

DATE: June 20, 2010
TO: Children and Families Commission of Orange County
FROM: Michael M. Ruane, Executive Director 
SUBJECT: Homeless Prevention Investments: Progress Report on Response to Increased Service Demands and Long Term Strategic Program

SUMMARY:

The Children and Families Commission of Orange County's Homeless Prevention initiative will be reviewed and refined over the next fiscal year to balance the immediate needs that have resulted from the economic crisis and to be consistent with the strategic long term financial plan.

Over the last two years the Commission has increased its investments in homeless prevention services significantly and beyond a sustainable level. Specifically, increased funding has provided additional outreach and services into the motels and the Armory Redirection Program. These increases account for close to a million dollars of additional service grants per year. In the short term these increased funding demands have been offset by a slowdown in the eligible transitional housing project construction but this is not a permanent solution.

Staff recommends a review of the scope of the homeless prevention initiative using the Bridgespan framework of focusing on catalytic investments, focus on measurable outcomes, and narrow scope of funded services to those that are critical to achieving outcome. Using the Bridgespan framework Commission future funded projects would fall into two main areas;

1. Catalytic projects that create a sustainable increase to the capacity of the countywide system including;
 - Development of a long term solution to the lack of emergency shelter beds for families with young children,
 - Expansion of high quality and high intensity shelters, and
 - Provision of technical assistance for shelters looking to create permanent housing as a next step for their transitional programs.
2. Targeted high need projects that provide direct service support to those transitional shelter programs that have comprehensive services for the most vulnerable of families (pregnant or families with children under the age of 3).

These two areas are consistent with the Commission's goals of making catalytic and targeted investments that will not have continued need for Commission support and targeting services to those that are most in need. Additionally, these areas are complementary to the County's 10 Year Plan to End Homelessness.

Renewal Process for Homeless Prevention Direct Service Grants

The Commission funds a total of nine programs that provide direct services to homeless families. All nine of these agreements are scheduled to terminate on December 31, 2010. Commission staff recommends a request for submittal process that requires the grantees to focus their responses on the critical outcomes that help to achieve the Commission overall goal of children being healthy and ready to learn. Specifically the programs will be asked to address how the programs;

- Reduces/ eliminates trauma for the child,
- Focus on supporting the health and development of young children, and
- Support the parents' skill development to stop the cycle of poverty.

Below is a table of these service providers, their annual allocation, and a brief description of the scope of service;

Grantee	Scope of Service	Annual Allocation
Casa Teresa	Provides transitional shelter services for pregnant and parenting single mothers	\$500,000
Precious Life	Provides transitional shelter services for pregnant and parenting single mothers	\$185,000
Fullerton Interfaith Emergency Services	Provides transitional shelter services for families with children ages 0-5	\$47,000
Colette's Children's Home	Provides transitional shelter services for single with children	\$105,000
Orange County Department of Education	Provides case management service to motel families in partnership with the Illumination Foundation	\$100,000
Orange County Rescue Mission	Provides outreach to motel families	\$190,000
Heritage House- Southern California Alcohol and Drug Program	Provides transitional shelter services for single mothers recovering from addiction	\$130,500
Illumination Foundation/Volunteer Center*	Outreach and service provision to Motel Families	\$230,000
VNA Foundation	Provides outreach and safety support for motel families	\$190,000

*Fiscal Sponsor

Total \$1,677,500

Commission staff anticipates returning to the Commission in October with a recommendation for funding amounts and a comprehensive plan for evaluating program performance.

Increasing Demand for Emergency Shelter

The Commission has provided funding to the county's Cold Weather Armory, Mercy House, for the last two winter seasons. For the 09/10 program year the Commission provided \$700,000 in funding. This funding provided families with young children who sought shelter at the armories with motel vouchers and case management services to find other housing and access to basic services such as health and child care. Summary data for last season is included in Attachment 3.

While this has been a significant change in the services available for families in need of emergency shelter, it is not a catalytic investment and has the potential of needing increased funding every year. Countywide there has been increased acknowledgment that a more permanent solution is needed.

The Funders Roundtable (a group of Orange County foundations) has a subcommittee of funders that are interested in assisting in developing a more comprehensive programmatic solution for Emergency Shelter. Their discussion does not include a permanent facility for emergency shelter but instead capitalizes on increasing funding to existing service providers to increase their capacity to accept more clients. In addition to discussions with the Roundtable Group, there are other interested partners and funders that are focused on the development of a permanent facility to provide an emergency shelter option for families.

