

*Community Inquiry:
Homeless Shelter in Turlock*

*Submitted by the
Center for Public Policy Studies
California State University, Stanislaus
to
The City of Turlock*

**Primary Authors
Dr. John A. Garcia
Dr. Kelvin Jasek-Rysdahl**

August 2007

The Center for Public Policy Studies at CSU, Stanislaus is a non-profit, non-partisan entity dedicated to research and public education about important policy issues and to providing a forum for discussing public policy issues with community representatives, academics, and policy makers in the CSU Stanislaus service area. The center is committed to facilitating regional and community problem-solving through activities and research projects that bring together diverse constituencies and perspectives to clarify issues, consider options, and build consensus.



Lisa Gray, Administrative Assistant

**Center for Public Policy Studies
at
California State University, Stanislaus
801 W. Monte Vista Ave.
Turlock, CA 95382**

Telephone: (209) 667-3342

Fax: (209) 667-3725

www.csustan.edu/cpps

Community Inquiry:
Homeless Shelter in Turlock
Submitted by the
Center for Public Policy Studies
California State University, Stanislaus
to
The City of Turlock

Primary Authors
John Garcia, Ph.D.
Kelvin Jasek-Rysdahl, Ph.D.

Chapter 1: Introduction	3
Chapter 2: Observations & Recommendations.....	5
Chapter 3: Executive Summary	8
Chapter 4: Initial interviews.....	18
Figure 4.1: Research Framework.....	32
Chapter 5: Business/Resident Research Group.....	33
Table 5.1: Calls to Police Department for Selected Areas.....	37
Table 5.2: Cold Weather Shelter Costs.....	39
Figure 5.1: Business Survey	41
Table 5.3: Do you have a problem with homeless people in close proximity to your business?	43
Table 5.4: How concerned are you about the impact of the presence of homeless persons to your business?.....	43
Table 5.5: What are you cleaning up?	44
Table 5.6: Related to the impact of homelessness, what extra measures have you taken to increase security at your business?	44
Table 5.7: Related to the impact of homelessness, what costs have you had related to property damage?.....	45
Table 5.8: How have your customers been affected by the homeless?	45
Table 5.9: Has the presence of homeless persons ever caused you to consider closing or relocating your business?.....	45
Chapter 6: Homeless Research Group	47
Chapter 7: Faith-Based & Service Provider Researcher Group.....	56
Table 7.1 Friends & Family Connections/Hometown	63
Table 7.2 Family Support Issues.....	64
Table 7.3 Employment & Disability Issues	64
Table 7.4 Non-Profit/Private Services	65
Table 7.5 Government & Non-profit/Private Services Combination	65
Table 7.6 Drug, Health & Mental Health Obstacles.....	66
Table 7.7 Rules, Requirements & Restrictions.....	67
Table 7.8 Outcome of Shelter Conditions.....	67
Table 7.9 Parole & Probation Elaborations	68
Chapter 8: City Staff Research Group	69
Figure 8.1: City Programs and Actions.....	74
Appendix 1: We Care Emergency Shelter Data, Homeless Count Data	81
Table 9: We Care Emergency Shelter Data	81
Table 10: 2007 Homeless Count Data	83
Appendix 2: City Web Search Data.....	91

Chapter 1: Introduction

In response to community concerns regarding the City of Turlock's role in the construction and operation of a homeless shelter, city staff asked the Center for Public Policy Studies at California State University, Stanislaus to outline a plan for a Community Inquiry project. The Community Inquiry project was designed to engage concerned citizens in a research process that explored the issues surrounding the homeless shelter and the complexity of homelessness in Turlock. The goal of the project was to identify strategies to address homelessness that are appropriate for the community of Turlock. The project also provides information for city officials as they seek to determine what role the City has in addressing homelessness including the construction and operation of a homeless shelter.

The Center for Public Policy Studies utilized a method that embraced and promoted community connections and ownership of the research process. The process engaged community members who were most affected by homelessness as the experts of their experiences. As the experts and the persons who will be directly affected by the outcomes of decisions, this method of research engages community members in all aspects of the process—conceptualizing the problem, developing data collection strategies, interpreting findings, and offering recommendations.

The researchers from the Center for Public Policy Studies worked with community members in a research process designed to engage people so they had control of the research process by respecting the experiences of each person and valuing the expertise of all. Participants in this Community Inquiry project were asked to conduct research to help find answers to three primary questions:

- 1) What are the most pressing issues related to a homeless shelter in Turlock?
- 2) What are the most viable strategies for addressing these pressing issues?
- 3) What role does the City have in implementing those strategies?

Expressed community concerns over the construction of a homeless shelter instigated this process, so it made sense to begin by having various groups examine the issues surrounding the shelter. Based on comments made by people in the community, we expected that this prompt would bring out a wide range of issues that included the shelter but that would go beyond the shelter's construction and operation. Once participants named and identified the key issues of the homeless shelter, they developed and implemented research methodologies to develop better information in order to offer informed choices.

Once the groups collected and interpreted a wide variety of data, they examined and discussed strategies that can effectively respond to the issues uncovered by their research. The

participants had the responsibility of determining what strategies are most appropriate based on the data that were collected.

Given the complexity of this issue, it is recommended that one read the whole report. Nevertheless, given the length and detail contained in the document, for the purposes of clarity, Chapter 2 contains the summary of the key observations and recommendations. Chapter 3 provides more detail regarding the data that led to the observations and elaborations on the recommendations. However, simply reading the key conclusions and recommendations in Chapter 2 and 3 do not give one a very deep understanding of all that is involved. The details of the research methodology, data collection, and data analysis are located in chapters 4 thru 8. Chapter 4 contains a summary of data collected from interviews conducted during the first stage of the project. These data served as the starting point and set up all the work that followed. Chapters 5-8 describe the work of co-researcher groups including summaries about how the group determined its main research topic, the data collected, and the analysis of the data. The appendices contain more of the data that were collected by the various groups.

Chapter 2: Observations & Recommendations

This chapter lists the key observations and recommendations that came out of the research process. More detailed lists of the conclusions and elaborations of the recommendations are in the next chapter. The headings in this chapter correspond to the recommendations in the next chapter.

Coordination, Cooperation, and Collaboration

Observation 1: There is a great deal of mistrust, skepticism, anger, and frustration over the issue of homelessness in Turlock.

Recommendation 1: The City Council should support the creation of a “grass roots” Action Committee to develop and implement steps to respond to homelessness (create a strategic plan). Key components of the strategic plan may include determining who will be served, the goals of the system of response to homelessness, identifying measures of success, and a process to get feedback from affected groups. Members of the co-research groups would make up the core of this Action Committee. It should also include members of the City Council. The Committee would be accountable to the community.

Observation 2: There are a number of services available in Turlock to assist those who are homeless. Many of these programs/providers offer wonderful and necessary aid to those in need, but there is evidence that many do not work together in achieving the goal of reducing homelessness.

Recommendation 2: In order to move the community to the next level of response to homelessness, it is recommended that the groups that are already working with the homeless in Turlock and the groups being formed to help the homeless make very serious efforts to work together.

Strategic Plan

Observation 3: Inadequately informed decisions surrounding a response to homelessness have resulted in unintended consequences to residents, businesses, and homeless persons in Turlock.

Recommendation 3: A strategic plan for moving persons out of homelessness and reducing unintended consequences to the community.

Shelter or No Shelter

Observation 4: There is a role for a shelter in Turlock. A shelter by itself will not move people out of homelessness, but it can be part of a total response.

Recommendation 4: The role of a shelter in a system of support for the homeless needs to be clear. The shelter should serve as a temporary place for people until a more permanent “home” can be located.

Observation 5: The homeless population in Turlock faces many challenges/obstacles, including chronic homelessness, substance abuse, and a fractured support system. The causes of homelessness are complex.

Recommendation 5: In order to move persons out of homelessness, they will need to be surrounded with services, programs and aid. Programs providing services to the homeless must be coordinated, must have clear and consistent objectives (with the overall goal of moving persons out of homelessness) and must provide evidence that the intended outcomes are being achieved

Observation 6: The location of a shelter (and homeless services) matters. A homeless shelter (and services) will have an impact on the surrounding area. Given the current role of the shelter in responding to homelessness, the proposed site for the permanent year-round shelter and the current location of the cold weather shelter are problematic.

Recommendation 6: The planning for a homeless shelter (in a system of support) must acknowledge and address the impact of the shelter on the surrounding area. Steps must be taken to reduce consequences and cost of the shelter to the surrounding area. A day time facility for the homeless is needed.

Accountability

Observation 7: Accountability is a critical issue in responding to homelessness. Reliable information about how a number of organizations respond to and are impacted by homelessness does not exist.

Recommendation 7: Effectively responding to homelessness requires a data management system and on-going data collection and analysis. Organizations including the police department, hospital, and school district should be included. The community needs better data in order to determine if steps taken to alleviate homelessness are having a positive effect.

Role of the City

Observation 8: The City currently plays a role in preventing and attempting to reduce homelessness and supporting a variety of programs that are responding to homelessness in the community.

Recommendation 8: The City should continue these efforts until a strategic plan is developed that directs the City to change its role. The observations and recommendations in this report could serve as a tool to guide the City until a strategic plan is in place.

Observation 9: Within the Turlock community, there has been is a great deal of confusion and misinformation about homelessness and responses to homelessness. Part of the confusion and misinformation is the result of lack of communication and information. Any response that is developed needs to be communicated with the rest of the community in a manner that moves the process forward.

Recommendation 9: The City (in partnership with service providers) needs to effectively communicate its intentions and planning processes for responding to homelessness, as well as its successes and setbacks. To begin this process, it is recommended that this report be presented in a public forum.

Chapter 3: Executive Summary

This executive summary lists the important conclusions and viable strategies for addressing homelessness in Turlock. The chapter has three components. The first section highlights the major observations/findings. The second section provides an overview of the key recommendations. For clarity purposes, the final section of the chapter connects the major observations with eight specific recommendations. The chapters that follow contain details of the research process and the summaries of data that were collected. The current chapter is meant to cover only the key conclusions and recommendations about the viable strategies that resulted from the analysis of all the data that were collected. It also contains some suggestions regarding the role of the City in addressing homelessness.

Conclusions

Each of the conclusions has a reference to the chapter where one can find a more detailed description of data and the analysis associated with it.

- There is a great deal of mistrust, skepticism, anger, and frustration over the issue of homelessness in Turlock. (Chapter 3)
 - People are pegged as being on one side or another. Some are labeled as pro-shelter, others as anti-shelter.
 - Business owners mistrust the homeless, service providers and city government.
 - Homeless individuals mistrust business leaders, city government, and service providers to some extent.
 - Some mistrust even exists between those who provide services for the homeless.
- There is a perception that those who are pro-shelter are kinder and in favor of helping the homeless while those who are anti-shelter are not as kind and do not want to help the homeless. In reality, it is more complicated than this. (Chapter 3)
 - Many people interviewed who began with comments that were very critical of the proposal to build a shelter would also express compassion for those who were experiencing difficult times.
 - Some who were in favor of building a shelter also indicated that there were significant problems created by the existence of shelters.
 - Almost all people identified cases or examples of people who are homeless that they would be willing to help.
 - People were concerned about the unintended consequences of a shelter.
 - Homeless individuals had similar concerns about the impact of a shelter as others in the community had.

- The issues of a homeless shelter in Turlock are much more complicated than whether to build or not build a shelter. (Chapter 3)
- Issues included: (Chapter 3)
 - The impact of homelessness on businesses in the area where homeless services are located
 - Location of a shelter
 - Accountability of those who run and use a shelter
 - The causes of homelessness
 - Community misperceptions about homelessness
 - The motivation and actions of the homeless
 - The impact of homelessness on the community
 - The causes of homelessness are complex and the solutions must be equally complex
 - Homelessness is a bigger issue than just Turlock
 - The objectives/goals of a shelter
- There is evidence that members of the community would be more supportive of services that help people move out of homelessness and not just help people maintain homelessness. (Chapter 3)
- Businesses located near the location of homeless services are adversely affected. (Chapter 4)
 - Businesses nearer homeless services are more likely to clean up garbage, bottles, needles, and human waste than those that are not near those services.
 - Business owners nearer to homeless services are more likely to drive by their establishments after hours to check on their businesses.
 - Businesses nearer to homeless services report higher levels of customer concerns than those in other areas in the community.
 - Businesses nearer to homeless services have a higher level of concern about fire damage and other types of property damage.
- The Turlock Police Department does respond to numerous calls to the areas where homeless services are offered. (Chapter 4)
- The police department does not have reliable data that can be used to indicate how the police department is affected by the presence of homelessness in Turlock. The same can be said of the fire department, but that the fire department is not impacted as much as the police department. (Chapter 4)

- It is difficult to get an accurate estimate of the number of visible homeless in Turlock.
(Chapter 6)
 - A one day homeless count conducted in January 2007 surveyed 97 homeless individuals in the community.
 - There were 266 homeless individuals (unduplicated) who stayed at least one night in the emergency cold weather shelter from November to April.

