regional Winter Shelter System, with two ex officio representatives from city staff. The subcommittee shall provide policy and guidance to the Fiscal/Operating Agency and system staff.

2) North County Community Services shall serve as the Fiscal/Operating Agency for the Homeless Solutions system.

3) The system shall be developed and overseen by a professional staff, employed by the Fiscal/Operating Agency and responsible to the Regional Winter Shelter subcommittee.

4) A Memorandum of Agreement signed by participating provider agencies serves to unite them around a common set of Values and Practices with the Alliance for Regional Solutions providing the infrastructure for shared training and evaluation. (See list of provider agencies on p. 7.)

5) Shelter sites throughout North County will be managed by community-based Non-Profit Organizations. Shelters will be of varying capacity based on community needs and organizational resources.

6) The four larger capacity winter shelter sites will operate 100 nights consecutively with a uniform calendar region-wide. The 12 bed Coastal Rotational shelter will operate for 150 nights. The 12 bed Inland Rotational shelter will operate for 90 nights. Participants will remain in the same shelter location unless they have a valid reason for changing locations, i.e. have found a job in a different area. In such circumstance, a voucher for transfer to another participating shelter will be provided to them with concurrence from the other shelter operator.

7) The Alliance will establish standards and provide training in Wraparound practices to assure that Case Management staff will network with a wide array of multi-disciplinary partner agencies, including educational, spiritual, vocational, avocational, recreational, medical, financial, psychological, housing, rehabilitation and volunteer service programs and organizations to provide support for recovery and re-socialization for homeless individuals. To achieve this, the Alliance and system lead agencies will work in partnership with community organizations such as the Psychiatric Emergency Response Team (PERT), Mental Health Systems, Inc., County Mental Health, Homeless Outreach Teams, Career Centers, Libraries, Senior Centers, Service Clubs, informal support groups and other community resources.

8) A standard set of client data will be collected from each of the participating Alliance Shelters and entered into the Homeless Management Information Strategies (HMIS) system for use in tracking, documentation and evaluation. HMIS Identification scanners and training in use of the system will be provided by the Regional Task Force on Homelessness.

9) The Alliance will contract with the Sociology Department of California State University at San Marcos to conduct the system-wide evaluation. Utilizing Case Management data, client outcome assessment will include indicators such as regular employment, successful rehabilitation, entry into transitional housing, re-unification with family, stabilization of the mentally ill through medications, etc. In addition to basic utilization data, system assessment will include identification of regional service gaps. In addition to client and system outcomes, the evaluation will compare client data such as community of residence, service needs, and resources utilized. A preliminary quantitative report will be submitted to cities by February 15, 2008 to support their application for CDBG (Community Development Block Grant) funds. The final evaluation report will be submitted by April 30, 2008.

DRUGS & ALCOHOL

10) In order to assure the safety and comfort of shelter participants, unless a site is specifically designated a sobering site (see item #11), each shelter will have zero tolerance for possession of drugs and alcohol or being under the influence of drugs and alcohol. Sobriety and drug testing will be a requirement for admission to the shelter. Those determined to be under the influence of controlled substances or alcohol through observation or testing will be referred and transported to the designated sobering site for shelter and, if necessary, transportation will be provided. The system will maintain a list of persons denied services by any provider and the reasons and share this information with all shelter operators, not necessarily for the denial of shelter but for ongoing case and system management purposes.

11) Specific sites will be designated as sobering sites for those who are under the influence of drugs or alcohol. Case managers and shelter staff will regularly

instruct shelter participants in system shelters that if they are under the influence, they can only seek admission to a designated sobering site. If individuals are under the influence when they show up at a shelter, they will be immediately referred and transported to the designated sobering site for shelter. Sobering sites will include: Interfaith Community Services - Sobering and Stabilization, Fellowship Center, and Serenity House. Any dependent children accompanying that adult will be referred for custodial services. When they have sobered up, these individuals are expected to return to the community of origination.

12) In the event of severe weather conditions (35 F dry: 40 F wet as based on that morning's forecast) when designated sobering sites are at capacity or are not available, for individuals determined to be intoxicated or under the influence, but whose behaviors are not deemed disruptive, shelter managers have the option of permitting the individual to remain in the shelter in a segregated area. Those individuals whose behaviors are disruptive/combative/violent may be referred to law enforcement for protective shelter.

INTAKE, CASE MANAGEMENT, OUTREACH & SUPPORT SERVICES

13) During the two weeks prior to the shelters opening, outreach teams will take informational

flyers and other materials into the field to inform potential shelter participants of the shelter schedule and intake requirements.