Commission staff plans to continue working with both the Funders Roundtable Homeless Subcommittee and HomeAid to identify options for both increasing current program capacities and support development of a permanent emergency shelter facility. While both of these provide potential catalytic investments neither are anticipated to be fully operational by the next Armory Season (expected opening December 1, 2010). Therefore, staff is also recommending a set aside of between \$400,00 and \$700,000 for Mercy House, the County's Cold Weather Armory provider, to continue the Redirection Program for the 10/11 season the funding levels represent the FY 09/10 baseline and the augmented funding level. Commission staff will return in September with a comprehensive plan for Emergency Shelter services for families with young children and will include input from both HomeAid the Funders Roundtable subcommittee on Homeless Prevention.

Transitional Shelter Projects- Expansion and New Facilities

The Commission has \$1.2 million allocated for capital expansion projects for FY 10/11. The economic crisis has significantly impacted the ability of homeless shelter providers to take on capital projects and fully utilize the HomeAid model with donations of materials and in kind labor.

At this time, Commission partner HomeAid Orange County has identified one potential capital expansion project, Laura's House, a domestic violence shelter in San Clemente. Laura's House will be undergoing a major expansion project to almost double its capacity. Commission staff has met with Laura's House Executive Director and staff to discuss general terms and conditions for Commission Capital Loans Agreements, data reporting requirements, and program services. Staff recommends setting aside \$400,000 to support this project. Staff will continue to meet with HomeAid and Laura's House representatives to negotiate a final agreement and term sheet and will return to the Commission in September for funding action.

Update on HomeAid Partnership

The Commission has had a strategic partnership with HomeAid Orange County for ten years. Staff recommends continuing this partnership with a consolidated work plan for FY 10/11. The partnership will include both the management of the Commission's transitional shelters expansion projects and the Essentials for Young Lives Campaign.

HomeAid Orange County is critical to the project development and management of the Commission's shelter expansion project. HomeAid's Executive Director, Scott Larson, serves as both a broker and project manager for expansion projects. Specifically, they cultivate the relationships with the suppliers, tradesmen, and development companies, as well as provide oversight and management for the construction project until it is complete.

The Commission sponsored HomeAid Orange County's third annual *Essentials for Young Lives* campaign last spring. Over 270,000 diapers, wipes, baby food, baby hygiene products and baby clothes were donated at locations throughout the county and distributed to the homeless shelters that serve mothers with infants and young children during the Mother's Day season. This year the campaign was expanded to include the State Capitol. Donation baskets and campaign information were distributed to 120 Senate and Assembly members' offices to collect essential baby items and raise awareness of the partnership between HomeAid and First 5 commissions. Since the campaign first launched in 2008, more than 500,000 essential baby items have been collected in Orange County and distributed to homeless mothers and their babies.

Staff recommends entering into a \$75,000 agreement with HomeAid Orange County to support transitional shelter development and expansion and the Essentials for Young Lives campaign.

STRATEGIC PLAN & FISCAL SUMMARY:

The proposed *set asides* have been specifically reviewed in relation to the Strategic Plan, and are consistent with the Strong Families goal, and is designed to further the Homeless Prevention Initiative, among others. The set asides requested are included in the FY10/11 Budget within the Homeless Prevention budget category.

PRIOR COMMISSION ACTIONS:

- July 2008- Funding action for Precious Life and Casa Teresa
- September 2009- Renewal funding action for direct service homeless providers
- March 2010- Amendment for Redirection Program
- January 2010- Informational item on Laura's House

RECOMMENDED ACTIONS:

1. Approve review process for Homeless Prevention program grant renewals and direct staff to return at the October meeting with funding recommendations.
2. Approve a funding set aside of \$400,000 to \$700,000 for the Redirection Program for FY 10/11 winter season pending formal Commission action at the September meeting.

3. Approve a funding set aside of \$400,000 for the Laura's House HomeAid Project and direct staff to return with a formal proposal and funding terms.
4. Adopt resolution authoring Executive Director or designee to prepare and negotiate Agreement PS-88 with HomeAid Orange County, Inc. in an amount not to exceed \$75,000 for the period July 1, 2010 through June 30, 2011.

