

RIVERSIDE COMMUNITY
BROAD-BASED
HOMELESS ACTION PLAN



CITY OF

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JUNE 3, 2003

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EXECUTIVE SUMMARY

On March 4, 2003, the Riverside City Council adopted in concept the Homeless Report submitted by the Homeless Task Force. The report was the second report prepared by the Task Force designed to provide a comprehensive approach to addressing the needs of the homeless community in Riverside. As a result of the March 4 City Council meeting, staff was directed to return to the Council in 60 days with an implementation plan of the recommendations in the report. Staff was also directed to work with a modified Land Use Committee to consist of Council Members Beaty, Moore, and Pearson. The City Manager assembled a staff team to prepare the City Manager's Proposed Homeless Action Plan.

The proposed action plan is presented in seven sections as follows:

Section I:	Introduction and Background
Section II:	Continuum of Care
Section III:	Facilities
Section IV:	Staffing
Section V:	Education
Section VI:	Enforcement and Livable Communities
Section VII:	Funding

Based upon the Task Force's recommendations, the action plan calls for the City to establish an Access Center where homeless individuals can receive basic services for survival such as showers, referrals for medical care, mental health services, job training and placement services, and substance abuse counseling. The Access Center would serve as the first point of contact for homeless in the city and be designed to get homeless individuals and families into an immediate program or to connect with services necessary to remedy the homeless situation both short and long term. It would also serve individuals or families to help prevent an impending homeless situation through financial assistance programs, counseling, or referral to support programs.

In addition to the Access Center, the plan proposes implementation of the recommendation to establish a 150 bed emergency shelter to serve as a short-term facility to serve immediate needs until the individual or families can be placed in a permanent or long-term arrangement. While this facility is intended to be short-term, it is not recommended that a strict timeframe for care be adopted, as each case should be considered separately with the intention of moving the individual on to a more permanent center being the key. The shelter can be co-located with the Access Center or located separately.

It is recognized that a continuum of care must be provided to ensure that homeless receive the full opportunity to remedy the causes of homelessness. The action plan establishes an integrated system that collaborates with many partners to provide service to the homeless through the Access Center, including the County, faith-based community, not for profit organizations, businesses, and other governmental agencies. All of these partners are needed to help with this highly complex issue.

Staff proposes that the City fund and hire a full-time Homeless Coordinator to coordinate the action plan and oversee the City's program. Two Outreach Workers are proposed through a partnership with the County of Riverside Departments of Public Social Services and Mental Health. Access Center workers are proposed to be provided through partnerships with either

existing providers of care being relocated to the Center or through other programs that desire to operate their services from this location that may also serve as initial intake and assessment staff. Finally, existing City staff in the Housing and Community Development Division has been identified to conduct much of the on-going work, including securing of financing for many of the identified tasks.

The Land Use Committee worked with staff and the community to develop criteria for locating the Access Center and an emergency shelter. Research suggests that an Access Center be no less than 3,800 square feet and that an emergency shelter facility for 150 people be somewhere around 8,000 square feet. Based upon the criteria and the needs of the facilities, staff investigated possible sites. Three sites are being presented in the body of the report for consideration and discussion. It should be noted that only one of the three sites is currently listed for sale and that no contact has been made with the property owner. This contact would not occur without direction by the Committee or Council to do so.

The action plan includes a component for education. During staff's work, it was apparent that a key to connecting homeless or pre-homeless individuals or families with assistance is education—education of options available and education of how to access the services. The educational component calls for information to be made available to homeless, pre-homeless, care providers for referral purposes, law enforcement, businesses, and the community. The educational process will help the community understand how best to meet the homeless while promoting healthy and safe neighborhoods.

The Homeless Task Force and other groups that have discussed the problems created by homelessness have stressed the need to promote and enforce responsible behavior in public places. While law enforcement continually addresses criminal behavior in the community, the effectiveness of their actions are diminished without long-term remedies and places to refer homeless for services that break the cycle of homelessness. As the City creates the continuum of care program, there are increased opportunities to be more aggressive with those who refuse to act responsibly or who reject assistance from beneficial programs. The action plan provides for work on additional laws and aggressive enforcement of existing laws in a more focused attempt to encourage full participation in effective programs.

There are many variables that will need to be considered in estimating the total cost of the action plan. Potential funding sources have been identified that would need to be explored for each component of the program. The primary sources of funding identified are federal community block grant (CDBG) and the federal emergency shelter grant (ESG). Many other sources, however, are proposed.

The problems facing the Riverside community due to the presence and numbers of homeless are substantial. The policy issues before the Mayor and Council are complex and have significant ramifications. The action plan proposed by the City Manager is intended to separate the problem into manageable tasks for the purposes of discussion and problem solving. Taken as a whole, it is proposed to provide a full-scale continuum of care to positively impact problems created by homelessness and to offer individuals a way to stop the downward spiral that results ultimately in homelessness.

There are many partners in a solution. These partners have been helpful in the preparation of this action plan. They include the County of Riverside, nonprofit organizations, Homeless Task Force, faith-based community, the City Attorney, and the City Departments of Development, Planning, Police, and Park and Recreation.

SUMMARY OF ACTION PLAN

- ACTION 1:** Direct the Homeless Coordinator to conduct a Request For Proposals (RFP) to find a service provider to run a homeless prevention program and to bring back an agreement with a provider for City Council consideration.
TIMELINE: Within 90 days of Homeless Coordinator start date
- ACTION 2:** Direct the Homeless Coordinator to help organize the faith-based community-feeding program so that there are no days without adequate meals. Direct the Coordinator to help find volunteers for the Guest Chef program at Project ACHIEVE and the Access Center. Direct the Coordinator to work with those providers who are feeding in the parks, and help them to channel their services into Project ACHIEVE, the Access Center, or another faith-based group that is willing to share their facilities.
TIMELINE: Within 90 days of Homeless Coordinator start date
- ACTION 3:** Direct the Homeless Coordinator to work with a local nonprofit agency to develop a program that would provide bus tokens or passes to allow the homeless to travel from services to a facility. (Also, see Action 28.)
TIMELINE: Within 90 days of the Homeless Coordinator start date
- ACTION 4:** Continue to support Project ACHIEVE with the City's allocation of Emergency Shelter Grant funding.
TIMELINE: Annually
- ACTION 5:** Direct the Homeless Coordinator to complete an inventory of all Safe Haven/Alternative Shelters in the City of Riverside and work with providers to fill any gaps in service.
TIMELINE: Within 60 days of Homeless Coordinator start date
- ACTION 6:** Direct the Homeless Coordinator to educate Support Services providers on the Continuum of Care and encourage them to actively work with the homeless.
TIMELINE: Within 90 days of Homeless Coordinator start date
- ACTION 7:** Establish homeless services as a high priority for CDBG funding.
TIMELINE: Effective immediately upon Action Plan approval
- ACTION 8:** Support Riverside Unified School District's grant application to fund a liaison position for homeless children and youth.
TIMELINE: Effectively immediately upon Action Plan approval
- ACTION 9:** Direct City housing staff to prioritize the creation of units that are affordable to the recently homeless population (i.e. very-low-income rental units, especially three or four bedroom apartments that can serve large families).
TIMELINE: Effective immediately upon Action Plan approval
- ACTION 10:** Authorize HCD staff to contact the owners of the identified properties to inquire about the availability of the property.
TIMELINE: Within 30 days of Action Plan approval

- ACTION 11:** Direct Real Property Services, in conjunction with the Building and Safety Division, to explore the viability of acquiring properties and establishing homeless facilities at the preferred site(s). Specific tasks will include such things as site availability and price, structural analysis and improvement estimates.
TIMELINE: Within 60 days of Action Plan approval
- ACTION 12:** Direct HCD staff to return to the Land Use Committee with a feasibility report.
TIMELINE: Within 90 days of Action Plan approval
- ACTION 13:** City Council shall select the preferred location for an Access Center and Short-Term Emergency Shelter.
TIMELINE: At City Council's Discretion
- ACTION 14:** Direct HCD staff to finalize a Memorandum of Understanding (MOU) with the County regarding an arrangement for the Outreach Workers and bring it forward to City Council for approval.
TIMELINE: Within 60 days of Action Plan approval
- ACTION 15:** Direct the Human Resources Department to create and hire a Homeless Coordinator staff position within the Housing and Community Development Division.
TIMELINE: Within 90 days of Action Plan approval
- ACTION 16:** Direct the Homeless Coordinator to develop the "Good Neighbor" brochure and Pocket Resource Guide, with assistance from the City's Legal Department, non-profit agencies, and faith-based organizations.
TIMELINE: Within 90 days from Homeless Coordinator start date
- ACTION 17:** The City Attorney shall present a draft regulation, addressing aggressive solicitation and present to the Mayor and City Council for consideration.
TIMELINE: Within 30 days of the opening of the Access Center
- ACTION 18:** The City Attorney shall work with the Assistant City Manager and Director of Parks and Recreation to draft a regulation addressing the unlawful feeding in parks and present to the Mayor and City Council for consideration.
TIMELINE: Within 60 days of court disposition of a legal challenge to a similar municipal code adopted by the City of Santa Monica
- ACTION 19:** The City Attorney and the Chief of Police shall draft a code to regulate the sitting or lying in front entrances of businesses during certain late night and early morning hours.
TIMELINE: Within 30 days of the opening of the Access Center
- ACTION 20:** The City Manager shall work with the Chief of Police and the City Attorney to examine other possible laws or regulations to address the secondary effects of homelessness on neighborhoods and surrounding communities.
TIMELINE: Within 30 days of the opening of the Access Center

- ACTION 21:** The City Attorney and the Chief of Police shall prepare training and hold roll call sessions on the enforcement of livability laws concerning the homeless; such training shall ensure that homeless individuals are provided transportation to the Access Center upon his/her first contact.
TIMELINE: To coincide with the opening of the Access Center
- ACTION 22:** The Chief of Police shall begin a focused enforcement effort of livability laws as they apply to the homeless upon opening of the Access Center and homeless shelter (it is acknowledged that criminal homeless laws are now being enforced aggressively).
TIMELINE: Within 14 days of the opening of the Access Center
- ACTION 23:** The City Manager shall establish a working arrangement with all departments involved in livable communities to ensure that these issues are given the highest priority organization wide.
TIMELINE: Upon adoption of this report
- ACTION 24:** Direct the Homeless Coordinator to identify and apply for funding to create a homeless prevention program.
TIMELINE: Identify possible funding sources within 30 days of Homeless Coordinator start date, apply for funding at first available opportunity (variable, depending on funding source)
- ACTION 25:** Direct the Homeless Coordinator to work with the local faith-based community to track donations of food and time given to the feeding program so that this community investment can be used as matching funds to leverage homeless grant funding.
TIMELINE: On-going after Homeless Coordinator start date
- ACTION 26:** Direct HCD Staff, in conjunction with the County, to identify and secure funding sources for the two Outreach Workers.
TIMELINE: Within 60 days of Action Plan approval
- ACTION 27:** Direct the Homeless Coordinator to identify and apply for funding to develop the Access Center and Short-Term Emergency Shelter.
TIMELINE: Identify resources within 30 days of site selection, apply for funding at first available opportunity (variable, depending on funding source)
- ACTION 28:** Direct the Homeless Coordinator to work with the Riverside Transit District regarding donations of bus tokens or passes to supplement any shortfall in donations or grant funding.
TIMELINE: Within 90 days of the Homeless Coordinator start date
- ACTION 29:** Direct the Homeless Coordinator to identify and secure funding to pay for the printing and distribution of the "Good Neighbor" brochure and Pocket Resource Guide, specifically soliciting assistance and donations from the business community that will benefit from diminished panhandling activity.
TIMELINE: Within 90 days of the Homeless Coordinator start date

ACTION 30: Direct HCD staff to return to City Council with a budget transfer request, which will reallocate the above-mentioned existing funding into a Homeless Coordinator position.

TIMELINE: Within 15 days of Action Plan approval

SECTION I

INTRODUCTION AND BACKGROUND

On March 4, 2003, the Riverside City Council reviewed the homeless report presented by the Homeless Task Force. The Mayor and Council heard public testimony on the report and took action to conceptually adopt the report. The City Manager was directed to prepare a response on implementation of the report and return to Council in 60 days. The City Manager was directed to work with a modified composition of the Land Use Committee of the Council on the proposed implementation plan. The modified group would include Council Members Beaty, Moore, and Pearson.

The Homeless Task Force report (see Exhibit I-A) summarized six specific recommendations for short-term action as follows:

1. **Prevention:** Conceptually approve the idea of a homeless prevention program.
2. **Outreach:** Approve an allocation of up to \$75,000 from the City's 2003-2004 CDBG Public Service funds to be used to hire two Outreach Workers as described in the Task Force report.
3. **Access Center:** Conceptually approve the creation of an Access Center in the City of Riverside to serve as a first point of contact and service center for the homeless.
4. **Emergency Shelter:** Conceptually approve the creation of 150 more emergency shelter beds in the City of Riverside.
5. **Homeless Services Coordinator:** Approve the allocation of up to \$75,000 for salary and benefits for a Homeless Coordinator staff position as described in the Homeless Task Force report from either the General Fund or from the City's 2003-2004 CDBG funds.
6. **Report Back:** Direct the Homeless Advisory Committee and staff to bring back another report within 90 days, making detailed recommendations regarding the homeless prevention program, sites and funding for the Access Center and Emergency Shelter, and exact job descriptions for the Outreach and Homeless Coordinator positions.

Methodology

The City Manager assembled staff following the March 4, 2003, City Council meeting. The staff team consisted of the Assistant City Manager Culbreth-Graft, HCD Division Manager Drumwright, Director of Planning Gutierrez, Director of Park and Recreation Nielsen, Police Lieutenant Boyer, and Housing Coordinator Comstock. The team was directed to prepare a report with specific action on the following topics, consistent with the Homeless Task Force Report:

- **Facilities:** Criteria and sites for Access Center and emergency shelter;

- **Staffing:** Homeless Coordinator and Outreach Workers;
- **Feeding:** Coordinate the faith-based feeding program, and address the idea of a centralized feeding site;
- **Financing:** Propose methods to finance needed facilities, staff, and programs;
- **Continuum of Care:** Propose services to meet needs of the homeless community and homeless prevention, working with faith-based community, nonprofits, and County;
- **Enforcement and Safe Communities:** Develop plan to ensure parks and public areas are maintained in safe condition for use as originally designed; and,
- **Education:** Provide a component for the education of the public, homeless, service providers, and others about availability of services and how to access them.

The staff team was directed to meet with the Land Use Committee to review all aspects of the proposal, review proposed action with the Homeless Task Force, and then present a comprehensive program to the Mayor and Council by May 13, 2003.

In order to prepare the report, the following groups were consulted and meetings were held:

- Faith-Based Community on March 26, 2003;
- Land Use Committee on April 10 and May 2, 2003;
- Homeless Task Force on April 2 and April 11, 2003;
- Non-Profit Service Providers on April 17, 2003; and,
- County of Riverside Departments of Public Social Services and Mental Health on April 18, 2003.

This report to the Land Use Committee represents the outcome of the work done since the March 4, 2003, City Council meeting. The report includes the following Sections:

Executive Summary with Recommendations

- I. Introduction and Background
- II. Continuum of Care
- III. Facilities
- IV. Staffing
- V. Education
- VI. Enforcement and Livable Communities
- VII. Financing
- VIII. Action Plan

Based upon direction from the Land Use Committee at its May 2, 2003, meeting, staff plans to submit the full report to the Mayor and Council at the May 13, 2003, City Council meeting.

Background:

Homeless Task Force:

The City Council approved the formation of the City of Riverside Homeless Task Force Committee in 2001. The direction to the Task Force was to provide advice, guidance, and recommendations to the Mayor and City Council to achieve a greater level of effectiveness and programming to address the City's homeless situation. The Task Force was assembled to include leaders from government, community groups, homeless providers, and members from the faith-based community. Chaired by John E. Brown, the Task Force submitted its first report

to the Mayor and City Council on October 11, 2001 (see Exhibit I-B). The report included ten primary recommendations summarized as follows:

1. Mayor and City Council form a standing City of Riverside Homeless Intervention Commission (RHIC).
2. City conduct a current comprehensive inventory of homeless residential and non-residential services located within the city that could be developed to provide a comprehensive listing and up-to-date information about services for homeless persons.
3. City conduct a census of homeless persons within the city in conjunction with a count of homeless persons with the County conducted by the County Department of Public Social Services.
4. City conduct an inventory of resources available from public and private organizations regarding public funding, private staffing, public and private programs and other resources to remedy the problems of homelessness.
5. Full-time outreach team deploy street outreach workers to link homeless people living on the streets to long-term case management, support services and housing alternatives in the City/County Continuum of Care and to contract with an existing homeless provider to provide a street outreach team.
6. City further develop homeless Continuum of Care by immediately developing a strategic plan and funding for outreach/intake/assessment with implementation according to details of the October 2001 report.
7. City/County Continuum of Care system should distinguish between short-term and long-term emergency shelter; the system should develop a strategy to fully meet the long-term shelter program—one for individuals and the other for families.
8. The system should include a centralized location that serves as a non-residential and residential entry point for homeless individuals and families that links care from access to shelter.
9. City develop strategy for involving faith-based organizations within all of its components.
10. Prohibit distribution of food and clothing on-site at the centralized care facility; enforce civility laws to ensure public and private places are not detrimentally impacted by conditions of homelessness; and, ensure that each proposed Continuum of Care component be case management based.

The October 2001 report became the foundation for the March 4, 2003 report and helped establish a foundation for subsequent work by the City and County. The Homeless Task Force has continued to meet on a monthly basis and has been working closely with city staff to shape the long-term strategy for addressing homeless issues.

County of Riverside:

As an entity responsible for the care of the indigent, the County of Riverside has long been involved in the care of the homeless. In a report to the County Board of Supervisors dated November 2002 (Exhibit I-C), the County's Department of Public Social Services (DPSS) indicated that over the past four years, Riverside County has had a significant increase in services available to the homeless. This was due in part to the efforts of the city and non-profit providers. It was also due to the County's aggressive campaign for HUD funding to support existing and new service providers at a level commensurate to per capita funding levels in other jurisdictions.

The November 2002 report focused upon four goals:

1. That the County facilitate strategic planning efforts with the affected cities within regional areas to further the Continuum of Care planning process and the development of additional homeless services.
2. That the County, in coordination with the cities and service providers, conduct a census of the homeless.
3. That the County continue to work with HUD officials to ensure that service providers are able to continue providing services without undue administrative hardship in complying with HUD's new policies and procedures and without increasing the County's liability.
4. That DPSS pursue providing a cash advance equivalent to one month of the grant allocation to each HUD funded service provider.

The County reported that during the year 2000 and 2001, countywide homeless services improved by the following:

- An additional 211 shelter beds were identified and/or developed
- An additional 523 beds were in development or pending approval
- Three new supportive service providers began service to the homeless
- The County received an additional \$2.3 million for transitional and permanent housing
- County General Fund contribution nearly doubled from FY 99/00 to FY02/03 for emergency shelter services throughout the County

In addition to these stated enhancements to serving the homeless community, the County has indicated the following facts:

- The County is the granting agency for its share of the \$251 million available for statewide emergency and transitional housing projects approved in Proposition 46, which will be allocated to service providers and the faith-based community
- Over 7,000 low-income families receive financial assistance through DPSS CalWORKs program for housing assistance
- The County will complete a census of the homeless in 2003
- Through intense lobbying effort, the County was able to reverse the stated reduction in HUD funding to an actual increase from \$860,810 to \$4.7 million, which increased funding from \$.57 to \$2.90 per capita; this enabled the renewal of five existing projects

and four new projects with a projected bed increase of 146 and six new outreach staff to the Mental Health Homeless Intervention Team

The County has assigned its Homeless Coordinator, Cathy Wellborn, to work directly with the city's Homeless Task Force. Cathy and her staff have supported the effort and participated regularly on the Task Force along with County Veterans Affairs Executive Director, Bill Densmore. As well, DPSS Director, Dennis Boyle; DPSS Deputy Director, Susan Loew; and, John Ryan, Mental Health Director, have been working with the City Manager and staff to address specific issues and are working in partnership with staff in providing resources, as needed.

Finally, it should be noted that the County is the sponsoring agency for Project Achieve Riverside located at 2530 Third Street in the City of Riverside. The project provides 100 year-round Long-Term Emergency beds for single men, single women and families with children for up to 60 days while working to achieve self-sufficiency. Services are provided under contract with the Institute for Urban Research and Development (IURD), which provide 11 case managers in support of both residents and non-residents who seek assistance.

Definition of Terms:

During the preparation of this report, specifying definitions of certain terms was necessary. The definitions used here are consistent with the use of those terms in federal grant applications for funding.

Access Center: Serves as the primary entry point (outreach/intake/assessment) to the City's Continuum of Care program for homeless individuals and families. Through the center, individuals and families have access to a broad range of case management-based social services "under one roof," including access to mental health, substance abuse, housing, and job training and placement services. The services at the center are designed to help the homeless become self-sufficient. All clients should be assigned a general case manager and work to develop a case management plan.

Short-Term Emergency Shelter: This is a short-term facility where homeless individuals and families can receive from one day up to 30 consecutive days of shelter. An emergency shelter should not only fulfill a client's basic need (food, clothing, medical care) but case management needs, as well. The case management plan developed at the Access Center would continue to be followed to ensure that the homeless entering the city's Continuum of Care system become self-sufficient and stay off the streets.

Cold Weather/Winter Shelter: Provides seasonal shelter during the months of December through March to homeless individuals and families. Cold weather/winter shelters function as hypothermia prevention shelters that provide meals, bathrooms/showers, and a mass sleeping area. Referrals to the Access Center and the short-term emergency shelter facility can be made to those willing to follow a case management plan.



People Serving
People

CITY OF RIVERSIDE

CITY COUNCIL MEMORANDUM



HONORABLE MAYOR AND CITY COUNCIL

DATE: March 4, 2003

ITEM NO: 34

SUBJECT: INITIAL RECOMMENDATIONS - HOMELESS ADVISORY COMMITTEE
PRELIMINARY REPORT ON THE HOMELESS ACTION PLAN

BACKGROUND:

On October 23, 2001 the City Council commissioned the Homeless Advisory Committee to advise the City Council on how to solve the homeless situation in the City of Riverside. Over the last 16 months the committee has outlined a number of issues that must be addressed to reduce homelessness. This report will briefly outline the committee's underlying assumptions about the homeless problem, describe the overall steps that need to be taken to create an effective Continuum of Care within the City, and recommend five initial actions to start working towards a homeless solution.

Policy Assumptions

The recommendations of the Advisory Committee are predicated on certain policy assumptions, listed below.

- Homelessness is about Housing: People are homeless in the City of Riverside (and throughout the United States) because our present system of housing does not provide enough affordable and accessible housing choices for these populations. Any long term solution to homelessness requires the provision of access to shelter and stable affordable housing.
- Homelessness is not *only* about Housing: People become homeless due to "effective poverty" which may be caused by unemployment, family disruption, release from an institutional facility, and inability to function due to mental illness, substance abuse, and disabilities. As such, the homeless population is diverse and requires a diverse system of care to meet their varying needs. People require assistance in solving the underlying problems which caused them to become homeless in order to successfully reintegrate into secure and stable living.
- Quality of Life for All: All people in a community should be held to standards of behavior in public places that are respectful of the security, safety, and reasonable expectations for quality of life of other members of the public. Particularly, public spaces such as parks must be available for everyone to enjoy and restricted to their intended uses.
- Prevention: Preventing individuals and families from becoming homeless is the least expensive and most effective solution to decreasing homelessness, and should be of paramount importance to the City's Continuum of Care strategy.
- Assistance (and the City's role): For those who are already homeless, an integrated, respectful Continuum of Care should be offered to all who commit to escaping homelessness. There are a wide variety of public, private, and non-profit institutions that have a role in a successful integrated assistance program. Volunteers from the community will also be an essential component of the

Continuum of Care. The coordination and support of these organizations to form one integrated system is the primary role of the City.

- **Enforcement:** When given options for housing and a respectful system of support services, people should be expected to use those housing options and support services and not "live" in public places such as parks, parking garages, pedestrian areas, etc. The City has the right to protect its public places from people who actively choose to be homeless and who disrupt the quality of those public spaces for other citizens.

Estimated Need and the Continuum of Care

The number of homeless people in a given area is notoriously difficult to quantify, and there are many estimates of Riverside's homeless population. However, based on previous official reports and the committee's empirical knowledge, it is estimated that on any given night there are between 1,500 – 2,000 homeless people in Riverside, of which approximately ½ are families. The services which must be provided in order to break the cycle of homelessness can be described as a Continuum of Care, which helps an individual or family get off the streets, build the skills they need to live independently, and transition to permanent, secure housing. The basic steps in the Continuum of Care are:

1. Outreach, Intake, and Assessment
2. Emergency Shelter (30-90 with intensive Case Management)
3. Transitional Shelter (Up to 2 years with on-going support services)
4. Permanent Affordable Housing (Stable, permanent housing with or without support services)

The current homeless Continuum of Care system has several gaps which must be addressed for the system to be fully effective. However, some of these gaps are of more critical importance than others. At this time, the committee would like to make the following recommendations regarding the implementation of the Continuum of Care.

Recommendations

PHASE I – Short Term Priorities

- 1) **Prevention:** Homelessness can often come about because of other problems such as a missed rent or mortgage payment, a late utility bill, or domestic disturbances. Programs that provide emergency funding and/or housing can prevent households with these problems from becoming homeless and direct them to the resources they need for long term assistance.

Recommendation: Conceptually approve the idea of a homeless prevention program. Direct the Homeless Advisory Committee and City support staff to assess current community resources, analyze gaps in service, and come back to the Council with an Action Recommendation in 90 days.

- 2) **Outreach:** Informing the homeless population of the services that are available to them and convincing them that it's possible to break the cycle of homelessness are crucial aspects of getting people off the streets. Outreach workers can help bring more people into the City's programs, as well as gather reliable data on how many homeless people are in Riverside and how they became homeless. This data will in turn help us see the gaps in the Continuum of Care and plan more effectively. The County of Riverside currently offers homeless Outreach services, but only to the mentally ill. Their Outreach positions are held by trained social workers who specialize in homeless issues.