14) A comprehensive Case Service Plan and contract will be established for each individual. Upon entry to the shelter, an Intake Assessment will be conducted and an abbreviated case plan will be established for each participant to assure that basic contract agreements are immediately established for all participants, available family resources are identified and all safety or emergency needs are identified. This initial contracting will include a "hold harmless" form, and an "Informed Consent" form for release of confidential information. After this initial period, case managers will expand service plans as more thorough interviews are accomplished. Contracts will be reviewed by Case Managers at a minimum of weekly. Individual service plans will include specific appropriate resources for daytime activities. Service plans will also identify and seek to utilize family contacts and resources. Each service plan will identify specific service goals and objectives that move the individual towards their maximum level of self-sufficiency. In addition to individual case management, evening activities will periodically include support group sessions to reinforce case management goals and objectives and to provide group encouragement and recognition for progress.

15) Case Managers may provide motel vouchers to clients for whom the group shelter environment would be inappropriate (e.g., late-term pregnancy, mother with infant, etc.).

16) System staff will assist shelter agencies in recruiting a pool of professional Case Managers and Night Watch staff to be trained and certified in standards of practice for work in the shelter system. Staff will receive training from PERT Team members and other professional personnel on how to intervene with special needs populations.

17) System-certified professional Case Managers will be on duty at each shelter during the evening in a ratio of 1 Case Manager per 25 shelter participants, with a minimum of 2 per night.

18) Shelter participants who are determined to be addicted to alcohol or drugs will have as part of their Case Management Plan, specific objectives to achieve and maintain sobriety, including referrals to such community rehabilitation resources as The Fellowship Center, Interfaith Community Services - Sobering and Stabilization, North County Serenity House, The Alpha Project/Casa Rafael, Green Oaks Ranch, McAllister Institute, North Inland Regional Recovery Program, Brother Benno Foundation, AA/NA (Alcoholics Anonymous/Narcotics Anonymous) groups, Faith-based support groups, and any other available resource.

19) An important goal of outreach is the better utilization of available day program resources throughout the region and the prevention of public loitering. Additional outreach services will be provided through the regional feeding programs, The Salvation Army Family Services, By His Grace Homeless Outreach Program, Brother Benno Foundation, Interfaith Community Services, Heritage Clinic Field Capable Clinical Services, Casa Rafael/Alpha Project and other community-based outreach resources. Members of the San Diego Homeless Outreach Team of Mental Health Systems, Inc. will visit each shelter site at least once weekly to provide shelter participants with information regarding community resources and to facilitate access to those resources.

20) The program structure at all sites emphasizes the linking of shelter participants with day program resources. Representatives of local day programs in the community of each shelter will be scheduled to come to the shelter to meet and make appointments with clients.

21) Two nights a week, a Registered Nurse and/or Public Health Nurse will be part of the Shelter staff team to conduct health screenings for Tuberculosis, AIDS, and Sexually Transmitted Diseases, perform minor treatments and provide referrals for medical services. These medical personnel will be from local community clinics.

22) Service Providers from Interfaith Community Services' and Community Resource Center's SSI (Supplemental Security Income) Program will be available

on an "as needed basis" at all shelter sites to assist those who are chronically mentally ill or disabled, in applying for SSI benefits.

SHELTER SECURITY, SAFETY & BASIC NEEDS

23) All system shelters will have zero tolerance for verbal abuse, physical violence, or possession of weapons. Violations will result in denial of shelter services and immediate removal from premises and/or referral to the local law enforcement. At intake, individuals will be asked if they have sex-offender registration requirements. In such cases, appropriate precautions will be taken.

24) Night watch staff will be agency or community volunteers or individuals who are near completion of local recovery programs. These individuals must be deemed suitable for the assignment by treatment staff of local recovery programs (Fellowship Center, Serenity House, Victory Outreach, Casa Raphael/Alpha Project, Green Oak Ranch, etc.) A minimum of two night watch staff will be on duty per site, with watch staff in a ratio of 1 Night Watchmen per 25 shelter participants. All Night Watch staff will receive training from PERT Team members and other professional personnel on how to intervene with special needs populations.

PROGRAM

25) A nutritious meal will be served nightly by lead agencies at each site. These may be meals provided by volunteers from local faith communities, service clubs and other community members, or by the lead agency. Each lead agency coordinates this food service. Breakfast and sack lunches will be provided when possible.

26) Shelter participants will practice "Good Neighbor" conduct while in the community during the day and be respectful of local businesses. A map of the surrounding area of the shelter with locations of local day programs and other resources is posted on the wall, and copies given to each person. Participants are required to engage in activities related to their case management goals. Panhandling is prohibited by shelter participants. Verified incidents of panhandling will result in denial of shelter services.

SYSTEM STAFFING: (These positions are funded by the Shelter System.)