- There are a significant number of people in Turlock who fit the Federal government definition of homelessness but are not part of the visible homeless population. These people are living in substandard housing of some sort in the community. (Chapter 4)
 - Turlock Unified School District reported that 224 students were classified as homeless and at least as many classified as living with caregivers.
 - The Community Services agency has over 446 individuals in Turlock that are classified as homeless.

- The visible homeless in Turlock are: (Chapter 6)
 - predominantly men (68% according to one data source and around 70% in another data source)
 - homeless for more than one year (52.6%)
 - single (70.1%)
 - without children (83.5%)
 - Just over 60% are between ages 31-50

- Even though many of the visible homeless fit the description above, many do not. (Chapter 6)
 - At least 30% were women
 - Just over 21% were 30 years or younger
 - Almost 18% were older than 51

- Many of the visible homeless give multiple reasons for being homeless including unemployment(40%), substance abuse (17.5%), health problems (12.4%), high housing costs (40.2%), domestic violence (4.1%), and mental disabilities (7.2%). Few list just one reason for being homeless. This is consistent with national reports about homelessness. (Chapters 5 & 6)

- The self report data indicate that many of the visible homeless in Turlock report being from Turlock (around 40% in one survey and close to 59% in another survey). (Chapter 6)

- While many of the homeless are from the area, there is a significant number of homeless in Turlock from outside the county and even outside the state (27.8% according to one survey). (Chapter 6)

- Based on responses in interviews, a number of homeless in Turlock have some kind of connection to the community even if they are not “from Turlock.” These connections include other family members live in Turlock, moved to Turlock for employment, or moved to Turlock because of relatively low housing costs. (Chapter 6)
- The City of Turlock has a number of programs designed to prevent homelessness including homebuyer assistance programs for low and moderate income individuals, senior housing, and rental assistance for mobile home owners. (Chapter 7)
- The City of Turlock distributes money from Federal programs to a number of organizations that provide aid to the homeless. (Chapter 7)
- Communities of similar size in California are responding to homelessness in a variety of ways. (Chapter 7)
 - Many cities provide RDA, CDBG, Home, and/or ESG funds to non-profits to support efforts to aid the homeless.
 - Many cities participate in collaborative or consortiums to help coordinate the various efforts to aid the homeless.
 - Many cities have a multi-faceted response to homelessness that include organizations that are nonprofit, faith-based, and government agencies. All of these cooperate with each other in a number of communities.
 - Communities aid the homeless with shelters that target men, women, families, or combinations of these people.
 - Some communities have shelters that are operated by faith-based organizations along with shelters run by other types of organizations.
 - Organizations in other communities provide a variety of programs for the homeless including food, clothing, medical care, job training, and substance abuse aid.

Recommendations Regarding Viable Strategies

The results of this community inquiry produced four pressing issues related to a homeless shelter: 1) community costs (emotional, physical, and financial) incurred in responding to homelessness; 2) community misperceptions about the homeless population; 3) community concerns over the chronic homeless population; 4) the need to learn from others. The following recommendations are designed to offer viable strategies for both addressing these pressing concerns and offering guidance to the City Council for the purposes of informed decision making. They are grounded in the information that was collected and analyzed by the community researchers.

Coordination, Cooperation, and Collaboration

The four pressing issues uncovered in this research process suggest the need for greater coordination, cooperation and collaboration among the parties intimately connected to homelessness. There are a number of resources available in Turlock to assist those who are homeless. This includes the services available at United Samaritans Foundation, the C.A.R.E.S. Resource Center, Community Services Agency, Community Housing and Shelter Services, and mental health outreach. Churches in the community and the Salvation Army also provide aid to the homeless. In addition, the City provides assistance to low and moderate income home buyers, senior housing, and to mobile home owners. Turlock Unified School District also has a person assigned to work with homeless students. Many of these programs/providers offer wonderful and necessary aid to those in need, but there is evidence that many do not work together in achieving the goal of reducing homelessness.

This recommendation is based on a number of conclusions from the research. The issues that are involved with homelessness are quite complex, so it is difficult to imagine one program or service being able to respond to all of them. It is equally difficult to image that one group, agency, or organization in the community can offer all of the programs and services required to respond to the issues. Some groups might be able to provide food and clothing, but this may do little to help someone get out of homelessness. A shelter may be important for keeping someone out of the cold or heat, but it may do little to help a person get needed health care. Providing services for the homeless may help the homeless, but create problems for others in the community. Doing nothing for those who are homeless can be seen as inhumane.

Data from other cities also shows that collaboration and cooperation are quite common. Many communities report participation in some sort of collaborative. Sometimes these collaborative activities appear to be quite well established and formal. National data also

indicate that large percentages of communities have collaborative responses to homelessness. These collaboratives often include various government agencies, non-profit organizations and faith-based entities including churches. A good number of these also include members of the business community, hospitals/health care providers, banks, and even housing developers. A study of 90 community plans throughout the nation found that 83% of the plans were developed with input from the private sector. Other government sector agencies often include police departments, school districts, housing authorities, and economic development agencies.

In order to move the community to the next level of response to homelessness it is recommended that the groups that are already working with the homeless in Turlock and the groups being formed to help the homeless make very serious efforts to work together. The problem is big enough for many to have very important roles in responding to it.

This is going to be a very difficult recommendation to follow through on, but it may be the most important for achieving success. There is a great deal of mistrust regarding motives, desired results and past consequences. In the past, individuals and organizations have seen a need and acted to fill it. The unintended consequences that have occurred have created anger, resentment, and pain. One way to prevent this from continuing in the future will be to open up the process and begin to work together. This does not mean that everyone needs to agree on everything regarding the response to homelessness. It means that the individuals and groups involved need to understand what everyone is trying to achieve and understand where each fits into an overall system of homeless response.

Strategic Plan

The findings reveal that many of the strategies that have been employed to respond to homelessness in Turlock have resulted in unintended consequences. In order to more effectively respond to the complexity of homelessness, a strategic plan is needed. As a result of this need, we recommend the formation of a “grass roots” action committee to direct this process. While the group will need to include others, it is our recommendation that the core of this committee be comprised of members of the co-researcher groups from this community inquiry. The co-researchers represent a broad segment of the community (services providers, leaders of the faith based community, business leaders, key city staff members, community members and persons who are homeless), they have intensely studied and have a complex understanding of the issues, and some have already begun to form relationships that will be critical to developing a comprehensive plan to respond to homelessness. At minimum, this group should be charged with the task of determining who will be served, the goals of the system of response to homelessness,

identifying measures of success, and a process to get feedback from affected groups. Ultimately, the Committee should be accountable to the community.

Shelter or No Shelter

Given the pressing concerns that emerged from this study and the associated results, we believe that there is a role for a shelter in Turlock. Our views on the role of a shelter ultimately express our understanding of the research findings that suggest that a shelter is simply one piece of a more complete puzzle for responding to homelessness and that there are a number of issues related to a shelter that must be acknowledged and addressed.

It is clear that a shelter is not going to be the answer to all of the issues surrounding homelessness, but it can be part of the total response. A shelter by itself will not move people out of homelessness. Depending on how it is operated, a shelter may not reduce the costs that businesses and the rest of the community are currently dealing with. A shelter that operates independent of all other activities to aid the homeless will not be able to meet the various needs of the community.

If a shelter is not connected to other services or programs, it will likely fail to have a positive impact in the community. Few researchers in the project seemed to support the idea of a shelter that simply served as a warehouse for individuals. Instead, most wanted programs and services available that help people move out of homelessness. It was also felt by many that it would be difficult for programs and services to be successful without a shelter for the homeless.

The role of the shelter in the system of support for the homeless needs to be clear. The goals of the shelter need to be consistent with the role it is expected to play. It is our recommendation that the shelter serve as a temporary place for people until a more permanent “home” can be located. This would suggest that a modest shelter facility would be needed to serve as a conduit for linking homeless persons to more permanent housing and supportive services. Once homeless persons are housed and surrounded with services; programs and aid will help them become as independent as possible. This is often referred to as a housing first model. In the case of this housing first model, services and programs need to be in place to help the homeless move to independence, but there may need to be additional services to maintain the homeless in the shelter until such time. A number of communities are moving to the housing first model. The idea is that the services and programs can be more effective when a person has a stable place to live. With this housing first recommendation, we must be clear about the complexity of homelessness. Housing alone is not a sufficient response to the issue. In order to

maintain housing, services will be needed to help alleviate some of the pressing issues that contributed to homelessness.

The location of a shelter does matter in a number of ways. Given the current role of the shelter, which ultimately provides refuge from the elements but does not move people out of homelessness, the current and proposed locations of the cold weather and permanent shelters are less than ideal and should be reconsidered. When considering location of a shelter or any services for the homeless, it is important to consider what will happen when the facility is closed to the homeless. Surveys of businesses did show that their proximity to the existing services does result in higher costs to those businesses. However, this is not just a function of a shelter. The way in which the shelter has operated in the past has been only to allow people in during the evening and then kick people out in the morning. Many of these people then move to a nearby location for breakfast, showers, and laundry. During the rest of the day, homeless individuals have few places to go. This suggests that a day time facility (that could be located at the same place as the shelter) is needed.

Accountability

Based on the pressing issues uncovered in this community inquiry, accountability is critical. By understanding the impact of services being offered, service providers, community members, and city leaders will be in a better position to make informed decisions regarding strategies for addressing homelessness. This will help reduce misperceptions regarding the causes and consequences of homelessness.

This is based on data from the interviews conducted early in the process, comments made by people in all of the co-researcher teams, and is consistent with common practice in funding programs. Accountability has a variety of dimensions that may be more complex than what is commonly done in program assessments.

- The goals of any program or service that is trying to address homelessness in the community should be clearly articulated and available for any in the community to examine.
- Success rates that are relevant to the stated goals need to be measured and reported. If the goal of a program is to help people move out of homelessness, then that should be the measure of success.

- Success of the response to homelessness should be measured beyond just the impact homeless services have on those who are homeless. Success also includes lower costs on businesses, lower burden on public safety, and a more positive perception of the homeless.
- While programs that provide food and emergency services are important to get people through the day, they do not necessarily move people out of homelessness. There was more interest in having programs and services that help people move out of homelessness.
- There was also a sense that those who are receiving aid also have some responsibilities to uphold. While there was less agreement on exactly what this means, some possible ideas include progress in meeting realistic goals for the particular individual, movement towards self-sufficiency, or participation in programs where a person will gain necessary skills.
- Information about how a number of organizations are impacted by homelessness does not exist. It is recommended that part of the response to homelessness include a data development, collection and on going analysis. Organizations including the police department, hospitals, and school district should be included in this. The community needs better data in order to determine if any steps taken to alleviate the problems of homelessness are having a positive effect or are they adding to overall costs.

Role of the City

The City is already involved in responding to homelessness. It has programs that are designed to prevent homelessness. Some of these are very similar to what other cities do such as senior housing and programs to help low and moderate income households buy a home. At least one program, rental assistance for mobile home owners, is somewhat unique and innovative. These programs help the City meet federal regulations and there is no reason to discontinue these.

The City also distributes funds to programs that provide food, housing counseling, and other services to the homeless. It is very common for cities to use their federal allotments to fund these kinds of programs and little reason for the City of Turlock to discontinue this activity.

It is not very common for a city to own and operate a homeless shelter, but there are a number of instances where cities do provide financial resources to shelters operated by other organizations. It is also the case that many communities do not provide funds directly to shelters. This does not mean that the city governments in these cities are not involved in the role of shelters in the community.

One area where the City can play an important role is supporting (sponsoring) a collaborative approach in responding to homelessness. We do not believe that the City personnel can assume the leadership role in this strategic planning process. This is not their area of expertise. Rather, the City (city officials) can help coordinate the process, serve as a partner to the process, and help ensure that the work of the Action Committee is fully supported. This may be the most important role that the City may play and one of the most difficult to accomplish. The level of mistrust that exists will make it difficult for groups to come together in order to develop a system that enables the community to benefit from the various programs that aid the homeless.