Recommendation: Approve the creation of two Outreach Worker positions devoted exclusively to addressing the homeless population within the City of Riverside. One of these workers would be a professional Social Worker trained in outreach and homeless issues. This Social Worker would direct outreach efforts and supervise the other position, which would be held by a formerly homeless person with empirical knowledge of homelessness in Riverside. Direct Development and Human

Resources staff to create job descriptions for the two positions, and direct staff to bring the job descriptions back to City Council for approval within 60 days. Approve the allocation of up to \$75,000 from the City's 2003-2004 CDBG Public Service funds to fund these workers.

- 3) **Access Center:** It is crucial to the success of the Continuum of Care that there be a centralized Access Center where the homeless can receive Case Management, referrals, and support services. This Center would serve as an intake point for the Continuum of Care, and would provide a resource and point of contact for outreach workers, police and probation officers, faith based communities, and other groups that work with the homeless. The primary purpose of this facility would be to provide intake, assessment, referrals, and Case Management to the homeless, however it may also provide short term emergency shelter (24-72 hours before placement can be made with an emergency shelter provider), meals, mailboxes, job training, child care, or other services. The Access Center services will work in conjunction with existing services provided by the County of Riverside.

Recommendation: Conceptually approve the creation of an Access Center in the City of Riverside to serve as a first point of contact and service center for the homeless. Direct the Homeless Advisory Committee to define exactly what services the Access Center will provide and create a list of site criteria for the Center (i.e. square footage, proximity to public transportation) based on their expertise with the homeless. Direct City HCD staff to find tentative site locations based on the Committee's criteria, and to return to the City Council within 90 days with recommended sites, estimated costs, and possible funding sources.

- 4) **Emergency Shelter:** Once a homeless person has been integrated into the system at the Access Center and has agreed to participate in Case Management, they will need access to Emergency Shelter. There are currently only enough year-round shelter beds to serve approximately 600 people per year. To serve the estimated homeless population of 1,500 people over the course of a year, the City would need to create 150 more Emergency Shelter beds.

Recommendation: Conceptually approve the creation of 150 more Emergency Shelter beds in the City of Riverside. Direct the Homeless Advisory Committee to create a list of site criteria for an additional Emergency Shelter facility (i.e. square footage, proximity to public transportation) based on their expertise with the homeless. Direct City HCD staff to find tentative site locations based on the Committee's criteria, and to return to the City Council within 90 days with recommended sites, estimated costs, and possible funding sources.

- 5) **Homeless Services Coordinator:** The Continuum of Care is a complex system involving dozens of organizations – governmental, non-profit, and private – with various specialties. Likewise, homelessness is a multifaceted and complicated issue. The amount of time, attention, and expertise required by this issue requires a full time Staff position. In order to truly understand and coordinate this system and implement effective solutions to address homelessness, the City needs to assign a create a Homeless Coordinator position within the City. This person would be responsible and accountable for working with the Homeless Advisory Committee, writing grant proposals for project funding, administering funding sources, coordinating services with the County of Riverside and other homeless provider organizations, and ensuring the completion of homeless projects necessary to implement the Continuum of Care.

Recommendation: Create and hire a Homeless Coordinator staff position, answering directly to the City Manager, which is exclusively devoted to addressing homeless issues within the City of Riverside. This position would be a Coordinator level position, and would start at a salary of approximately \$52,000 per year plus benefits. Funding for this position could come from the General Fund, or, alternately, it could come from 2003-2004 CDBG funding.

A Note on Effective Enforcement of Public Behavioral Standards:

The committee recognizes that the community has a right to feel secure, free from harassment, and free to use public facilities for their intended use, and believes that the City should require responsible

behavior in public places and require private activities to be conducted in private domiciles. However, it is the committee's belief that the City should not consider adopting any new, more stringent ordinances and statutes regarding homeless enforcement until an Integrated Continuum of Care is in place. The ability to implement an effective enforcement program requires the availability of housing options and support services necessary to serve those homeless individuals and families who request and require assistance. Currently, strong enforcement of anti-loitering ordinances will only shift the homeless population from one location to another without solving the problem. Therefore, for the interim period while the Continuum of Care is being created, the committee recommends the enforcement of all existing ordinances prohibiting inappropriate, offensive, and unlawful public behavior. Once an effective Continuum of Care is available, the committee may discuss more aggressive ordinances.

PHASE II – Long Term Priorities (Strategies and recommendations for these items will be brought forward in more detail at a later date).

Long – Term Housing Strategies: The Continuum of Care identifies two types of housing availability which need to be addressed to ultimately resolve the homeless situation.

- **Transitional Housing:** Transitional Housing provides a stable location for an extended period of time with assistance provided to resolve economic and social issues facing the individual or family. During this time, households would continue to receive moderate to intensive case management services, including job training and placement, life skills training, substance abuse counseling, etc. to ensure that they are able to maintain their housing situation and work toward full independence.
- **Permanent Housing and Job Placement:** Permanent Housing and job placement are the ultimate goals of a comprehensive Continuum of Care: our objective is to give homeless individuals and households the tools and skills they need to live stable, independent lives. All homeless who enter the City of Riverside's Continuum of Care system will sign a social contract that includes permanent affordable housing and job placement. The Continuum of Care will strive to get the each client as close as the client's condition will allow to independent living. This solution require enough affordable housing within the community to meet the needs of the entire homeless population. The provision of affordable housing within the City of Riverside is discussed at length in the City's Housing Element and Redevelopment Housing Plan.

The committee will return to the Council within six months with recommendations regarding Transitional and Permanent housing.

FISCAL IMPACT:

The committee is proposing an allocation of up to \$75,000 from the City's 2003-2004 CDBG Public Service funds for the two outreach workers, and an allocation of up to \$75,000 (salary & benefits) for a Homeless Coordinator from either the General Fund or the City's 2003-2004 Public Services funds. Staff will return to the Council at a later date regarding the fiscal impact of the items for which the committee is asking conceptual approval.

ALTERNATIVES:

The Council could choose to modify or reject any or all of the committee's recommendations.

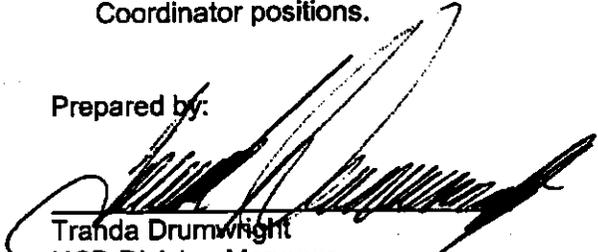
RECOMMENDATIONS:

That the City Council:

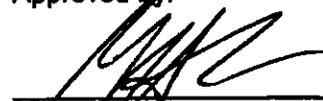
1. Conceptually approve the idea of a homeless prevention program; and
2. Approve an allocation of up to \$75,000 from the City's 2003-2004 CDBG Public Service funds to be used to hire two Outreach Workers as described above; and

3. Conceptually approve the creation of an Access Center in the City of Riverside to serve as a first point of contact and service center for the homeless; and
4. Conceptually approve the creation of 150 more Emergency Shelter beds in the City of Riverside; and
5. Approve the allocation of up to \$75,000 (for salary and benefits) for a Homeless Coordinator staff position as described above from either the General Fund or from the City's 2003-2004 CDBG funds; and
6. Direct the Homeless Advisory Committee and staff to bring back another report within 90 days making detailed recommendations regarding the homeless prevention program, sites and funding for the Access Center and Emergency Shelter, and exact job descriptions for the Outreach and Homeless Coordinator positions.

Prepared by:


Tranda Drumwright
HCD Division Manager

Approved by:


George Carvalho
City Manager

Approved as to form:

for 
Gregory P. Priamos
City Attorney

Certifies availability of funds:


Paul Sundeen
Finance Director

**REPORT OF THE CITY OF RIVERSIDE
HOMELESS ADVISORY TASK FORCE**

October 11, 2001





CITY OF RIVERSIDE

CITY COUNCIL MEMORANDUM

Honorable Mayor & City Council

Date: October 23, 2001

Item No.: 31

Subject: Homeless Task Force Report

Background

The City Council approved the formation of the City of Riverside Homeless Task Force Committee earlier this year. The charge to the Task Force was to provide advice, guidance, and recommendations to the Mayor and City Council in order to achieve a greater level of effectiveness and programming to address the City's homeless situation. The Task Force consists of leaders from government, community groups, homeless providers, as well as members from the faith-based community. In addition, the City provided a homeless program consultant to facilitate the efforts of the Task Force. The Task Force has been meeting at least once a month, since March.

For the last several years, the City of Riverside has participated in the County of Riverside's Continuum of Care Plan. In order to receive federal funding from the Department of Housing and Urban Development (HUD), public agencies have to establish their own Continuum of Care Plan or participate in an existing one. The Continuum of Care Plan is a comprehensive and coordinated housing and service delivery system for the homeless. The Plan is a planning model developed by HUD to provide a balance of emergency, transition, and permanent housing and social service resources to respond to the different needs of homeless individuals and families.

The attached report and its recommendations are intended to provide guidance to the Mayor and the City Council regarding implementation of a comprehensive Continuum of Care Plan. The City needs to take a more active role in the development and implementation of the Plan.

The Continuum of Care Plan also serves as a framework for the County of Riverside Continuum of Care application to HUD. Each year an application is submitted by the County, that includes eligible funding requests for homeless services. In order to be competitive, such requests from service providers for homeless services for the City's homeless population needs to be consistent with the County's Continuum of Care Plan.

Fiscal Impact

The recommendations noted in the report can be achieved through a collaborative effort between the City of Riverside and the County of Riverside. The City has to make every effort to apply jointly with the County for federal funding through the Continuum of Care annual funding cycle. On a project by project basis, a match of non-federal funds may be required as part of the application process.

Homeless Advisory Task Force
City of Riverside, California

October 23, 2001

Honorable Mayors and Members of the City Council
City of Riverside

Dear Mayor Loveridge and Members of the City Council:

Enclosed please find the final report of the City of Riverside's Homeless Advisory Task Force. You will note that our report includes ten recommendations in response to your charge to us that we provide advice, guidance and recommendations to you in order to achieve a greater level of effectiveness and programming to address the problems of homelessness within the City of Riverside.

We believe that the Task Force's recommendations recognize the need to be responsive to the needs of the entire community, the business community, residents, and homeless people themselves - and to find a realistic, practical and longstanding solution to the problem of homelessness in the City.

At their heart, our recommendations to you are intended to provide safe, comfortable, service-enriched program environments in which homeless residents will receive the tools necessary to achieve self-sufficiency and independent living through their participation in case management activities; build upon collaborative relationships with homeless service providers and other units of local government by insuring that the proposed program components are an asset to the community, and convince the public that case-management-based homeless services can be a positive presence in the community and promote homeless programs as places where community institutions--businesses, churches, social clubs, etc. through their members--can get involved as volunteers and engage homeless persons in positive activities.

We have appreciated the opportunity to be of service to you and the community:

Yours sincerely,

A handwritten signature in black ink that reads "John E. Brown". The signature is written in a cursive style with a long, sweeping underline that extends to the left.

John E. Brown, Chairperson
Homeless Advisory Task Force

REPORT OF THE CITY OF RIVERSIDE HOMELESS ADVISORY TASK FORCE

October 11, 2001

Introduction

The Mayor and City Council approved the formation of the City of Riverside's Homeless Advisory Task Force ("Task Force") earlier this year to advise the Mayor and City Council on matters relating to the homeless and the effects of homelessness on the community. The Task Force consists of leaders from government, community groups, business associations, homeless service providers, as well as representatives of the faith-based community. In addition, the City's homeless program consultant was available to assist the Task Force. The Task Force's charge was to provide advice, guidance, and recommendations to the Mayor and the City Council in order to achieve a greater level of effectiveness and programming to address the City's homeless situation. In order to do so, the task force or its drafting subcommittee agreed to meet at least once a month and has done so since March.

Current Continuum of Care Issues

For the last several years, the City has played an integral and increasingly active part in the development and implementation of the County of Riverside's ("County") Continuum of Care Plan ("Continuum of Care Plan") which is prepared by the County's Department of Public Social Services. The Continuum of Care Plan is a comprehensive and coordinated housing and service delivery system for homeless services developed by the United States Department of Housing

and Urban Development ("HUD"). It has been successfully implemented by local communities throughout the United States by providing a balance of emergency, transitional and permanent housing and service resources in response to the different needs of homeless families and individuals. This Continuum of Care system also serves as the framework for the homeless sections of the City's Consolidated Plan which is submitted to HUD every five-years as a condition of funding under a variety of federal programs. The City's current homeless strategy, particularly in terms of the needs of its homeless population and responses to these needs is set forth in more detail in the 2000-2005 City of Riverside Consolidated Plan approved on May 23, 2000.

Once a Continuum of Care Plan is established it should enable the homeless to move from a condition of dependency to permanent housing and self-sufficiency. This is generally accomplished through direct shelter care, case management, behavior monitoring and development of services that focus the efforts of the County, the City, other cities in the region, as well as service providers.

A Continuum of Care Plan also serves as the framework for the County of Riverside's Continuum of Care application to HUD.¹ Each year an application is submitted by the County that includes eligible funding requests for homeless services for the City. In order to be eligible for funding, competitive and successful, such requests from service providers for assistance in providing homeless services for the City's homeless population need to be consistent with the County's Continuum of Care Plan.

¹ In December of 2000, HUD approved \$1 billion in Continuum of Care grants to 2,633 projects in more than 350 communities nationwide.

To guide the Task force in fulfilling its responsibilities, the Mayor and the City Council specifically asked the Task Force to do the following:

- help further define the City's role and participation in the County's Continuum of Care Plan;
- assure that homeless programs, projects, and services within the City are not duplicated;
- affirm cooperation among all groups and individuals interested in the provision of homeless services;
- ensure that scarce resources are leveraged and used most effectively within the City.

Status of the City's Continuum of Care Plan

The Task Force has concluded that the Continuum of Care Plan designed by HUD and successfully implemented by cities and counties throughout the United States provides the framework to most immediately achieve the goals and objectives of the Mayor and City Council as noted above. The Continuum of Care Plan consists of the following elements:

1. Planning Process;
2. Fundamental Components in Continuum of Care System;
3. Your Community's Continuum of Care System under Development--Gaps and Priorities;
4. Project Leveraging and Mainstream/Supplemental Resources.

The Task Force has compiled the following findings and recommendations in order to provide guidance to the Mayor and the City Council regarding the full implementation of the City's Continuum of Care Plan which would help the City become an even more active partner in the development and the implementation of the County's Continuum of Care Plan. The Task Force's recommendations recognize the need to be responsive to the needs of the entire community - the business community, residents and homeless people themselves - and to find a realistic, logical and practical solution to the problem of homelessness in the City.

1. Full Implementation of the Planning Process

a. Finding:

HUD requires municipalities to list the specific names and types of organizations involved in the Continuum of Care process including local government agencies, nonprofit organizations, housing developers, neighborhood and business groups, banks, foundations, community organizations, faith-based institutions, and homeless/formerly homeless persons. In addition, HUD wants to know about each organization's level of participation in the planning process (e.g., attends monthly planning meetings, committee member, committee chair, etc.).

b. Recommendation #1:

The Task Force recommends that the Mayor and City Council form a standing "City of Riverside Homeless Intervention Commission" (RHIC) consisting of designated representatives from each

of the organizations listed above, as well as citizen representatives at large, including a representative of the homeless. A City employee should be designated to provide staff support to RHIC. The commission should meet once a month to identify local issues related to homelessness (e.g. case management services, shelter, public health and safety issues, etc.) and devise appropriate strategies to deal with homelessness as they relate to regional service areas, needs, and concerns. It should also formulate and make formal recommendations to the City Council with respect to developing, funding and effectively managing the City's Continuum of Care system. RHIC could also coordinate efforts of other City departments (e.g., police, parks and recreation) to cooperatively address problems of homelessness.

2. Fundamental Components in the Continuum of Care System

a. Finding:

Local jurisdictions are required by HUD to describe both the existing fundamental components of its Continuum of Care system as well as those components that the jurisdiction is working towards. More specifically, HUD asks that each jurisdiction list 1) the services in place, 2) services planned, and 3) how homeless persons access/receive assistance for each of the following continuum of care components:

- Homeless Prevention;
- Outreach/Assessment;
- Emergency Shelter;
- Transitional Housing;

- Permanent Housing;
- Permanent Supportive Housing;
- Supportive Services

b. Recommendation #2:

The Task Force recommends that the City conduct a current comprehensive inventory of homeless residential and non-residential services located within the City that could be developed to provide a comprehensive listing and up-to-date information about services for homeless persons. The City's Continuum of Care should then be revised to include this inventory. In addition, a brief survey should also be conducted that documents how homeless persons access and receive such services, or in some instances, do not receive such services.

3. The City's Continuum of Care System under Development--Gaps and Priorities

a. Finding:

As noted above, HUD requires each local jurisdiction such as the City to describe the fundamental components of its Continuum of Care system that the jurisdiction is working toward. In so doing, HUD asks that the local jurisdiction describe the data sources and methods (e.g., mail survey, street enumeration, shelter count, etc.) used to help determine what the jurisdiction is working toward and to note the dates of data collection.

b. Recommendation #3: Census of Homeless Persons and Follow-up Survey

The Task Force recommends that the City conduct a census of homeless persons within the City in conjunction with a count of homeless persons within the County conducted by the County Department of Public Social Services. The count should include observations/questions that would gather the following information about each homeless person counted: age, gender, ethnicity, and domicile (street or shelter) in order to better understand the specific needs of all homeless sub-populations within the City. The City should then conduct a representative survey using a more detailed questionnaire in an effort to assess such characterizations as education, income, physical and mental health, veterans' status, work history, probationary and parolee status and criminal backgrounds. This survey should be administered to at least 30% of the total number of homeless persons counted on a separate day within 30 days after the count.

4. Project Leveraging and Mainstream/Supplemental Resources

a. Finding

The most successful homeless service providers are those that leverage their own resources and the resources of other providers to enhance social service delivery. Leveraged resources can include case management services, volunteer time, equipment, building space, etc. Leveraging helps prevent the duplication of services and efforts. Two or more agencies could combine their efforts and resources towards the same need. In addition, HUD asks each local jurisdiction to list mainstream/supplemental resources that are being used to fill needs and gaps within its local

Continuum of Care system. Mainstream/supplemental resources include: 1) Community Development Block Grant funds, 2) HOME funds, 3) Section 8 Rental Housing, 4) state funding such as Emergency Housing Assistance Program (EHAP), 5) private foundation grants, 6) corporate gifts and donations, and 6) individual private donations.

b. Recommendation #4:

The task force recommends that the City conduct an inventory of resources available from public and private organizations regarding public funding, private staffing, public and private programs and other available resources to remediate the problems of homelessness. Afterwards, one or more workshops should be organized by the City to demonstrate how service providers could leverage these resources cooperatively and amongst themselves in order to help them to be more comprehensive in service delivery to avoid duplication and to make them more competitive for receiving public and private grants. Emphasis should be placed on involving faith-based organizations in the Continuum of Care Plan as a way of both facilitating leveraging of resources and filling gaps in the Continuum of Care Plan. For example, faith-based organizations could provide a source of volunteers who might otherwise assist in program staffing and emergency shelter programs and daytime outreach programs or assist in funding goods and services needed by the homeless. The goods and services provided by faith-based organizations should be provided in a manner which does not otherwise inhibit or jeopardize their religious mission, so long as such religious activities are provided in an appropriate context.

The Task Force also recommends that the City conduct an inventory of mainstream/supplemental

resources that have been previously accessed and are currently available from public and private organizations. Afterwards, a workshop (perhaps offered after the one noted above) should be organized and sponsored by the City that would demonstrate how service providers could obtain these resources from granting entities and leverage these resources among one another. Again, emphasis should be given on involving faith-based organizations.

The Task Force recommends that RHIC evaluate proposals and suggestions for project funding, submitted directly to the City or through the County-based Continuum of Care, and make substantive recommendations to the City Council. Such recommendations should specifically address funding of such proposals or projects and, in particular, possible levels of municipal funding that would maximize public (federal/state/local) and private funding in a matched or leveraged situation.

5. Full-Time Homeless Street Outreach Team

a. Finding:

Currently, the City/County Continuum of Care system does not include a full-time street outreach team that serves homeless persons only within the City and serves all homeless populations, although the County periodically provides some street level outreach services targeted at the mentally ill.

b. Recommendation #5:

A full-time street outreach team should deploy street outreach workers who link homeless people living on the streets to long-term case management, support services and housing alternatives in the City/County Continuum of Care. The Task Force recommends that the City contract with an existing homeless provider to provide a street outreach team. The street outreach team should work with social service providers to connect homeless persons living on the streets with needed services. The team should work closely with the Riverside County Department of Mental Health Homeless Intervention Team that links homeless persons with mental health needs to supportive services and appropriate residential accommodations. The team should also work closely with the Riverside Police Department to provide a social service alternative to law enforcement involvement when appropriate. As a result, the street outreach team will fill a gap in the City/County Continuum of Care and enhance the city's efforts to move homeless persons from the streets and into permanent and supportive living arrangements. The Task Force believes that the costs associated with a full-time street outreach team would be offset to some degree by savings associated with the current use of police officers to address street level nuisance issues of homelessness.

6. Centralized Intake and Assessment Center

a. Finding:

Currently, the City/County Continuum of Care system does not include a centralized intake and assessment center.

b. Recommendation #6:

The Task Force recommends that the Mayor and City Council further develop its homeless Continuum of Care by immediately developing a strategic plan and funding for its first two Continuum of Care components--outreach/intake/assessment. This strategy should be based upon the following findings and recommendations.

The City should develop and fund beginning in fiscal year 2002-2003 an Outreach/Intake/Assessment component for its City and County-based Continuum of Care ("City/County Continuum of Care") operating exclusively in the City. This strategy should incorporate the following ideas: a) Outreach should be based on the idea of engagement that occurs on the streets through a street outreach team; b) the goal of street outreach should be to provide emergency services on the street and to link homeless persons to an intake and assessment center (see recommendation 6 for details).

A centralized intake and assessment center (Access Center) should serve as the primary entry

point (outreach/intake/assessment) of the City/County Continuum of Care for individuals and families who are chronically homeless and intermittently homeless. The Access Center should bring the expertise of local social service agencies together under one roof to provide effective, efficient, comprehensive, and coordinated services to homeless clients. The ultimate goal of the Center should be to promote individual self-sufficiency, positive self-esteem, dignity, and personal growth that will help people to achieve and maintain stable sources of income, housing, and social relationships. In so doing, the Center should provide homeless persons access to a broad range of social services including employment assistance, housing placement assistance, mental health counseling and treatment, veterans services, information and referral, and on-going case management.

Successful implementation of the March Air Force Base Master Reuse Plan Homeless Assistance Plan is critical to the success of the City's Access Center and should substantially reduce some of the social problems in the region (Riverside, Moreno Valley, Corona) relating to homelessness.

8. Emergency Shelter Beds and Long-Term Emergency Shelter (Families and Individuals)

a. Finding:

Currently, the City/County Continuum of Care system does not include enough emergency shelter beds and related services for all homeless populations. The Emergency Cold Weather Shelter, a program run by the County Department of Public Social Services (DPSS), is located at

the Riverside Armory Building in Fairmount Park.²

The program houses homeless individuals during inclement weather and is open each year between December 1 and March 15. For the month of November and for the period March 16 through April 15, it may also operate depending on weather. The County, through a subcontractor, coordinates and provides services for the cold weather program. During FY 1999/2000 the shelter was open a total of 104 nights and took in 318 unduplicated clients, with a total of 7,990 bed nights.

b. Recommendation #7a:

The City/County Continuum of Care system should distinguish between short-term and long-term emergency shelter and base the distinction upon the following definitions:

- **Emergency Shelter (Short-Term)** should include temporary short-term facilities that provide residents with shelter either one-day at a time or up to seven consecutive days. Such facilities should include winter shelter programs which provide homeless persons shelter one day at a time and substance abuse detoxification programs which usually provide a detoxification experience over a 48 to 72 hour period. In addition, the provision of vouchers, certificates, or coupons that can be redeemed by low income individuals or families for temporary residence in hotels, motels, or other similar facilities should be included. Case management, may be or may not be,

² The City's initial efforts to conduct a census, and follow-up survey, of homeless persons could focus in 2001-2002 on those homeless persons using the Emergency Cold Weather Shelter.

provided as part of these residential activities. The Task Force acknowledges that some members of the homeless community may not agree to participate in a case management system while still seeking food services and temporary shelter assistance from time to time.

- **Emergency Shelter (Long-Term)** should include facilities that provide overnight shelter for up to 90 days. Clients must follow basic rules for health and safety, and there should be additional requirements for stay such as commitment to a case management plan, sobriety, participation in group meetings, etc. An Emergency Shelter (Long-Term) program should not only fulfill a client's basic needs (i.e., food, clothing, medical care) on-site but case management needs as well. All clients should be assigned to a case manager and have developed a case management plan with the case manager that will help them get off the streets and into appropriate housing. Clients usually move into transitional housing after their stay but, when appropriate, may move into service-enriched or independent-living affordable housing.

b. Recommendation #7b:

The City/County Continuum of Care system should develop a strategy to fully meet the long-term shelter needs of homeless individuals and families. This strategy should include two separate long-term shelter programs--one for individuals and the other for families. Both shelters should have the capacity to address the unmet needs identified as part of the census follow-up and survey previously recommended. This strategy is best accomplished by assisting clients to

achieve self-sufficiency and independence through their participation in case management activities. Each client should be assigned to a case manager who assists him or her in the following areas: case plan development, goal priority setting, daily and weekly schedule planning, monthly budget planning, and information and referrals. Clients should also be required to work with specialized case managers who assist them with special needs including: housing placement assistance, job placement assistance, and, when appropriate, mental health counseling, substance abuse counseling, and veterans' issues.