SYSTEM DEVELOPER: This is a seven month (October 1, 2007 - April 30, 2008) full-time person selected by the Winter Shelter Implementation Subcommittee, employed by the Fiscal/Operating Agency and accountable to the Subcommittee for overseeing all activities of the system. This includes applications for grant funds, serving as liaison with municipal staff and elected officials, monitoring shelter operations, administering the Supportive services fund, assisting with the FEMA-EFSP (Federal Emergency Management Agency - Emergency Food & Shelter Program) re-imbusement requests,

oversight of data-gathering and system evaluation, coordination of staff and volunteer training activities, representing the Shelter System in public settings.

ON-SITE CASE MANAGERS: Professional Case Managers will provide services 3 hours nightly at the shelter sites in a ratio of 1 Case Manager per 25 clients. This level of access will allow the provision of intensive case management services.

NIGHT WATCH STAFF: These are community volunteers or individuals who are in the process of completing their own substance abuse rehabilitation programs in local recovery programs such as The Fellowship Center. These individuals in recovery are typically street-wise and well-versed in the dynamics of group living circumstances. All night watch staff receive training in system standards, First Aid/CPR (Cardio-Pulmonary Resuscitation), and the special needs of the mentally ill.

MEDICAL: A nurse would be present at the shelter site at least 2 hours twice a week for medical assessments and minor treatments.

DATA TECHNICIAN: A trained data-input specialist will input specified daily data from each shelter into the HMIS (Homeless Management Information Strategies) database. This person will also serve as a resource person to the System Manager and Shelter Managers on the data-gathering process.

YEAR ONE NETWORK SHELTER & SOBERING SITES

SHELTERS

Municipality	Operating Agency	Population	Capacity
Escondido	The Salvation Army	General	40 (new)
Vista	Operation Hope	Families & Women	50
Oceanside	Bread of Life	General	50
Carlsbad	Catholic Charities – Las Posadas de Guadalupe	General Adult Single Men	25
Rotational : Escondido, San Marcos, Poway, Oceanside, Carlsbad, Del Mar, Solana Beach, Cardiff, Encinitas	Interfaith Shelter Network Coastal Operating Agency: Community Resource Center Inland Operating Agency: Interfaith Community Services	Single Men, Women & Families	24

SOBERING SITES

Municipality	Agency
Escondido	The Fellowship Center
	ICS Sobering & Stabilization
San Marcos	
Vista	
Oceanside	
Encinitas	
Carlsbad	

GOAL & OBJECTIVES

The goal of Year One is the establishment, stabilization, documentation and evaluation of a basic regional system for delivery of Winter shelter services to homeless individuals and families. Following are specific objectives to accomplish that goal:

1. Funding request submitted to United Way by September 15, 2007.
2. Funding requests submitted to County Supervisors by September 15, 2007.
3. Review and action by all nine city councils by October 30, 2007.
4. By 10/30/07, create and distribute a flyer (English & Spanish) that describes the Regional Shelter System to the general public.
5. Recruitment for system Case Managers, Night Watch Staff and other staff positions, by 10/30.
6. Training session for Case Managers and Night Watch Staff in early November.
7. Outreach to school McKinney-Vento staff, Law Enforcement, and other community partners throughout October and November.
7. Press Releases regarding shelter schedule and programs distributed in early December.
8. By 11/15/07, create and print an informational handout for outreach to potential shelter participants.
9. During the weeks of 11/17/07 through 12/05/07 all sites will conduct outreach to the homeless population in their communities, informing them of the dates of service and requirements of the Winter shelter program.
10. On 12/1/07, begin shelter service at Bread of Life Rescue Mission.
11. On 12/6/07, begin 100 nights of shelter service at Operation Hope, La Posada and The Salvation Army. (Interfaith Shelter Network rotational sites will be on separate schedules, based on the number of participating faith communities.)
12. By 2/15/08, the system staff will provide a quantitative report of shelter services outcomes to all cities to support each city's CDBG applications.
13. In December system staff will submit necessary CDBG application.
14. On March 15, 2008, conclude the shelter services at Bread of Life Rescue Mission, La Posada, Operation Hope and The Salvation Army.
15. By 4/30/08, the system staff will provide a final quantitative and qualitative evaluation report of the Winter shelter system operations to all cities. The draft report will be submitted to city staff and elected officials for review prior to final publication of the report.

BACKGROUND & CONTEXT

OVERVIEW

The Regional Winter Shelter system will provide cold weather shelter for the Winter of 2007-08 for homeless individuals and families. It works with a partnership of existing community-based organizations that already operate shelter programs and have funding bases and identified client populations. The regional system unifies these separate programs into a single system with slightly expanded shelter capacity and a common set of practices, which includes individual case management, trained Night Watch Staff, and Medical support services. The Alliance for Regional Solutions will provide an infrastructure for joint planning, resource development, training, human resources, data gathering, and evaluation.