ATTACHMENTS:

1. HomeAid Orange County Resolution
2. Homeless Services Proposed Renewal Process
3. Redirection Program Summary

Contact: Kim Goll

CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY

RESOLUTION NO. ___-10-C&FC

July 7, 2010

A RESOLUTION OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY DIRECTING THE EXECUTIVE DIRECTOR TO PREPARE AND NEGOTIATE AGREEMENT NO. PS-88 WITH HOME AID OF ORANGE COUNTY, INC.; AND MAKING CERTAIN FINDINGS IN CONNECTION THEREWITH

WHEREAS, in order to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development, the legislature adopted legislation set forth in the California Children and Families Act of 1998, Health and Safety Code Section 130100, *et seq.* (as amended, the "Act") implementing the Children and Families First Initiative passed by the California electorate in November, 1998 and establishing the California Children and Families Commission and County Children and Families Commissions, including this Children and Families Commission of Orange County ("Commission"); and

WHEREAS, Commission adopted its Strategic Plan to define how funds authorized under the Act and allocated to the Commission should best be used to meet the critical needs of Orange County's children prenatal to five years of age as codified in the Act; and

WHEREAS, the Executive Director and Commission Counsel have prepared a standard Master Agreement for Consultant/Professional Services ("Master Agreement"), which was approved by the Commission; and

WHEREAS, the Commission desires to authorize the Executive Director or designee to prepare and negotiate Agreement No. PS-88 with Home Aid of Orange County, Inc. in an amount not to exceed \$75,000 to support transitional shelter development and expansion and the Essentials for Young Lives campaign for the period July 1, 2010 through June 30, 2011 as specified in the July 7, 2010 staff report for this Agenda Item; and

WHEREAS, Commission has reviewed the staff report relating to the Scope of Services to be provided and hereby finds and determines that the proposed Agreement is in furtherance of and consistent with the Commission's Strategic Plan; and

NOW, THEREFORE BE IT RESOLVED BY THE COMMISSIONERS OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AS FOLLOWS:

Section 1 Commission finds and determines the foregoing Recitals are true and correct and are a substantive part of this Resolution.

Section 2 Commission hereby authorizes the Executive Director, or designee, to prepare and negotiate the terms, conditions and final form of Agreement PS-88 with Home Aid of Orange County, Inc., in an amount not to exceed \$75,000 to support transitional shelter development and

expansion and the Essentials for Young Lives campaign for the period July 1, 2010 through June 30, 2011 consistent with the July 7, 2010 staff report and scope of services referenced therein; and

Section 3 The form of Agreement PS-88 with Home Aid of Orange County, Inc. shall be substantially similar to the form of the standard Master Agreement, subject to minor, non-substantive revisions as reviewed and approved by the Executive Director or designee. The approval by the Executive Director of the Agreement PS-88 shall be conclusively evidenced by the execution and delivery of the Amendment by the Commission Chair to the Commission Clerk.

Section 4 Commission hereby approves the Agreement No. PS-88 with Home Aid of Orange County, Inc. to support transitional shelter development and expansion and the Essentials for Young Lives campaign as specified in the July 7, 2010 staff report for this Agenda Item.

Section 5 The Commission Chair and the Clerk of the Commission are hereby authorized to execute and attest, respectively, Agreement PS-88 on behalf of the Commission.

Section 6 A copy of the final Agreement PS-88 with Home Aid of Orange County, Inc., when executed by the Commission Chair, or Executive Director, and attested by the Clerk of the Commission shall be appended hereto as a part of Exhibit A to this Resolution. Exhibit A is hereby fully incorporated as a part of this Resolution by this reference and made a part hereof. The final executed Amendment shall be placed on file in the office of the Clerk of the Commission.

Section 7 In addition to the authorization of Section 2 above, the Executive Director (or his designee) is hereby authorized, on behalf of the Commission, (i) to sign all documents necessary and appropriate to carry out and implement the Service Agreement, (ii) to cause the issuance of warrants, (iii) to administer the Commission's obligations, responsibilities, and duties to be performed under such agreement, and (iv) during the term thereof to provide waivers, administrative interpretations, and minor modifications of the provisions of such agreement in the furtherance thereof.

Section 8 The Clerk of the Commission shall certify to the adoption of this Resolution.

The foregoing resolution was passed and adopted by the following vote of the Children and Families Commission of Orange County on July 7, 2010 to wit:

AYES: Commissioners: _____

NOES: Commissioner(s): _____

EXCUSED: Commissioner(s): _____

ABSTAINED: Commissioner(s) _____

CHAIR

STATE OF CALIFORNIA)
)
COUNTY OF ORANGE)

I, DARLENE J. BLOOM, Clerk of the Commission of Orange County, California, hereby certify that a copy of this document has been delivered to the Chair of the Commission and that the above and foregoing Resolution was duly and regularly adopted by the Children and Families Commission of Orange County.

IN WITNESS WHEREOF, I have hereto set my hand and seal.