8. Centralized Location

a. Finding:

Currently, the City/County Continuum of Care system does not include a location that serves as a non-residential and residential entry point for homeless individuals and families.

b. Recommendation #8:

The City/County Continuum of Care system should include a centralized location that serves as a non-residential and residential entry point for homeless individuals and families. This centralized location should serve as a place where the continuum of care components noted above can be integrated into an effective homeless service delivery strategy. In other words, the street outreach team outlined in Recommendation 5, the intake and assessment center delineated in Recommendation 6, and the Emergency Shelter - Long-Term facility described in

Recommendation 7 should be closely linked together into an overall case management-based program. The location of these Continuum of Care components is important. These components should not only be integrated into an overall social delivery plan but integrated geographically as well. These components should be located under the same roof if possible, or located adjacent to one another.

9. Faith-Based Partnerships

a. Finding:

Faith-based organizations, such as the Salvation Army, Lutheran Social Services, and many churches, are actively involved in providing services to homeless individuals and families. Such involvement primarily comprises the distribution of food and clothing, particularly for persons living on the streets. The faith-based community is a largely integral source of support for the City/County Continuum of Care. Churches, synagogues, and other religious organizations could offer many resources to the City, including volunteer time and help.

b. Recommendation #9:

The City should develop a strategy for involving faith-based organizations within all of its continuum of care components. The City should develop and support organizationally a network of faith-based groups that could be woven into the Continuum of Care. For example, there is a faith-based network in the City of Corona which regularly schedules and utilizes the services of

faith-based organizations through one or more existing service providers. The City Council should consider the utilization of a similar network at a centralized location or other locations as appropriate. This strategy of involving faith-based organizations should incorporate the following ideas: a) providing food and clothing for long-term shelter residents; b) encouraging members to volunteer their professional expertise in the areas of education, health, law, etc.; and c) providing case management services by obtaining funding and hiring professional staff in collaboration with other community agencies for continuum of care programs in order to effectively help homeless individuals and families exit life from the streets. The City should discourage large-scale public feedings of the homeless in settings such as public parks by faith-based organizations. Such feedings discourage effective case management, perpetuate and prolong non-productive street life by homeless persons and can attract non-homeless persons simply looking for a handout.

10. Public Health, Safety and Welfare

This report also includes recommendations concerning nuisance activities that are often associated with homeless persons and the location and operation of homeless services. While the Task Force acknowledges that not all nuisance activities can be directly attributable to homeless persons, it also recognizes that nuisance activities such as loitering, camping in public places, littering, addictions, vandalism and exploitation of the poor are all problems related to homelessness. Negative impacts include:

1. the "magnet" effect of homeless persons from surrounding communities seeking

services;

2. the loitering and panhandling of homeless persons;
3. the disruption of public places, such as Fairmount Park and the Downtown Mall, and places of business by homeless persons who loiter or camp for extended periods of time. Each of these negative impacts can be mitigated through the following recommendations:

Recommendation #10. Public Health, Safety and Welfare.

10a. Prohibiting the distribution of food and clothing on-site to clients.

Food and clothing should not be part of the services offered on-site at the proposed centralized location for the program components noted above. Historically, food and clothing has created a "magnet" effect. For the purposes of this report, a magnet effect is defined as homeless persons coming from outside of the immediate service area for subsistent reasons such as food and clothing, as against substantive reasons such as case management (i.e. mental health care, substance abuse treatment, employment assistance).

10b. Enforcement of "Civility" Laws.

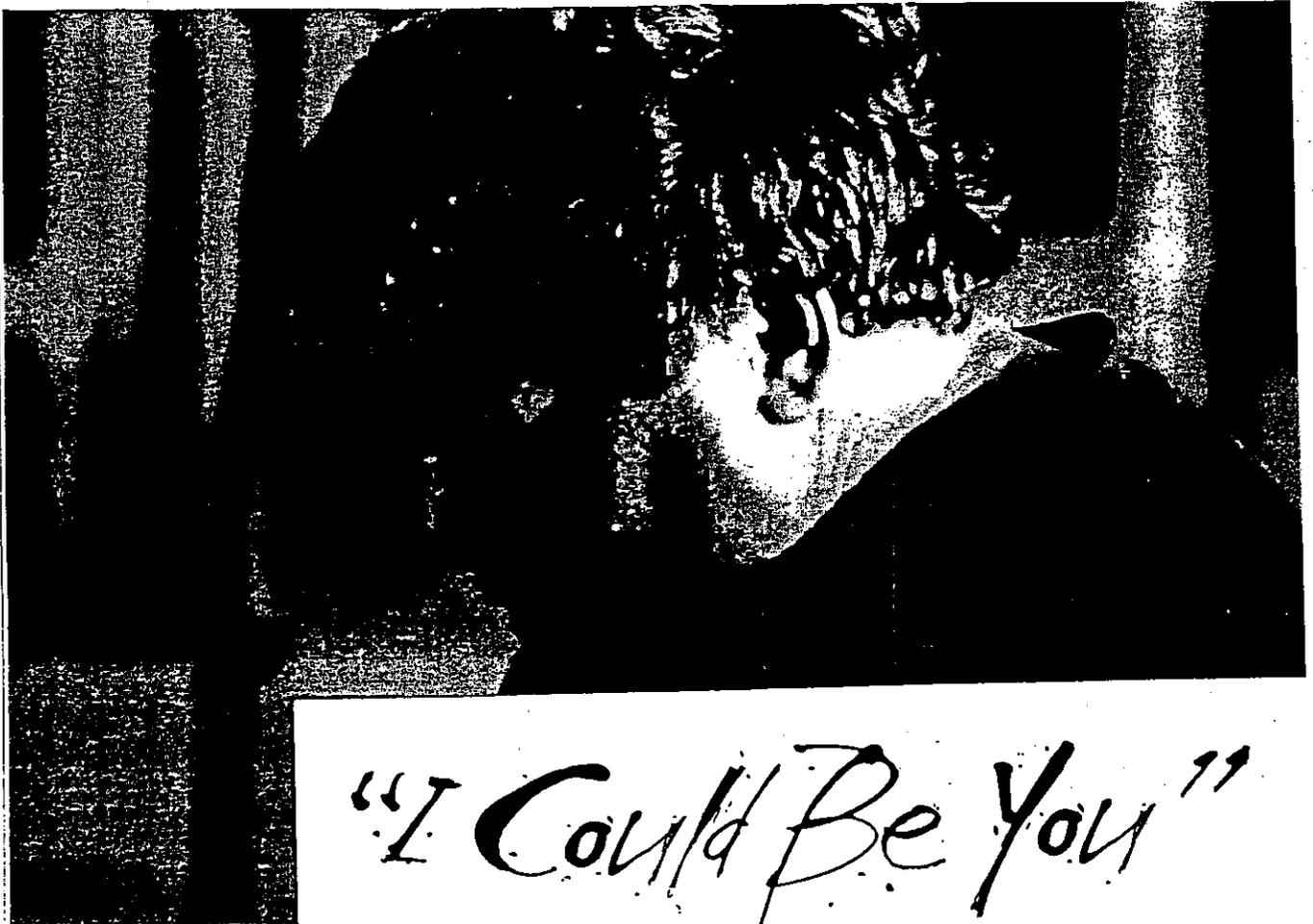
The City/County Continuum of Care should help homeless people access services throughout the region. The Continuum of Care should also challenge homeless persons through partnership with its street outreach teams and the Riverside Police Department, to respect the rights of others

and to conduct themselves in a responsible manner while they are on the streets. The City Council should expand and continue its "Public Safety: Safe Parks" initiative. The Riverside Police Department, particularly in Downtown Riverside, should initiate a comprehensive program regarding trespass enforcement on private property. The Chamber of Commerce should encourage private property owners to post private properties in a manner which will permit the RPD to enter into private property to enforce California Penal Code Section 602. Enforcement of municipal code ordinances relating to urination/defecation in public, open containers and drinking in public should be consistently enforced. The City Council should consider installation of additional public restrooms. The City Council may also wish to give some consideration to laws, like those in Santa Barbara, Seattle and Santa Ana, which prohibit in certain limited circumstances, camping in public as well as sitting or lying down on public sidewalks in Downtown and neighborhood commercial zones.

10c. Ensuring that each proposed Continuum of Care component be case management based.

Case management such as employment assistance, housing placement, mental health care, and substance abuse treatment should be the central focus of each proposed program component. Such services do not create a "magnet" effect. In other words, a mental health care case manager or a substance abuse treatment case manager simply does not attract homeless persons from surrounding neighborhoods or communities unless these persons are serious about exiting their life on the street. Thus, homeless persons partake of the proposed program components for substantive reasons and not just subsistent reasons.

Implementing the two recommendations above will also prevent loitering in and around the proposed program components. Loitering potentially happens when homeless programs provide subsistent services such as food and clothing. Providing substantive services such as substance abuse treatment and mental health case management does not encourage loitering. Homeless people simply do not line up in lines and/or just stand around waiting to see a case manager.



"I Could Be You"

WHO CAN EASE MY PAIN?

Discrimination comes in many forms. Some more obvious than others.

A successful, educated, Vietnam Vet, John, 47, never thought his life would turn out like this. He helped devise HUD programs for the homeless, then became one. He is unhappy and ashamed that he has no motivation to change it.

He remembers the metamorphosis of his life as if it were yesterday: One month before his 40th birthday, his mother asked him to watch "20/20." They were doing a special about women who took DES (a synthetic estrogen that was taken by pregnant women in the 50s in the belief that it would prevent miscarriage and premature births) and the long-term effects it had on their offspring. The study proved that men, now in their early 40s, could gain a considerable amount of weight in a very short period of time due to the thyroid glands enlarging. She told him she had taken the drug.

Already tall, and weighing 235 pounds, in the 18 months that followed, John gained 300 pounds.

He saw doctor after doctor, but since this discovery was new, they could offer no solution. A hospitalized, medical diet and physical therapy were suggested, but it would cost thousands of dollars and months away from work. He couldn't afford it. He's a Vet, but they couldn't help him; they had programs for substance abuse and mental illness, but none for weight. He continued to work although the pain increased.

His blood pressure was up, his circulation poor, and then he pulled a sciatic nerve in his back. The pain was intense and he began having troubles sleeping. No one could help him, not even himself. His job ended when funding ran out, and he lost his home.

Homeless, he lived in parks during the day and shelters at night.

He applied for part-time jobs and tested high. He didn't get them, he believes, because of his appearance. "People think I'm large because I'm lazy. I'm having a hard time accepting myself. Sometimes they say that you stay heavy to protect yourself."

John lowers his head, his eyes closed and softly says, "I don't want to be here anymore. I wanna be in a house, watching TV, like everyone else."

(Since this story was written, John is off the streets looking forward to a better life and enjoying TV, like everyone else.)³

³ The Homeless Advisory Task Force wishes to acknowledge "It Could Be You," images, photos and stories of local, structurally challenged individuals and families for this portrait of homelessness and the cover photo. Photos by Sheryl Kaiulani; images by Don Daniels; stories by the people living them.

Riverside County Department of Public Social Services

**REPORT TO THE BOARD OF SUPERVISORS
ON THE
STATUS OF HOMELESS PROGRAMS IN RIVERSIDE COUNTY**



November 2002

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EXECUTIVE SUMMARY

In the past four years, Riverside County has experienced a significant increase in services available to the homeless. Some of these services have developed as a result of independent efforts, while others have developed in collaboration with the impacted communities and with financial assistance from public and private agencies.

In our last report, we identified the need for new short and long-term shelter services in various communities throughout the County and a strategy for pursuing the development of those projects. In addition, we were beginning an aggressive campaign for HUD funding to support existing and new service providers at a level commensurate to per capita funding levels in other jurisdictions. In this report, we provide an update on the status of these efforts, identify changes in services and funding levels and identify goals to further both the development of services and compliance with new and anticipated Federal and State policy changes.

Following is a summary of the goals that are identified throughout the report:

Goals:

1. That the County facilitate strategic planning efforts with the affected cities within regional areas to further the Continuum of Care planning process and the development of additional homeless services.
2. That the County, in coordination with the cities and service providers, conduct a census of the homeless.
3. That the County continue to work with HUD officials to ensure that service providers are able to continue providing services without undue administrative hardship in complying with HUD's new policies and procedures and without increasing the County's liability.
4. That DPSS pursue providing a cash advance equivalent to one month of the grant allocation to each HUD funded service provider.

STATUS OF HOMELESS SERVICES

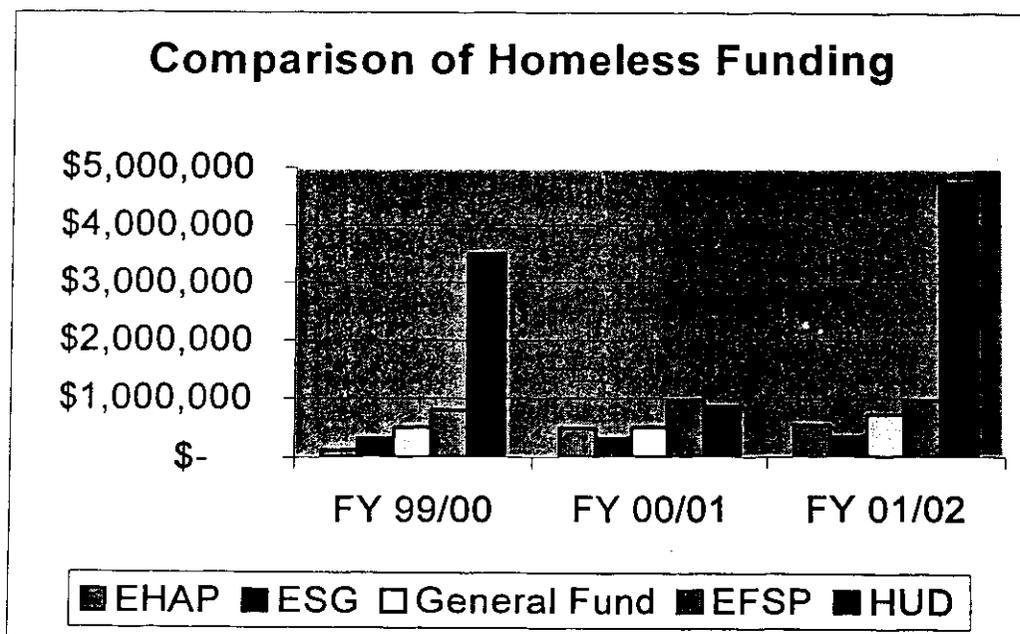
During the last 18 months, the County has experienced several changes in homeless services. There has been an increase in service providers identified for both shelter and supportive services, several new shelter projects have been completed and/or are nearing completion, participation in the Continuum of Care planning process has expanded, involvement of faith-based organizations has increased, and several of the cities have had increasing involvement in the planning process. Attachment A includes a model of the Continuum of Care and the services that are currently available within each supervisorial district.

Countywide the change in services is as follows:

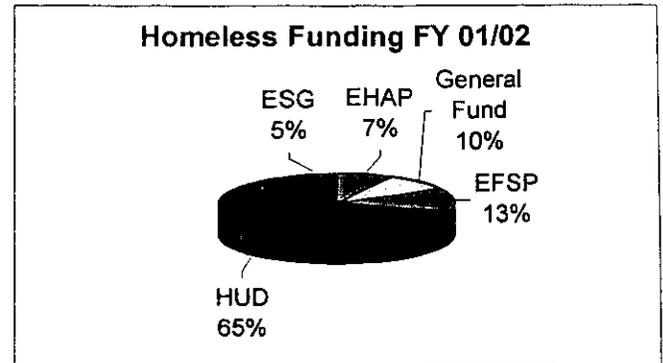
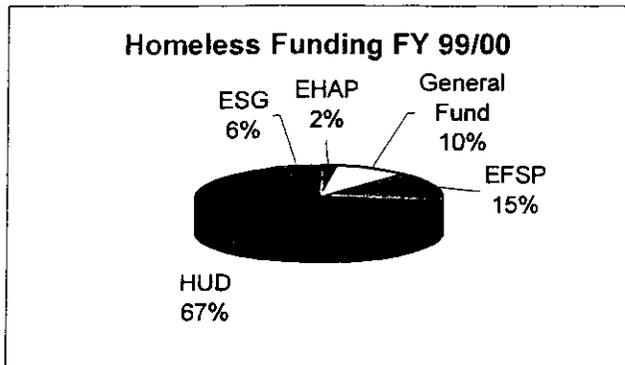
- An additional 211 shelter beds have been identified and/or developed.
- An additional 523 beds are in development or pending approval.
- There are 3 new supportive service providers.

During this time, the level of State, Federal and local funding available for homeless programs has grown. In particular, the campaign for additional HUD funding resulted in an increase of \$2.3 million between FY 00/01 and FY 01/02. State funding for Emergency Housing has steadily increased since FY 99/00; however, the budget for FY 02/03 has been reduced due to the State budget shortfall.

As the graph illustrates, HUD funding continues to be the largest source of public funding available for homeless services.



The charts below illustrate that proportionally, the funding sources have remained nearly the same over the last two years.



It is important to note that HUD funding can only be used for transitional and permanent housing, while ESG and EHAP are used for emergency shelter services and EFSP is used for emergency shelter and supportive services.

In response to increased costs associated with emergency shelter services, the County General Fund contribution has nearly doubled from FY 99/00 to FY 02/03. In addition to the County, cities such as Riverside, Corona and Palm Springs have redirected funding to augment current funding for homeless services. The City of Blythe also donated property for the development of a new shelter.

Aside from these on-going funding sources, there have also been some one-time funding opportunities, including the State funded capital improvement program. Four service providers successfully competed for funding receiving a combined total of \$1.6 million to support the construction/renovation of homeless shelters.

As a result of the voters' approval of Proposition 46, an additional \$251 million in funding will be available statewide for emergency and transitional housing projects. We have invited a representative from the State Department of Community Housing and Development to meet with our service providers and the faith-based community to discuss the application process for these funds.

It is important to note that the funds that are distributed by the County are largely grant-based and subject to change each year through competitive award processes. As a result, service providers do not operate with a guarantee of funding from year to year. This factor combined with an increasing complexity in administering grant funded projects, has created reluctance among some service providers to seek funding from these sources. HUD is one of these funding sources, which is discussed in greater detail later in this report.

STATUS OF SHELTER SERVICES

A fundamental function of addressing homelessness is providing shelter. In the previous report, DPSS identified the need for additional emergency, transitional and permanent housing in various areas of the county, and included both short term and long-term plans for the development of those services. During the last 18 months, several new shelter projects have become operational, a few others have progressed significantly towards implementation, while others have made little progress. The success of many homeless projects is largely dependent upon the synergy developed when services providers, public agencies and the affected communities collaborate.

One of our long-term goals was to facilitate coordination of those parties in the pursuit of new shelter projects. Projects in Riverside, Blythe and Palm Springs have made significant progress as a result. Additionally, expanded participation in the Continuum of Care planning process has resulted in new partnerships and stimulated projects and services in new ways. Recently, the city managers of Riverside, Corona and Moreno Valley have expressed interest in participating in a strategic planning effort for homeless services for the region which would feed into the Continuum of Care Planning process. Regular meetings will be scheduled to facilitate those planning efforts.

Strategic planning in collaboration with cities in the County is a key factor to the success of future projects. As a result, DPSS has included it as an ongoing goal:

GOAL:

That the County facilitate strategic planning efforts with the affected cities within regional areas to further the Continuum of Care planning process and the development of additional homeless services.

In the previous report, DPSS identified the following short term goals in order to bridge the gap in shelter beds available as well as place a greater emphasis on moving individuals towards self-sufficiency:

- Extend and expand the services provided at emergency shelters
- Include the requirement for a case management plan and other services, where possible
- Require compliance with a case management plan as a condition for shelter services.

Several shelters provide these services to a degree. Under the contract just executed with the Institute for Urban Research and Development (IURD), all of these elements are in place for the Riverside Shelter complex. We will be monitoring this project closely with the hope of using it as a model in other areas.

Our long-term goals included developing a transportation system to get homeless shelter residents to out-of-shelter support services and to get children to daycare. On an experimental basis, we have requested IURD to provide transportation or arrange for transportation for residents of the Riverside Shelter. Based on the outcome of this

arrangement, we may require transportation services be included in other shelter projects.

Following are the emergency and transitional shelter projects that were previously identified and their current status:

EMERGENCY SHELTERS

LOCATION	NO. OF BEDS	STATUS	CURRENT STATUS
Riverside Family Shelter	50	<ul style="list-style-type: none"> Funding secured; Selection of Contractor in Progress; Pursuing Conditional Use Permit. 	<ul style="list-style-type: none"> Construction is in progress; estimated completion is early December 2002.
Blythe/Ripley	30-50	<ul style="list-style-type: none"> Site identified; City and Non-Profit Organization applying for EHAP Capital Grant. 	<ul style="list-style-type: none"> City donated property; EHAP Capital Grant received; Seeking additional funding to proceed with project.
Lake Elsinore	30-50	<ul style="list-style-type: none"> Seeking local jurisdiction support. 	<ul style="list-style-type: none"> Supervisor Buster initiated discussions with the City of Lake Elsinore and service providers to facilitate the development of homeless services. Two homeless shelters are currently operating in the unincorporated area of Lake Elsinore. The County is working with the service providers to obtain Conditional Use Permits.
Banning/Beaumont	30-50	<ul style="list-style-type: none"> Seeking local jurisdiction support. 	<ul style="list-style-type: none"> No change
Temecula/Murrieta	30-50	<ul style="list-style-type: none"> Seeking local jurisdiction support 	<ul style="list-style-type: none"> Supervisor Buster initiated discussions with the city councils in Lake Elsinore, Murrieta and Temecula to facilitate the development of homeless services. Temecula indicated support for the development of services in French Valley (unincorporated area). The County is working with an Episcopal Church official in Temecula that is trying to raise interest for a homeless shelter supported by that parish.

TRANSITIONAL SHELTERS

LOCATION	BEDS	STATUS - FEBRUARY 2001	CURRENT STATUS
Riverside - Transitional Shelter for Pregnant/Post Partum Women with Substance Abuse (MFI Inc.)	54	<ul style="list-style-type: none"> Funding Secured. Construction/Rehab in progress; Anticipated completion by end of 2001. 	<ul style="list-style-type: none"> Project operational effective December 2001.
Western Riverside County at M.A.R.B. for Veterans (U. S. Vets)	50	<ul style="list-style-type: none"> Site approval granted in December 2000; Environmental Assessment to be completed by March 2001; Construction /Rehab to begin in 2001; Anticipate completion by early 2002. 	<ul style="list-style-type: none"> Site approval retracted. Awaiting approval of the Joint Powers Commission.
Western Riverside County at M.A.R.B. for Families (Lutheran Social Services)	120	<ul style="list-style-type: none"> Availability of site pending lawsuit; Grant application will be made Spring 2002. 	<ul style="list-style-type: none"> Grant application was approved. Site approval granted. Environmental assessment to be completed.
Western Coachella Valley	100- 120	<ul style="list-style-type: none"> Seeking Service Provider and Local Jurisdiction Support 	<ul style="list-style-type: none"> Land has been donated for a comprehensive homeless project; Desert AIDS Project is taking the lead with cooperation from County Departments of Mental Health, Public Social Services, Economic Development and non-profit agencies from the area. Awaiting action by the Palm Springs City Council.
I-15 Corridor (Temecula, Murrieta, Lake Elsinore)	70- 130	<ul style="list-style-type: none"> Seeking Local Jurisdiction Support 	<ul style="list-style-type: none"> Supervisor Buster initiated discussions with the city councils in Lake Elsinore, Murrieta and Temecula to facilitate the development of homeless services. Focusing on emergency shelters first.
Blythe	60- 100	<ul style="list-style-type: none"> Seeking Local Jurisdiction Support 	<ul style="list-style-type: none"> Focusing on completion of emergency shelter first. Need to develop qualified service providers in the Blythe/Ripley area.
Banning/Beaumont	60- 100	<ul style="list-style-type: none"> Seeking Local Jurisdiction Support 	<ul style="list-style-type: none"> No change.
Western Riverside	80-	<ul style="list-style-type: none"> Seeking Local Jurisdiction 	<ul style="list-style-type: none"> City of Riverside has

LOCATION	BEDS	STATUS FEBRUARY 2001	CURRENT STATUS
County	100	Support	<p>acknowledged that current shelters are not sufficient to address regional homeless needs.</p> <ul style="list-style-type: none"> Continue to work with the City Task Force to recommend the development of a transitional housing project.

HOUSING FOR FORMER FOSTER CHILDREN

LOCATION	BEDS	STATUS FEBRUARY 2001	CURRENT STATUS
Riverside (Operation Safehouse)	20	<ul style="list-style-type: none"> Should be finalized March 2001; Construction/Rehab to begin soon; Anticipated completion by end of 2001. 	<ul style="list-style-type: none"> Construction took longer than expected. Services began in March 2001, prior to completion of construction. First participants moved in June 2002.
I-15 Corridor	30	<ul style="list-style-type: none"> Recommend State Legislative Proposal for additional funding 	<ul style="list-style-type: none"> Operation Safehouse attempted to develop a project for the 2002 Super NOFA application. They were unable to locate a reasonably priced property in the Temecula area. Will attempt other areas in the same general vicinity in a future application.
Coachella Valley	30	<ul style="list-style-type: none"> Recommend State Legislative Proposal for additional funding 	<ul style="list-style-type: none"> Need a qualified service provider and local jurisdiction support.

PROPOSED SHELTERS

In terms of continuing efforts to develop additional shelter services, it is becoming increasingly important to obtain concrete information about the homeless population that we are serving. This issue is discussed in greater detail in the next section. Pending the availability of this information, we continue to see the need for the following shelters:

Emergency Shelters/Day Shelters

Location	Number of Beds	Next Steps
Riverside	Day Shelter	<ul style="list-style-type: none"> The City of Riverside has expressed interest in the development a day shelter for the homeless. DPSS will collaborate with the City to identify a site, funding and supportive services.
Lake Elsinore	30-50	<ul style="list-style-type: none"> Obtain Conditional Use Permits for the two current service providers Expand services or identify additional service providers to increase shelter beds available Continue to work with the community regarding site, funding and supportive services
Temecula/Murrieta	30-50	<ul style="list-style-type: none"> Continue to work with the service provider and the community to develop a facility.
Banning/Beaumont	30-50	<ul style="list-style-type: none"> Facilitate a meeting with the city and service providers to assess the demand for services.
Palm Springs	100	<ul style="list-style-type: none"> Continue to work with the community and service providers regarding a site and funding.