DESIGNATED SOBERING SITES

A key characteristic of the system shelters is that they operate as "dry" shelters, not admitting those who are under the influence of drugs or alcohol, and testing to verify the condition of individuals. Those who are determined to be under the influence will be referred to a designated sobering site for shelter. It has been determined that the probable need for sobering site beds this winter will exceed current capacity. This component of the system has been prioritized for further development.

A "TRANSITIONAL" MODEL

The regional shelter system program model promotes the transition of shelter participants from homelessness to permanent housing and self-sufficiency to the extent they are capable. The expectation is that a participant is willing to make choices that change their life situation for the better, with the assistance of case managers, vocational specialists, treatment specialists, clinicians, and other appropriate support services. It is understood that in some situations, mental illness or life-dominating addiction may affect the person's ability to make such choices. In such cases, the appropriate specialized services are provided. Active participation in case management is a requirement for all shelter participants throughout their stay at any system shelter.

ALLIANCE MEMBERS

The proposed Regional Winter Shelter System is based on the sound foundation of work done by Non-profit agencies including:

Alpha Project/Casa Rafael	Heritage Clinic	No. Co. Serenity House
Bread of Life Rescue Mission	Interfaith Community Services	Operation Hope
By His Grace Homeless Outreach	Interfaith Shelter Network	PERT, Inc.
Brother Benno Foundation	Mental Health America	Regional Task Force on the Homeless
Casa de Amparo	National Alliance on Mental Illness	Saint Clare's Home
Catholic Charities	Neighborhood Healthcare	SER Jobs for Progress
Community Housing Works	New Haven Youth and Family Services	The Salvation Army
Community Resource Center	No. Co. Community Services	The Fellowship Center

Faith-based Union
Green Oak Ranch

Federal Credit Union

No. Co. Health Services
No. Co. Lifeline

Vista Community Clinic

Women's Resource Center

FISCAL AGENT

North County Community Services will serve as the Fiscal Agent for the Regional Winter Shelter System. The agency began in the late 1060's as "Oceanside Community Action Corporation" to provide services for the economically disadvantaged. Today its programs include eight child development centers serving income-qualified families, the North County Food Bank and social service referrals.

SUMMATION

The proposed Regional Winter Shelter System unites shelter providers that have previously operated separately but are now linked by shared Core Values and Key Practices. In a typical scenario, the system ties together street-wise men in recovery serving as Night Watch staff, with faith community volunteers providing meals and other comforts, and professional Case Managers establishing service contracts and providing accountability. The Alliance for Regional Solutions - Winter Shelter Implementation subcommittee (including two "ex-officio" city staff representatives) shall serve as the governing body providing policy and guidance to the System Fiscal/Operating Agency (North County Community Services) and System Staff. The System Developer, a seven month full-time position, will provide oversight and accountability for tracking shelter activities, staff and volunteer training, system capacity development, grants management, evaluation and other resource development.

The first year of the proposed System provides Winter shelters in four North County locations and two rotating sites in Inland and Coastal communities. The system promotes the transition of shelter participants from homelessness to permanent housing and self-sufficiency to the extent they are capable. Shelter participants are expected to make positive choices to help themselves with the assistance of case managers and a wide array of community supportive services. The shelters are designed to be safe settings, free of drugs, alcohol, weapons and violence, each managed by a community-based non-profit agency that is accountable for maintaining these safe conditions. Although a few of the well established smaller shelters utilize a "harm reduction" approach with less stringent intake requirements, they also provide intensive case management and have consistently demonstrated outcomes of increased client stability and self-sufficiency. System shelters will employ mandatory testing to maintain drug and alcohol-free environments. For those who are "under the influence", the system seeks to offer shelter at separate sobering sites, unless these sobering sites are unavailable and weather conditions are extreme. There is currently a need to develop sobering site resources for the Coastal communities.

A key objective of the first year of the regional shelter system is a system-wide evaluation. Procedures will be established to collect shelter service utilization and client demographic data for a system-wide quantitative and qualitative evaluation of regional shelter services and needs. The Sociology Department of California State University at San Marcos will conduct this evaluation. A preliminary quantitative report will be issued in mid-February, 2008, to support the cities' CDBG applications. The final evaluation report will be provided at the end of April, 2008.

The total budget for the 189 bed capacity regional shelter system is \$413,000 (including in-kind donations). The system provides 19,380 bed nights for the winter season at a cost of \$21.31/person per night.