DARLENE J. BLOOM
Clerk of the Commission, Children and Families Commission of
Orange County, County of Orange, State of California

Resolution No: __-10-C&FC

Agenda Date: July 7, 2010

Item No. ____



I certify that the foregoing is a true and correct copy of the Resolution adopted by the

DARLENE J. BLOOM, Clerk of the Commission

By: _____
Deputy

EXHIBIT A TO RESOLUTION OF COMMISSION

(Attach copy of final executed Agreement No. PS-88 with Home Aid of Orange County, Inc.)

Attachment 2

Homeless Services Proposed Renewal Process

July 7, 2010

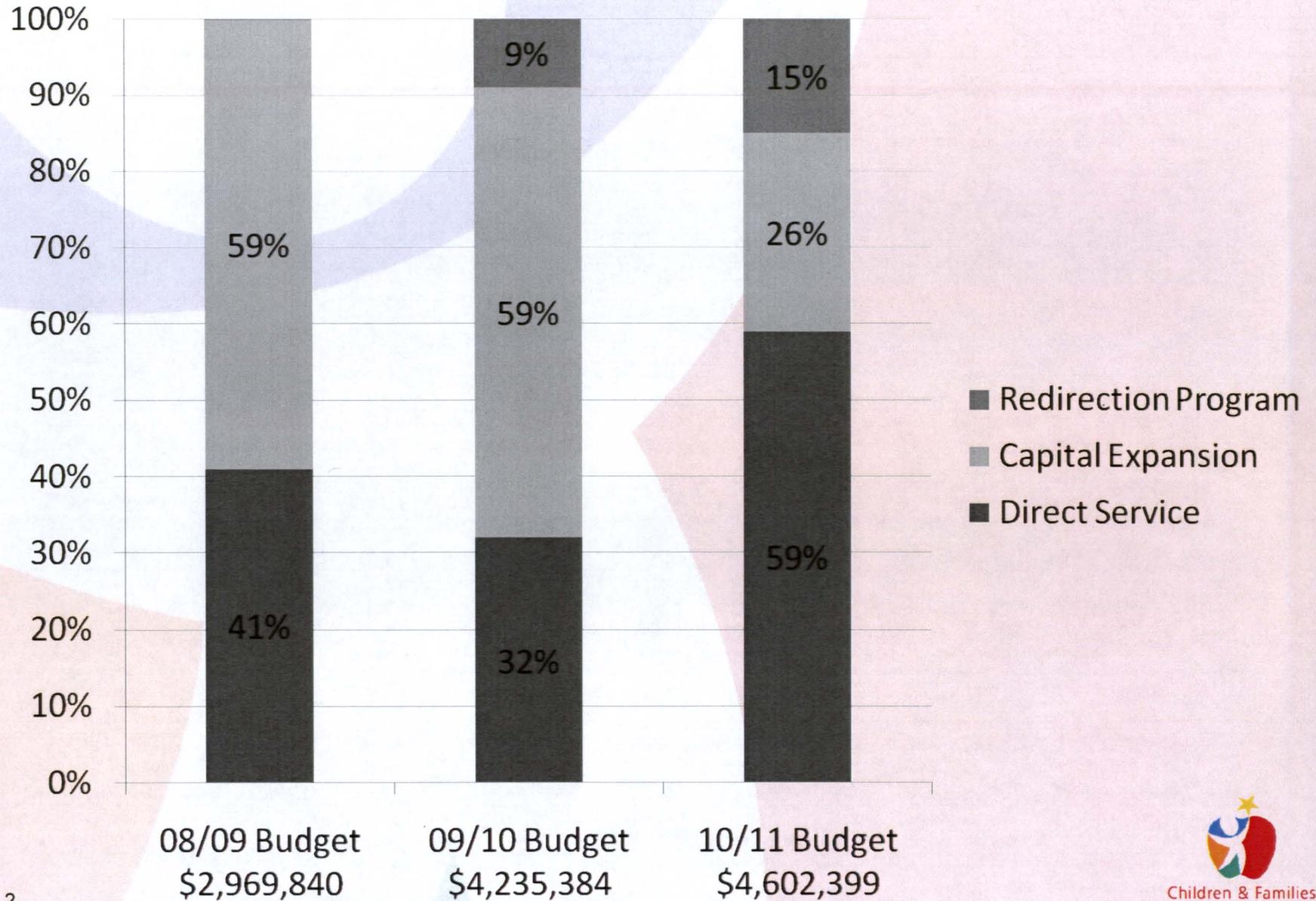
Commission Meeting

Background

- For the last ten years, the Commission has been committed to investing in both capital expansion and service deployment at shelters focused on serving pregnant women and families with children 0-5.
- Results
 - Increased available shelter beds by 292
 - 111,530 Bed nights supported
 - Improved the quality of the services, and enhancing linkages that compliment services (including but not limited to dental services, childcare, and health services)
 - Provide alternative emergency shelter to families with young children through the Redirection Program