Transitional Shelters

Location	Number of Beds	Next Steps
March ARB (U.S. Vets)	50	<ul style="list-style-type: none"> Continue to work with the Joint Powers Commission regarding the approval of a site.
March ARB (Lutheran Social Services)	120	<ul style="list-style-type: none"> Continue to work with the Joint Powers Commission and the service provider to proceed with the project.
Western Riverside County	80-100	<ul style="list-style-type: none"> Continue to work with the City Task Force to recommend the development of a transitional housing project.
I-15 Corridor (Lake Elsinore, Murrieta, Temecula)	70-130	<ul style="list-style-type: none"> Continue to work with the community regarding site, funding and supportive services
Banning/Beaumont	60-100	<ul style="list-style-type: none"> Facilitate a meeting with the city and service providers to assess the demand for services.
Palm Springs	100-120	<ul style="list-style-type: none"> Continue to work with the community and service providers regarding a site and funding.
Blythe	60-100	<ul style="list-style-type: none"> Work with local service providers to increase capacity.

Housing for Former Foster Children

Location	Number of Beds	Next Step
I-15 Corridor (Lake Elsinore, Murrieta, Temecula (Former Foster Children)	60	<ul style="list-style-type: none"> Identify an affordable site to develop the shelter.
Coachella Valley (Former Foster Children)	30	<ul style="list-style-type: none"> Identify a service provider and work with the region to identify a site and funding.

Permanent Housing

With regard to permanent housing, HUD has mandated in its most recent Super NOFA that its goal is to eliminate chronic homelessness by 2012. Many communities are responding to this with a renewed emphasis towards permanent low-income housing.

As part of the Housing Element required by the State, the County as well as each city is required to identify the number of low-income housing units that are planned for development. Currently, there are over 7,000 families receiving financial assistance through DPSS' CalWORKs program who incur housing costs in excess of HUD's allowance. The implication is that these families are paying more than they should given their income level. The lack of low-income housing is the primary cause for this situation. The overall population in need is likely to be much greater than this, especially if other components of our population, such as senior citizens with fixed incomes are included. Based on the current housing elements, the number of low-income housing units planned will not meet the need. Nonetheless, any progress towards the development of these homes will be a step in the right direction. DPSS will coordinate with each of the agencies to facilitate, where possible, the development of these homes.

CONDUCTING A HOMELESS CENSUS

One consistent dilemma that has effected the development of homeless services is the lack of information about the homeless in our region. Knowing the number of homeless persons in Riverside County is critical to developing a successful plan to end homelessness. In addition, we need to learn:

- how long they have been homeless,
- why they are homeless,
- how ready they are to successfully attain and keep their own home,
- whether they have mental illness or substance abuse problems,
- what they need to become self-sufficient, and
- what programs are available or need to be developed that can help,
- where the homeless populations are located so that services can be located in proximity to where the need is.

We have recognized the need for this information and have been attempting to develop a census methodology, but have come to realize that in order to be effective, a certain level of expertise is necessary as well as a strong collaborative approach to collecting the information. Several jurisdictions have recently completed homeless censuses and San Bernardino County is in the process of implementing a census. As a result, we have been able to gather a lot of helpful information.

GOAL:

That the County, in cooperation with the cities and service providers, conduct a census of the homeless.

Through our discussions with organizations familiar with conducting homeless counts, we have learned that the best time to conduct a homeless census is during the winter months when many of the homeless population who prefer living outdoors venture into cold weather shelters for protection from the elements.

Our hope is that through a collaborative effort, there will be support for the outcome of the data collected and any recommendations for services that are developed as a result.

DPSS will bring forward a proposal to conduct a census for the Board's approval within the next few weeks.

STATUS OF HUD PROJECTS

At the time of our last report, the County had been advised of a reduction in HUD funding. As a result, the County initiated a campaign to seek additional HUD funding through a combination of increased federal lobbying and administrative efforts to improve our Consolidated Application for funding. As a result of these efforts, we are pleased to report that our allocation from HUD increased from \$860,810 to \$4.7 million. This change in funding results in an increase from \$0.57 to \$2.90 per capita.

The 2001 application supports the renewal of five existing projects and four new projects that are expected to bring 146 new beds to the County and add six more outreach staff to the Mental Health Homeless Intervention Team in the eastern portion of the county.

Following is a list of the approved projects in order of their ranking in the Consolidated Application:

2001 Approved Projects

Organization Number of Beds Population Served	Renewal/New	Amount Requested Time Period
U. S. Veterans' Initiative 26 unit through this grant; 52 beds overall Disabled Homeless Veterans	New	\$781,200 10 years
Housing Authority of Riverside County 32 units Disabled Mentally Ill	New	\$1,095,300 5 years
Desert AIDS Project Supportive Services Only Victims of AIDS/HIV	Renewal	\$250,022 2 year
Valley Restart Shelter, Inc. 14 units General Homeless	Renewal	\$135,874 2 years
Whiteside Manor 30 beds Dually Diagnosed	Renewal	\$941,219 1 year
Episcopal Community Services 30 beds Victims of HIV/AIDS	Renewal	\$463,464 2 years
Mental Health Homeless Intervention Team 6 Additional Positions for Outreach	New	\$543,383 2 years
Lutheran Social Services 80 Transitional Beds Families	New	\$558,011 2 years
TOTAL AMOUNT APPROVED:		\$4,768,277

The 2002 application requested \$4,337,560 in support of 7 projects. With one exception, all applications submitted in the 2002 application are renewals. The new project is an expansion of the County's I-XIST Automated Homeless Case Management System, which will fulfill a new HUD requirement for an integrated

Homeless Information Management System. We do not expect to get formal word from HUD on the status of these projects until late November or December 2002.

Those applications submitted in the 2002 Consolidated Application are listed in ranking order, as follows:

2002 Proposed Projects

Organization Number of Beds Population Served	Renewal/New	Amount Requested Time Period
Martha's Village & Kitchen 120 Transitional Shelter Beds Families and Individuals – General Homeless	Renewal	\$1,575,000 3 years
Shelter From the Storm 112 Transitional Shelter Beds Domestic Violence	Renewal	\$750,000 3 years
MFI Recovery Center 20 Transitional Beds Young Women with Substance Abuse issues w/their children	Renewal	\$263,742 3 years
DPSS – Expansion of I-XIST No Beds All Homeless	New	\$587,730 3 years
ABC Recovery System 40 Transitional Beds Substance Abuse	Renewal	\$145,241 3 years
Whiteside Manor 30 beds Dually Diagnosed	Renewal	\$941,219 1 year
Housing Authority 17 units Homeless Mentally Ill	Renewal	\$74,628 1 year
TOTAL AMOUNT REQUESTED		\$4,637,566

A full listing and description of all HUD projects can be found in Attachment B.

NEW HUD REQUIREMENTS

As a result of federal policy changes, HUD has recently placed a significant emphasis on project progress and compliance with regulations. Even prior to these changes, DPSS required that project sponsors submit supporting documentation with their claims in order to ensure that the expenditures were appropriate to the grant terms. In addition, it is worth noting that HUD would hold the County financially liable for any findings for lack of compliance. Most recently, HUD has provided direction and training which has caused DPSS to impose several changes upon our project sponsors and to implement a new monitoring process.

Many of our service providers have a strong commitment to the services, but have limited resources to handle the administrative requirements associated with the grants. This is compounded by the fact that the grants have small allocations for administrative costs. Several service providers have expressed concern about continuing with their projects because of the current administrative burden.

In light of these concerns, DPSS is working closely with HUD officials to determine how to lessen some of the requirements while minimizing the County's exposure of an adverse finding from HUD for lack of compliance. With increased monitoring activities, other requirements can likely be reduced without unduly increasing the County's liability. However, it is also worth noting that the HUD funding received by DPSS does not cover the cost associated with the increasing administrative burden of overseeing the HUD grants. Staff and financial resources are currently being redirected to accommodate these requirements.

An additional complicating factor for many service providers is the fact that HUD funding is provided on a reimbursement basis only. This is proving to be a financial hardship to many of the service providers. As a result, DPSS is interested in providing a cash advance equivalent to one month of the grant allocation. In order to proceed with this, DPSS would have to use County funding to float the advance; however, it could be accomplished within the existing budget without any additional allocation of County funding

GOALS:

In order to ensure that the County is able to retain existing and gain new service providers, DPSS has established the following goals:

- 1. That the County continue to work with HUD officials to ensure that service providers are able to continue providing services without undue administrative hardship in complying with HUD's new policies and procedures and without increasing the County's liability.***
- 2. That DPSS pursue providing a cash advance equivalent to one month of the grant allocation to each HUD funded service provider.***

CONCLUSIONS

In conclusion, with the addition of 211 beds and 3 service providers, more services are available to assist the homeless. The development of these services is primarily as a result of the:

1. Recognition that there is a need;
2. Collaboration among the affected communities and services providers; and,
3. Combined resourcefulness in securing a site and funding for on-going operations.

While progress is being made, there is still a need for additional shelter beds and supportive services. With the completion of a census of the homeless, much needed data will be available to clarify where services are needed and set the stage for the development of those services. In addition, DPSS will seek opportunities to engage affected cities in the strategic planning for these services. With the approval of Proposition 46, we may be able to secure a portion of the new State capital funding available for emergency and transitional shelter projects.

Since HUD is such a significant funding source, DPSS will continue to work closely with project sponsors and HUD to sustain existing services and seek new service providers. In light of HUD's new mandate, DPSS will also be working closely with city and county officials regarding the development of permanent low-income housing.

SECTION II

CONTINUUM OF CARE

The Continuum of Care is a comprehensive system of homeless services designed to support people through the process of transitioning from homelessness to self-sufficient living. The main components of the Continuum of Care include Intake/Assessment, Short-Term Emergency Shelter, Case Management, Long-Term Emergency and/or Transitional Shelter, and Permanent Affordable Housing. There are many supplementary services, however, that are crucial to the success of the system, and these services will be discussed, as well.

Below is a list of services important to the City of Riverside's proposed Continuum of Care. Following this list, each service will be discussed in detail followed by a holistic picture of the Continuum of Care.

COMPONENTS OF THE CONTINUUM OF CARE

- **Homeless Prevention:** Services will be provided to prevent households from becoming homeless.
- **Feeding the Homeless:** Meals will be provided by the faith-based community for the homeless (for those in shelter programs and those on the street) at faith-based facilities or local shelters.
- **Outreach Workers:** Two proposed Outreach Workers will educate the homeless on the services available and to encourage them to participate in the Continuum of Care.
- **The Access Center:** A proposed Access Center will provide Short-Term Emergency Shelter and Intake and Assessment services. It will be a one-stop center where the homeless can receive immediate shelter, needs assessment, and beginning case management.
- **Project ACHIEVE:** Project ACHIEVE is a combination of the former Men's Shelter, the new Women's and Children's Shelter, and a Case Management program for residents and non-residents. It provides Long-Term Emergency shelter and a rigorous case management component to transition clients from homelessness to self-sufficiency within 90 days.
- **Safe Havens and Other Shelter Providers:** Small non-profit houses, called Safe Havens, provide residence for up to six mentally ill clients in a safe and supportive setting. Other Shelter providers specialize in helping those with a history of substance abuse or domestic violence, recent parolees, or teenagers and young adults.
- **Non Residential Homeless Providers:** Many agencies and organizations provide support services for the homeless, helping them with financial planning, child care, health services, employment, registration for government programs, legal assistance, etc.

- **Permanent Affordable Housing:** The Continuum will help the homeless find stable, permanent housing in which residents pay no more than 30 percent of their income for housing expenses.
- **Homeless Coordinator:** The City proposes a new Homeless Coordinator position to implement the entire Continuum of Care system. This position would be housed in the Housing and Community Development Division of the Development Department.

DETAILS OF THE CONTINUUM OF CARE

Homeless Prevention

What It Is: At some point, many low-income households become at-risk for homelessness, and require one-time financial assistance to stay in housing. Services might include one-time assistance with rent, utility bills, or mortgage payments. Households may also require ongoing education, assistance, or life skills training in order to stabilize and maintain their housing situation. Such training or assistance could include landlord/tenant mediation, financial planning, credit counseling or help finding new housing before an eviction/foreclosure forces the household onto the streets.

Existing Services: The Fair Housing Council provides landlord/tenant mediation, Springboard offers consumer credit counseling, and Project ACHIEVE's case management program provides financial planning and help finding new housing.

Gaps in Services: The Salvation Army receives funds from FEMA to provide one-time assistance for rent, utilities, or food. These funds, however, are generally expended two months into the fiscal year, leaving a ten-month gap when no services are available. There is a great need for an adequately funded Emergency Homeless Prevention Program that provides one-time financial assistance for rent/mortgage payments or utility bills in order to prevent homelessness.

ACTION 1: Direct the Homeless Coordinator to conduct a Request For Proposals (RFP) to find a service provider to run a homeless prevention program and to bring back an agreement with a provider for City Council consideration.

TIMELINE: Within 90 days of Homeless Coordinator start date

Faith-Based Feeding Program

What it is: The faith-based community is dedicated to providing meals for the homeless (for those in shelter programs and those on the street). This feeding occurs at a variety of faith-based centers throughout the City and provides a fairly comprehensive feeding program. There are also faith-based groups that do not have a site within the City of Riverside and that currently use the parks (especially Fairmont) to feed the homeless. This feeding is separate from the Guest Chef program at Project ACHIEVE or the proposed meals at the Access Center, both of which are limited to people staying at the shelters.

Existing Services: The attached Meal Schedule (Exhibit II-A) shows the times, locations, and service providers for all the known meals offered on a regular basis within the City of Riverside.

Gaps in Services: As the Meal Schedule shows, there are no meals provided on Saturday, and only minimal meals provided on Sunday, Monday, and Thursday.

Feeding in the Parks: Several providers are currently offering meals in Fairmont Park, which the City considers an inappropriate venue for homeless feeding. These providers have indicated they are willing to provide food at other locations but that they do not have a facility within the City where they can provide these services.

At one time, the Homeless Advisory Committee discussed the idea of a centralized feeding location in which all the faith-based communities would take turns feeding. This solution would accommodate those providers without a local site, however, this idea is being reconsidered by the Advisory Committee for several reasons. First, many members of the faith-based community expressed their intention to keep feeding at their individual locations, as they serve not only the homeless but also low-income families in the neighborhood. It would be redundant to have feeding programs at all the faith centers in addition to a centralized site. Second, many service providers consider religious proselytizing an important part of their feeding program, and government funding sources for a centralized feeding location would prohibit this aspect of their program for constitutional reasons. Third, community members have expressed concern that a centralized feeding location would become a loitering spot for the homeless throughout the day.

Under the proposed system, faith-based communities currently feeding in the parks would have a choice of three options: 1) they could partner with another faith-based community in the City to offer feeding at their site for the general homeless population; 2) they could provide meals through Project ACHIEVE's Guest Chef Program (for Project ACHIEVE residents only); or 3) they could provide meals at the Access Center (for Access Center residents only). It is the City's intent that upon implementation of this Action Plan, feeding in the Parks will need to be addressed through appropriate legal means, as it disrupts the intended uses of the parks, generates considerable litter, encourages homeless loitering in the parks, and violates health and safety standards for the provision of food.

ACTION 2: Direct the new Homeless Coordinator to help organize the faith-based community-feeding program so that there are no days without adequate meals. Direct the Coordinator to help find volunteers for the Guest Chef program at Project ACHIEVE and the Access Center. Direct the Coordinator to work with those providers that are feeding in the parks, and help them to channel their services into Project ACHIEVE, the Access Center, or another faith-based group that is willing to share their facilities.

TIMELINE: Within 90 days of Homeless Coordinator start date

Outreach

What it is: Informing the homeless population of the services that are available to them and convincing them that it is possible to break the cycle of homelessness are crucial aspects of getting people off the streets. Outreach workers can help bring more people into the Continuum of Care as well as gather reliable data on how many homeless people are in Riverside and document how they became homeless.

Existing Services: The County of Riverside offers homeless Outreach services through their HIT (Homeless Intervention Team), but these workers operate countywide and focus on helping the mentally ill. Lutheran Social Services (LSS) has one part-time outreach worker, who targets

the homeless population in Riverside, particularly women and children (this is the clientele group served by the LSS Shelter).

Gaps in Services: There are currently no full-time Citywide outreach workers dedicated to educating the homeless about the services available to them and bringing them in to the Continuum of Care. The action for addressing this gap is found in Section IV.

The Access Center

What it is: It is crucial to the success of the Continuum of Care that there be a centralized Access Center where the homeless can receive Case Management, referrals, and support services. This Center would serve as an intake point for the Continuum of Care and would provide a resource and point of contact for outreach workers, HELP line volunteers, police and probation officers, faith-based communities, and other groups that work with the homeless. As proposed, the Access Center would be combined with a Short-Term Emergency Shelter.

The Access Center: The intent of the Access Center is to be an easy first step where the homeless can enter the system, have their needs assessed, begin case management, and gradually ease into the Continuum of Care. The Center will be open and able to accept clients 24 hours a day, seven days a week. Case management will include school enrollment for children; housing placement; job placement; counseling on mental health issues, substance abuse issues, and veteran's issues; financial planning; credit counseling; etc. Any services that cannot be offered by on-site case managers will be referred to the appropriate agencies.

The Shelter Component: The on-site shelter will house 150 beds, with one section for single men and another for women, children and families. The shelter will provide showers, storage for belongings, mail services, meals (for residents only), needs assessment, and case management. There will be basic rules for the shelter (i.e. sobriety, no daytime loitering, etc.) but the requirements will be less rigorous than those of Project ACHIEVE. Stays will range from as 24 hours to 30 days, and there will be limits (to be determined) on repeat visits. (Note: This is not intended to be a commitment-free, repeat visit shelter like the cold weather shelter—it is the first step in the Continuum of Care process for people who want to get off the streets.)

A Note on Transportation: Since the homeless rarely have cars, access to public transportation to and from shelters and services providers becomes an issue of critical importance, especially for the physically disabled or those with small children. The Access Center must be close to a bus route, preferably a major stop with frequent buses on multiple lines. The homeless must receive monthly passes or some other voucher to be able to ride frequently without excessive expense.

Existing Services: Project ACHIEVE currently operates as an Access Center, providing needs assessment, referrals, and case management to the homeless population. They do not, however, have the space or the staff to accommodate the current need. Short-Term Emergency Shelter is only available from December through March at the Cold Weather Shelter.

Gaps in Services: A full time Access Center and Short-Term Emergency Shelter are the most critical gaps in the City's Continuum of Care. There needs to be one center where the homeless can go to receive all the information, services, and referrals. There needs to be a safe location where they can come (or be dropped off) at any time and have their immediate needs met in a crisis situation. There needs to be a shelter in which people can get used to

being off the streets, adjust to a stable living environment, and learn about the Continuum of Care process in preparation for entering into a more rigorous program such as Project ACHIEVE.

ACTION 3: Direct the Homeless Coordinator to work with a local nonprofit agency to develop a program that would provide bus tokens or passes to allow the homeless to travel from services to a facility.

TIMELINE: Within 90 days of the Homeless Coordinator start date

Project ACHIEVE

What it is: Project ACHIEVE serves as Long-Term Emergency Shelter for the City of Riverside. It is a combination of the former Men's Shelter, the new Women's and Children's Shelter, and an intensive Case Management program for shelter residents and non-residents. The shelters are owned by the County of Riverside, which contracted with the Institute for Urban Research and Development (IURD) to bring the Project ACHIEVE model to Riverside (Project ACHIEVE in Riverside is based on a highly successful homeless services model run by IURD in the City of Glendale).

Unlike clients at the proposed Short-Term Emergency Shelter, residents at Project ACHIEVE are required to sign a contract agreeing to active participation in a Case Management plan. Working in tandem with case managers, clients design a work plan to transition into permanent housing and stable employment within 90 days. Clients spend their day out in the community implementing the steps laid out in the work plan. Evenings are spent in group counseling sessions or trainings. While Project ACHIEVE has high expectations of its clients, it also has a tremendous success rate of helping clients out of homelessness and back into stable living.

Existing Services: Project ACHIEVE is located at 3315 Park Avenue and has been operating in the City of Riverside since Fall 2002.

Gaps in Services: Project ACHIEVE is currently meeting the demand for Long-Term Emergency Shelter and has room to accept more clients. There are currently no gaps in this service area, although it is possible that within the next year demand for this program may outgrow the current facilities and staff.

ACTION 4: Continue to support Project ACHIEVE with the City's allocation of Emergency Shelter Grant funding.

TIMELINE: Annually

Safe Havens and Other Shelter Providers

What it is: Many homeless people are dealing with complex, specialized issues that require specialized care. Particularly, the mentally ill need shelter where they can feel safe, develop trusting relationships with their caregivers and peers, and receive the supervision and medical services they need for stable living. Small non-profit houses, called Safe Havens, provide residence for up to six mentally ill clients in a safe and supportive setting. Length of stay usually ranges from six months to two years, although some Safe Havens provide permanent housing.

In addition to Safe Havens for the mentally ill, there are separate shelters for victims of domestic violence, people recovering from substance abuse, recent parolees reentering the community,

and runaway teenagers. These shelters may be Emergency or Transitional and all provide supportive services tailored to the needs of the communities they serve.

Existing Services: Alternatives to Domestic Violence, Operation SafeHouse, Jefferson Transitional Program, and Whiteside Manor are some of the providers of Safe Havens and alternative shelters in the City of Riverside.

Gaps in Services: Most Safe Havens/Specialty Shelters remain full on a continuous basis and have waiting lists for clients.

ACTION 5: Direct the Homeless Coordinator to complete an inventory of all Safe Haven/Alternative Shelters in the City of Riverside and work with providers to fill any gaps in service.

TIMELINE: Within 60 days of Homeless Coordinator start date

Non Residential Homeless Providers

What it is: Many agencies and organizations provide support services that can benefit the homeless, including financial planning, credit counseling, child care, health services, employment, registration for government programs, legal assistance, etc. Many of these organizations also serve the non-homeless population, as well, particularly low-income households.

Existing Services: A list of organizations that provide relevant services is attached as Exhibit II-B (List of Service Providers).

Gaps in Service: Staff has not found any noticeable gaps in service at this time.

Services for Homeless Youth: The Riverside Unified School District is working to develop a program that would provide a full-time liaison for homeless children and youth. The liaison would assist school-age children by coordinating services with their teachers and directly dealing with other issues that may keep them from receiving a quality education (i.e. lack of food, proper clothing, etc.). RUSD has support agreements with existing service providers, and has submitted a competitive grant application to fund the liaison program.

ACTION 6: Direct the Homeless Coordinator to educate Support Services providers on the Continuum of Care and encourage them to actively work with the homeless.

TIMELINE: Within 90 days of Homeless Coordinator start date

ACTION 7: Establish homeless services as a high priority for CDBG funding.

TIMELINE: Effective immediately upon Action Plan approval

ACTION 8: Support Riverside Unified School District's grant application to fund a liaison position for homeless children and youth.

TIMELINE: Effectively immediately upon Action Plan approval

Permanent Affordable Housing

What it is: Permanent Housing and job placement are the ultimate goals of a comprehensive Continuum of Care: Our objective is to give homeless individuals and households the tools and skills they need to live stable, independent lives. With the help of their Case Worker and the full Continuum of Care, a homeless individual or family should be able to transition into permanent, affordable housing within 30-120 days. The Continuum of Care will strive to get each client as close as the client's condition will allow to independent living, and clients will receive ongoing support services as needed to maintain a stable lifestyle.

Affordable housing is generally considered to mean that a household pays less than one-third of their monthly gross income for rent, including an allowance for utilities. It also means that the dwelling must be decent, safe, and sanitary, and there must be no more than two people per bedroom plus one extra person living in the unit to avoid overcrowding (for example, a family of four earning \$17,000 per year would need an apartment with at least two bedrooms for \$427 or less per month).

Existing Services: Transitioning the homeless into permanent housing requires enough affordable housing within the community to meet the needs of the entire homeless population. The provision of affordable housing within the City of Riverside is discussed at length in the City's Housing Element and Redevelopment Housing Plan. These documents include a list of the City's assisted projects as well as resources to assist low-income households to obtain affordable housing.

Gaps in Service: There is an enormous need for affordable housing within the City of Riverside, especially very-low-income rental housing and three and four bedroom rental units, which is described in detail in the plans mentioned above. The City has three full-time positions dedicated to the provision of affordable housing and is constantly striving to meet the housing needs of the City's low-income population.

ACTION 9: Direct City housing staff to prioritize the creation of units that are affordable to the recently homeless population (i.e. very-low-income rental units, especially three or four bedroom apartments that can serve large families).

TIMELINE: Effective immediately upon Action Plan approval

Homeless Coordinator

What it is: The Continuum of Care is a complex system involving dozens of organizations--governmental, non-profit, and private--with various specialties. Likewise, homelessness is a multifaceted and complicated issue. The amount of time, attention, and expertise required by this issue demands a full-time City staff position. The creation of a Homeless Coordinator is discussed in greater detail in Section IV of this report.

Client Movement through the Continuum of Care

The Continuum of Care is intended to be a comprehensive and integrated system in which the homeless transition smoothly from one phase of the program to another. There is no one "right path" that will be the same for everyone. Some households may go directly from the Access Center to Permanent Housing. Others may require the full 120 days of shelter and case management to transition into independent living. Others may need a Safe Haven environment

to handle mental health issues and may not transition to fully independent living at all. The ideal is to have facilities and programs in place to assist the homeless in whatever their situation or capability.

Attached as Exhibit II-C is a Continuum of Care Flow Chart, showing the basic structure of the Continuum of Care as it is envisioned in this report. While this chart is not a perfect representation of every possible path of service, it delineates the basic structure of the Continuum of Care and the movement of typical clients through the system.