Chapter 4: Initial interviews

Felt impact of homelessness in Turlock

Community reaction to a pending City Council decision to construct a permanent, year-round shelter on B Street was the reason the Council and Staff wanted this project to go forward. Residents, business owners, homeless individuals, and others crowded Council meetings to criticize or support the decision to construct a year-round shelter. In order to gather more information the Council directed staff to hold a forum so people could voice their concerns regarding the issues. It was clear that many people would be affected greatly by any action taken by the Council, but few were able to offer solutions to the problems. It was at this point that City staff asked the Center for Public Policy Studies to submit a research proposal which was eventually funded.

The first step in this Community Inquiry process was to meet with as many people who were (still are) directly affected by homelessness in order begin to identify the important issues. The first month of the project was set aside to meet individually with people in the community who had already invested a great deal of time, energy and emotion to address the problems of homelessness in Turlock. In addition to documenting the various issues community members were dealing with, a goal of the initial conversations was to invite people to become part of co-researcher teams that would study the issues more fully in order to develop informed strategies to address the issues.

Researchers from the Center for Public Policy Studies began by interviewing a number of people who had been involved in different aspects of responding to homelessness in Turlock. Additional contacts were generated by asking each of the initial interviewees for a list of other people who should be contacted as well. In all, 45 people were interviewed during this first month. People were chosen because they had some intimate connection to homelessness in Turlock. Members of the Turlock Police Department (5 individuals) were interviewed as they often respond to calls involving homeless individuals. A number of people (12 individuals) from organizations that provide services to the homeless were interviewed. These people represented government agencies, churches, and other faith based organizations. Business owners who are impacted daily by the presence of the homeless were also interviewed (19 individuals). City staff and even city council members were interviewed in this first stage (9 individuals).

There was a great deal of information gathered in these initial interviews. The interviews covered general topic areas so they did not have a specific script of questions. People were

asked about their experiences with homelessness in the community and what the pressing issues of a shelter were based on their own experiences and expertise. Probes included what would happen if no shelter were built, the ideal location for a shelter, characteristics of the homeless, and the role of the City.

The responses to the first question regarding each person's experience with homelessness were quite varied. Some experienced homelessness daily in terms of the impact the proximity of homeless individuals and services were having on their business. Others shared experiences of trying to help those who are homeless meet their basic needs of food, clothing, and sanitation. Others described how they had to respond to the public safety impacts of homelessness in the community.

Path to the present

Interviews began by having individuals share their own history of responding to homelessness or being impacted by homelessness in Turlock. Based on the comments by a large number of interviewees, homelessness is not a new problem in Turlock. People who moved to Turlock reported having to deal with homelessness from their first days in the city. In some cases this was 8 years ago in others 20 years ago.

There was a sense though that homelessness has changed in the past few years. One reason for this was action taken by the city to clear out a homeless encampment under the overpass on Golden State. The City took the action of clearing out the area in response to complaints from people living and working in the area. Some in the community expressed outrage at the harsh treatment of the homeless. Clearing the homeless out from under the overpass did not solve the problem of homelessness in the community. It moved it and made it more visible to more people.

The initial community reaction caused the City Council and others to act and the Community Collaborative was formed. The initial goal of the collaborative was to secure a location for a cold weather shelter and find someone to operate it. A location was found after some time and We Care was formed. It does seem that in the beginning at least, churches in Turlock were an integral component of We Care and the operation of the cold weather shelter. Over time something happened and the churches seemed to become less involved in the operation and management of the shelter and in We Care. Churches were, and still are, important providers of food and other necessary items needed to operate the shelter.

Interview Results

The list below paraphrases comments made by people during the interviews that illustrate the emotional, physical and financial toll homelessness is having on many in the community. It was evident that people felt that there were different “camps” or sides on this issue and that they were often pegged by others as being on a particular side. Some expressed confusion at being criticized for helping those in need while others felt misunderstood when they voiced concerns about how a shelter would negatively impact their livelihood. Emotions regarding this issue were high. People were angry that the City had not acted sooner and built a shelter. Others expressed anger that the City had allowed the existing homeless services to locate where they had and dreaded the impact of yet another service for the homeless in the area. Many spoke about how they did not trust the motives of people they viewed as being on the other side of the issue. There was a great deal of skepticism that anything would be done to improve the situation. This skepticism was voiced by those who opposed the plan to build a shelter and by those who were in favor of building a shelter. Comments, not in any rank order, were as follows:

Emotional, physical and financial toll

- fear, pain, anguish, anger, mistrust, optimism, frustration, sadness, confusion, skepticism
- We have heard all the promises before and they have not been kept
- Hurting property values
- People are fearful of business being destroyed
- Fear that homeless are scaring away customers
- Homeless problem will destroy property values
- People have financial future tied to business and the homeless people are a significant threat
- Littering in the community
- Preventing residents (families and children) from using parks
- Drain on police resources
- Drain on other city departments
- People in the community are “taking sides”
 - Some accused of being heartless
 - Some accused of being naïve, bleeding hearts
- Harder for some to be charitable
- Cost of emergency health services provided at Emanuel Medical Center
- Cost of public safety (police and fire)
- Costs of clean up by city staff
- Costs of clean up by individual property owners
- Increased insurance costs for area property owners
- Social service agencies provide great deal to homeless

Pressing issues of a homeless shelter

The ideas described in the previous paragraph are certainly part of the issues of a homeless shelter in Turlock, but the comments were not necessarily made in direct response to the query regarding the pressing issues of a shelter. The lists that follow contain a summary of

how people did respond when specifically questioned about the pressing issues of a shelter. The ideas are grouped into a number of different categories that identify some key themes.

Need for a shelter

A number of people stated that the community does not need a shelter. The reasons for this were not always the same. Some felt that Turlock was a very generous community and that residents have and will continue to help those who are truly in need. Others opposed a shelter because they felt that it would attract homeless individuals from other areas to Turlock creating a larger problem; a number of people did not feel that a shelter would really solve the problem of homelessness. A shelter may just act as a warehouse that would keep people out of the way but would not give people a way out of homelessness. It is important to note that a number of individuals felt that one, two, or all three of these were potential outcomes.

There were a number of people who felt that Turlock certainly needed a shelter. A number of people felt that it is not the whole solution; some felt that it was a necessary element of the solution. People felt that a shelter would provide security for those who are homeless. It would get people out from the elements and provide a place to sleep. It could help alleviate problems that residents and businesses are complaining about by giving the homeless a place to stay throughout the day. It could also be an important piece of an overall system that moves people out of homelessness. Comments, not in any rank order, were as follows:

- Don't need one
- Will only attract more people
- Does it treat the symptom or the problem?
- Turlock needs one
- It provides security for homeless
- Homeless can sleep
- Get out from the elements
- It is part of the solution
- Makes follow up easier and service provision more effective
- Courtyard, restroom facilities would alleviate many of the problems people bring up
- Confusing gang activity (tagging/drugs) with homelessness
- Shelters are not a great place to be
- Will provide access to services that are available

Operation/programs of a shelter

People expressed concerns about how a shelter would be operated and what kinds of programs and services would be available at a shelter. A number of people complained that there was no clear plan about how a year round shelter would be operated, and that such a plan was essential. Given timelines and deadlines it was difficult for those involved to complete and

fully communicate a complete plan of operation that would be in place once the shelter was completed. The expectation was that a plan would be developed by the group(s) that would eventually manage and operate the shelter. Some made it clear that it was never intended that the City would operate the shelter. They were just providing funds to build a shelter.

When asked about what kinds of things should happen in a shelter people offered a number of suggestions. Suggestions for the operation of a shelter did not just come from people who were labeled as being pro-shelter. A number of people who may have appeared to be against a shelter in public meetings had more complex ideas about the issue than just for or against. This is also true of those who may have appeared to be pro-shelter. One strong feeling by most was that a shelter should offer or be connected programs, services, or referrals to programs that helped people move out of homelessness. We heard a number of people say that it should not simply be a warehouse for people. The idea that the shelter have programs that would provide support for people to get out of homelessness was something that many shared. There was less agreement about what exactly that meant.

A number of people felt that the only way to help people get out of homelessness was for them to go through some type of redemptive program. This idea may be tied to ideas that individuals had about the characteristics of who the homeless are and why they are homeless. The need for rehabilitation programs was certainly part of this. Drug and alcohol use along with past criminal activity were part of this. Some felt this kind of redemptive program could only happen in a Christ/faith-based environment. There were a few people who felt that requiring participation in religious activities was wrong and could be counterproductive. One reason for this was the feeling that such a requirement would keep people from using the shelter.

Most people did feel that a shelter would need to provide access to programs that would lead to employment and a way of becoming productive citizens. It was even suggested that those who use the shelter be required to give something back to society in return for the use of the shelter. This may be some kind of public work program or observable progress towards self-sufficiency. Comments, not in any rank order, were as follows:

- There was no plan in place for once it was built
- What are the safeguards for the neighborhood?
- There was a lack of communication
- Make people apply for services to get help
- It screens and only takes the good people and makes the rest leave and hang out in the area
- Need to address health and sanitation issues
- Bring in people who have experience running a homeless shelter
- Provide job skills, rehab, transitional
- Needs to be more than just food and shelter
- Job training

- Access to other services
- Those who receive services should give something back
- The homeless should be required to work for the benefits they get
- Have a day labor service run out of the shelter
- Alcohol and drug rehabilitation for people who really want it
- Temporary
- Medical services on site
- ID services
- Needs to be open all day
- Provides a base for homeless
- Needs to be a redemptive/restorative program
- Must be Christ centered/faith based
- Religion can be present, just not required
- Cannot require participation in religious activity

Existing aid for the homeless

Some felt that a shelter was not necessary because there are already services available, or that whatever need there was could be taken care of by the local churches. Others felt that most of the services for the homeless are located in Modesto. Many also stated that programs target women with children or families and that there are few programs that provide aid to single adults, especially adult men. There was broad agreement that support for those with mental illness was sorely inadequate. Comments, not in any rank order, were as follows:

- All kinds of programs
- Programs limited to families and mothers with children
- Programs are in Modesto
- Many people in town volunteer to help
- United Samaritans and donations
- Local churches
- People in Turlock will help our own
- Mental health facilities in the area are closing
- Hard for faith based organizations to deal with mental illness

Accountability

Accountability came up often and had a number of elements. One aspect of accountability was mentioned in the previous paragraph. Some felt very strongly that the individuals who used the services provided at the shelter be held accountable and take responsibility for helping themselves out of homelessness. Another aspect of accountability had to do with the shelter operation itself. The shelter needed to be accountable to the community. What exactly this meant was not real clear, but it at least meant that it needed to have rules of behavior that needed to be enforced. The shelter needed to be able to show that it was helping people move out of homelessness. It also needed to do so in a manner that did not make the

problems people were experiencing with the homeless population worse. Comments, not in any rank order, were as follows:

- Needs to hold people accountable
- Set goals that are appropriate and track success
- Needs rules
- Needs to screen people
- Emergency needs met
- Incidents way down
- People feel safe and comfortable coming downtown
- Community supports response and is involved
- Fewer homeless people in community
- Homeless become productive members of the community
- Fewer people using emergency room at hospital
- People going back to school
- Make success stories visible
- Businesses created
- Community pride that we figured out a way to deal with the problem

Funding

Issues of funding that were brought up were connected to the concern expressed by a number of people that there was no clear plan of operation. Some noted that while there may have been funds to construct the shelter, there did not seem to be a clear source of funding to operate the shelter into the future. The concern here was that the money would run out and the City would be left with a building that was not being used. There were also questions about how else the money could be used and statements that non governmental organizations could build a shelter for less money. Comments, not in any rank order, were as follows:

- What happens when the grant money runs out?
- Who will ultimately pay for it?
- Who should pay for the shelter?
- Who wants to pay for it?
- What came first the money or the need for the shelter?
- Non-government organization can do the same for much less
- What are the alternative uses for the funds?

Location

Another important issue regarding a shelter was the location. A number of people felt that the proposed location was wrong. The cold weather shelter was and permanent shelter would have a detrimental impact on the businesses in the area. Some questioned why the city would locate it so near an area that it was investing so much into. People felt that a more industrial area or remote area would be better. Keep it away from retail seemed to be important.