Distribution of Homeless Prevention Funding



Challenge: Demand for Services Exceeds Funding Capacity

- Prolonged economic downturn has created increased demand for homeless shelters and supportive services
 - Increased demand additional outreach and services into the motels and the Armory Redirection Program.
 - 08/09 Redirection Program Served 127 Families
 - 09/10 Redirection Program served 279 Families



Proposed Objectives: Define Core Commission Objective Along Continuum of Services

DIRECT SERVICE

CAPACITY DEVELOPMENT

Not a focus for Commission investment

Ongoing Funding Demand

Programs not specifically addressing improved child outcomes

One-time/Capital

1. Creating permanent emergency shelters
2. Expanding shelter capacity
3. Technical assistance for leveraged funding

Prevention & Intervention Services

1. Targeted to the most vulnerable 0-5 populations
2. Measurable improvements in child health & development



Commission Portfolio: Catalytic Investments Prioritizing those most in need

Prioritize Commission investments exclusively on two outcomes:

1. Serving children most at risk and in need

- Investments: Transitional shelter programs that have comprehensive services for the most vulnerable of families (pregnant or families with very young children).

2. Increase the long-term capacity to address needs of homeless families

- Catalytic investments that create sustainable increase to the capacity of the countywide system
- Expansion of high quality and high intensity shelters
- Technical assistance for shelters looking to create permanent housing as a next step for their transitional programs.



Renewal Process & Next Steps

- Homeless Prevention Direct Service Grants
 - Request for submittal process that requires the grantees to discuss how the programs for renewal in December 2010:
 - Reduces/ eliminates trauma for the child
 - Focus on supporting the health and development of young children
 - Support the parents' skill development to stop the cycle of poverty.
- Family Emergency Shelter Program (Armory Cold Weather Program)
 - Provide between \$400,000 to \$700,000 of funding for the Armory Redirection program for the 10/11 winter season
- Capacity Expansion (HomeAid Partnership)
 - Implement a permanent emergency shelter program
 - Provide support to high intensity and high quality shelters looking to expand their facilities



Family Redirection Program Report

Mercy House is the County's Cold Weather Emergency Shelter provider and also implements the Redirection Program. The Redirection program provides families with children who seek shelter at the armories with motel vouchers and assistance to assist them in finding housing. In FY 09/10 the Commission and the United Way provided funding for the program. The Commission's funding was used to support families with children 5 and under and the United Way's funding supported families with children 6 and older. The following is summary data for the Redirection Program:

- 335 families received services
 - 279 unduplicated households served
 - 207 Unduplicated families with children 5 and under
 - 72 Unduplicated families with children 6 and older
- 942 Total individuals served
 - 275 Children 5 and under served
 - 234 Children six years and older served
 - 423 Adults
- 118 Two parent households and 161 one parent households
- 2 to 9 was the spread of family size with an average household size of 4
- 124 households that had 4 or more individuals
- 52 nights was the average length of stay
- 73 adults had suspected mental illness
- 81 adults with suspected drug/alcohol addictions

Exit Information	
70	Families found rental units (8 families were part of a rapid rehousing program)
37	Families moved in with family or friends
36	Families were accepted into transitional shelter programs*
35	Families remained in motel but paid on their own (one family continued to stay in motel using a voucher from another non profit program)
2	Families went into rehabilitation centers
1	Family chose to live in RV
37	Families voluntarily left program with no information provided to the case manager
42	Families were removed for non compliance (either by program staff or motel staff)
4	Families had arrests
1	Family had their child(ren) removed by Child Protective Services
9	Families had the funding for their program run out (all of these were families with children 6 and older)
2	Families left the program for medical reasons
3	Families are still in the program (1 in applying to a transitional shelter program and 2 are working with Rapid Rehousing Programs to identify
279	Total Families Served

*Shelters that accepted Redirection Clients; American Family Housing, Casa Teresa, Collette's Children's Home, CPS Shelter, Families Forward, Fullerton Interfaith Emergency Services, Gilchrist House, Heritage House, HIS House, Hope House, Hope Ranch, Illumination Foundation, Mary's Shelter, Orange County Interfaith, Regina House, SOS, and Strong Beginnings