EXHIBIT II - A
MEAL SCHEDULE

Day	Meal	Time	Notes	Provider	Location	# Served
Sunday	Dinner	5:30 PM		Galva	1221 Main Street (Columbus)	80-100
Monday	Snacks	11:00 AM	Only	Salvation Army	3695 First Street	
Monday	Lunch	Noon	Full Meal	2nd Baptist Church	2911 9th Street (University)	90
Tuesday	Breakfast	8:00 AM	Breakfast Burritos	Riverside City Mission	Fairmont Park, Tennis Courts	75
Tuesday	Snacks	8:30 - 11:00 AM	Women Only	Salvation Army	3695 First Street	
Tuesday	Dinner	5:00 PM		Grove Community Church	Fairmont Park, Tennis Courts	75-100
Wednesday	Breakfast	8:00 AM	Breakfast Burritos	Riverside City Mission	Fairmont Park, Tennis Courts	75
Wednesday	Snacks	8:30 - 11:00 AM	Women Only	Salvation Army	3695 First Street	
Wednesday	Lunch	Noon	Full Meal	2nd Baptist Church	2911 9th Street (University)	90
Wednesday	Lunch	10:00 AM - Noon	Sack Lunch	Riverside City Mission	12th Street?	
Wednesday	Dinner	5:30 PM	Full Meal	1st Congregational	3504 Mission Inn Avenue	250
Thursday	Breakfast	8:00 AM	Breakfast Burritos	Riverside City Mission	Fairmont Park, Tennis Courts	75
Thursday	Snacks	8:30 - 11:00 AM	Women Only	Salvation Army	3695 First Street	
Friday	Breakfast	8:00 AM	Breakfast Burritos	Riverside City Mission	Fairmont Park, Tennis Courts	75
Friday	Snacks	8:30 - 11:00 AM	Women Only	Salvation Army	3695 First Street	
Friday	Dinner	8:00 PM	Full Meal	Islamic Center of Riverside	1038 W. Linden Street	50-150
Saturday	N/A	N/A	N/A	N/A	N/A	N/A

**EXHIBIT II - B
HOMELESS SERVICE PROVIDERS**

AGENCY	TYPE OF SERVICES
Alternatives to Domestic Violence	Shelter and various counseling services to victims of domestic violence
Alzheimer's Association of Los Angeles, Riverside, and San Bernardino Counties	
American Cancer Society	
American Red Cross, Riverside County	
Amputee Information Exchange, Inc.	
Area Director's Association (Valley Restart Center)	
Arthritis Foundation, Inland Empire Branch	Support research to find the cure for, and preventing of, arthritis and to improve the quality of life for those affected by arthritis.
Big Brothers, Big Sisters of the Inland Empire	
Blindness Support Service	Service providers for the blind/visually impaired persons
Boy Scouts of America, California Inland Empire Counsel	Comprehensive youth development/program designed to instill values and help make them ethical choices of their life times.
Care Connexus	Adult Day Services, Health Care, Adult Day Care, Care giver support.
Casa Blanca Home of Neighborly Service	
CASA for Riverside County Inc.	Provides advocates for court dependent children who have been removed from their parents for reasons of abuse, neglect, abandonment.
Catholic Charities San Bernardino and Riverside	Social Service agency: emergency services, counseling, employment and immigration
Center for Community Action and Environmental Justice	Community organizing on environmental health
Center for Employment Training	
Child Abuse Prevention Center (formerly Family Support Services)	Adult Day Health Services.
Childrens Center of Riverside	Private non-profit school for children with/without special needs. Birth through 6 years.
Christ Extension Ministries	
Community Access Center	Services that empire individuals with disabilities
Community Foundation (Servicing Riverside and San Bernardino Counties)	Manage endowments for individual donors, manage agency endowments (30 million dollar in total assets), and provide grants and scholarships (\$1.3 million) in 2000
Community Health Systems Inc.	
Community Settlement Association	
Concilio for Spanish Speaking for the Inland Empire	Child care service (preschool - Ages 3-5)
Desert Samaritans for the Elderly	
EXCEED A Division of Valley Resource Center)	Vocational training and placement for developmentally disabled adults.
Fair Housing Council of Riverside County	Fair housing (anti-discrimination) and landlord/tenant education, technical training, enforcement.
Family Services Association of Western Riverside County	Counseling, child care, housing, transportation, community development
First Steps Development Center, Inc.	

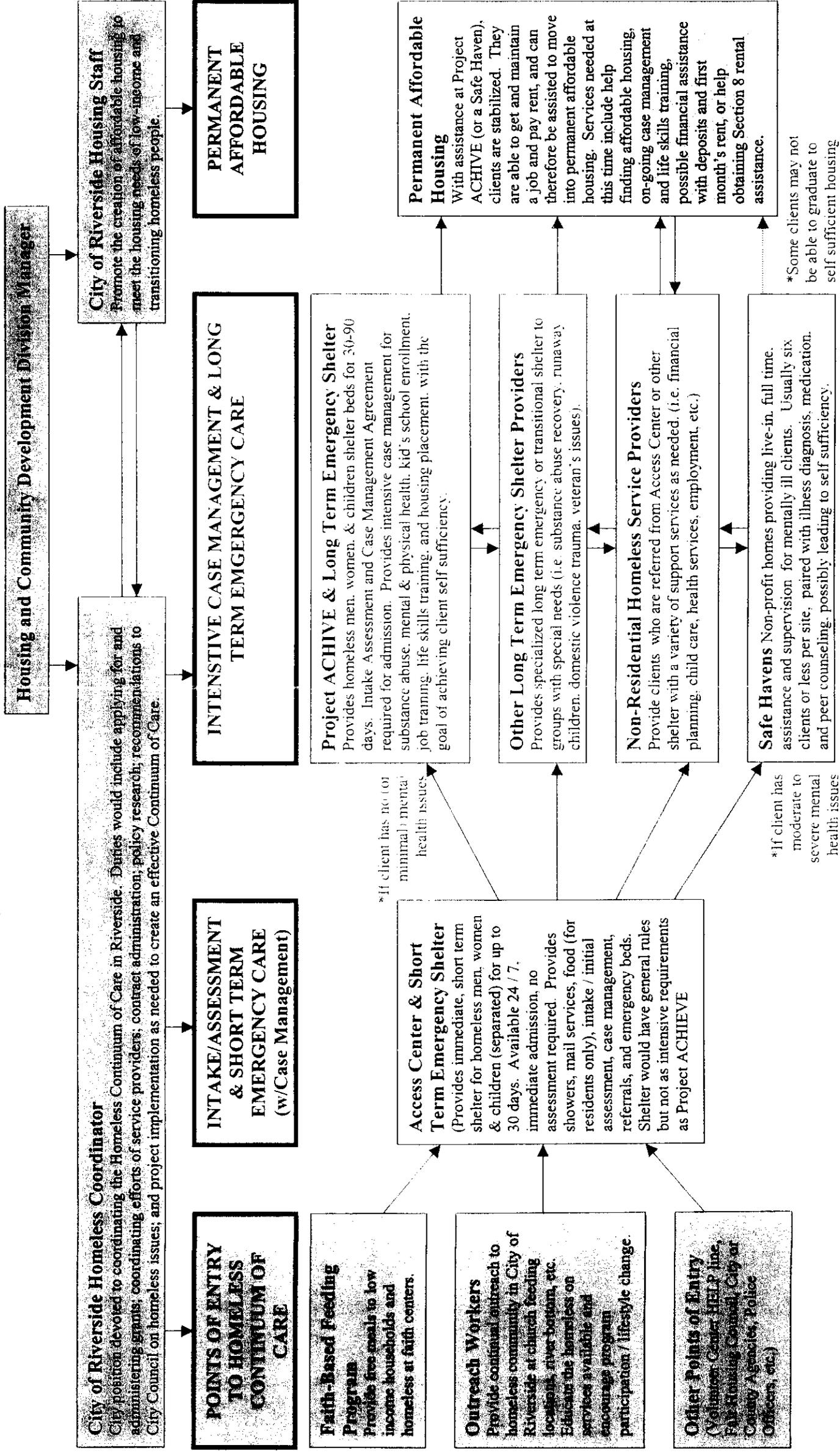
**EXHIBIT II - B
HOMELESS SERVICE PROVIDERS**

AGENCY	TYPE OF SERVICES
Goodwill Industries of the Inland Counties	Education, training and job placement, for the disabled and the disadvantaged.
Habitat for Humanity for Riverside	Build homes for low-income people.
Holy Family Services	
Hope through Housing Foundation (Southern California Housing Corp.)	Providing on-site education and health services to residents of low-income apartment communities
Inland Agency	Health promotion, youth violence prevention, community strengthening, programs in four counties.
Inland AIDS Project	
Inland Counties Legal Services	
Inland Empire/Riverside County Philharmonic	
Inland Temporary Homes	
Jefferson Transitional Programs (Formerly Friends of Jefferson House)	JTP provides vocational and housing options for mental health clients.
Jewish Family Services for the Inland Communities	Out patient mental health clinic, information and referral, social service educational workshops.
LaVista Recovery and Wholeness Center	90 Day social model non-medical detox and recovery program for alcohol/drug addicted. Women ages 18-90+
Libreria Del Pueblo, Inc.	
Lutheran Social Services of Southern California	Transitional living for homeless women with children, outreach, food pantry, counseling
MFI Recovery Center	
Mt. Rubidoux Manor	Affordable senior housing
Olive Crest Abused Children Foundation	Homes and services for abused children
Operation Safehouse	Shelter and support services for run away youth age 12-17
Parkview Foundation	Non-profit hospital foundation.
Planned Parenthood of San Diego and Riverside Counties	
Project KIND	Provide free medical care to children 4-17 who do not have access to health care
Resource Center for Non-Profit Management	Training, technical assistance, mgmt. Resources
Riverside Area Rape Crisis Center	Provide support and services to survivors of sexual assault and their families, community education to achieve awareness and prevention of sexual assault.
Riverside Arts Council	Serves the visual and performing arts, families and communities throughout Riverside County
Riverside Hospice Bereavement Center	
Riverside Housing Development Corporation	Housing issues for low-income families, rental and rehab ownership.
Riverside Medical Foundation	
Riverside Public Library Foundation	
Salvation Army	
San Gorgonio Child Care Consortium	
Second Harvest Bank Servicing Riverside and San Bernardino Counties	Food distribution to non-profits
Sickle Cell Organization of the Inland Counties	Provide free program services to enhance the quality of life of people living with a sickle cell condition
Spring Board - Non-Profit Consumer Credit Management	
Temple Beth El Child Development Center	

**EXHIBIT II - B
HOMELESS SERVICE PROVIDERS**

AGENCY	TYPE OF SERVICES
Transportation Specialist Inc.	Special needs transportation throughout Western Riverside County
Visiting Nurse Association of the Inland Counties	
Volunteer Center of Riverside County	Community and crisis resources of self sufficiency, services, senior services, alternative sentencing programs
Walden Family Services	Private non-profit foster family agency
Whiteside Manor	
YMCA of Riverside City and County	
Youth Service Center	
YMCA of Riverside County	Empire women and girls through programs, social health, economic and education
Riverside Youth Action Office	
University of California Extension and Summer Sessions	
Valley-Wide Recreation and Park District	Recreational programs for the residents of the San Jacinto Valley and outreach programs for valley youth

EXHIBIT II – C: City of Riverside Proposed Homeless Services Flow Chart



SECTION III

FACILITIES

Background

The Homeless Task Force identified the need for several related facilities, including an Access Center and a Short-Term Emergency Shelter. The purpose and intent of each is discussed in detail in the preceding chapter. In addition, Joe Colletti, Ph.D. of the Institute for Urban Research and Development has submitted a memo (Exhibit III-A) with minimum specifications for homeless programs. In summary, Dr. Colletti suggests that an Access Center contain a minimum of approximately 3,800 square feet and that a Short-Term Emergency Shelter contain a minimum of approximately 7,900 square feet, for a total building size of just less than 12,000 square feet. It is important to reiterate that this is a minimum size and could vary greatly depending on the range of services offered and the amenities provided.

Armed with this information, staff went about the difficult task of finding appropriate sites for a range of potential homeless facilities. Facilities need to be sited to meet the needs of the homeless population while at the same time minimizing disruption on established neighborhoods. To assist in the site identification process, staff developed a draft set of criteria or guidelines. These guidelines are not intended to be used as a checklist or scorecard, but rather as a tool with which to analyze and evaluate potential sites. It will help immediately eliminate inappropriate sites and to prioritize sites that have more potential for acceptability. While consideration was given to sites that could accommodate a range of homeless facilities, the primary focus was on Short-Term Emergency Shelter sites.

Site Criteria

The draft criteria prepared by staff were discussed at the Land Use Committee meeting of April 10, 2003 (see Exhibit III-B). At that time, the Committee members and the public made several suggestions for additions and/or modification to these guidelines. Following discussion, the Land Use Committee unanimously approved the revised criteria. Similarly, the Homeless Task Force reviewed and endorsed the criteria.

The approved site location criteria is as follows:

- Similar services not necessarily on the same site, but within reasonable proximity;
- Minimal impact on surrounding environment;
- Reasonable access to transit;
- Minimal impact on residential neighborhoods;
- Access or proximity to other service providers and resources (i.e.; feeding, employment, and shelter);
- Adequate site for facility parking and storage;
- Physical treatment of site to be compatible with surrounding area;
- Relatively convenient/accessible pedestrian path of travel;
- Capable of enhancing partnerships with the County and other service providers;
- Infrastructure in place (sewer, water, electricity, etc.);
- Potential for live-in caretaker;
- Existing building already in place to accommodate (with minor modifications) services;

- Distance from sensitive land uses, such as liquor stores, child care centers, and schools; and,
- Access or proximity to services such as laundry, groceries, etc.

Potential Sites

The next step was to identify potential sites and review those sites in terms of the approved criteria. Staff reviewed maps and made field visits to numerous potential facilities. Most of the sites were in industrial areas on the fringe of the downtown and areas to the north. Staff then reviewed those sites in terms of the approved criteria in order to refine the list of potential sites.

Listed below is a description of the three sites that emerged from this process as locations with the greatest potential for use as an emergency shelter. All three sites are illustrated on Exhibit III-C.

SITE #1: 3138-3140 Prospect Avenue and 4610-4628 Vine Street; Southwest corner of Vine and Prospect Streets. (See Exhibit III-D)

SITE #2: 2650-2664 Third Street; Southeast corner of Third and Commerce Streets (See Exhibit III-E)

SITE #3: 2011 Spruce Street; north side of Spruce Street, easterly of Kansas Avenue (former REACH site; See Exhibit III-F)

Following is a more detailed analysis of the three potential sites in terms of the approved criteria:

- **Similar services not necessarily on the same site, but within reasonable proximity**

SITE #1: This site is large enough to accommodate either a shelter facility or Access Center, or both. If used as a shelter facility only, it is about a mile from Project ACHIEVE, a long walk or a short van ride.

SITE #2: This is the old Olsen's Furniture distribution building. It seems large enough to accommodate an emergency shelter and is a short walk from Project Achieve with its existing Access Center.

SITE #3: The old REACH site has sufficient land to accommodate either an Emergency Shelter or an Access Center but probably not both. It is within walking distance of Project Achieve and the Family Shelter.

- **Minimal impact on surrounding environment;**
- **Impact on residential neighborhoods;**

SITE #1: The site is generally surrounded by industrial uses. The printing facility across Vine Street is surrounded by a six-foot high chain link fence topped with barbed wire. Three isolated single-family houses on two lots are located a short distance to the north. As such, impact on the surrounding area will be minimal.

SITE #2: This site is located within an industrial area, but within approximately 300 feet of

residential property on Fourth Street. While the facility fronts Third Street, a non-residential street in this location, it could have an impact on the nearby residential property behind the facility.

SITE #3: This site is located within an industrial area and appears capable of accommodating a homeless facility with minimal impact on the surrounding area.

- **Reasonable access to transit;**

SITE #1: RTA bus stops are located on Olivewood, near Cridge, and along Cridge, a short walk from this site.

SITE #2: RTA busses travel along Third Street, with convenient stops for this site.

SITE #3: RTA bus stops are located along Third Street and near the intersection of Spruce and Chicago, a short to moderate walk to this site.

- **Access or proximity to other service providers and resources (i.e.; feeding, employment, and shelter);**

SITE #1: The site is located about a mile from Project Achieve and in reasonable proximity to churches with feeding programs. It is in an industrial area with some employment opportunities.

SITE #2: This site is within approximately 600 feet of Project Achieve and within walking distance of churches with feeding programs within the general area. It is in an industrial area with some employment opportunities.

SITE #3: The former REACH site is about two-thirds of a mile from Project Achieve. It is in an industrial area with some employment opportunities.

- **Adequate site for facility parking and storage;**

SITE #1: Land = 32,026 square feet; building = 19,857 square feet
This is a relatively large site, with a building that occupies most of the site. The building seems to provide plenty of opportunities for storage and activity area. The parking area on the adjoining site to the west, which is under the same ownership, could provide opportunities for parking and outdoor activity area.

SITE #2: Land = 39,938 square feet; building = 27,935 square feet
This site is largely occupied by a concrete structure. The building is certainly large enough to serve as an emergency shelter but has limited open space for parking or outdoor activity areas. There may be opportunities, however, to acquire nearby land for those purposes.

SITE #3: Land = 72,818 square feet; no building
This site is large enough to accommodate either an emergency shelter, with room for parking, storage and outdoor activity area or Access Center but probably not both.

- **Physical treatment of site to be compatible with surrounding area;**

ALL SITES: Although these sites/buildings appear to be suffering from neglect, all seem

capable of being rehabilitated to be compatible with neighborhood standards.

- **Relatively convenient/accessible pedestrian path of travel;**

ALL SITES: The pedestrian path of travel to all three potential sites seems reasonably convenient and accessible.

- **Capable of enhancing partnerships with the County and other service providers;**

SITE #1: The site is within walking distance of Riverside Community College (RCC) and several businesses, which could provide some job opportunities. Opportunities also exist for developing partnerships with RCC.

SITES #2 and #3: Due to their proximity to both Project Achieve and the new Family Shelter, several partnership opportunities exist for both sites. Both sites are also close to employment centers.

- **Infrastructure in place (sewer, water, electricity, etc.);**

ALL SITES: Based on field visits, it appears that infrastructure is in place to support the contemplated facilities at any of these sites.

- **Potential for live-in caretaker;**

ALL SITES: The buildings on Sites #1 and #2 seem to be capable of housing a live-in caretaker, if desired. Site #3, the vacant site, is large enough to accommodate a caretaker's residence if built or moved on site.

- **Existing building already in place to accommodate (with minor modifications) services;**

SITE #1: An older, deteriorating building exists on this site. It is not clear whether this building is structurally sound or is capable of being readily remodeled for use as an emergency shelter.

SITE #2: A masonry building exists on this site. The exterior of the building appears to be in reasonable condition; however, a thorough inspection and more detailed structural analysis will need to be performed.

SITE #3: This site is currently vacant, with the exception of a parking lot and a shade structure. It is a relatively flat site and should be able to accept both move-on structures as well as new construction.

- **Distance from sensitive land uses, such as liquor stores, child care centers, and schools;**
- **Access or proximity to services such as laundry, groceries, etc.**

SITE #1: Field visits reveal a grocery store near the corner of Cridge and Howard. It appears, however, that the market is now vacant. If that is the case, a conditional use permit will be required for any alcohol sales to occur. No other sensitive land uses or personal services were identified.

SITE #2: A market, which appears to sell alcohol, is located at the corner of Third and Kansas, a short walk from this site. The nearest school, Longfellow Elementary School, is located at Sixth and Eucalyptus.

SITE #3: No sensitive land uses or personal services were identified in recent field visits.

Based upon this analysis, it appears that all three sites have strong potential for use as an emergency shelter and could double as a cold weather shelter. Therefore, it is recommended that staff be requested to begin the due diligence process to determine the cost, availability and feasibility of establishing an emergency shelter at each site.

In terms of the approval process, any homeless facility will need to be submitted for a conditional use permit (CUP). The CUP will involve public hearings in which all property owners within 300 feet will be notified of the proposal and invited to comment. An environmental review will also be conducted concurrently with the CUP. The entire process generally takes about 90 days. Due to the sensitive nature of the proposed facilities, pre-submittal meetings with concerned neighbors, homeless advocates, and City staff would be encouraged.

Action Plan

The Action Plan for Facilities is identified as follows:

- ACTION 10:** Authorize HCD staff to contact the owners of the identified properties to inquire about the availability of the property.
TIMELINE: Within 30 days of Action Plan approval
- ACTION 11:** Direct Real Property Services, in conjunction with the Building and Safety Division, to explore the viability of acquiring properties and establishing homeless facilities at the preferred site(s). Specific tasks will include such things as site availability and price, structural analysis and improvement estimates.
TIMELINE: Within 60 days of Action Plan approval
- ACTION 12:** Direct HCD staff to return to the Land Use Committee with a feasibility report.
TIMELINE: Within 90 days of Action Plan approval
- ACTION 13:** City Council shall select the preferred location for an Access Center and Short-Term Emergency Shelter.
TIMELINE: At City Council's Discretion

DATE: April 7, 2003

TO: Tranda G. Drumwright
Development Department

FROM: Joe Colletti, Ph.D.
Institute for Urban Research and Development

RE: Specifications for Homeless Programs

A. Access Center or "One-Stop" Center

1. Purpose

An Access Center should serve as the primary entry point (outreach/intake/assessment) to the City's continuum of care for individuals and families who are chronically homeless and intermittently homeless. Through the Center, individuals should have access to a broad range of social services "under one roof" including outreach, needs assessment, information and referral, and on-going case management.

2. Design

The total square footage for the Access Center should not be less than 3,800 sq. ft. (not including common space for hallways, entryways, etc.) The space should consist of the following:

	Use	Sq Ft.
Office Space:		
Case Manager Supervisor		168
Project Manager		168
Mental Health Case Manager		144
Substance Abuse Treatment Case Manager		144
Housing Case Manager		144
Employment Case Manager		144
Intake Case Manager		120
Intake Case Manager		120
Outreach Worker		120
Outreach Worker		120
Future Need		144
Future Need		120
	Sub-Total:	1656
Reception Area:		
Receptionist		100
Waiting Room		240
	Sub-Total:	360

Health Clinic:	
Examination Room	120
Examination Room	120
Triage Area	160
Reception Area	100
Office	120
	Sub-Total: 620
Meeting Area:	
Conference Room	360
	Sub-Total: 360
Miscellaneous Areas:	
Bathroom – Staff	75
Bathroom – Staff	75
Bathroom – Client	75
Bathroom – Client	75
Staff Lounge	160
Storage	60
Employment Resource Center	120
Children’s Play Room	160
	Sub-Total: 800
	Total: 3,796

3. Location

An Access Center should be designed, located, and operated compatibly with neighboring properties. Therefore, an Access Center should be treated similarly to a Drop-in Center. The City’s Zoning Code Section 19.04.108 defines a "Drop-in center" as a facility which operates primarily to provide support services (excluding shelter) for homeless individuals and/or families. No overnight shelter shall be permitted. (Ord. 5777 § 1, 1989).

B. Emergency Shelter

1. Purpose

An Emergency Shelter program should not only fulfill a resident’s basic needs (i.e., food, clothing, medical care) on-site but case management needs as well. All clients should be assigned to a case manager and have developed a case management plan with a case manager that will help them get off the streets and into appropriate housing.

2. Design

The total square footage for an Emergency Shelter should not be less than 8,000 sq. ft. (not including common space for hallways, entryways, etc.) The space should consist of the following:

Use	Sq Ft.
Office Space:	
Case Manager Supervisor	168
Project Manager	168
Mental Health Case Manager	144
Substance Abuse Treatment Case Manager	144
Housing Case Manager	144
Employment Case Manager	144
Intake Case Manager	120
Future Need	144
Future Need	120
Sub-Total:	1,296
Sleeping Area:	
Dormitory	3,000
Sub-Total:	3,000
Dinning Area:	
Dinning Room	1,000
Kitchen	220
Food Storage	75
Sub-Total:	1,295
Miscellaneous Areas:	
Children's Play Area	240
Computer Resource Center - Adults	120
Bathroom – Residents Male	360
Bathroom – Residents Female	360
Laundry Room	120
Storage Room	75
TV and Game Room	1,000
Sub-Total:	2,275
Total:	7,866

3. Location

An Emergency Shelter should be designed, located, and operated compatibly with neighboring properties. Therefore, an Emergency Shelter should be treated similarly to Group Housing. The City's Zoning Code Section 19.04.162 defines Group Housing as any living situation including motels and hotel buildings that are not for temporary use, that accommodates more than six unrelated individuals, and may include but not be limited to the following types of facilities: (1) alcohol and drug treatment facilities; (2) board and care homes for the elderly including convalescent or rest homes and nursing homes; (3) homes for minor children; (4) homes for mental patients; (5) homes for the developmentally disabled; (6) transitional shelter/housing for homeless persons; (7) transitional shelter/housing for parolees or probationers; and (8) single-room occupancy (SRO) projects. Group housing would typically involve a living arrangement

where either support services are provided to the occupants, where cooking, living or support sanitary facilities are shared in common between the occupants or where there is a formal program establishing rules of conduct and purpose of the facility. (Ord. 6248 § 3, 1995).

C. Winter Shelter Program

1. Purpose

The primary purpose of a winter shelter program is to provide seasonal shelter during the months of December through March to homeless persons. Winter Shelters function as hyperthermia-prevention shelters that provide meals, bathrooms/showers, and mass sleeping area.