A number of people felt that the proposed location was the best option. They felt that it was near services that were already helping the homeless. Some felt that the area was somewhat industrial and therefore fit the criteria of being remote. Comments, not in any rank order, were as follows:

- Location is wrong
- Why build so near downtown and city hall given such high investment in the area?
- Needs to be in an industrial area
- Should be out in the country
- Put it next to the University
- Needs to be near health care institutions
- Investment in area could help property values
- The current location is the best-it is commercial/industrial with some residential
- It is near services, USF, CSA, Salvation Army, Employment and Training
- Can't think of a better location

Characteristics of the homeless population

As people talked about the issues surrounding a homeless shelter, they made a number of comments about the homeless. Many made general comments about the homeless being criminals, drug users, and/or alcoholics. A few stated that homeless people were quite dangerous. Others felt that most were down on their luck and needed some help. Quite often the initial comments people made about the characteristics of the homeless correlated quite closely to their view on a shelter. Those “against” a shelter described the homeless in more negative terms. Those who were “for” a shelter had more sympathetic comments about the homeless. Generally though, the more a person talked about homeless people, the more complex their description of the homeless became. Those who started by saying that the homeless were drug users and criminals often would soften their comments by saying there are certainly those who are down on their luck. Those with mental illness issues were often separated from the rest of the population. It was also true that those who started by stating that homelessness was the result of unfortunate events also stated that criminals did use homelessness as a way to hide and that there were drug addicts in the homeless population. So once again, the idea that there are simple lines of “for and against” does not seem to be consistent with the views of the people we were listening to.

Where the homeless were from was one topic that did seem to separate people. Many who were more skeptical of a shelter felt that the majority of the homeless population in Turlock came from outside of Turlock. Most of those who supported a shelter felt that many of the homeless in Turlock had some kind of connection to the community. Comments, not in any rank order, were as follows:

- Some just had questions

- What do they have to offer back?
- Why are they here?
- What do they want?
- Would they use a shelter if it was here?
- Do they want help?
- Why do they feel they have a right to impose on other people's property?
- Where do they come from?
- How long have they been here?
- Do we have a higher per capita share of homeless than other communities?
- Criminals (majority, some, minority)
- Drug users/alcoholics
- Down on luck/lost job
- From Turlock/from out of town/stable population and transient/middle aged men/some women/some elderly
- Mentally ill
- Some are child molesters, drug dealers, many are dangerous

Motivations

As people talked about the characteristics of the homeless they also talked about the motivations of the homeless. There were those who felt that the majority were homeless by choice or by the result of choices they had made. The decision to use drugs was one such choice. Some talked about how homelessness was a way to live outside the norms of society and that this was the appropriate lifestyle choice for some. Some were living outside the norms because they were criminals, on drugs, or running away from something. Other emphasized that few want the kind of life being homeless creates. They feel that many want help and need help, but that there are significant hurdles to success for many. The hurdles may include drug use, past criminal acts, or bad decisions. The hurdles may also include mental illness, physical disability, the effects of sexual or child abuse, or some other circumstance. Comments, not in any rank order, were as follows:

- Only small percentage who want to get help
- Truly want help and want to become productive
- Taking advantage of the services that are available
- Take from society
- Just want to use the system
- Crime/drug use
- Running away
- Lifestyle choice
- Living outside the rules and norms that society has created
- Avoiding/hiding from something (law)
- There are homeless in need and criminals who use homeless as a cover

Actions

An important aspect of homelessness that came out in the interviews was the actions of the homeless. This was especially the case for the business owners but was brought up by almost

all interviewed. A number of the business owners that we talked to offered to take us out back to show us the results of the actions of homeless people being in the area. They talked about specific issues of having to clean up garbage, human waste, and needles. They told us about how the behavior of the homeless people in the area was making customers uncomfortable. Many attributed theft, arson, and vandalism to elements of the homeless population. Comments, not in any rank order, were as follows:

- Littering/leave rubbish
- Camping in area and making mess
- Defecating/urinating in public, in entryways, back alleys
- Rude behavior in public
- Sexual acts in public
- Panhandling
- Drug/alcohol use
- Prostitution/pimping
- Loitering
- Theft
- Petty theft
- Arson
- Vandalism

Law enforcement

The roles of laws/ordinances and of the police department came up quite a bit in the early interviews. There were a few comments that a shelter could help the police department conduct its job. People who use the shelter would generally be law abiding citizens and would be protected by the shelter. Those who decide not to stay in the shelter are more than likely going to be those who are hiding or running from something according to those who made these comments. This role of separating role for the shelter was viewed positively.

The flipside of the positive separating role was that a shelter would attract more homeless to the community and increase the amount of negative activities described above. A number of interviewees felt that the police department had taken a hands off approach in the past and that a lenient stance by the police department hurt matters. It not only allowed the actions to happen, but when word got out that Turlock was a “comfortable” place for the homeless more people came to Turlock.

A number of people stated that problems were not caused by lax enforcement of laws. A number of factors were cited as making it difficult or inappropriate for the police department to solve the problems. One issue had to do with the laws/ordinances themselves. The police department can only enforce the laws that are on the books. It was pointed out that it cost money to book a person and that little follow through in the court system often results in the person being back on the streets soon. Drug laws have also changed to make it harder to keep drug

offenders in prison. Some questioned the ability of the criminal justice system to act as a mental health system as well. A number of people felt that homelessness was not illegal and that the acts that people are being blamed for may not all be by homeless people. Comments, not in any rank order, were as follows:

- Law enforcement must be included in the planning stages
- Can help separate the truly needy from the criminals
- Not enforcing laws
- Have a hands off approach
- Homeless can do anything without repercussions
- Homeless can get away with things that others cannot
- Police need to make sure that homeless feel uncomfortable
- Need to enforce the laws
- Homeless are being harassed by law enforcement
- Police do not have authority to kick people out of public spaces
- Expensive booking fee not worth it to police/community
- Court system needs to follow up
- Drug laws have changed so people back on streets quickly
- There needs to be some new laws or changes in laws in order to give police the ability to deal with the problem
- The police do not have a role in dealing with homeless people, the job of the police is to deal with criminals

Role of City

There were a variety of opinions about the role the City should play in a shelter and in responding to homelessness in general. A number of people felt that it is not the role of government, specifically city government, to provide social services. Some felt that helping the homeless should be left to churches. Others felt that homelessness is too big a problem for the City and is more appropriately dealt with by county government. Others felt that city government is responsible for public safety, giving the police department a role in the response to homelessness.

The City as facilitator was another role that people talked about. In this case the City may act as a coordinator or supporter of the responses by various groups in the community. The city has access to funding sources and can use those to help support various activities.

Comments, not in any rank order, were as follows:

- City is not responsible for providing social services
- City can facilitate responses to problem
- Possibly build a facility then lease it to another group
- City has no role
- Panhandling, loitering ordinances
- What is the role of the County?

What about no shelter

People were also asked to imagine what would happen if no shelter was built. A number of people felt the problems would go away because nothing would be drawing people to Turlock. Others felt that there would be no change from the present situation. They emphasized that there is no year-round shelter now and that we still have people who are homeless. Comments, not in any rank order, were as follows:

- More of the same (people on streets, in doorways, etc.)
- Need to get rid of the other services for the homeless as well
- Won't attract people to Turlock so fewer homeless
- Will not have the transient homeless, just locals
- We don't deal with the problem
- Misery will continue
- Won't be able to serve the people
- It is inhumane
- Big mistake
- People will go elsewhere
- No place for homeless to get help and harder to follow through with services
- Hard for police to separate needy from the homeless

Formation of Co-researcher groups

In September of 2006, people were invited to participate in various co-researcher groups. Four co-researcher groups were developed: Business/Residents, Service Providers/Faith-Based, Homeless, and City Staff. Each co-researcher group was comprised of between 5 and 20 people. Each group had the responsibility for finding answers to the three primary questions. Initial meetings of the groups focused on the meaning of information gathered during the first phase of the project.

Each group had the task of researching the problems of homelessness from the perspective of the population it represented and for developing strategies to address them. People from each of these groups experience and are impacted by homelessness in Turlock in different ways.

Based on comments in the interviews and in other venues it was clear that business owners have a broad range of concerns. These people are well positioned to study the three primary questions from point of view the groups they represent. They are the experts of their own experience of life in the community that is affected by homelessness and had insights about the best ways to get information from the broader group.

The final question in each interview was "who else should we be talking to in order to understand the issues of homelessness in the community." In addition to giving specific names,

a good number of people suggested that people who are homeless be included in the project. While this co-researcher group was not included in the original proposal, the comments by so many caused us to create this research group. At least one person said that the homeless are the only group that needed to be part of the study. A more common comment was that those who are homeless have experiences that could be very valuable in determining what kinds of strategies will work in addressing the issues in the community.

Many service providers and faith-based organizations, had already invested a great deal of time and resources to try to ameliorate the problems of the homeless in the Turlock. The original proposal did not mention faith-based organizations. As with the homeless researcher group, statements by many during the interviews made it clear that they needed to be included in the project. The members of this group often had direct contact with the homeless and with other community members who were struggling with finding an appropriate response to homelessness. These people were asked to their expertise and experiences to research the issues.

City staff members, including public safety personnel, had worked with a number of people in the community to develop a response to homelessness. These people are experts in the mechanisms of government, institutional service mechanisms and the manipulation of bureaucracy. The members of this group analyzed the pressing issues and viable strategies related to homelessness in Turlock through the lens of their unique expertise.

Once the groups were formed, they began the research process by reviewing and evaluating the information and material gathered during the first stage of the project. This information, along with the experiences of the co-researchers, served as the starting point for a more critical evaluation of homelessness in the community. The groups met separately so they could focus, clarify issues, and determine strategies that each felt were the most pressing in order to understand solutions to the problems. Throughout the process the researchers from the Center for Public Policy Studies worked with all of the groups.

Each group developed a set of questions and specific strategies for gathering information. This was done in partnership with researchers of the CPPS, as the CPPS researchers facilitated the process of exploring methodological strategies and their strengths and limitations. With data collections tools developed, each group (in partnership with the CPPS researchers) implemented its data collection plan. Once the data were collected, each group worked individually to analyze and draw meaning from the data.

The data gathered by the groups was eventually analyzed by all the groups in order to help all have a fuller understanding of the issues. Ultimately, the process produced a number of perspectives about homelessness and homeless shelters and the strategies to address those issues.

Once the groups had a good understanding of the information each collected they spent some time discussing possible strategies and recommendations. These recommendations provide a comprehensive and complex picture of the issues and provide the City Council with solid information for decision making purposes. Additionally, the process will create groups that are intimately connected to and invested in future intervention efforts and through the process clearer about their respective roles, authority and expertise in the service user/provider collaboration.

Research Framework

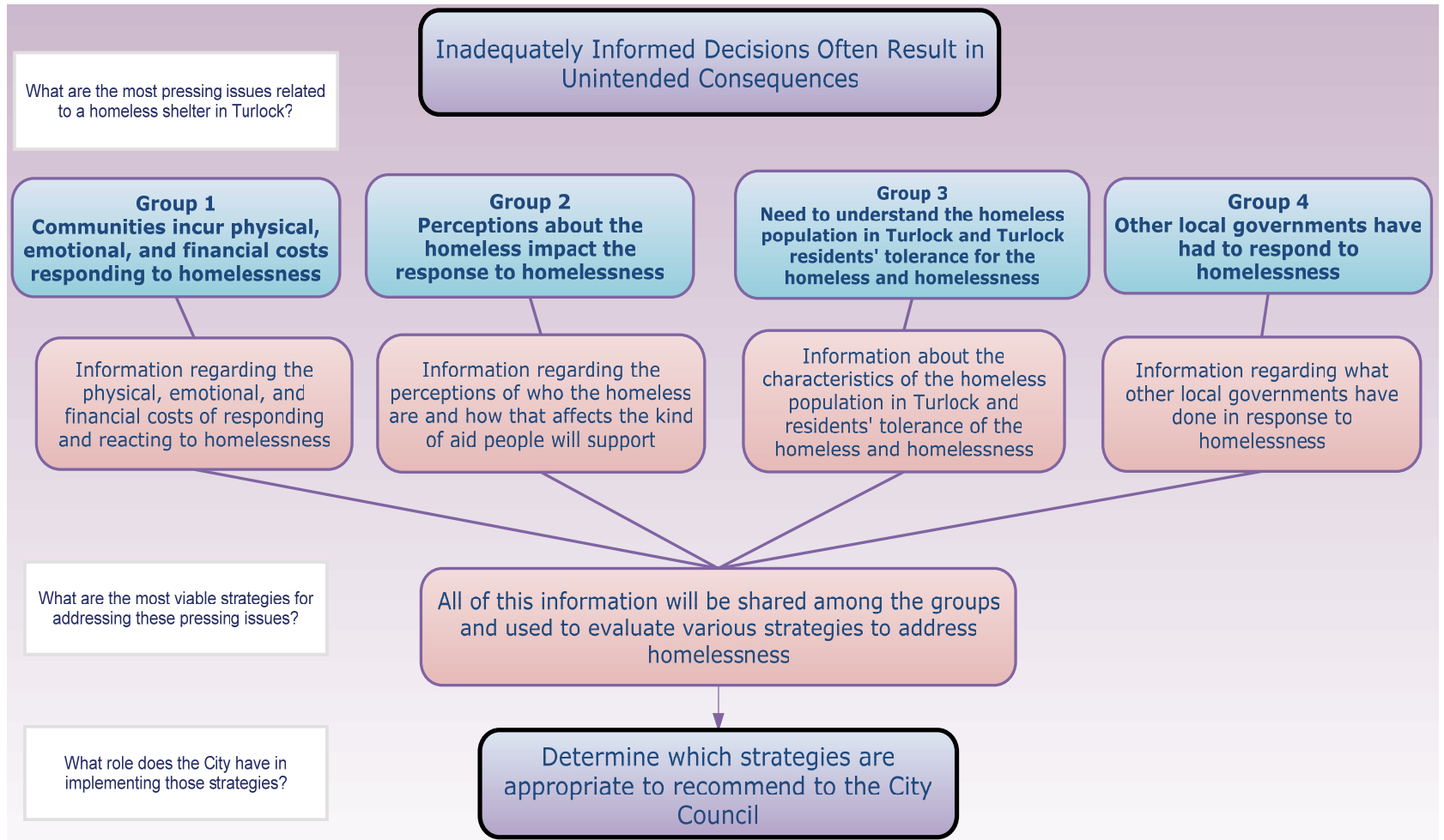
The main body of this report is organized according to a research framework that emerged as the groups worked to identify and clarify the issue or research questions each felt were important. Each of the next four chapters describes the process that each group went through to develop its research question and the data collection methodology each developed. Each chapter will also present the results of the data collection and analysis that occurred.