SHELTER PROVIDER AGENCIES

Bread of Life Rescue Mission (OCEANSIDE – 50 beds), is a para-church non-profit organization that feeds the homeless and offers a Winter Shelter. Their Winter Shelter program has undergone some re-organization in recent years to clarify policies and establish consistent practices to assure a “dry”, safe shelter environment. They require drug and alcohol testing for all shelter participants and have begun practicing an “accountability” approach that requires alcoholics and addicts to make a commitment to sobriety to receive shelter services. They also provide referrals for work, counseling recovery and housing.

Operation HOPE (VISTA – 50 beds) offers a Winter Shelter for homeless families. Drug and alcohol testing and on-site Case Management are requirements for shelter participants. They also practice an “accountability” approach that requires alcoholics and addicts to make a commitment to sobriety to receive shelter services. For Winter of 2007, they will be seeking permission from the City of Vista to expand their target population to include single women to assure full utilization of their 50 beds. They are also planning to enhance their on-site services to include parenting classes, financial workshops and tutoring for children.

Interfaith Shelter Network (NORTH COASTAL – 12 beds; NORTH INLAND – 12 beds) is operated by the Ecumenical Council of San Diego in partnership with **Interfaith Community Services** for the North Inland network and with **Community Resource Center** for the North Coastal network. The ISN has for over 20 years provided a small capacity rotational Winter shelter mainly serving men, women and families at various Faith Community locations in North County (Escondido, San Marcos, Poway, Oceanside, Carlsbad, Del Mar, Solana Beach, Cardiff, Encinitas) and in other communities throughout San Diego County. Shelter Participants are thoroughly screened for acceptance and receive intensive case management. North County Inland sites do not require drug and alcohol testing but individuals who are observed to be under the influence are referred by Case Managers to the Interfaith Sobering & Stabilization site for shelter. North Coastal sites have mandated drug testing. The goal of Community Resource Center is to offer a year-round rotational shelter.

Catholic Charities – La Posada (CARLSBAD – 25 beds) serves adult men and is the only shelter in North San Diego County that provides emergency services to both day laborers and the general homeless population. The program offers emergency housing and meals. Case management services include counseling for issues like substance abuse, domestic violence, and anger management. Also offered are translation and interpretation services as well as assistance with employment leads, resources, job applications and assistance with setting medical and dental appointments and

acquiring medical screening tests. The program also includes on-site self-help group meetings.

The Salvation Army (ESCONDIDO – 50 beds) will be an addition to the North County shelter capacity. The Army proposes to operate a winter shelter for the general homeless population. Drug and alcohol screening is required in the interest of m
in REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM are under the
APPENDIX - A. North County Homeless Services ization site

for shelter. All shelter participants are required to participate in Case Management. Night Watch staff are men from The Fellowship Center. The Salvation Army Family Services Worker provides year-round supportive services for homeless individuals and families.

OTHER NORTH COUNTY HOMELESS SERVICES

Alpha Project operates **Casa Rafael** in Vista, a 120 bed residential center for homeless men.

The **Brother Benno Foundation** in Oceanside operates a short-term shelter for homeless men at the **Good Samaritan House**, and a 30 day shelter for single women and women with children at the **House of Martha Ann Mary**.

Community Housing Works (in partnership with North County Lifeline) operates a transitional housing program for 20 families in Vista.

Community Resource Center (CRC)

Community Resource Center (CRC) provides year round homeless prevention and intervention services to clients in the North County Coastal area. CRC provides case management services and program oversight for the coastal Interfaith Shelter Network program for a period of 24 months from approximately October to March. In addition, CRC offers three unique motel voucher programs throughout the year both augmenting the ISN program and during the summer period when ISN is not in session. CRC also provides rental and utility assistance to clients to access affordable housing and to cover rent in arrears.

As part of the comprehensive prevention program CRC also provides services year round including employment preparation, access to emergency food programs, counseling, assistance qualifying for appropriate public benefits, community voice mail, transportation assistance and diapers and other infant/toddler needs.

Solutions for Change in Vista operates a 120 bed transitional housing program and a 45 bed Intake facility, both serving homeless families.

Interfaith Community Services operates the following North County programs serving the homeless:

Inland and Coastal Service Centers (Escondido and Oceanside) This is a North County Supportive Services program for Mixed Population - All who have general homeless needs. Services include: -Case management -Food & clothing - Housing counseling/placement -Job assistance/training -Life skills training -Mental health services -Substance abuse treatment - Rental assistance -Transportation - Prescription Services. The ICS Escondido Nutrition Center emphasizes mandatory participation in case management and maintenance of sobriety as a requirement for continued service.

REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM

APPENDIX - A. North County Homeless Services

Project Hope

This is a North County Inland Supportive Services program for Adult Men and/or Women who have Disabled, General Homeless needs. Services include: -Case management -Food & clothing -Housing counseling/placement -Job assistance/training -Substance abuse treatment.