2. Design

The total square footage for a Winter Shelter Program should not be less than 13,000 sq. ft. The space should consist of the following:

Use	Sq Ft.
Enclosed Office Space:	
Project Manager	168
General Case Manager	144
General Case Manager	144
Sub-Total:	456
Open Office Space:	
Intake Case Manager	120
Intake Case Manager	120
Intake Case Manager	120
Sub-Total:	360
Sleeping Area:	
Dormitory (150 persons x 45 sq. ft)	6,750
Sub-Total:	6,750
Dinning Area:	
Dinning Room	2,000
Kitchen	360
Food Storage	150
Sub-Total:	2,510
Miscellaneous Areas:	
Bathroom – Residents Male	360
Bathroom – Residents Female	360
Laundry Room	120
Storage Room	360
TV and Game Room (open area)	1,000
Sub-Total:	2,200

Total:	12,276

3. Location

A Winter Shelter Program should be designed, located, and operated compatibly with neighboring properties. Therefore, a Winter Shelter Program should be treated similarly to Group Housing. The City's Zoning Code Section 19.04.162 defines Group Housing as any living situation including motels and hotel buildings that are not for temporary use, that accommodates more than six unrelated individuals, and may include but not be limited to the following types of facilities: (1) alcohol and drug treatment facilities; (2) board and care homes for the elderly including convalescent or rest homes and nursing homes; (3) homes for minor children; (4) homes for mental patients; (5) homes for the developmentally disabled; (6) transitional shelter/housing for homeless persons; (7) transitional shelter/housing for parolees or probationers; and (8) single-room occupancy (SRO) projects. Group housing would typically involve a living arrangement where either support services are provided to the occupants, where cooking, living or support sanitary facilities are shared in common between the occupants or where there is a formal program establishing rules of conduct and purpose of the facility. (Ord. 6248 § 3, 1995)

D. Centralized Meal-Serving Program

1. Purpose

The primary purpose of a centralized meal-serving program is to provide daily meals to homeless persons.

2. Design

The total square footage for a centralized meal-serving program should not be less than 5,500 sq. ft. (not including common space for hallways, entryways, etc.). The space should consist of the following:

Use	Sq Ft.
Enclosed Office Space:	
Project Manager	168
General Case Manager	144
General Case Manager	144
Sub-Total:	456
Open Office Space:	
Intake Worker	120
Intake Worker	120
Sub-Total:	240
Dinning Area:	
Dinning Room	2,000

Kitchen	360
Food Storage	150
Sub-Total:	2,510
Miscellaneous Areas:	
Bathroom – Residents Male	75
Bathroom – Residents Female	75
Storage Room	360
Sub-Total:	2,200
Total:	5,406

3. Location

A centralized meal-serving program should be designed, located, and operated compatibly with neighboring properties. Therefore, an Access Center should be treated similarly to a Drop-in Center. The City's Zoning Code Section 19.04.108 defines a "Drop-in center" as a facility which operates primarily to provide support services (excluding shelter) for homeless individuals and/or families. No overnight shelter shall be permitted. (Ord. 5777 § 1, 1989).



People Serving
People

CITY OF RIVERSIDE

CITY COUNCIL MEMORANDUM



LAND USE COMMITTEE

DATE: April 10, 2003

ITEM NO: 1

SUBJECT: DISCUSSION OF POTENTIAL SITES AND SITE CRITERIA FOR A HOMELESS EMERGENCY SHELTER, RELOCATION OF THE COLD WEATHER SHELTER, AND A HOMELESS ACCESS CENTER

BACKGROUND:

At its meeting of March 4, 2003, the City Council conceptually approved several recommendations regarding the implementation of a Homeless Action Plan, including the need for more Emergency Shelter Beds and a Homeless Access Center in the City of Riverside. In addition, the Council expressed an interest in discussing the relocation of the existing Cold Weather Shelter from the Armory Building in Fairmount Park to another location. Staff was instructed to follow up with more information on potential sites, and to return to the City Council in sixty (60) days.

CURRENT ISSUE:

To that end, staff is requesting a meeting of the Land Use Committee to discuss the criteria by which City staff might recommend possible sites for these various services. Staff will present possible site selection criteria recommended by the Homeless Advisory Committee, and ask for the Land Use committee's feedback. Staff will also present several possible sites, both as examples for discussion of site criteria and to gain feedback on these specific sites.

FISCAL IMPACT:

There is no fiscal impact related to the discussion of sites. Once specific sites have been chosen, staff will include fiscal impacts on the City Council report.

RECOMMENDATIONS:

Staff recommends that the Land Use Committee determine a clear, acceptable list of criteria which staff can use to locate and recommend specific sites for homeless services. Staff also recommends that the committee give staff concrete feedback regarding the pros and cons of any possible sites which are discussed.

Prepared by:

Ken Gutierrez
Planning Director

Criteria for Potential Homeless Facility Sites

- Similar services not necessarily on the same site, but within reasonable proximity;
- Minimal impact on surrounding environment;
- Close proximity to transit;
- Away from residential neighborhoods;
- Access or proximity to other service providers and resources(i.e. feeding, employment, and shelter);
- Adequate site for facility parking and storage;
- Physical treatment of site to be compatible with surrounding area;
- Relatively convenient/accessible path of travel;
- Capable of enhancing partnerships with the County and other service providers;
- Infrastructure in place (sewer, waste, electricity, etc.);
- Potential for live-in caretaker; and
- Existing building already in place to accommodate (with minor modifications) services.
- Distance from sensitive land uses, such as liquor stores, childcare centers, and schools.

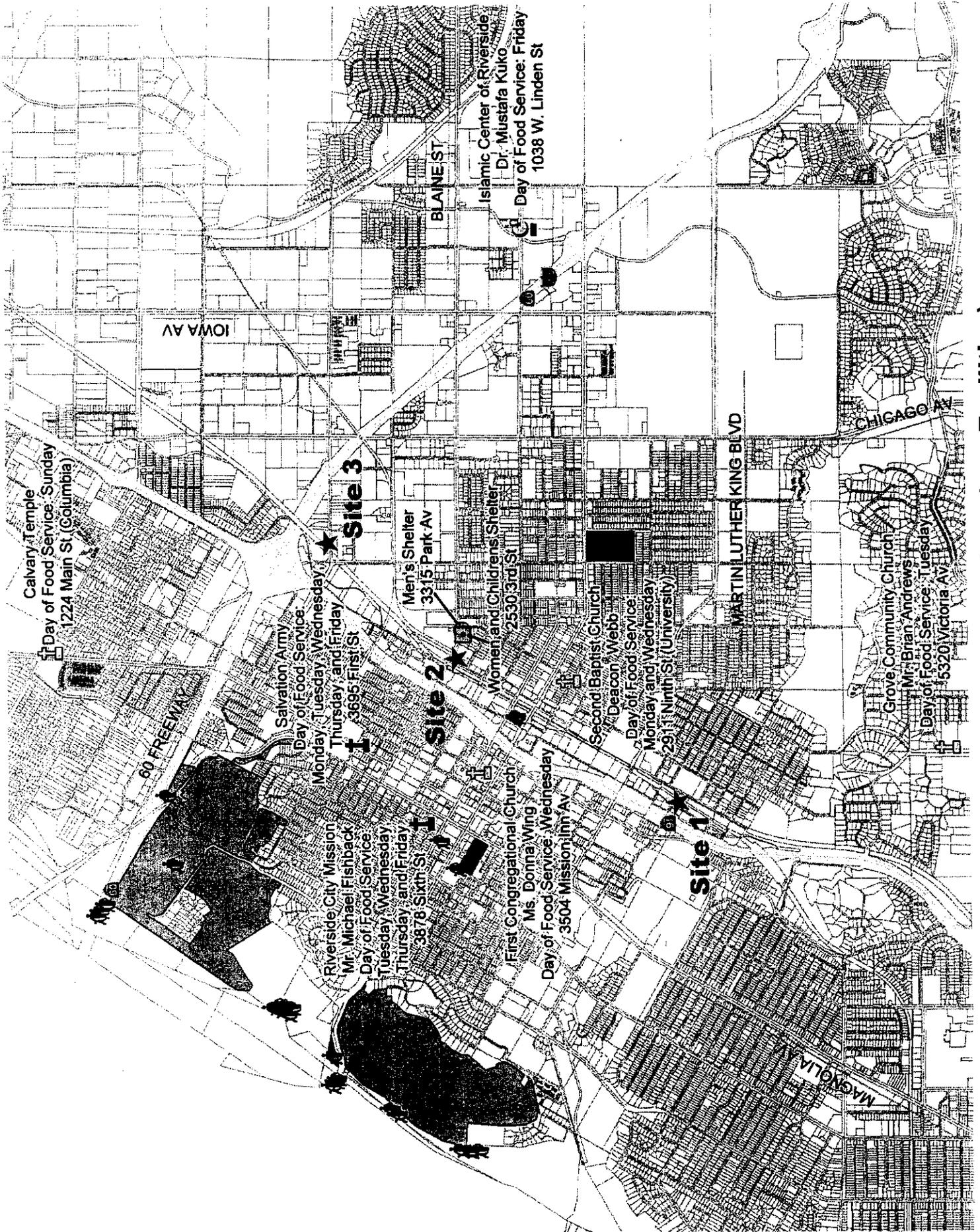
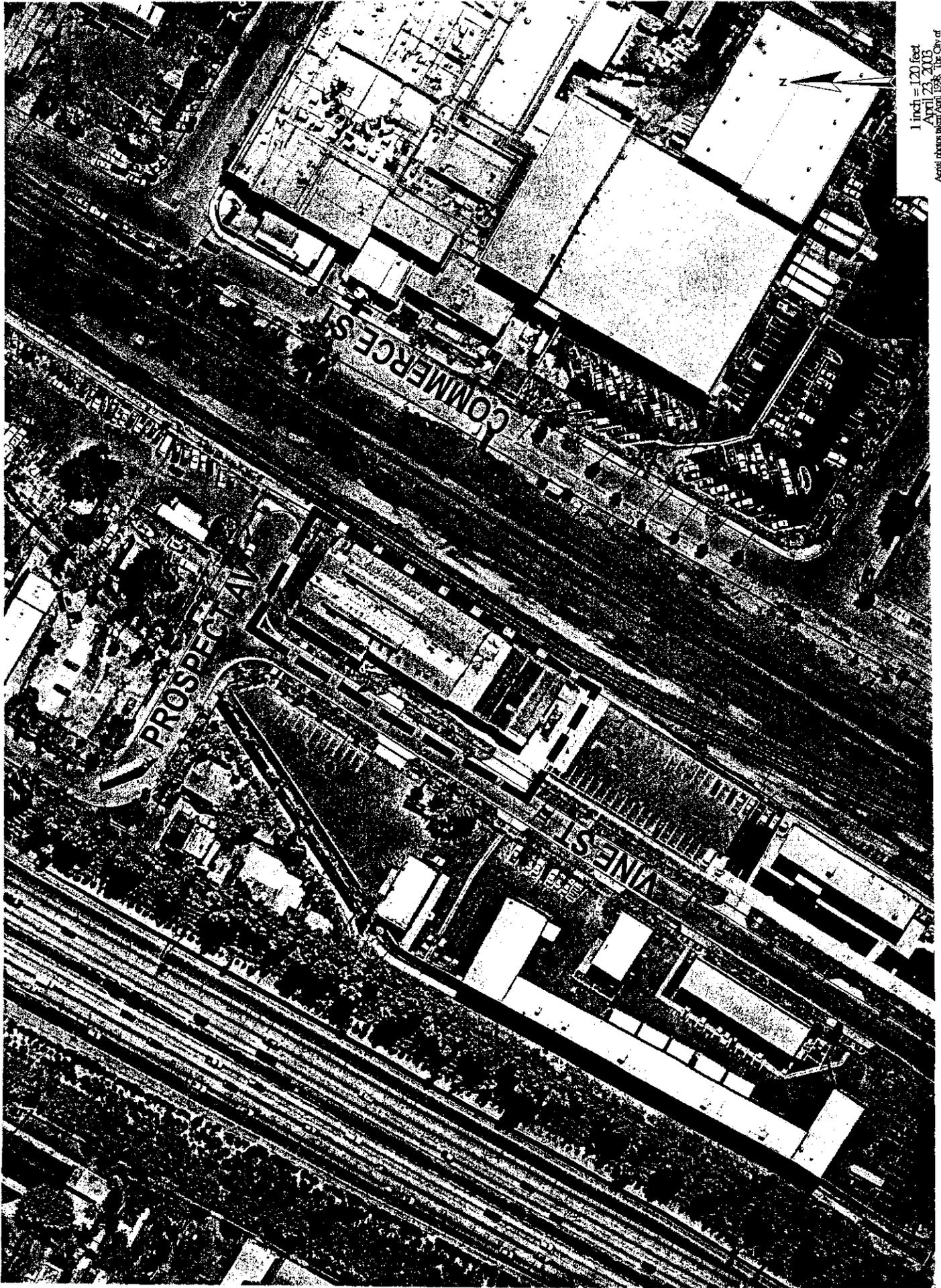
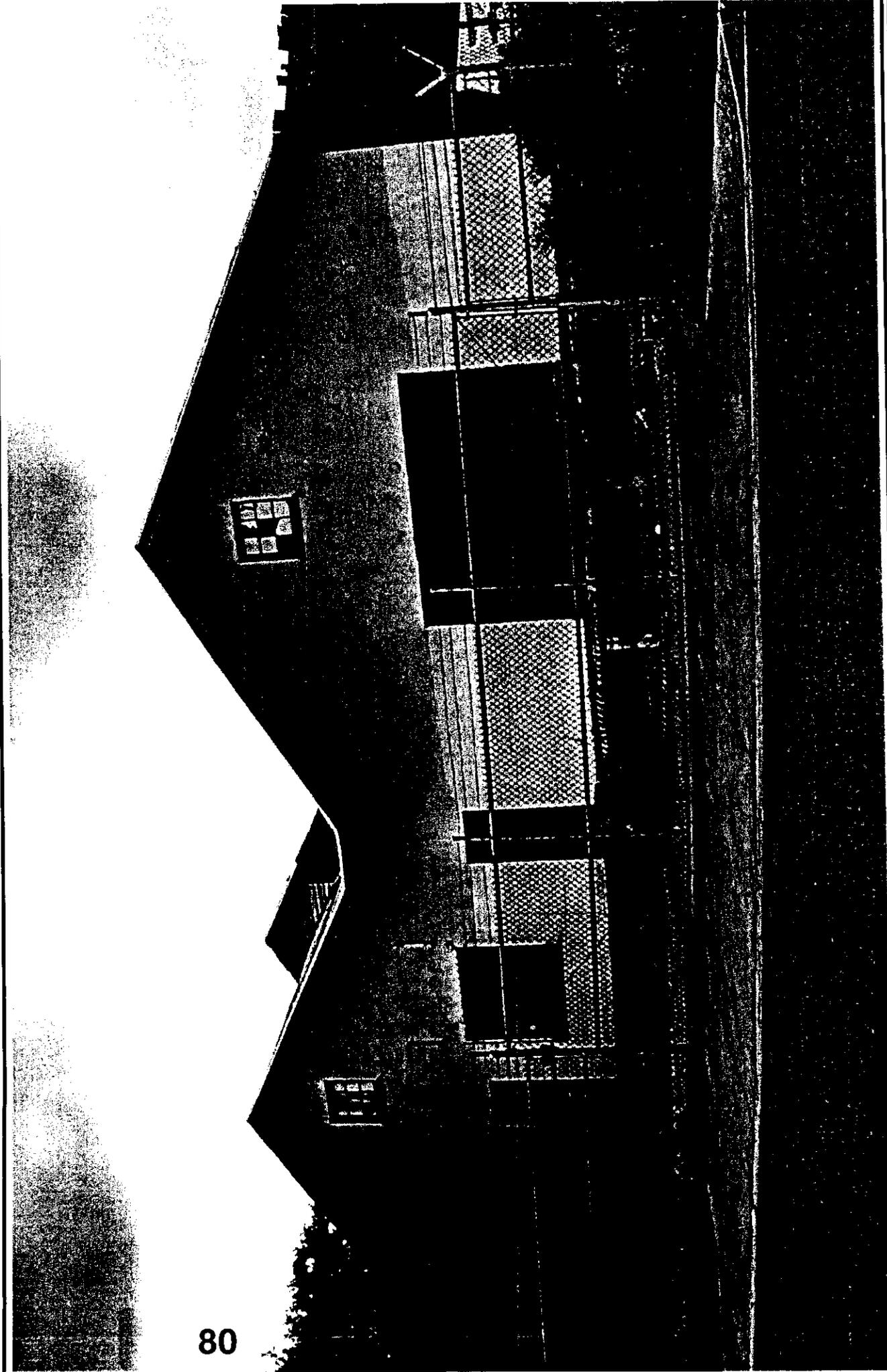


Exhibit III - C (Proposed Homeless Facilities)



1 inch = 120 feet
April 23, 2003
Aerial photos taken April 1998. The City of
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Homeless Facilities, Exhibit III - D (Site 1)



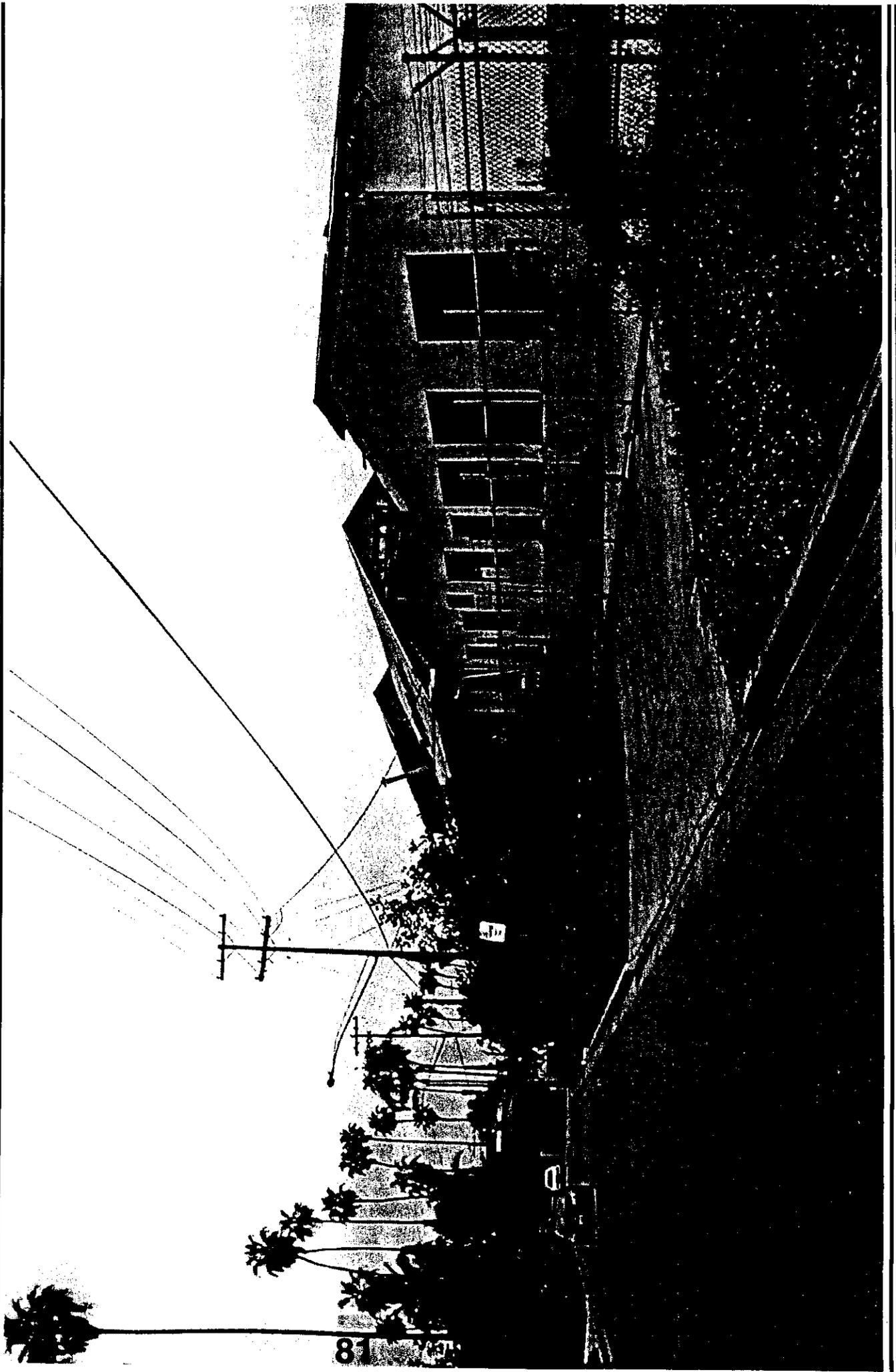


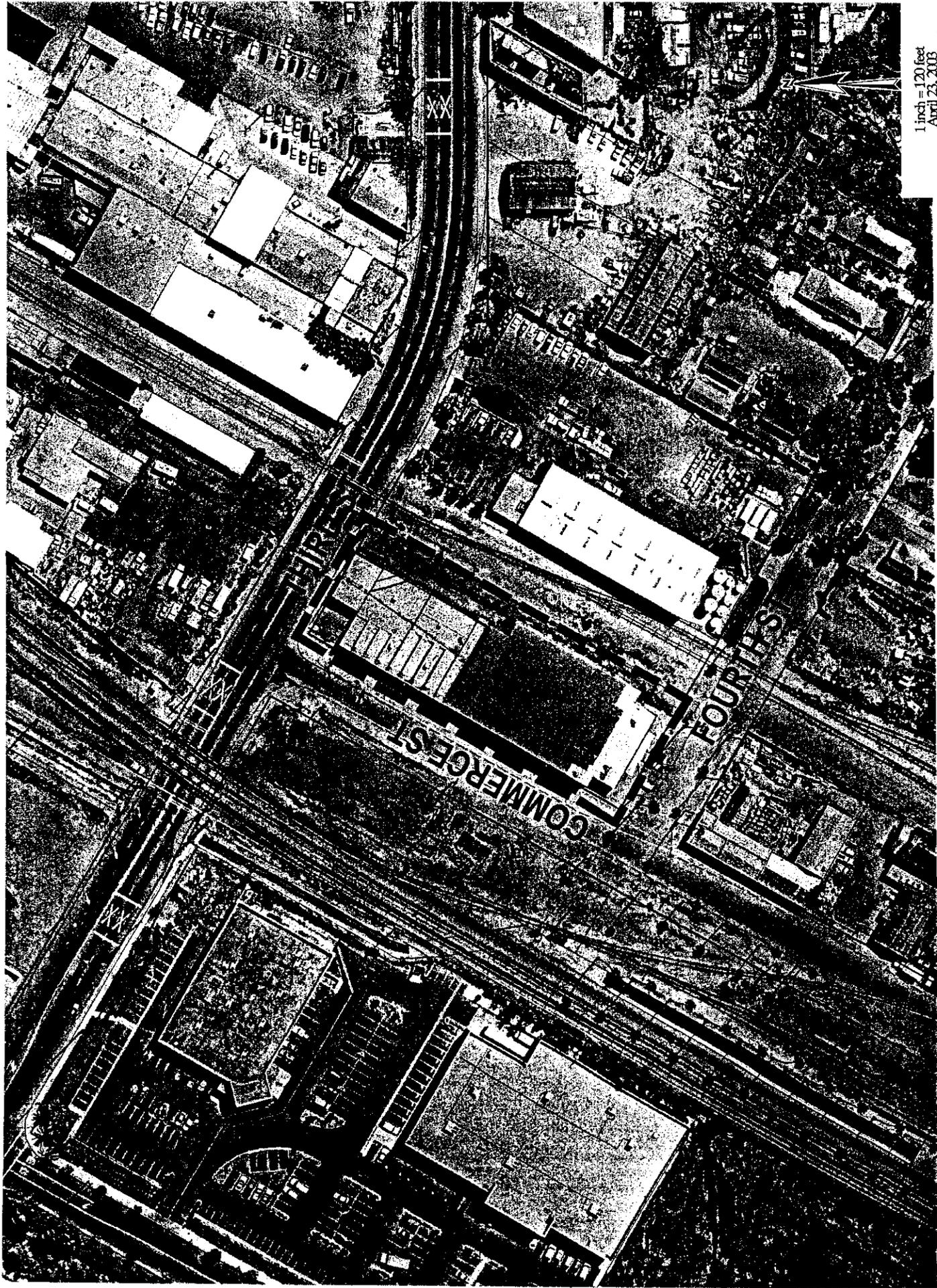
EXHIBIT III – D (Site 1)