The diagram below illustrates this framework that eventually guided each group in its work. The one theme that kept coming up in all of the meetings of the various groups was that decisions based on incomplete or inadequate information often lead to unintended consequences. For example, some feared that the construction of a homeless shelter without thinking everything through may provide aid to some in need, but might create problems for those in close proximity to the shelter. Group members listed numerous past decisions that had led to a number of unintended consequences. Another example was pushing the homeless out from under the overpass. It did clear out the area, but pushed people to other areas of the community.

Each co-researcher group examined and evaluated the data that came out of the individual interviews. Each group spent time discussing the issues based on the expertise and experiences of those in the groups. Eventually each group began to focus on one or two research questions. The questions are included in the second level of bubbles in the diagram below.

Once each group had clarified its research question, each developed a research methodology to collect data. Eventually, each group collected and evaluated data and all data were shared between the groups. The third level of bubbles briefly describes the kind of information each group set out to find in the information gathering stages of the project.

Figure 4.1: Research Framework



Chapter 5: Business/Resident Research Group

Communities incur physical, emotional, and financial costs responding to homelessness

The research group comprised of mainly business owners met consistently over a ten-month period beginning in October of 2006 and ending in July of 2007. This resulted in a total of 13 meetings. Similarly to the other co-researcher groups, for the purposes of maintaining continuity and stability within the research group, no new members were added to the group following the third meeting. Meeting attendance was between 3 and 16 people.

Research Question #1: Pressing Issues

Commencing in October, the Business/Resident co-researcher group began grappling with the initial research question: *What are the most pressing issues related to homelessness and a homeless shelter in Turlock?* To add greater context to these discussions, the research group also viewed/considered data that were gleaned from the initial (n=45) individual interviews with community members.

The people that were in this group are significantly impacted by the presence of homeless individuals and services in proximity to their businesses. People in this group spent a great deal of time in the early meetings sharing the struggles they were facing. Similar to what businesses owners stated in the individual interviews, people talked about having to clean up garbage, human waste and needles. They voiced concerns about how this issue was affecting their customers and making it harder for them to operate successfully. The location of so many homeless was just another challenge that they had to deal with that others in the community were not aware of. These people have much invested in their businesses. If their businesses fail, they face significant financial consequences.

This group also expressed the greatest amount of skepticism and mistrust. This was aimed at the City Council and Staff, those providing services to the homeless, the homeless, and the Center for Public Policy Studies. The group felt that past actions by the Council to allow services to locate near them were not well thought out and were detrimental to the downtown area. They did not feel that their concerns had been taken into account in the past and were skeptical that they would be listened to in the future. Some did see this project as a way of getting their voices heard.

Many in this group felt that those who were trying to help the homeless were having little impact or even making things worse. There was a feeling that offering services attracts people from outside of the community. The group wondered how many homeless were helped off the streets by the existing services and what the success rate was.

There was a great deal of skepticism and mistrust of the homeless. Many of these questions were voiced by people during the interview stage of the project. A number of people in this group were upset that the homeless were asked to participate in a research group. They did not feel that the group that was the cause of the problems had a legitimate role in developing solutions.

This mistrust was also aimed at the Center for Public Policy Studies. There were concerns regarding a conflict of interest because the Policy Center was also an evaluator of another University affiliated project that was offering services for the homeless.

As a result of this skepticism and mistrust, much time was spent talking about the research process, the methods of research, the goals of the project, and the potential uses of the results. Eventually, the group moved beyond this and began discussing the pressing needs and developing research areas.

One of the driving concerns that came up over and over again was the cost homelessness has on the community. These costs have a variety of forms and impact individuals in different ways. Individuals in the community bear costs of homelessness when they have to clean up what has been left; they have emotional costs of worrying about their property, livelihood, and personal safety. A significant concern and cost are fires that are started by homeless individuals. The community as a whole bears costs when responding to homelessness. Some of this is covered by tax dollars that support programs that take care of the homeless and some of this is covered by private donations to charities that are responding to homelessness. The community also incurs costs when public safety agencies are required to respond to calls involving homelessness. When police officers are repeatedly called to respond repeatedly to incidents involving homeless individuals for example, they are unable to respond to other calls as quickly.

This group set out to document these costs as best as it could. The three areas of costs that they were going to collect data on were costs associated with public safety, provision of aid, and costs imposed on individuals and organizations. It was felt that one way to get data was to ask the various organizations who are responding to homelessness to provide information from their databases. This was the main strategy for getting information regarding the costs of public safety and the costs of providing services. The two lists below indicate some of the

organizations that were targeted for data and the questions the kinds of information the group hoped to collect from them.

There are costs associated with public safety

Turlock Police Department

Turlock Fire and Emergency Services

American Medical Response

Emanuel Hospital

- Do you have a way of tracking costs related to the homeless?
- What is the cost of arresting a person?
- What is the number of calls?
- Number of arrests?
- The number of days incarcerated
- How many calls to American Medical Response are from homeless people?
- How many calls to the fire department are from homeless people?
- How many calls to the police department are from homeless people?
- What are the costs of homelessness vs. mentally ill people? Need to separate the two.
- How many individuals are served?
- The number of hospitalizations and days of hospitalization
- What is the length of stay?
- What are the monetary costs of treating homeless?

Turlock Police Department

The police department collects a great deal of data about crimes and calls to the police department for service. These data are collected to help the department fulfill its role to protect and serve all members of the community. It was hoped that the police department would be able to provide the project with data regarding the number of calls or incidents involving homeless individuals in the last year. It was also hoped that they could provide a rough estimate of the cost of responding to these calls. As we went to the police department to get data from them about the impact of homelessness on them, it was made clear to us that they do not collect data in a manner that we had hoped for. Department personnel described how calls were coded and how information was collected to us. They even provided a great deal of data regarding the total calls for service in the last year.

The department did have a small amount of data indicating that the police services responded to at least 88 calls regarding homeless people in 2006. When applying the staffing cost estimates provided by the TPD, this would represent a cost of \$7,326. TPD has provided the following in terms of costs of responding to calls. The estimates are broad averages of staff time to make a “typical” arrest and booking. These are based on average salaries.

Dispatch/call taker	15 minutes at \$24 per hour	\$6.00
Officer	2.5 hours at \$27 per hour	\$67.50
Records	.5 hours at \$19.50 per hour	\$9.75
		<hr/> \$83.25

The booking fee is \$88 and is reimbursed by the state.

The police department eventually did provide data on calls/responses to calls for a few areas in the community that are associated with homeless gathering points such as parks. This includes areas where services for homeless individuals are located and a number of parks where people have indicated that homeless individuals congregate at. These data are very difficult to draw conclusions from regarding the responses related to homeless individuals. The records that were provided cannot indicate what happened in each case, how many officers responded, or how much time was spent responding. There is also no way to know that each of these calls was specifically related to homeless individuals.

In order to get some of this detail someone would have to pull the hard copy file of each of the records to see what actually happened. The police department did not have the resources to commit to such a time intensive process and were quite uncomfortable allowing us to go through these records. At the least, the department was concerned about privacy issues as a reason for not just giving us access to these files for a data search. This concern is certainly valid. It may have been that given more time, some kind of arrangement could have been worked out.

Table 5.1: Calls to Police Department for Selected Areas

OFFENSES	# of RECORDS
SUSPICIOUS PERSON	46
SUSPICIOUS VEHICLE	4
SUSPICIOUS VEHICLE/PERSON	4
LARCENY	2
NARCOTICS	2
SUSPICIOUS INCIDENT	3
TRESPASSING	5
FRAUD	1
BIKE STOP	5
ARSON	1
SICK PERSON-SUICIDE	2
DISTUBANCE	17
DISTURBANCE-VERBAL	8
ASSAULT AND BATTERY	14
PUBLIC INTOXICATION	3
INDECENT EXPOSURE	2
LIQUOR VIOLATION	2
SICK PERSON-MENTAL	3
OTHER CATEGORIES: INCLUDE CODE6, WARRANT SERVICE/ARREST, ACCIDENT/NON-INJURY, SECURITY CHECK, WEAPON OFFENSE, MISSING PERSON, FOUND PROPERTY, CITY ORDINANCE, OTHER PATROL ACTIVITY, SPECIAL DETAIL	92
TOTAL	216

Turlock Fire Services and American Medical Response

Similar to the police department, Fire Services and American Medical Response do not keep data that identify responses to calls as calls related to homelessness. They were able to provide some data regarding calls to areas/addresses in Turlock that are frequented by homeless individuals. Fire Services reported responding to 32 these areas during 2006. We were not able to get a dollar cost of this response. American Medical response reported that they responded to 11 calls to these areas during 2006. They indicated a crew cost of \$130 per hour, but did not indicate the total time responding to these calls.

Fire services also provided some information regarding the estimated value of property damage from fires that are attributed to homeless individuals. They indicated that these fires were selected after an investigation provided evidence that the fires were started by individuals who were homeless or transients.

2004 \$2,639,380
 2005 \$5,747,480
 2006 \$3,902,480

Emanuel Medical Center

We did request data from Emanuel Medical Center but were not very successful in getting anything. The main reason for this was that they do not collect data in a manner that indicates which patients are homeless. They could provide data on the costs of care provided to uninsured individuals, but this is a much larger population than what was being studied in this project.

There are some scholarly publications that track a small group of homeless to determine the costs associated with medical services. Most of these follow a group of people who are heavy drug and/or alcohol users. This also makes a direct comparison to the homeless in Turlock somewhat problematic.

There are costs associated with the aid various organizations and agencies provide to the homeless

United Samaritans Foundation
Community Housing & Shelter Services
City of Turlock Housing Program
Turlock Unified School District
We Care Cold Winter Shelter

- How many homeless people use USF as their address and get aid, while still living on the streets?
- How many at USF and College Resource Center are from homeless people?
- What are the monetary costs of treating homeless?
- How many individuals are served?
- What is the number of instances?
- What is the length of stay?
- How much of the money is mandated? How much is required by welfare institutions code or they will lose funding, for county to spend on services to indigents-> accounts are different,-> their definitions of “what is homeless” are different
- The number of enrolled persons employed full time and part time, competitively employed, in supported employment, and in vocational rehabilitation
- The number of persons disenrolled
- The number of persons referred to and served by local mental health programs
- What types of services do you provide for the homeless?
- Where, within the city, do you provide services to the homeless?
- What is the annual budget for your agency or department, what percentage is spent on providing services to the homeless?
- Please indicate which groups of people you provide services for. Check all that apply.
 - Men
 - Women
 - Children (17 years of age and under)

- Families (Related as a group)
- On average, how many individuals do you provide services for each week?
 - Less than 100
 - 100-200
 - 201-400
 - 1000+

We Care Cold-Weather Shelter

The staff of the We Care cold-weather shelter provided a great deal of data about the clients served that are described in Chapter 6. They also provided data regarding the amount of service provided and the costs of operation. The dollar amounts do not include the amount of in kind contributions from community members. Volunteers throughout the community regularly provided meals every evening at the shelter.