Escondido Community Sobering Services, Emergency Beds

This is a North County Inland Detox program for Adult Men and/or Women who have Substance Abuse Treatment, General Homeless needs. The maximum stay is 23 Hours. Homeless or non-homeless individuals who are inebriated (alcohol/drugs), with/without mental illness problems, have this safe place to stay and reach initial sobriety as an alternative to arrest or hospitalization. Services include: -Prepared meals -Substance abuse treatment -Sobriety oversight-referrals to longer term alcohol/drug programs.

Escondido Community Sobering Services, Spruce St.-Stabilization

This is a North County Inland Transitional Housing program for Adult Men and/or Women who have Substance Abuse Treatment needs. This program has a capacity for 34 persons. The maximum stay is 6 months. Services include: -Case management -Housing counseling/placement -Life skills training -Prepared meals - Substance abuse treatment -Transportation.

Tikkun Home

This is a North County Inland Emergency Shelter program for Adult Women who have Severely Mentally Ill needs. This facility has a capacity for 6 persons. The maximum stay is 1 month, with extensions. This program is for mentally ill women who have been screened by County Mental Health Services. Services include: - Case management -Life skills training -Mental health services -Prepared meals.

17th Avenue Home

This is a North County Inland Emergency Shelter program for Adult Women who have Severely Mentally Ill needs. This facility has a capacity for 6 persons. The maximum stay is 1 month, with extensions. This program is for mentally ill women who have been screened by County Mental Health Services. Services include: - Case management -Life skills training -Mental health services -Prepared meals.

REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM

APPENDIX - A. North County Homeless Services

Family Transitional Housing

This is a North County Inland Transitional Housing program for Families with Children who have General Homeless needs. This facility has a capacity for 35 families. The maximum stay is 12 months. All families must meet the federal (HUD) definitions of homelessness. Referrals must be drug free for specified periods. Clients must be highly motivated to participate in all aspects of this program. Services include: -Case management -Food & clothing -Housing counseling/placement -Job assistance/training -Life skills training -Mental health services -Transportation -Referrals for Child Care.

Homeless Veterans Reintegration Project

This is a North County Inland and Coastal Supportive Services program for Adult Men and/or Women who have Veterans, General Homeless needs. Services include: -Case management -Food & clothing -Housing counseling/placement - Job assistance/training -Life skills training -Mental Health Services -Substance abuse treatment -Transportation.

Merle's Place

This is a North County Inland Transitional Housing program for Adult Men and/or Women who have Veterans/Seniors needs. This facility has a capacity for 44 persons. The maximum stay is 18 months. Services include: -Case management - Food & clothing -Job assistance/training -Life skills training -Mental health services -Prepared meals -Transportation.

Veterans Transitional Housing

This is a North County Inland Transitional Housing program for Adult Men and/or Women who have Veterans needs. This facility has a capacity for 28 persons. The maximum stay is 18 months. Services include: -Case management -Food & clothing -Job assistance/training -Life skills training -Mental health services - Transportation.

Veterans Village of San Diego - New Resolve Program

Interfaith provides case management for this North County Inland Transitional Housing program for Adult Men and/or Women who have Veteran and Substance Abuse Treatment needs. This facility has a capacity for 44 persons. The maximum stay is 18 months. This program targets both Veterans and non-Veteran individuals who are homeless North County residents; at least 60 days drug and alcohol-free; and job ready. People on disability or appropriate for SSI accepted. Services include: -Case management -Food & clothing -Housing counseling/placement -Job assistance/training -Prepared meals -Substance abuse treatment -Transportation.

REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM

APPENDIX - A. North County Homeless Services

Harmony Place-Shelter Plus Care Sponsor Based

This is a North County Inland Permanent Supportive Housing program for Adult Men and/or Women who have Severely Mentally Ill needs. This facility has a capacity for 14 persons. The maximum stay is Unlimited. Services include: -Case management -Food & clothing -Housing counseling/placement -Job assistance/training -Life skills training -Mental health services -Substance abuse treatment -Transportation.

Shelter Plus Care Tenant Based

This is a North County Inland Permanent Supportive Housing program for Families with Children who have Severely Mentally Ill needs. Interfaith's component of this County of San Diego program has a capacity for 17 persons. The maximum stay is Unlimited. This is a tenant-based, shelter-plus-care program supported by the County of San Diego-Housing Authority. Services include: -Case management - Food & clothing -Housing counseling/placement -Job assistance/training -Life skills training -Mental health services -Substance abuse treatment.