Southwest Corner of Vine & Prospect



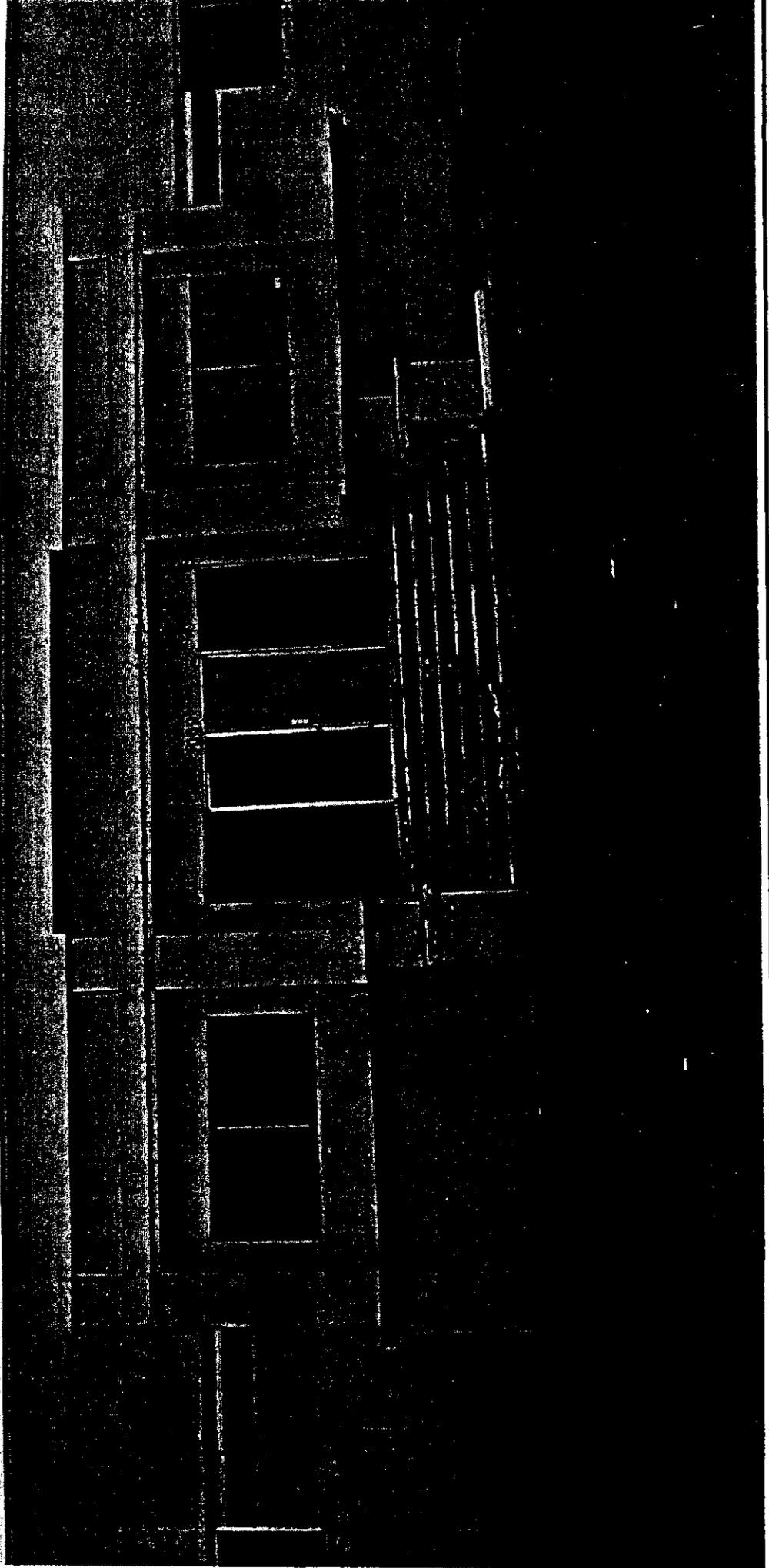
City Council

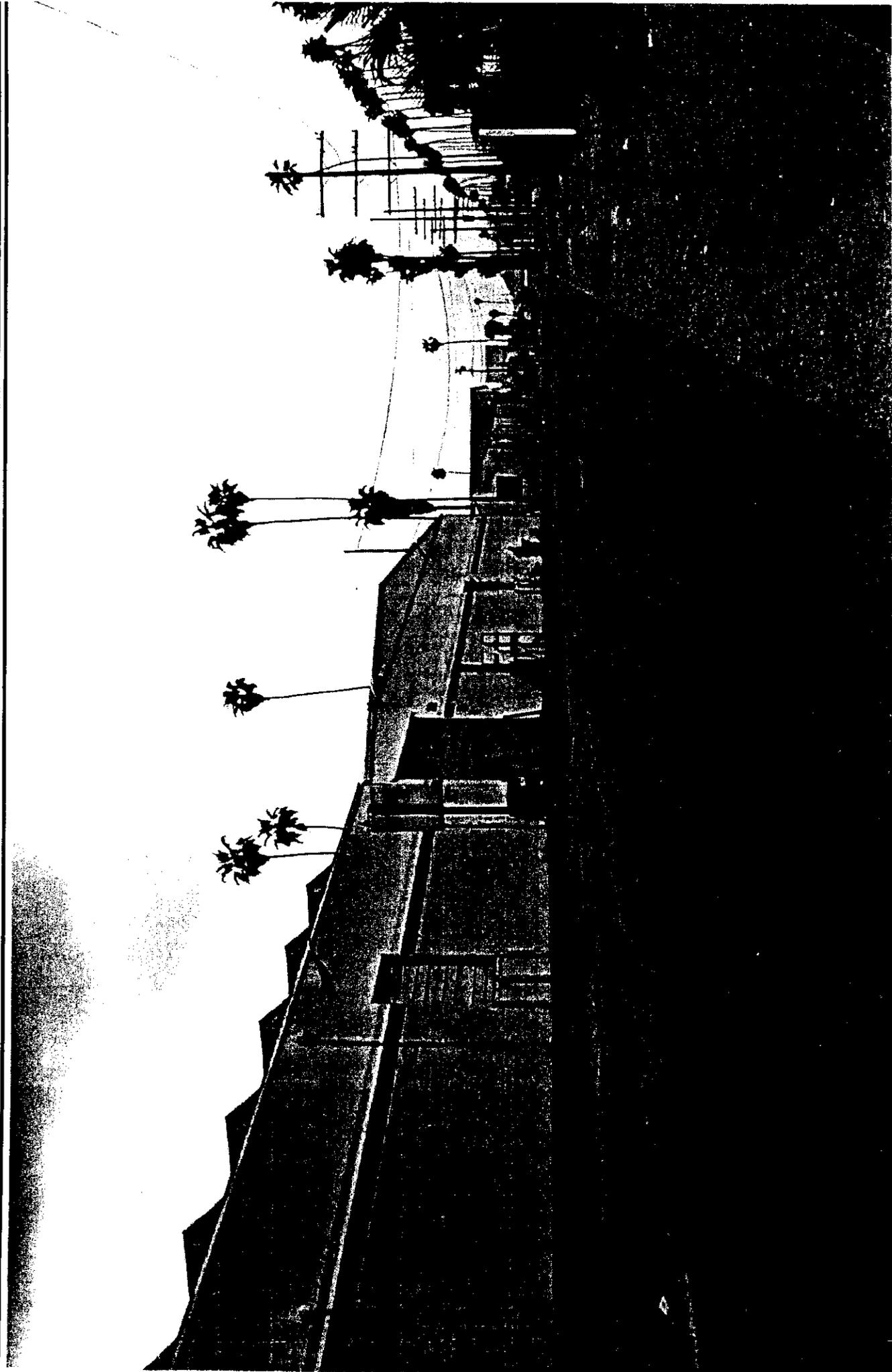
Homeless Facilities

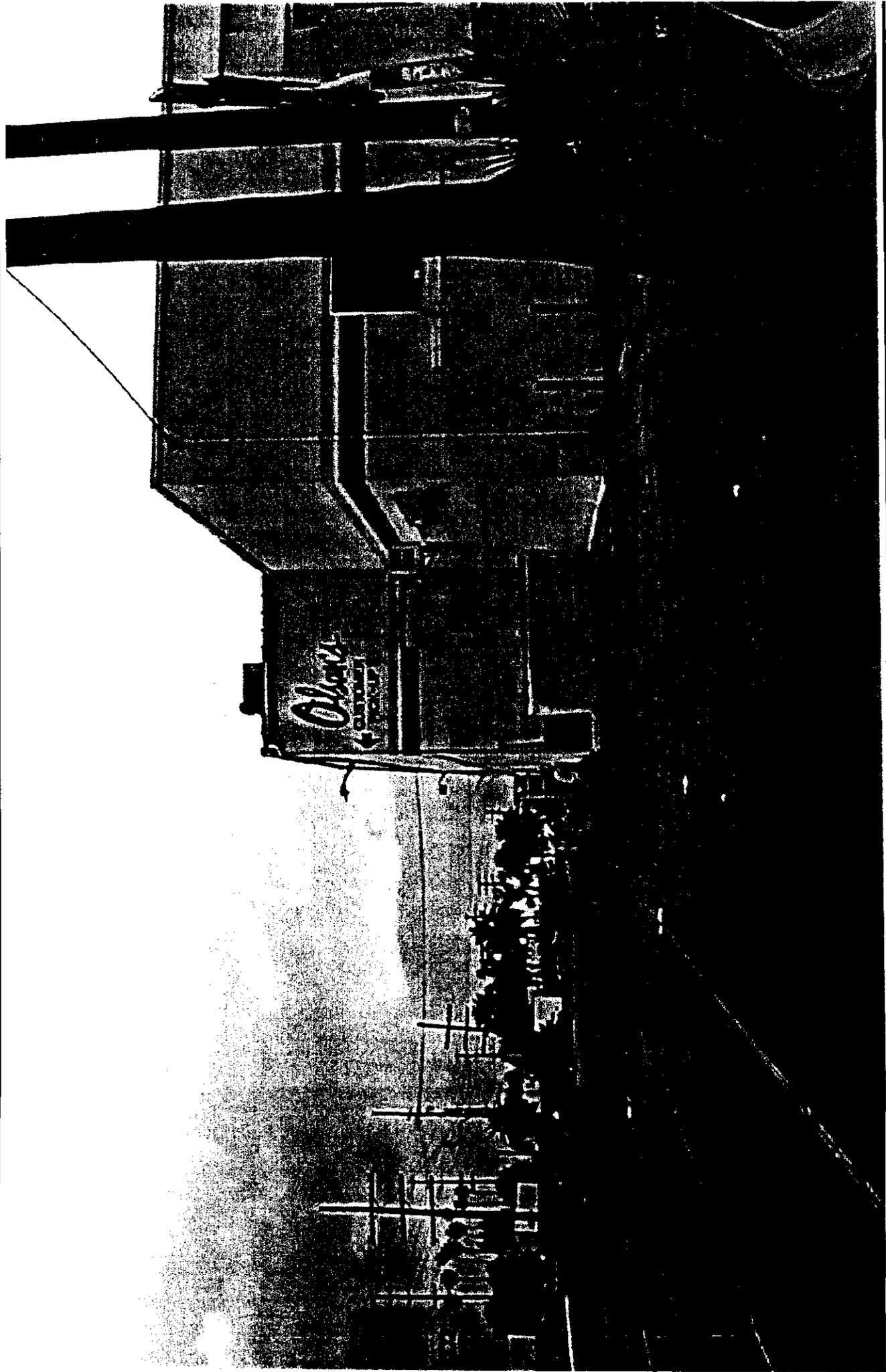


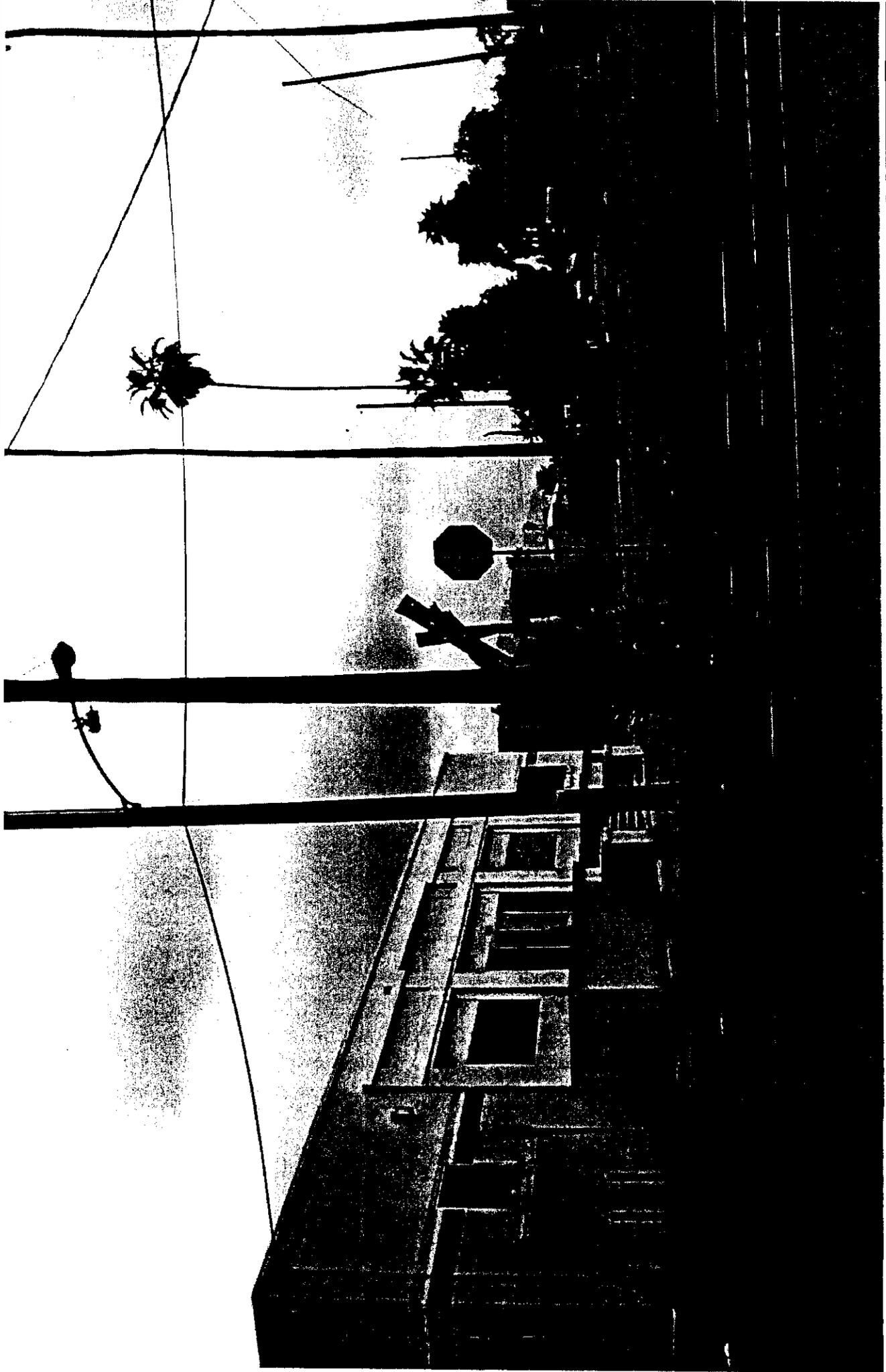
1 inch = 120 feet
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Aerial photos were acquired from the City of
Riverside in January 2003. The City of
Riverside makes no warranty on the accuracy or
content of the data shown on this map. This
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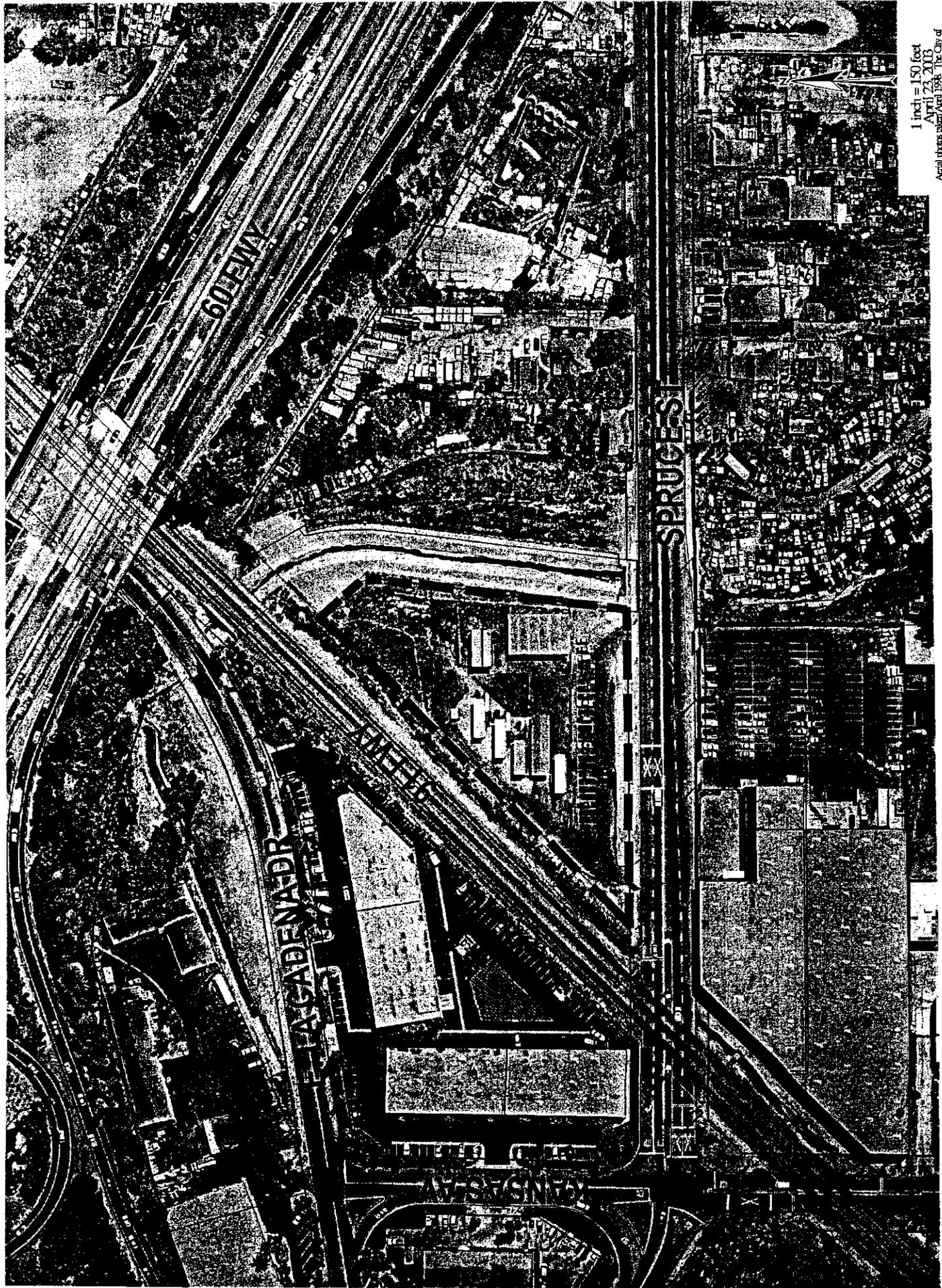
Homeless Facilities, Exhibit III - E (Site 2)





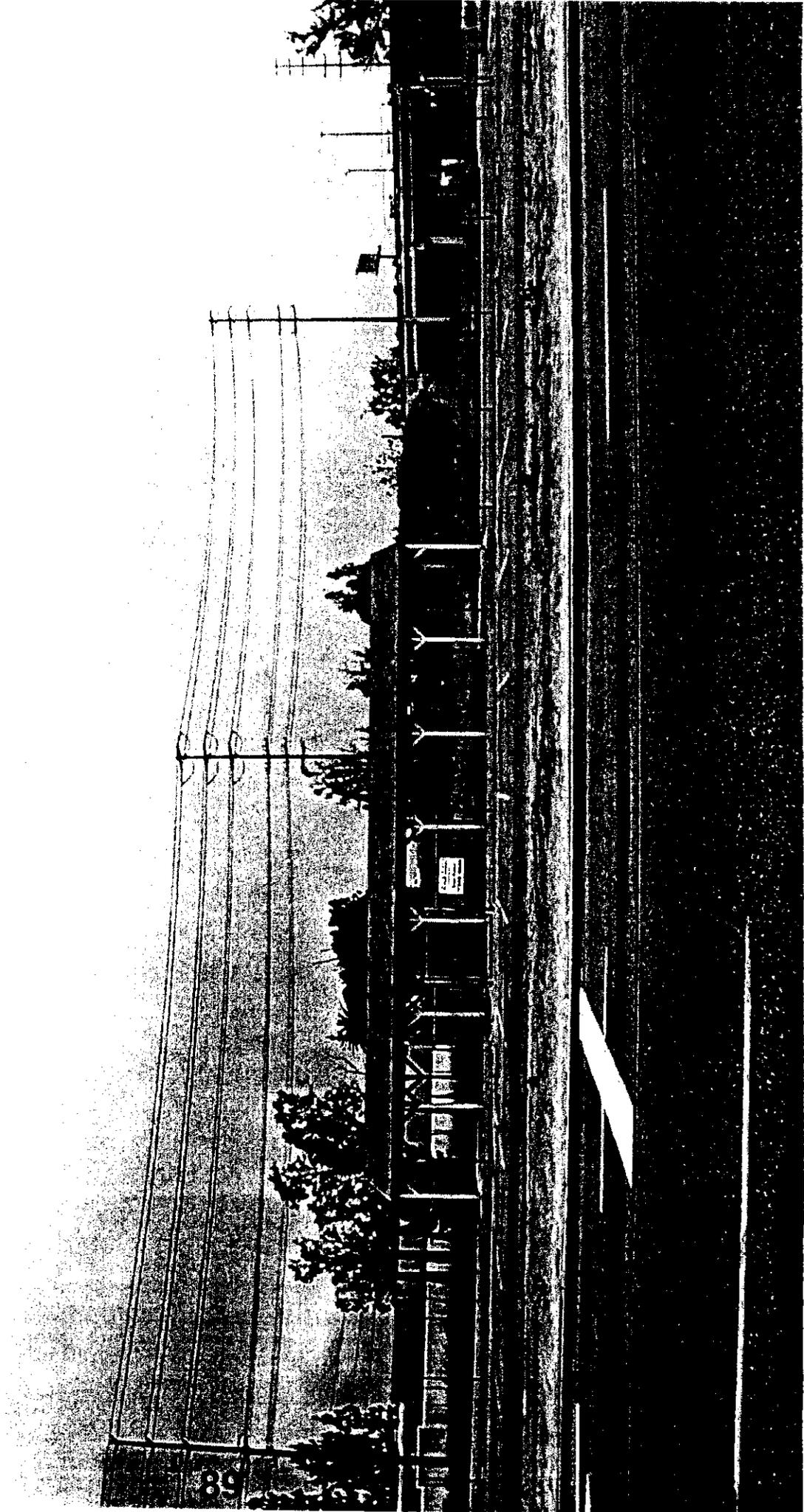






1 inch = 150 feet
April 23, 2003
Aerial photos taken April 1988. The City of Riverside makes no warranty as to the accuracy or content of the data shown on this map. This map shall not be used for any other purpose without the written consent of the City of Riverside, California. Prepared by SANDY

Homeless Facilities, Exhibit III - F (Site 3)







SECTION IV

STAFFING

As part of the March 4, 2003 Council Report, the Homeless Advisory Committee recommended that the City of Riverside create three new positions devoted to homeless services. One position, a Homeless Coordinator, would be an internal City position, and would coordinate all the homeless services within the City of Riverside and be responsible for implementing projects and programs to facilitate the Continuum of Care. The other two recommended positions were Outreach Workers devoted exclusively to the City of Riverside homeless population. The positions are discussed in detail below.

Outreach Workers

The Need for Outreach Workers: Informing the homeless population of the services that are available to them and convincing them that it is possible to break the cycle of homelessness are crucial aspects of getting people off the streets. The Homeless Advisory Committee heard numerous times from the homeless population that there is a lack of knowledge about available services among the homeless. Outreach Workers can build a trust among the homeless populations, help educate the homeless about the City's services, and encourage them to use the Continuum of Care to make meaningful changes in their lives. The Outreach Workers will also gather reliable data on how many homeless people are in Riverside and how they became homeless, which may help direct services and aid prevention efforts.

The County of Riverside offers homeless Outreach services through their HIT Team, but these workers operate countywide and focus on helping the mentally ill. There are currently, however, no full-time, Citywide Outreach Workers. In its March 4 Council Report, the Homeless Advisory Committee recommended two Outreach Workers devoted exclusively to the City of Riverside. One of these workers would be a professional Social Worker trained in outreach and homeless issues. This Social Worker would direct outreach efforts and supervise the other position, which would be held by a formerly homeless person with empirical knowledge of homelessness in Riverside. This combination of professional and peer advocacy should prove effective in generating buy-in and increasing enrollment in the Continuum of Care system in Riverside.

Staff is currently in discussions with the County of Riverside regarding County administration of these two positions. A draft job description is attached in Exhibit IV-A.

ACTION 14: Direct HCD staff to finalize a Memorandum of Understanding (MOU) with the County regarding an arrangement for the Outreach Workers and bring it forward to City Council for approval.

TIMELINE: Within 60 days of Action Plan approval

Homeless Coordinator

The Need for a Homeless Coordinator: The Continuum of Care is a complex system involving dozens of organizations—governmental, nonprofit, and private—with various specialties. Likewise, homelessness is a multifaceted and complicated issue. The amount of time, attention, and expertise required to address this issue effectively demands a full-time City staff position. To this end, staff proposes a new City Homeless Coordinator to implement and

interface with the entire Continuum of Care system. This position would be housed in the Housing and Community Development Division of the Development Department.

Several other cities in Southern California (most of them smaller than Riverside) have full-time Homeless Coordinator positions, including Glendale, Pomona, Santa Monica, Pasadena, and Long Beach. Staff researched the positions in these other cities, and based its proposed Homeless Coordinator model on them. This position would be responsible for working with the Homeless Advisory Committee; writing grant proposals for project funding; administering funding sources; coordinating services with the County of Riverside and other private, non-profit, and governmental homeless providers; and ensuring the completion of homeless projects necessary to implement the Continuum of Care. For more details on the duties of this position, please see the Draft Job Description, Exhibit IV-B. This position would be a coordinator level position and would start at a salary of approximately \$52,000 per year plus benefits.

ACTION 15: Direct the Human Resources Department to create and hire a Homeless Coordinator staff position within the Housing and Community Development Division.

TIMELINE: Within 90 days of Action Plan approval

EXHIBIT IV - A

Duty Statement/Homeless Program Outreach Worker/Case Manager

Job Classification: Behavioral Health Specialist II

Provide outreach to the homeless in the City of Riverside. Engage in an informal assessment and discussion of particular circumstances and needs of the individual, with special sensitivity to the concerns, fears and unusual behavior patterns of the client. Transport prospective clients to the local services. Interview adults to assess for signs and symptoms of mental illness. Attempt to engage persons contacted to accept services from available resources, including but not limited to Veteran Services, shelters, supportive housing, social services, vocational support, appropriate and available financial resources (GR, disability, etc.), mental health services, substance abuse recovery services. Provide linkage, referral and assistance in making and keeping appointments with behavioral health services. Describe services to clients. Prepare or assist in preparing individual service plans. File for and obtains various kinds of assistance for clients, such as Social Security benefits and/or representative payee programs.

Tasks:

- Outreach in the community to locations frequented by homeless individuals and families (e.g. parks, underpasses, isolated areas of industrial areas, downtown areas, shelters, feeding sites, churches).
- Seek to engage resistant clients through a process of establishing rapport and gradual trust that would enable clients to accept needed services.
- Assist client in recognizing and solving conditions in the client's environment.
- Assess client needs in the areas of housing, behavioral health, financial, social supports
- Develop a plan to meet identified needs in a manner that is consistent with client's willingness to accept services and client's goals.
- Refer clients to various agencies and organizations for housing, mental health and/or substance abuse recovery, domestic violence counseling, physical health services, food, vocational assistance.
- Provide active linkage to needed services including advocacy, applications, transportation and follow-up.
- Educate community and family members with mental health homeless issues
- Collaborate and coordinate services with other service providers, community and faith-based organizations.