Table 5.2: Cold Weather Shelter Costs

	2006-07	2005-06	2004-05	2003-04
Unduplicated Ind.	232	250	242	157
Shelter Nights	6792		6,310	6,310
Total Funds	\$ 144,000	\$108,828	(Not Available)	\$ 74,300

United Samaritan Foundation

United Samaritan Foundation provides a great deal of services. These include showers and laundry services provided, the emergency food boxes, and the morning breakfasts.

Community Services Agency

The Community Services Agency administers a variety of assistance programs including CALWORKS, Food Stamps, and MediCAL. A number of these programs identify people who are homeless. The Community Services Agency data indicated that they provide services and aid to 446 individuals that the agency classifies as homeless. They provide 82 with CALWORKS, 343 with food stamps, and 95 with MediCAL. There were 41 people in the Homeless Permanent and 81 people in the Homeless Temporary programs. The cost staffing these programs and services in Turlock during 2006 was \$158,000.

Community Housing and Shelter Services

This agency currently provides housing counseling in Turlock at the C.A.R.E.S. Resource Center. In the past they have provided housing counseling at USF and the cold weather shelter. The contract with the C.A.R.E.S Resource Center is for \$8,000. This covers a staff member in Turlock for a half a day per week.

It also appears that CHSS received funding from Community Development Block Grants (CDBG) in the past to support the counseling services in Turlock.

2005-2006	\$20,000
2004-2005	\$20,000
2002-2003	\$35,000

CHSS also provides people (families) with vouchers to stay in hotels/motels. During this same period they provided families with 12 nights in hotels at a fixed rate of \$45 per night. The director of CHSS stated that none of the hotels/motels in Turlock are willing to work with them and so any people are transported to Modesto. They used to have a hotel in Turlock that would accept their clients, and the numbers were higher then.

Turlock Unified School District

Turlock Unified School District has students indicate if they are homeless so the school can provide services for those students. The data provided by the school district show that 224 students indicated they were homeless in the past year. They have another 195 students who are classified as “caregivers.” Caregivers are students residing with someone besides their custodial parent or guardian. These living arrangements were described as often being quite difficult.

The school district uses a definition of homelessness that includes living in substandard housing are in precarious housing situations (multiple families in a home). They described visiting families who lived in garages and other substandard housing arrangements. The district indicated the costs of including administration, teaching staff, other time, nurse, and psychologist time to be between \$5,000 and \$10,000. For students who are homeless, the district does get reimbursed for the extra costs of supporting them.

TUSD has a grant with 5 other school districts to work with homeless students. Part of this grant pays for a person to work with homeless students to help them connect with services. The person who works with TUSD also works with 3 other schools. We have asked to get details about the grant in terms of dollars and specific services it covers.

School officials indicated that they have significant problems with transportation of students who are homeless. The school district is required to provide transportation to any student who is homeless and have money that they can use to pay for it. They just cannot find a transportation provider. They also indicated that there are very few places (almost none) for homeless kids (under 18) to go to for shelter in the county. There are none in Turlock. School officials indicated that this is a significant problem for them.

Individuals and organizations incur costs dealing with the actions of the homeless

The second data collection strategy focused on documenting the costs that homelessness imposes on businesses. The group developed the survey below in order to gather information from businesses about these costs. The group felt that the survey needed to be short in order to get businesses to complete it. It had to be completed by an owner or manager of the business. The group also felt that it would be best if a surveyor went to the business in order to increase response levels. The group also felt that businesses throughout the community should be surveyed, but a higher percentage of businesses in the downtown area should be surveyed.

Figure 5.1: Business Survey

1.	Do you have a problem with homeless people in close proximity to your business?
	<input type="radio"/> Yes
	<input type="radio"/> No
2.	How concerned are you about the impact of the presence of homeless persons to your business?
	<input type="radio"/> Very concerned
	<input type="radio"/> Concerned
	<input type="radio"/> Somewhat concerned
	<input type="radio"/> Not concerned
3.	Related to the presence of homelessness, how much time is spent per week having to clean up what people have left around your business? _____
	What are you cleaning up?
	<input type="radio"/> Nothing
	<input type="radio"/> Garbage
	<input type="radio"/> Bottles
	<input type="radio"/> Needles
	<input type="radio"/> Human waste
	<input type="radio"/> Other _____
	What would you estimate is the dollar value of the time spent cleaning these up in an average month? ____
4.	Related to the impact of homelessness, what extra measures have you taken to increase security at your business?
	<input type="radio"/> None
	<input type="radio"/> Security personnel
	<input type="radio"/> Extra staff
	<input type="radio"/> Gates
	<input type="radio"/> Lights

	<input type="radio"/> Alarm systems <input type="radio"/> Fire insurance <input type="radio"/> Drive by establishment after hours to make sure it is fine <input type="radio"/> Other _____ How much have these extra measures cost in terms of one time costs? _____ How much have these extra measures cost you per month on average? _____
5.	Related to the impact of homelessness, what costs have you had related to property damage? <input type="radio"/> None <input type="radio"/> Vandalism <input type="radio"/> Fire damage <input type="radio"/> Theft <input type="radio"/> Other _____ What is the approximate dollar value of the property damage in the last year? _____
6.	How have your customers been affected by the homeless? <input type="radio"/> Customers have not been affected <input type="radio"/> Panhandling <input type="radio"/> Expressed concern for safety <input type="radio"/> Physically attacked <input type="radio"/> Other _____ Can you share one example of how a customer has been affected? _____ _____ _____
7.	Has the presence of homeless persons ever caused you to consider closing or relocating your business? <input type="radio"/> Never <input type="radio"/> Seldom <input type="radio"/> Sometimes <input type="radio"/> Often <input type="radio"/> Always Why have you thought this way? _____
8.	How many people work at this location? _____
9.	How many years have you been in this location? _____

The survey was administered in two waves. The research group looked at a map and originally drew out ten different business areas in Turlock. This map was given to City staff who used their business license data base and mapping software to build files with contact information of all the businesses in the various areas. A Master's of Social Work research methods class was trained on how to administer the surveys. The class of about 26 students went out in teams of two on Monday morning and went to as many businesses as possible during a 3 hour period. After this round of surveying 108 surveys were completed.

After sharing the data from the first round of surveying the business co-researcher group modified the business areas. City staff provided a list of businesses in the newly drawn areas. It was determined that the second round of data would be collected using the phone bank at the University. During this data collection round, the trained graduate students called businesses over a period of one week. Students called businesses between 1 p.m. and 4 p.m. This effort increased the total number of completed responses to 191.

All the groups analyzed the data collected from this survey. The data were organized into two groups of businesses. One group of businesses was in close proximity to the downtown area and the various places where services for homeless individuals are located. This group of businesses will be referred to as the “In Purple Zone” because a purple marker was used to draw the area. All other businesses were grouped together and are identified as “Outside Purple Zone.” A total of 103 surveys were completed by businesses in the purple zone and 88 by businesses outside that zone.

One important conclusion from the survey data is that businesses nearer to homeless services are adversely affected. This shows up in a variety of ways in the data. The tables below summarize the responses to the various survey questions. The responses to the first two questions indicate that businesses in the purple zone are more likely to experience problems that the businesses associate as being the result of homeless individuals. Responses to the second questions indicate that the level of concern is also higher for businesses in this area. The co-researchers (not just the researcher in the business group) suggested a number of reasons for this. One was that they just experienced more problems and thus were more concerned. Another element that was suggested was that the type of business owner could also be part of this higher concern. People felt that many of the businesses in the downtown area were small businesses owned by individuals who also worked at the business. Other areas of the community have large chain stores that may be operated by a manager or someone off-site. The businesses in the downtown area are therefore more important to the owner’s current and future livelihood.

Table 5.3: Do you have a problem with homeless people in close proximity to your business?

	In Purple Zone	Outside Purple Zone
No	28.2%	47.1%
Yes	71.8%	52.9%

Table 5.4: How concerned are you about the impact of the presence of homeless persons to your business?

	In Purple Zone	Outside Purple Zone
Very Concerned	43.7%	23.9%
Concerned	19.4%	20.5%
Somewhat Concerned	24.3%	36.4%
Not Concerned	12.6%	19.3%

Responses to the question regarding what people regularly clean up also show this difference in impact. Researchers from all groups were really struck by these results. People

seemed especially struck by the high percentage of businesses that report cleaning up human waste. Not only is it something that is extremely difficult to have to clean up; it is a health hazard.

Table 5.5: What are you cleaning up?

	In Purple Zone	Outside Purple Zone
Clean up garbage	72.5%	48.3%
Clean up bottles	44.1%	24.1%
Clean up needles	22.5%	6.9%
Clean up human waste	47.1%	13.8%

Those in the purple zone reported spending 2.1 hours per week cleaning while businesses outside the zone reported spending 1.88 hours cleaning up. Those in the purple zone reported clean up costs of around \$111 per month and those outside the zone reported spending just under \$46 per month cleaning up.

The data regarding extra measures to increase security are not as clear as some of the other data from the surveys. For instance, a higher percentage of businesses outside the purple zone indicated adding security personnel. Higher percentages of businesses in the purple zone reported adding gates, lights, alarm systems, fire insurance and driving by establishment. “Driving by establishment” struck a number of the researchers that were not part of the business research team as really indicating the emotional toll this is having on business owners. It shows that they are fearful for the safety of their business/livelihood.

Table 5.6: Related to the impact of homelessness, what extra measures have you taken to increase security at your business?

	In Purple Zone	Outside Purple Zone
Security personnel	1.0%	14.8%
Extra staff	7.8%	6.8%
Gates	28.4%	20.5%
Lights	56.9%	23.9%
Alarm systems	52.9%	28.4%
Fire insurance	24.5%	10.2%
Drive by establishment after hours to make sure it is fine	47.5%	13.6%

Businesses in the purple zone reported just under \$2,617 in one time spending on extra security measures and businesses outside the purple zone reported just under \$562 in one time costs in extra security measures in response to homelessness. The average monthly costs of the

extra security measures reported by those inside the purple zone was just under \$146 and just over \$131 by those outside the purple zone.

Once again, higher levels of businesses in the purple zone indicated property damage costs than businesses outside the purple zone.

Table 5.7: Related to the impact of homelessness, what costs have you had related to property damage?

	In Purple Zone	Outside Purple Zone
Vandalism	51.0%	21.6%
Fire Damage	7.8%	4.5%
Theft	39.2%	15.9%

Dollar costs of property damages reported by last year were \$1,102 on average by businesses in the purple zone and businesses outside the purple zone reported \$297 on average. This average does not include one business in the purple zone that reported property damage of \$1,000,000.

Businesses also expressed concerns that their customers were being affected by homelessness. Those outside the purple zone indicated that panhandling is more of a problem than those in the purple zone. Businesses in the purple zone were much more likely to have customers express concern about their safety though.

Table 5.8: How have your customers been affected by the homeless?

	In Purple Zone	Outside Purple Zone
Panhandling	27.5%	34.1%
Expressed concern for safety	40.2%	20.5%
Customers physically attacked	2.0%	1.1%
Customers affected in other ways	15.7%	12.5%

As with the other responses, a higher percentage of businesses in the purple zone have considered relocating as a result of the presence of homeless persons.

Table 5.9: Has the presence of homeless persons ever caused you to consider closing or relocating your business?

	In Purple Zone	Outside Purple Zone
Never	59.8%	88.5%
Seldom	12.7%	1.1%
Sometimes	14.7%	4.6%
Often	6.9%	4.6%
Always	5.9%	1.1%

Summary of Business/Resident Research

The data collected by this group do indicate that there are a variety of costs associated with homelessness and with responding to homelessness. Any response to homelessness needs to take these costs into account. An effective response would not only help those who are homeless, but it would also reduce the costs that others have as a result of unintended consequences. It is also important to note that a number of organizations that do deal with homelessness, do not have much information about how they are impacted by homelessness. It will be difficult to know for certain what impact any program or activity will have on these costs without better information.

Chapter 6: Homeless Research Group

Perceptions about the homeless impact the response to homelessness

The research group comprised of persons who are homeless met consistently every two weeks over an eleven-month period beginning in mid-October of 2006 and ending in early August of 2007. This resulted in a total of 25 meetings. Similarly to the other co-researcher groups, for the purposes of maintaining continuity and stability within the research group, no new members were added to the group following the third meeting. Each meeting was comprised of between 10 and 20 homeless group members.