COUNTY OF SAN DIEGO HOMELESS SERVICES AVAILABLE IN NORTH COUNTY

Name of Program	Description of Service	Location of Service provision	Service Provided By
HIV Intensive Case Management	Provision of intensive case management services to HIV positive individuals released from jail who are homeless or at risk for homelessness.	County-wide	County Staff
Homeless Outreach	Homeless outreach services including triage, screening, case management and linkage to services.	County-wide North County	County Staff <ul style="list-style-type: none"> • Contractor-MHS, Inc.
Emergency Shelter	Multiple contractors providing emergency short-term shelter for clients with serious mental illness referred by homeless outreach teams.	Various	Contractors- <ul style="list-style-type: none"> • 7 sites
Impact North Star Catalyst	Comprehensive Integrated programs providing outreach, intensive case management, mental health services, dual diagnosis services, supportive	Central & North Central Regions North County	Contractors- <ul style="list-style-type: none"> • CRF • MHS, Inc. • Providence

Heritage Center Star	employment, and permanent supportive housing for those who are homeless or at risk of homelessness with a serious mental illness.	County-wide 18-25 year-olds County-wide 60+ year-olds Released or diverted from jail	<ul style="list-style-type: none"> Heritage Clinics MHS, Inc.
Housing◇	One-time housing funds to provide an array of short-term, transitional, and permanent supported housing to clients enrolled in Comprehensive Integrated Programs.	County-wide	Various
Transitional Housing Program - Plus	Transitional housing to reduce homelessness among foster care and probation youth. Provision of affordable housing, independent living skills, job training, educational support and counseling.	North County	Contractor- <ul style="list-style-type: none"> New Alternatives, Inc.
HOME Emancipated Foster Youth Rental Assistance Program	Tenant based rental assistance with ongoing case management and supportive services for those who are homeless and at risk of homelessness who are under the age of 21.	Various throughout county	County Staff
Emergency Shelter	Hotel/Motel vouchers for families transitioning to stable or permanent housing.	County-wide	Contractors- <ul style="list-style-type: none"> Home Start MAAC Project North County Lifeline SAY San Diego
Interfaith Shelter	Temporary emergency shelter,	County-wide	Contractor- <ul style="list-style-type: none"> Ecumenical Council

Network	case management, and employment services to homeless individuals and families.		
Database Reporting	Homeless reports and data.	County-wide	Contractor- <ul style="list-style-type: none"> • Regional Task Force on the Homeless

REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM

APPENDIX - B. SYSTEM EVALUATION

Purpose of Evaluation

The purpose of the evaluation is to inform and support the development and refinement of the regional system of transitional shelter services, and to document service gaps. This regional analysis will show basic client demographics, reasons for homelessness, service needs, shelter utilization rates and patterns, informal resources used by clients, client preferences for formal and informal resources, documentation of unmet needs, and documentation of client and system outcomes. The evaluation will include quantitative and qualitative analyses and the report will be utilized by North County elected officials, the Alliance for Regional Solutions, and funding organizations to support the subsequent planning and funding for the regional system.

Background & Context

Various North County communities have for years responded to the needs of the homeless by providing programs ranging from emergency shelters, feeding centers, outreach services, prevention services and supportive social services. To date, these programs have been operated by separate public, private non-profit, and faith-based organizations, with little coordination among the service providers. In recent months, the Alliance for Regional Solutions was established by a collaboration of North County non-profit organizations to address the need for a regional infrastructure for a coordinated response to prevailing community issues such as homelessness, poverty and inadequate transportation services. The elected officials of North County Cities have also recently begun to focus on the need for a regional approach to homelessness. The coordinated efforts of both Alliance members and City elected officials and staff have resulted in the proposed Regional Winter Transitional Shelter System. The Alliance Winter Shelter Implementation Subcommittee has been charged with oversight of the system, to include an evaluation of the first season of the shelter in the winter of 2007-08. The evaluation will be conducted by faculty at the California State University at San Marcos and staff of the Institute for Public Health at San Diego State University, with technical assistance on Service Point software and the Homeless Management Information System data management system provided through the Regional Task Force on the Homeless.

Regional Winter Transitional Shelter System

The goal of the regional winter transitional shelter system is to provide homeless individuals and families in North County with not only safe haven during the winter months but also the tools and motivation necessary to move them towards self-sufficiency and their maximum level of independent and responsible functioning. This includes a requirement that shelter participants not be under the influence of alcohol or other drugs, and that they demonstrate positive progress through a case managed program that includes personal accountability.

The Regional Winter Transitional Shelter System will be funded from a variety of sources including FEMA, County and municipal governments, United Way of San Diego, and the private resources of

REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM
APPENDIX - B. SYSTEM EVALUATION

shelter providers. Also partnering with the Alliance to implement the regional system are North County health and human services agencies, policy makers, elected officials and their advisors, and general community members who agree to work together to insure that current and emerging human needs are justly met for the greater good of the North County region.