EXHIBIT IV - B

CITY OF RIVERSIDE HOMELESS SERVICES COORDINATOR

Under general direction, to ensure coordination of the Continuum of Care system for the City of Riverside, including public agencies and non-profit organizations involved in the planning and delivery of services and facilities to homeless persons; and to provide assistance in developing policy recommendations.

Salary Range: \$50,600 - \$60,600

EXAMPLES OF IMPORTANT AND ESSENTIAL DUTIES

- Serve as a centralized contact person for homeless information.
- Provide staff support to the Homeless Advisory Committee.
- Plan, organize and direct specialized programs and projects related to homeless issues.
- Conduct complex administrative research, studies, and surveys; produce reports recommending appropriate courses of action and solutions to problems.
- Develop an inventory of homeless service organizations and facilitate interaction between governmental, non-profit, and faith-based homeless service providers.
- Analyze service gaps in Riverside's Homeless Continuum of Care system and make recommendations to eliminate those gaps.
- Serve as a community liaison for homeless issues and as a representative at municipal, State, Federal, and private sector meetings involved with homeless issues.
- Provide technical assistance to non-profit organizations on homeless program development.
- Write grant proposals and administer grant funding as needed to complete homeless projects or run homeless programs.
- Administer the Emergency Shelter Grant (ESG) and Housing Opportunities for Persons with AIDS (HOPWA) funds, including contract administration, invoicing, and monitoring of subrecipients.
- Coordinate homeless policy and long-term planning on a regional level with the surrounding communities and the County of Riverside.
- Prepare an annual report for the City Council evaluating the Riverside Continuum of Care System and documenting measurable outcomes of homeless services in the community.
- Make presentations to City Council, boards and commissions and civic or professional groups as requested.

JOB RELATED AND ESSENTIAL QUALIFICATIONS

Knowledge of:

- Pertinent Federal, State, and local laws, codes and regulations, including ESG and HOPWA program rules and regulations.
- Principles of public administration.
- Quantitative and management analysis techniques.
- Project management methods and techniques.
- Methods of research program analysis and report preparation.
- Principles and practices of customer service.
- Safe driving principles and practices.

EXHIBIT IV - B

Skill to:

- Operate modern office equipment including computer equipment and software.
- Operate a motor vehicle safely.

Ability to:

- Analyze and solve administrative problems.
- Implement and administer projects and programs.
- Conduct research, and develop and assess surveys.
- Act as a resource for concerns of departments, boards, commissions, and the City Council.
- Keep abreast of current innovative methods to address homelessness.
- Perform various reviews and evaluations to determine program compliance of grant subrecipients .
- Write competitive grant applications and administer grant funds in compliance with regulations
- Deal effectively with the public, community groups, governmental agencies and City boards and commissions.
- Communicate clearly and concisely, both orally and in writing.
- Establish, maintain, and foster positive and harmonious working relationships with those contacted in the course of work.

Minimum Qualifications:

Training:

Bachelor's degree from an accredited college or university with major course work in public administration, social services, community development, or a related field. Possession of, or ability to obtain, an appropriate, valid driver's license.

Experience:

Three years of increasingly responsible homeless-related experience, with emphasis on project implementation, policy analysis, public interaction, and program coordination/administration.

SECTION V

COMMUNITY EDUCATION

PURPOSE

The success of the City of Riverside's Continuum of Care depends upon how well informed the citizens and the homeless are about available services and programs. The City of Riverside should develop a "Good Neighbor" brochure that outlines available services for the homeless. The brochure should include information regarding shelter sites and locations and other support services. The brochure should also include information on ordinances that discourage vagrancy/pan-handling, and mass feedings in City parks and other public places. The homeless should be in facilities receiving safe, sanitary shelter as well as food and other support services.

The "Good Neighbor" brochure should be distributed to members of area churches, especially those feeding in public places. Churches feeding in public places would know whom to contact to participate in more suitable feeding programs, such as Project ACHIEVE, Guest Chef Program, or proposed Access Center meals. Participating in more organized programs will allow those churches to continue to provide a much-needed service to the homeless without infringing on the rights of neighborhoods. Unregulated feeding and clothing distribution in public places only enables individuals to stay on the street. The outreach workers trying to entice and educate the homeless on available services can also distribute the brochure.

The Homeless Coordinator will also work to create a "Pocket Resource Guide," which has a short list of homeless services. The Pocket Resource Guide would serve as a quick reference guide for a homeless person, and would include a list of providers, the services they offer, and their telephone numbers. The Pocket Resource Guide would be an essential tool for the Riverside Police Officers in the field as well as for businesses or residents who frequently encounter panhandling.

PARTNERSHIPS

The City should also use existing agencies to help educate the public on available homeless services. The Volunteer Center of Riverside County acts as the key agency for disseminating social service information. It has authored a very comprehensive Community Services Resource Directory that includes a "cross reference list" of services and service providers that offer all types of programs related to shelter, education, employment, etc.

ACTION PLAN

ACTION 16: Direct the Homeless Coordinator to develop the "Good Neighbor" brochure and Pocket Resource Guide with assistance from the City's Legal Department, non-profit agencies, and faith-based organizations.

TIMELINE: Within 90 days from Homeless Coordinator start date

SECTION VI

ENFORCEMENT AND LIVABLE COMMUNITIES

In both the October 2001 and March 2003 Homeless Task Force reports, emphasis was placed on restoring communities that had been negatively impacted by problems related to homelessness. The Homeless Task Force acknowledges this in its policy assumption of Quality of Life for All in its March 4, 2003 report, stating:

All people in a community should be held to standards of behavior in public places that are respectful of the security, safety, and reasonable expectations for quality of life of other members of the public. Particularly, public spaces such as parks must be available for everyone to enjoy and restricted to their intended uses.

As part of a comprehensive homeless strategy, the issue of adequate enforcement measures was explored with the City Attorney's Office and the Police Department. A discussion of adequate measures can be defined as existing laws and proposed laws.

Existing Laws

The City Attorney has identified 48 offenses, which affect the livability of neighborhoods that are currently regulated by the Riverside Municipal Code. These are listed in Exhibit VI-A. Violation of these offenses is a misdemeanor and may expose the offender to arrest and a criminal citation. A majority of these offenses require that the offender be given verbal notice to cease the activity prior to arrest and citation. Others of a more egregious nature allow arrest upon observation of the offense.

The effectiveness of a single citation is often questioned, as the penalty is a fine, which requires cooperation by the offender if found guilty. Often homeless individuals do not show up for court, do not pay fines, or cannot be identified due to lack of proper identification or transient nature. In order to have a significant impact, multiple arrests and citations need to be amassed over time so that a bench warrant can be issued for the offender. The penalties then may involve jail time and more substantial penalties that help ensure the offender is removed from the streets for a longer period of time.

The use of these codes, in combination with a comprehensive homeless strategy that includes case management and connecting the homeless individual with a responsible program, is considered a good start for restoring livability to neighborhoods that are currently impacted negatively by homelessness. While the Police Department currently enforces criminal laws violated by homeless and other individuals, once a comprehensive program is created and there are alternatives for the homeless, a more focused enforcement program may be undertaken.

The City Attorney has been working on a Community Livability Plan that provides the mechanism to create significant change in deteriorating areas. This Plan brings together existing laws with support from several city programs to remove or clean up attractive nuisances that threaten the safety and livability of neighborhoods. By using a combination of tools such as code compliance, livability laws, and trash removal programs, conditions that contribute to homelessness, crime and neighborhood decay can be minimized. The success of this type of collaborative approach is demonstrated by the recent demolition of the University Lodge, which

was a motel that was used as a substandard, permanent residence, which harbored illegal drug activity. (It should be noted that the City Attorney will be formally presenting the Community Livability Plan to the Mayor and City Council for review and approval in the near future.)

Additionally, the Police Department approaches livability problems through its Problem Oriented Policing (POP) team and Neighborhood Beat Officer (NBO) program. These programs focus on crime and livability issues in specific neighborhoods. Many of the areas where homeless congregate are the focus of the POP/NBO teams due to the dysfunctional behavior frequently exhibited by some individuals in this category.

Proposed Laws

In reviewing the existing range of laws in the Municipal Code, three areas emerged as requiring amendment. First, due to changes in federal law, the aggressive solicitation section needs to be updated for effective enforcement. Significant work has been done on this and will be brought forward to the Mayor and City Council. Second, a code needs to be developed and adopted to address the feeding in parks that currently takes place without the benefits of adequate sanitation facilities, improper food handling, and inadequate refuse collection. Such a code should be considered once alternative feeding arrangements are formalized as a part of the comprehensive strategy. Third, a code needs to be developed that prohibits sitting or lying in entrances of buildings during late night and early morning hours where often times criminal activity occurs when businesses are not open.

Education on Law and Increased Enforcement

It is recognized that upon adoption of a comprehensive action plan, there needs to be adequate notice to the homeless community and proper education about existing programs prior to a focused enforcement effort. The Police Department has indicated that it intends to offer homeless individuals transportation to the Access Center when they are first encountered or contacted by the Police Department. Individuals choosing to remain on or return to the street after having been offered the transportation to the Access Center will be expected to conduct themselves in a responsible manner, following the city's laws in a civil manner.

Section VII of this report addresses education about available services and the city's homeless program. The information developed through the educational component of this program will be used to inform homeless of available programs, locations, and ways to get help. The information will also be provided to businesses, residents in impacted neighborhoods, and all workers who may be in contact with homeless or pre-homeless individuals. The Police Department and City Attorney will work together to provide roll call training to uniformed officers and other employees about proper procedure when dealing with homeless. During this training, officers will be provided informational handouts developed to help identify available services, ensure effective referrals, and facilitate the efficient handling of homeless related contacts.

Overall Approach to Enforcement

The first priority to addressing livability of neighborhoods is to provide the services and outreach to the homeless community. It is recognized, however, that even with the most comprehensive program, homelessness will not be eliminated. This approach is designed to reduce the negative impact from those who resist intervention assistance and choose to remain homeless. This approach is intended for those who refuse to avail themselves of these services and

choose willfully to violate the laws. Their willful violation will necessarily result in the enforcement of laws of the City of Riverside.

Action Plan

The Action Plan for enforcement and safe communities is identified in the following:

- ACTION 17:** The City Attorney shall present a draft regulation, addressing aggressive solicitation and present to the Mayor and City Council for consideration.
TIMELINE: Within 30 days of the opening of the Access Center
- ACTION 18:** The City Attorney shall work with the Assistant City Manager and Director of Parks and Recreation to draft a regulation addressing the unlawful feeding in parks and present to the Mayor and City Council for consideration.
TIMELINE: Within 60 days of court disposition of a legal challenge to a similar municipal code adopted by the City of Santa Monica
- ACTION 19:** The City Attorney and the Chief of Police shall draft a code to regulate the sitting or lying in front entrances of businesses during certain late night and early morning hours.
TIMELINE: Within 30 days of the opening of the Access Center
- ACTION 20:** The City Manager shall work with the Chief of Police and the City Attorney to examine other possible laws or regulations to address the secondary effects of homelessness on neighborhoods and surrounding communities.
TIMELINE: Within 30 days of the opening of the Access Center
- ACTION 21:** The City Attorney and the Chief of Police shall prepare training and hold roll call sessions on the enforcement of livability laws concerning the homeless; such training shall ensure that homeless individuals are provided transportation to the Access Center upon his/her first contact.
TIMELINE: To coincide with the opening of the Access Center
- ACTION 22:** The Chief of Police shall begin a focused enforcement effort of livability laws as they apply to the homeless upon opening of the Access Center and homeless shelter (it is acknowledged that criminal homeless laws are now being enforced aggressively).
TIMELINE: Within 14 days of the opening of the Access Center
- ACTION 23:** The City Manager shall establish a working arrangement with all departments involved in livable communities to ensure that these issues are given the highest priority organization wide.
TIMELINE: Upon adoption of this report

COMMUNITY LIVABILITY LAWS	MUNICIPAL CODE
Blocking entrance - unlawful to loiter or stand or sit in or at the entrance of any church, hall, theater, or place of public assemblage so as to obstruct	RMC section 9.04.120
Damaging public property - unlawful to cut, mark, burn, tear down, deface, remove or destroy any building, walk, bridge, fence, tree, plant, shrub, ornamental structure or object, post, pipe, stone, wire, or any other property belonging to city	RMC section 9.04.200
Loitering for drug activities prohibited	RMC section 9.04.220
Throwing stones or missiles unlawful	RMC section 9.04.240
Unlawful to occupy any street, sidewalk, or other public way used for pedestrian travel in such a manner as to annoy or molest any pedestrian or to obstruct or unreasonably interfere with the free passage	RMC section 9.04.280A
Unlawful to sit, lie or sleep in or upon any street, sidewalk or other public way	RMC section 9.04.280B
Unlawful to ride bicycle, scooter, roller skate, skateboard or similar contrivance upon any sidewalk in any business district in City	RMC section 9.04.290A
Unlawful to ride bicycle, scooter, roller skate, skateboard or similar contrivance on any private sidewalk, private parking lot or private parking facility within any business district (if sign prohibiting is displayed)	RMC section 9.04.290B
Trespass on private property (specific requirements regarding signs, advisement within 6 months, express consent, 24-hour notice)	RMC section 9.04.300
Conduct on public property - unlawful to obstruct movement in public ways	RMC section 9.04.400A
Conduct on public property - sitting or lying down or upon public sidewalk, sidewalk, or upon a blanket, chair, stool or any other object placed on public sidewalk is prohibited (requires warning by law enforcement officer)	RMC section 9.04.400B
Conduct on public property - exceptions to A & B.	RMC section 9.04.400C

Conduct on public property - unlawful to walk, stand, sit or lie upon any monument, vase, decorative fountain, drinking fountain, bike rack, trash receptacle, median, fire hydrant, street tree planter berm, utility cabinet, railing, fence, planter or any other public property not designed or customarily used for such purposes (requires notification by law enforcement officer)	RMC section 9.04.400D.1
Conduct on public property - unlawful to walk, stand, sit or lie upon public lawn or planted area which is posted with signs forbidding such conduct (requires notification by law enforcement officer)	RMC section 9.04.400D.2
Conduct on public property - unlawful to walk, stand or lie upon any public bench (requires notification by law enforcement officer)	RMC section 9.04.400D.3
Conduct on public property - unlawful to urinate or defecate in public, except in bathroom or restroom enclosed from public view	RMC section 9.04.400E
Sidewalk obstructions - unlawful to place on public sidewalks between 11:00 p.m. and 5:00 a.m. any structure or object which may potentially represent a hazard or an obstructions to any person traversing said public sidewalk	RMC section 9.04.400F
Sidewalk public nuisance - any vehicle, object, structure, construction material or construction equipment placed or left upon any public street, sidewalk, roadway, pedestrian way or bicycle path is declared a public nuisance and the Street Superintendent is authorized and empowered to remove such nuisance	RMC section 9.04.400G
Possession of open alcoholic beverage container - unlawful on posted premises, including posted parking lot immediately adjacent to any retail package off-sale alcoholic beverage licensee or on any public sidewalk immediately adjacent to the licensed premises	RMC section 9.05.020A
Possession of open alcoholic beverage container - unlawful within any City park or any recreation and park district, or any regional park or open-space district or other City-owned public place	RMC section 9.05.020D
Consumption of alcoholic beverage - unlawful in any public place within the City of Riverside	RMC section 9.05.030

Presumption regarding consumption - any person possession an open container and having an odor of alcoholic beverage on the person's breath is presumed to be consuming an alcoholic beverage at the place where the person is located	RMC section 9.05.040
Dogs in public parks - unlawful to allow dog in public park unless dog is restrained by a leash not more than 6' in length	RMC section 9.08.020A
Removal of animal feces required	RMC section 9.08.050
Unlawful to operate any skateboard, bicycle or any self-propelled device on any park, playground, trail, open space or other area of City under control of Park and Recreation in willful or wanton disregard for the safety of persons or property	RMC section 9.08.060
Unlawful to camp, lodge, or remain overnight in City parks (unless designated by Park and Recreation Director)	RMC section 9.08.070
Unlawful to make or kindle a fire or cook any meal within a park except in stoves or other facilities authorized and specifically provided for such purpose	RMC section 9.08.080
Unlawful to light or maintain a fire when parks are closed except by written permission of the Park and Recreation Director	RMC section 9.08.080
Unlawful to throw any stone or brush or dispose of dishwater or other waste liquids or dispose any garbage, empty container, or other solid waste material within a park, except in receptacles provided for such disposal	RMC section 9.08.100
Unlawful for any person or vehicle to be present in or use any closed park (park hours - closed from 30 minutes after sunset of one day and 30 minutes before sunrise of the next day	RMC section 9.08.110
Unlawful for any person to use any restroom, washroom or dressing facility within a park when the same has been designated for persons of the opposite sex	RMC section 9.08.130
Unlawful for any person to be in same stall with another, except children six years of age and younger or any person in need of assistance	RMC section 9.08.130
Unlawful for any person to cut or deface the walls of any restroom or structure within the public parks	RMC section 9.08.130

Unlawful for any person to smoke or to dispose of any lighted match or cigarette, cigar ashes or any flaming or glowing substance in any area of any park or open space (specifically designated by sign as a prohibited smoking area)	RMC section 9.08.140
Unlawful to repair, lubricate, paint, prepare for painting, add to, alter or overhaul any vehicle within any park	RMC section 9.08.150
Unlawful to stop, park, ride or drive any vehicle, horse, motor vehicle, or motorcycle upon any path, trail, bridle path, or in any other area, unless posted or marked for such use within a park	RMC section 9.08.160
Public telephone nuisances - when used to sell or give away controlled substances	RMC section 9.09.020A
Public telephone nuisances - when used in connection with consumption of alcoholic beverage	RMC section 9.09.020B
Public telephone nuisances - loitering with no purpose and causing public inconvenience or annoyance	RMC section 9.09.020C
Public telephone nuisances - when used in connection with making excessive noise	RMC section 9.09.020D
Unlawful to throw or deposit litter in or upon any street, sidewalk, mall or other public place, except in receptacles	RMC section 9.16.030
Unlawful to throw or deposit litter in any park within the City except in public receptacles	RMC section 9.16.090
Unlawful to throw or deposit litter or any foreign substances in any fountain, pond, lake, stream, bay or other body of water in a park, mall or elsewhere within the City	RMC section 9.16.100
Unlawful to throw or deposit litter on any open or vacant private property within the City	RMC section 9.15.200
Unlawful to use camper, mobile home, motor home or trailer for dwelling, residential or sleeping purposes, with certain exceptions	RMC section 19.68.050

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SECTION VII

FINANCING

This section provides a list of funding sources that can be utilized to fund homeless services and programs, as well as the administering funding agency, and match requirements for the funds, and deadline for applications.

AVAILABLE SOURCES OF FUNDING

Community Development Block Grant (CDBG)

Responsible Agency: U.S. Department of Housing and Urban Development (HUD)

Description: The CDBG program provides annual grants on a formula basis to entitlement cities and counties to develop viable urban communities. Its primary goals are to provide low and moderate-income persons with decent housing, a suitable living environment, and economic opportunities. The funding is used to carry out a wide range of community development activities directed toward revitalizing neighborhoods, promoting economic development, and providing improved community facilities and services. HUD determines the amount of each entitlement grant by a statutory formula that uses several measures, such as the extent of private funding, population, housing overcrowding, age of housing and population growth of an area.

The City of Riverside is an entitlement city and receives approximately \$3.5 million annually in CDBG funding. Every year the City is required to submit a detailed annual Action Plan outlining the types of services and programs that it will fund with its annual allocation. The services and programs identified must be consistent with those outlined in the City's Five-year Consolidated Plan.

Match Requirements: None

Deadline(s): Annual Action Plans are due into HUD at or around May 15. Most CDBG recommendations in the Action Plan have traditionally been determined by a series of Advisory Committee meetings in January and February. The City Council, however, can approve projects directly at any time if excess CDBG funding is available. As a note, if the Council approves funding for an activity after the Action Plan has been approved, staff will need to amend the Action Plan and obtain permission from HUD before the funding can be spent.

Emergency Shelter Grant Program (ESG)

Responsible Agency: U.S. Department of Housing and Urban Development (HUD)

Description: Designed as a first step in a Continuum of Care plan of assistance, the ESG program strives to address the immediate needs of persons residing on the street and needing emergency shelter, as well as assisting their movement to independent living. Local and State governments utilize ESG funds to help operate emergency facilities, provide essential support services to residents, and to help prevent at-risk families or individuals from becoming homeless.

The City of Riverside is an entitlement City and receives approximately \$125,000 annually in ESG funding. State and City governments receive ESG funding and can make it available either to local government agencies or private nonprofit organizations. The following are five major categories of eligible activities:

- Renovation, major rehabilitation, or conversion of a building used as emergency shelters;
- Essential services which include counseling for employment, health, drug abuse, education, permanent housing; and assistance in obtaining other Federal, State, and local assistance including veteran's and mental health benefits;
- Operational costs incurred in operating a facility with respect to administration, maintenance, repair, security, utilities, fuel, furnishings, and equipment;
- Homeless prevention activities, including short-term rental and utility subsidies, security deposits or first month's rent, payments to prevent foreclosure, and legal services;
- Administrative costs, including staff to operate the program, preparation of progress reports, audits, and monitoring of recipients. Grantees can use up to five percent of their annual allocation for administrative purposes.

Match Requirements: Grantees, except for state governments, must match ESG grant funds dollar for dollar with their own locally generated amounts.

Deadline(s): The ESG funded programs are submitted as part of the City's Annual Action Plan due into HUD at or around May 15.

Shelter Plus Care Program (S+C)

Responsible Agency: U.S. Department of Housing and Urban Development (HUD)

Description: The S+C program has been in existence since 1992. HUD has awarded funding to state and local governments and public housing agencies to provide permanent housing and support services for homeless persons with disabilities such as serious mental illness, chronic substance abuse, and/or AIDS and related diseases. The goals of the program are to increase housing opportunities for the homeless, increase their skills and/or income, and create greater self-sufficiency.

S+C funding is typically implemented through partnerships that include a grantee, nonprofit housing, and a number of supportive services providers. Funding for the S+C program is awarded competitively through HUD's Continuum of Care process to eligible agencies. Eligible activities are restricted to rental assistance (i.e. monthly rent payments, security deposits, and utility costs if they are not included in the rent) programs and administrative costs associated with administering the rental assistance.

Match Requirements: Governments must match the funding with an equal value of supportive services.

Deadline(s): Applications are submitted to HUD in June.

Supportive Housing Program (SHP)

Responsible Agency: U.S. Department of Housing and Urban Development (HUD)

Description: SHP program provides funding to develop supportive housing and services that allow homeless persons to become self-sufficient. Eligible applicants are state and local governments, public housing authorities, and private nonprofit organizations. SHP grants are awarded on a competitive basis through HUD's Continuum of Care strategy. The funding can be used for the following eligible activities:

- Acquisition and rehabilitation, new construction, or leasing of facilities and
- Supportive services: administrative cost for salaries, food, clothing, transportation, and medical/dental care for clients; first and last month's rent and/or security deposits for clients moving from transitional housing to permanent housing.

Match Requirements: Match requirements vary depending upon type of services.

Deadline(s): Application is submitted to HUD in June.

Emergency Housing Assistance Program (EHAP), available through Proposition 46

Responsible Agency: State of California Department of Housing and Community Development (HCD)

Description: The passage of Proposition 46 generated \$31,000,000 in funding for the construction, acquisition, or rehabilitation of sites for emergency shelters and transitional housing for the homeless. The funds are available as a forgivable deferred loan. Eligible applicants would include county or city governments and local nonprofit organizations. The funds can be used for the following activities:

- Site acquisition limited to land purchase in conjunction with new construction,
- New construction,
- Rehabilitation (includes conversion), and
- Loan administrative costs (maximum five percent of the loan).

Match Requirements: The EHAP loans do not require a match. Leveraging of funds for the development of a project is part of the rating criteria.

Deadline(s): A Statewide Notice of Funding Ability (NOFA) was issued around January 2003 and applications for the first round were due in April. Funds for the first round will be awarded in June 2003. The second NOFA will be released in January 2004.

FUNDING THE CONTINUUM OF CARE

The City of Riverside's strategy for addressing homelessness and related issues is based upon HUD's Continuum of Care Strategy. Section II of this report identified necessary components of

the Continuum of Care. Below, a list of possible funding sources has been identified as critical for each Continuum of Care component.

Homeless Prevention

Possible Funding Sources: Emergency Shelter Grant
Community Development Block Grant
Shelter Plus Care Program

Estimated Cost: \$55,000

ACTION 24: Direct the Homeless Coordinator to identify and apply for funding to create a homeless prevention program.

TIMELINE: Identify possible funding sources within 30 days of Homeless Coordinator start date, apply for funding at first available opportunity (variable, depending on funding source)

Feeding the Homeless

Possible Funding: Private funding from local faith-based organizations.

ACTION 25: Direct the Homeless Coordinator to work with the local faith-based community to track donations of food and time given to the feeding program so that this community investment can be used as matching funds to leverage homeless grant funding.

TIMELINE: On-going after Homeless Coordinator start date

Outreach Workers

Possible Funding Sources: Community Development Block Grant
Emergency Shelter Grant
County/City Partnership

ACTION 26: Direct HCD Staff, in conjunction with the County, to identify and secure funding sources for the two Outreach Workers.

TIMELINE: Within 60 days of Action Plan approval

Access Center/Short-Term Emergency Shelter

Possible Funding Sources: Emergency Shelter Grant
Emergency Housing Assistance
Supportive Housing Program

Estimated Cost: 20,000 square foot at \$170 per square foot = \$3.4 million

ACTION 27: Direct the Homeless Coordinator to identify and apply for funding to develop the Access Center and Short-Term Emergency Shelter.

TIMELINE: Identify resources within 30 days of site selection, apply for funding at first available opportunity (variable, depending on funding source)

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