Research Question #1: Pressing Issues

Commencing in November, the homeless co-researcher group began grappling with the initial research question: *What are the most pressing issues related to homelessness and a homeless shelter in Turlock?* To add greater context to these discussions, the research group viewed data that were gleaned from the initial (n=45) individual interviews with community members. After an exhaustive focus group process that covered approximately 10 meetings, the group created a research framework that captured **their** views of the most pressing issues.

The members of the homeless co-researcher group offered a three part framework for understanding and delineating the most pressing issues related to a homeless shelter. Clearly, from their vantage point the pressing issues go well beyond a homeless shelter.

First, the members of the homeless co-researcher group believe that within the broader community there are significant misperceptions regarding the homeless population, including misperceptions related to the causes of homelessness, the characteristics and behaviors of those who are homeless, the needs of persons who are homeless, and strategies for addressing homelessness.

As illustrated below in the excerpts from meeting notes, the group members believe that many non-homeless community members hold misperceptions about the causes of homelessness that emphasize individual weaknesses or individual decisions rather than broader, more complex, issues such as lack of affordable housing, limited employment opportunities/unemployment, family tragedies/crises, health and disabilities, and bureaucracy.

- There is a fundamental misconception of the complexity of homelessness.
- We do not have monetary means to maintain a home.
- Started work on Monday at \$11.00 an hour, but still can't get a place. We need 3 months rent (first, last, and deposit) to get a place.
- Loss of income through many reasons—not just one issue.
- People do not have resources/services to build stability.
- No way to get out of the hole.
- Once in it, it is hard to get out of it.
- Once in it a long time, you get used to it. Don't want to pay money just to get by—place to stay with no electricity.
- They don't understand that it is the cost of living, housing: pay has not gone up, inflation, need two incomes in household.
- Families struggling with two incomes would understand homeless.
- Some choose to be homeless, are in love with someone who is homeless.
- The way the government is doing things is a problem. Government has much to do with this.
- Ask someone who is middle class—what if you lost your job and the bank foreclosed. What would you do? What if your family/friends can't help you? Many family and friends will not help. It makes people stop and think. Would be second class citizens. Need to take a walk in our shoes.
- Why not staying at family members? They can't take us either.
- Members of the community do not have a complex understanding of the causes of homelessness, resulting in simple solutions.
- A bunch of homeless is an indicator that something is wrong with society.
- Do you think you could ever be homeless? They would answer that they have too much money to ever be homeless.
- Some people who were in jail come out without a home.
- They are putting all in the same group. No idea what it is like to be homeless. Have no idea how hard it is to get to work if don't have transportation, shelter etc.
- Within one group you have many different issues: money, drugs, crime, wide- open category, very complex.
- It can take years to get Social Security or disability. On the street it is difficult to keep up papers, keep them dry.
- Some have tried their best to get out.

The group members also contend that the broader community holds misperceptions about persons who are homeless. They believe that these misperceptions are related to the lack of understanding related to the causes of homelessness but also are drawn from experiences with individual persons who are homeless or a small group of homeless people. The homeless co-researchers believe that these individual experiences are used to make generalized statements about homeless people as a collective group.

- There is a gross misunderstanding of who the homeless people are. One view is that all are from out of town. Another view is that there are all kinds of benefits and don't know why people are not using them.
- Every group has good and bad. Many are to the point where they are not willing to listen to any other point of view. Many are fear motivated. The population needs to get educated.
- Want to blame the homeless for the violence against the homeless and others.
- Most people think that all homeless use drugs.
- People think all homeless do drugs and that a homeless shelter would give them a place to do them. Look at reality. People will do drugs even without a shelter. People who live in homes do drugs. The shelter should have security, so why would people go to a shelter where they will get caught if they are doing drugs?
- It is a misperception that all homeless are doing drugs.
- Trying to live best quality of life possible. Want same things as everyone else. Places to stay, to be clean, to not be bothered, we are after the same things.
- Person may not be homeless; stereotyping all as homeless. Blaming everything being done by the homeless.
- They make un-informed statements like: Why not get a job--sleep all day long?
- They don't consider that homeless people are part of the community like others.
- Job training will get people out of homelessness. The assumption is that homeless people do not have job skills or don't want to have job skills.
- These people should try to walk in the shoes of homeless and experience homelessness.

The second part of the homeless group's research framework (containing their views of the most pressing problems) focuses on the impact of these misperceptions. The homeless co-researchers contend that misperceptions related to the causes of homelessness, the characteristics/behaviors of persons who are homeless, and the needs of the homeless population result in a substantive number of community members holding "contempt" for the homeless population. It is their view that contempt is comprised of frustration, anger, disdain/disgust, and a high degree of pessimism and paternalism. From their vantage point, this contempt ultimately overrides feelings of compassion and is directly connected to the strategies that are designed to address homelessness.

- People in the community ignore or look right through homeless.
- They are afraid of the homeless.
- They judge us on their terms.
- Kids are learning from parents to do violence against homeless. There have been several incidents where young people have used paint-balls/bottle rockets/BB's to fire on homeless persons. There have also been incidents of young people driving by and yelling profanity at homeless. These actions are a consequence of adults' contempt for the homeless. It sends a message to young people.
- Would you volunteer to take a homeless person into your home for the night? Give them a shower and bed? They would make a bunch of excuses for why they could not help.

- They have no right to judge because they have never experienced homelessness.
- Homelessness and fear—person told of how he was viewed when making breakfast in a park. People walking by exhibited contempt. People do not like things that are different from their experience.
- Turlock is against the homeless. It is for retired, rich, Republicans. There is no tolerance for the homeless.
- Can't see why they don't understand how difficult being homeless is.
They don't want to get involved.
They don't want to see it.
We are a disease.
- People say that:
Homeless are all slobs.
Afraid that a permanent shelter will bring more.
General dislike of the homeless.

In completing their three part conceptualization of the most pressing issues, the homeless co-researcher group further believes that the broader community's contempt (immersion from misperceptions) results in the promotion of or support for limited or conditional services—services that are consistent with the broader community's views (misperceptions) of the causes and consequences of homelessness. It is the homeless co-researcher group's perspective that the current (limited and conditional) services fail to address the complexity of the causes of homelessness and the needs of persons who are homeless.

- Society should provide services/resources to get people out of homelessness.
- If you want us to get into society, why do you make it so there are so many conditions?
- Service providers don't really want to help so that if they are successful, they are out of a job.
- They want to give homeless a warehouse and not a real hand up. They are only offering a handout.
- The way the system is set up—one program gives you some help, but then a different program takes help away.
- People make it a crime to help the homeless. Contemptible to help the homeless.
- Contempt equals no help for us.
Businesses won't let use the bathroom.
Contempt results in lack of help. Need to change perception.
- Categorized help is also a result of contempt. Conditional help (food for praying).
Little or no help and if it does come, it is conditional. There are rules for behavior.
- We need a shelter.
- This (shelter) was like checking into a safety shelter. Could not come in and see people.
We are grown adults but not treated like adults. Family/friends could not stay or visit.
- Families were pushed away. Could not even come into the shelter to visit. Even when people were outside smoking.
- You would not want to bring children in. A better place than this could happen. Given the set up of the place it was not a place for children. We should have place for families.

The co-researchers also offered a rival hypothesis to their framework, contending that the current nature of “conditional/limited” services that focus on day-to-day survival (providing only services to get through the day but not out of homelessness) may actually produce or exacerbate the misperceptions held by the community. That is, the homeless co-researchers argue that the current services, which fail to address the more complex problems surrounding homelessness (particularly a lack of affordable housing), produce an environment where homeless persons are certain to be viewed negatively.

- Focusing on day to day survival (food, a place to sleep, and shower) is the problem. If there is only one place to go to the bathroom, shower, or get food, homeless people are going to hang out there, or they are going to be desperate. Their focus becomes day to day survival.
- If the shelter is the only place to get out of the elements, people will go there. However, in the morning, they still need a place to go, and they continue to face the same issues.
- By concentrating services that only deal with day-to-day survival in one area, you create an area that resembles a project/slum that is viewed negatively by the community. People begin labeling the location and the people who are there to get help.
- What looks from the outside like someone being lazy (wanting a hand-out, acting inappropriately) is people trying to survive—current services are simply about people trying to survive.
- Being homeless eventually impacts your mental status. The longer you are in it, the more your mind is affected. Current services keep you in it, and this impacts your mental health.
- It is cheaper to house everyone than provide emergency services (hospital care, police services, etc.). However, homeless people are blamed for the high cost of emergency services—this contributes to community perceptions of the homeless.

Throughout the numerous research meetings, the homeless group members were clear to point out that this framework (misperceptions-contempt-limited/conditional services) in no way discounts or overlooks the fact that there are caring, compassionate, and committed individuals (service providers and community members) in Turlock. These are individuals and groups who have reached out to offer support and assistance to persons who are homeless. Nevertheless, it is the co-researchers’ views that the desire to help/assist is routinely hampered and/or undermined by the pervasive misperceptions surrounding homelessness. The members of the homeless research group indicate that misperceptions routinely produce misguided attempts to assist, even from the most caring individuals.

- May not be everyone in Turlock who thinks this way. Someone with experience will not think this way.

- Not all have contempt. There are the “unawares” who are not making any noise; the supposed “awares” who are making all kinds of noise. Maybe there is a minority of people who are against the homeless.
- Only a few voices speaking out in the downtown area.
- A small, vocal group is “educating” the rest.
- General public is not aware of the impact. If more knew of this contempt, then would be more supportive of homeless.

At the same time, there were those group members who expressed opinions that seemed to deviate from the overall concerns/pressing issues:

- If there was no food, then I would not be here (in Turlock).
- Let’s make it harder for people to be homeless.
- If you make it harder to be homeless here, then people would just move to the next town.
- Make an accountable homeless program in order to receive services, but unsure how it would work or what the services are or what the programs would be.

Mindful of the fact that this research framework “solely” constitutes the perceptions of the 20 co-researchers who are experiencing homelessness, the members of this group ultimately created a research process designed to gauge the views of residents/community members from the broader Turlock community. In a labor intensive process that covered many group meetings, the homeless co-researcher group created a research methodology designed to engage residents of the Turlock community in focus groups. The plan involved conducting the focus groups in strategically identified locations throughout the community. The research methodology entailed dividing the community into four sectors based on information provided by the local police department concerning “homeless incident reports.” In total, the plan was to conduct seven to nine focus groups. Four to six focus groups were planned in the downtown/Westside region of the community (high density area related to homeless incidents). One focus group was planned in the remaining three sectors of the community: Northeast, Northwest, and Southeastern sections of the community. These focus groups were intended to capture the views of the community regarding the causes of homelessness, the characteristics of those who are homeless, what the community is willing to tolerate in terms of meeting the needs of the homeless population, and strategies for addressing homelessness. These issues are covered in the eleven focus group questions that were created by the homeless co-researcher group:

- 1) What comes to mind when you think of the word homeless?
- 2) Why are people homeless?
- 3) Why are people homeless for so long?

- 4) How does one move out of homelessness?
- 5) What difficulties do homeless people have in getting or keeping a job?
- 6) What do you think of homeless people living in public places?
 - What are you willing to accept related to homelessness?
- 7) What services/resources should the community provide to get people out of homelessness?
- 8) What role should law enforcement have in dealing with homelessness?
- 9) What ordinances, if any, should Turlock have to address homelessness?
- 10) What are the impacts of a shelter for the homeless and community?
- 11) What are your expectations regarding outcomes of strategies to respond to homelessness?

-Timeline

The members of the homeless co-researcher group believe that the answers to these questions will offer considerable insight and information regarding community members' views (perceptions and potential misperceptions) and what the community is willing to tolerate in addressing homelessness. Specifically, they believe that the results will reveal community misperceptions and the need for greater community awareness related to the complexity of homelessness and the plight of homeless persons. Unfortunately, attempts to organize community focus groups (that included advertising via television, newspapers, and community leaders) resulted in too few participants to produce meaningful data.

Research Question #2: Viable Strategies

The homeless co-researcher group also participated in numerous meetings focused on examining data compiled by the other three research teams related to the first research question. After considering their own views, the collective views of the various groups, and the collective supportive data compiled on the most pressing issues, the homeless co-researcher group offered their insight on the second guiding research question: *What are the most viable strategies for addressing the pressing problems?*

The group offered a number of strategies for addressing the pressing issues related to misperceptions, contempt, and conditional or limited services; however, the focal point of their strategies is based on the notion that if strategies are in place to deal with the complex nature of homelessness, misperceptions will ultimately be dispelled. The co-researchers argue that the first step to addressing the complex problems surrounding homelessness is to deal with housing. With housing addressed, supportive services can be offered to keep people housed.