Evaluation Goals and Objectives

Note: **There are two reports requested.**

The winter shelters open on December 6, 2007 and close March 15, 2008. The goal of this evaluation is to illustrate a need for government funding to make North County winter shelters available every year. In working toward that goal, the partners involved in the Alliance for Regional Solutions will be applying for CDBG (Community Development Block Grant) funds from one or more North County cities, the applications for which are due mid-Spring. Since the evaluation is not going to be complete until mid-May 2008, the Alliance requires that an **interim quantitative summary** be done evaluating the following information from December 6, 2007 to January 31, 2008 and be turned in to them by the end of February 2008, so they can apply for CDBG funding in a timely manner. This interim summary will be submitted to the staff of all participating cities for their review and use. These objectives are also to be evaluated in a **final report** using the data collected over the entire period of time the shelters are open (December 6, 2007 to March 15, 2008) and reported on in May 2008.

A. Provide **both a qualitative and quantitative** analysis that answers/supports/addresses the following questions/needs/issues:

- 1) What are clients' communities of origin/affiliation?
- 2) What are these clients' population characteristics? (age, gender, marital status, educ. level, employment, etc.)
- 3) What are the reasons reported by clients for their homelessness?
- 4) What are clients' shelter utilization patterns, including comparative analyses by each municipality?
- 5) What are clients' other service needs?
- 6) What informal resources other than community shelters are participants utilizing (friends, church, etc.)?
- 7) What formal and informal supportive resources do clients consider most helpful for achieving self-sufficiency?
- 8) What are unmet needs that would justify additional funding resources?
- 9) What are the individual client as well as system outcomes? (touched upon by questions in section B)

B. Outcomes / Measures of Effectiveness to be addressed:

- 1) What can we say about the street homeless moving to transitional or permanent (improved) housing?

REGIONAL WINTER TRANSITIONAL SHELTER SYSTEM
APPENDIX - B. SYSTEM EVALUATION

- 2) What are the discernable improvements on households' employment/income status?
- 3) How effectively did Case Managers guide clients through the case management process throughout the shelter season? How responsive and responsible were clients in participating in the development and implementation of their case plan? How effective was the case management process in improving the client's life and enhancing their self-sufficiency?

EVALUATORS

Dr. Garry Rolison of the Sociological Practice Master's program at CSUSM will conduct the quantitative analysis.

Janet Wolf, MPH, an Evaluation Specialist for the Institute for Public Health at San Diego State University will head the qualitative analysis.

John Oviatt, an expert in the Service Point HIMS system who serves as consultant to the San Diego Regional Taskforce on the Homeless, will be working closely with both evaluators to modify Service Point to meet their evaluation needs.

Revenue				System cost	City credits basic shelter cost
Source	Total Share	Status			
Shelter Providers	131,875	Committed	\$131,875.00		
FEMA	65,625	Pending	\$65,625.00		
United Way	70,000	Pending	\$70,000.00		
County of San Diego	45,000	Pending	\$45,000.00		
City of Escondido	33,223	Pending	\$33,223.00		
Escondido in-kind	14,000	Committed	\$14,000.00		
City of Oceanside	33,223	Pending	\$14,723.00	18,500	
City of Vista	18,778	Pending	\$4,778.00	14,000	
City of Carlsbad	18,778	Pending	\$18,778.00		
City of San Marcos	14,450	Pending	\$0.00	32,000	
City of Encinitas	11,556	Pending	\$556.00	11,000	
City of Poway	10,111	Pending	\$10,111.00		
City of Solana Beach	2,888	Pending	\$2,888.00		
City of Del Mar	1,443	Pending	\$1,443.00		
Totals			\$413,000.00		

Expense	
Item	Total
Personnel	
Regional Shelter Developer -1FTE	\$25,000.00
On-site Case Management	\$42,000.00
Night Watch	\$52,500.00
Medical Assessment	\$5,600.00
Data Technician	\$7,400.00
Personnel Total	\$132,500.00
System Support	
Space & Telephone (in-kind Escondido)	\$14,000.00
Fiscal Agent	\$6,000.00
Evaluation	\$3,000.00
Fiscal Audit	\$3,000.00
System Support Total	\$26,000.00
Shelter Costs	
Shelter Management Personnel	\$69,144.00
Non-Personnel costs	\$86,227.00
Meals	\$42,129.00
Shelter Costs Total	\$197,500.00
Sobering/Detox	
Sobering Facility	\$37,000.00
Transportation	\$7,000.00
Sobering/Detox Total	\$44,000.00
Supportive Services	
Motel Vouchering 2/nights	\$13,000.00
Supportive Services Total	\$13,000.00
TOTAL WINTER SHELTER SYSTEM COSTS	\$413,000.00