- Many cities having success in addressing the issue(s) are going at housing first.
- Need to be a variety of affordable housing options—a continuum: shelter, transitional housing, single resident occupancies (SRO).
- It is cheaper to put people in housing than to pay for emergency services. By addressing housing issues, you will avoid many of the emergency needs that result from being homeless.
- Must focus on long-term, stable housing.
- There must be a shelter to address the emergency needs for people who are homeless. However, shelter should be short term. Focus should be on getting people out of shelter (as quickly as possible) and into permanent housing.
- The role of the shelter needs to be reconsidered. It should not be for warehousing. It should serve as a transition. The shelter needs to have a continuum of care.
- Shelter needs to coordinate with other agencies, so that multiple needs can be met: mental health, housing, job training, educational programs.
- In order for shelter to survive and be successful, it needs to be short term. Very few people will stay in the shelter if they are given other options.
- There needs to be a structured program.
- Chronic homeless--straight into housing.
- Shelter is for when people first become homeless—short-term. It is a place to stay with services to find a permanent place to stay.
- Make it so people don't need services. Stable place in order to start looking for job.
- Not seeing homeless everyday would impact contempt.
- People have talents to do better jobs. Need to have those jobs available. Need a place to shower, address, get stability, rest.
- Current set-up is inefficient. For stability, get out of shelter as soon as possible.

Research Question #3: Role of the City

The final question that was posed to the homeless co-researcher group involved the City's role in addressing the viable strategies to the pressing problems. While various ideas were put forth by the group, the focal issue centered on the need for City officials to serve in a leadership capacity. Specifically, the group believed that it is the City officials' responsibility to organize others and to offer guidance and direction to those persons charged with the task of providing services to the homeless. The comments below highlight some of the leadership roles that the group believed to be the responsibility of the City.

- Provide guidance and information to others about funding. Help with funding where appropriate.
- Work to ensure that there is enough affordable housing. Build SRO's.
- Help organize and orchestrate services.
- Create ways for service providers to talk.
- Help ensure that there is a united, continuum of care/services.
- Ensure that all services are not built in one location—avoid projects/slums.
- Be involved in planning. Provide direction regarding the location of services.

- Provide property to the homeless/service providers to accommodate the needs of the homeless: bicycles, carts.
- Help facilitate, coordinate long term planning.
- Don't have programs based on income. Help all that are in need—avoid homelessness.
- Make it widely known what services are available to those at-risk of losing their homes.
- Think proactively. Provide services before people become homeless.

As part of their leadership role, the homeless group participants believe that the City has a responsibility to make sure that there is follow through. That is, the City has a responsibility to ensure that services are being provided as intended. Finally, in addressing their concerns over misperceptions, the co-researchers strongly encourage the City officials to play a leadership role in engaging community residents in dialogue regarding their views of homelessness. The group believes that the methodology they created could be the starting point for this dialogue.

Chapter 7: Faith-Based & Service Provider Researcher Group

Need to understand the homeless population in Turlock

The research group comprised of members of the faith-based community and service providers regularly met twice a month over an eleven month period beginning in mid-October of 2006 and ending in early August of 2007. This resulted in a total of 24 meetings. The group was comprised of a total of 10 participants. Similarly to the other co-researcher groups, for the purposes of maintaining continuity and stability within the research group, no new members were added to the group following the third meeting.

Research Question #1: Pressing Issues

Commencing in October, the faith-based/service provider co-researcher group began grappling with the initial research question: *What are the most pressing issues related to homelessness and a homeless shelter in Turlock?* To add greater context to these discussions, the research group also viewed/considered data that were gleaned from the initial (n=45) individual interviews with community members.

Narrowing or capturing the “most” pressing issues was extremely difficult for this group, as the group continually stressed the complexity of the problem(s). Before ultimately focusing their attention on one core issue, in a brainstorming process that involved numerous meetings the group highlighted a number of pressing issues related to a homeless shelter: 1) the chronic/visible homeless population is a pressing concern to the community; 2) the causes of chronic homelessness are complex; 3) the community holds misperceptions about this population and misperceptions about the complexities of providing services to this population; and 4) there is a lack of understanding about what Turlock residents are willing to tolerate from the chronic homeless population.

The Chronic or Visible Homeless Population

The faith-based leaders and service providers believe that, among the homeless, the visible or chronic homeless population is the group that has raised considerable concern for the community. The comments (below) from the group members illustrate the complexity of the problem:

- There is a segment of the population that will not be helped (cannot). Or, we don't have the right program for them. Or, are they willing to accept help, but with fewer restrictions/conditions that are often attached?

- It is a long road to help them and change their lives. They are not willing to take the help that is offered.
- There is a response to being stereotyped. Fix by building relationships between problem and solutions.
- The untouchables (what happens with this group).
- We get comfortable that there are no solutions.
Some die.
Some don't take the ropes we throw.
- People in Turlock are concerned about people on the street, the visible homeless.
- Making people feel safe, clean up the streets, make them disappear (hopefully in a positive manner).
- Kids are homeless but in school so people do not see them.
- Two major issues—visible homeless, which are a small piece of the homeless, and educating Turlock about homelessness.
- Where do we house these individuals in a humane manner?
- What is the role of a shelter? Who goes to a shelter?
- I cannot solve homelessness because I cannot change behavior.
- Is homelessness a choice, or are people driven to it?
- Not able to fix every person.
- People with emotional problems often make the wrong choices or not the normal choices: choices that do not lead to stability.
- Distinction between the helpless and the hopeless. Hopeless are those who continually do not respond to the help that is offered and even received.
- Need to value children and break the cycle with them.

Causes of Chronic Homelessness

The faith-based/service provider co-researchers also contend that the circumstances leading to chronic homelessness are complex, and thus, the solutions must be complex, long term, and realistic. These views are highlighted in the comments captured over the course of the meeting with the faith-based leaders and service providers:

- There are community issues, such as high housing prices, lack of jobs, lack of jobs that pay a living wage, media campaigns, changes in government programs, high health care costs. Little affordable housing has contributed to the problem. Have experience helping people, and it can take 2 to 3 years before they are able to pay full rent.
- It goes back to the complicated reasons they are in this condition (suffered abuse, rape, poverty, addictions). Society comes up with the services without asking what they want. (Maybe they want to be left alone.)
- There is an unbalanced economic system, and there are issues that are beyond the control of many.
- Because people have so many different problems, there is not one solution that fits all.
- Is the issue drugs/alcohol or the inability to hide it in a house?
- It may take three years for people to make progress.
- Is the issue transitional/long term housing or is it a shelter?

Community Perceptions/Misperceptions (of Chronic Homeless Population)

As revealed in the comments below, from the vantage point of the co-researcher group part of the pressing issue pertains to community members' misperceptions about the chronic homeless population.

- The misperception is that it is just an individual choice. There are many factors, such as losing a job, divorce, child abuse, spousal abuse, or family background. Need to get away from fault and that it is just a choice.
- Community doesn't care about what we do not see.
- Out of sight, out of mind.
- One bad experience/all are bad (limited exposure).
- What we see creates a stereotype.
- Service providers have different experiences. Our perspective is our reality.
- There is a reactionary response.
- There is a response that may not help.
- People do not want homeless around.
- We learn about homelessness in the media.
- Many are not willing to be sympathetic.
- There are consequences of losing the shelter. Lost it because of fear/stigma about the behavior of the homeless.
- People want the homeless to go into a shelter and come out fixed.
- This world view ties to the perception that the homeless do not work.
- There is a perception that they often have no responsibility.
- The vision many have of Turlock is different from the reality that Turlock has become as it has grown.
- The solution seems to be that the person needs to be fixed. The community thinks this.
- Residents have different experiences, and we have a divided town.

Community Tolerance toward Chronic Homeless

The faith-based leaders and service providers also believe that a pressing issue involves the fact that there is a lack of understanding or information from the broader community regarding what it is willing to tolerate in addressing the needs of the chronic homeless population. Below are some of the questions the group thought would be important to answer to better understand this pressing problem:

- What are we (community members) willing to tolerate related to chronic homelessness?
- Can everyone be happy?
- What group do we (community and government) want to help?
- What groups are we not willing to help?
- What outcomes does the community want, and what is the timeline?
- Are the community's desires realistic?
- The community and how it feels about the programs?

- Is the community willing to be a center for the whole chronic homeless population in Stanislaus County?
- Are we a magnet?
- How do we decide whom we serve?
- How do we put limits on whom we serve?
- Do we know what the community thinks?
- Is a shelter just one of those resources?
- Are a shelter, day care center, drop-in shelter, resources available?
- What is the shelter/what is the perception of a shelter?
- Are there enough community members involved from the community?
- How many of the chronic homeless want help?
 - What about the strings attached?
 - What do they need?
 - What will they be willing to accept?

While the co-researcher group highlighted a number of pressing issues related to the homeless shelter, they ultimately focused their attention on one issue: the need to understand who the homeless are in Turlock. From the vantage point of the group, the most pressing issue is the lack of information and understanding related to the local homeless population. By better understanding the characteristics of the local homeless population as a whole, it was the group's view that one would be in a better position to understand the various segments of the homeless population, including the chronic homeless population. It was the co-researchers' belief that information regarding the characteristics of the homeless population in Turlock is important for planning related to policies, services, and educating/engaging the community.

Research Framework

Guided by the research question, "Who are the homeless in Turlock," the co-researcher group utilized three data sources to glean information about the local homeless population: 1) data from the annual HUD homeless count (Appendix A); 2) data from the We Care winter shelter (Appendix B), and 3) original, face-to-face interviews with persons who are homeless. The homeless count data and the winter shelter data are existing data sources that were developed and maintained by other groups. As such, the co-researchers had no control over the information that was gathered or the manner in which it was gathered. The final data source (face-to-face interviews) was the original work of the faith-based/service provider group. The group created all of the questions for the interviews and the methodology for collecting the information.

The Homeless Count Data

The homeless count data were collected as part of the Housing and Urban Development's annual count of the homeless population. Each January, in a one day effort, volunteers from across the County are enlisted to conduct surveys with persons who are homeless. The methodology for the survey involves sending surveyors to locations throughout the County where there are believed to be high concentrations of homeless persons. On January 26, 2007, a total of 97 homeless surveys were conducted in Turlock. (This does not mean that the persons interviewed were from Turlock, but rather the homeless persons were in the city of Turlock when the survey was administered). There were a total of 715 surveys conducted with homeless persons throughout the remainder of the County. The data provided by the HUD homeless count offers considerable insight regarding the local homeless population.

Of the 97 surveys conducted in Turlock, the largest category of the homeless participants (41.2%, n=40) indicated that Turlock was the last city that they lived in before becoming homeless. Nevertheless, over a quarter of the homeless persons surveyed in Turlock indicated that the last city they lived in prior to becoming homeless was some other place in California/outside of Stanislaus County (16.5%, n=16) or some other state (11.3%, n=11). Of the 714 surveys conducted throughout the remainder of the County, an additional 22 homeless persons indicated that Turlock was the last city they lived in before becoming homeless.

For the 97 homeless persons surveyed in Turlock, 52.6% (n=51) indicated that they had been homeless for one year or more. Only 6 homeless respondents (6.2%) indicated being homeless for less than a month. For the 714 homeless persons surveyed throughout the remainder of the County, a smaller percentage (41.0%, n=293) indicated being homeless for a year or more and a significantly higher percentage (11.9%) indicated being homeless for less than a month. Just under half of the participants reported being homeless more than four times in the last three years for both those surveyed in Turlock (45.4%, n=44) and those surveyed in the remainder of the County (43.5%, n=311).

Nearly two-thirds (64.9%) of the homeless persons surveyed in Turlock reported having no income. Again, this number was lower (51.0%) for persons surveyed throughout the remainder of the County.

Over half (54.6%, n=53) of the homeless persons surveyed in Turlock identified an emergency shelter as the place that best described where they were staying. This compared to a significantly lower number (35.7%, n=255) of homeless persons surveyed throughout the

remainder of the County. Transitional housing was identified by 17.3% (n=124) of the homeless persons surveyed outside of Turlock, as compared to 7.2% (n=7) of those surveyed in Turlock.

Males (68.0%, n=66) significantly outnumbered females (32.0%, n=31) among the participants surveyed in Turlock. The gender gap was not as wide for homeless persons surveyed in the remainder of the County: 57.2% and 41.0% respectively. Well over two-thirds (70.1%) of the homeless persons surveyed in Turlock indicated that they were single. This number was slightly lower for the homeless persons surveyed outside of Turlock (63.9%). For those surveyed in Turlock, 83.5% of the homeless persons indicated that they have no children under that age of 18. For those surveyed outside of Turlock, only 64.5% indicated that they have no children under the age of 18.

Nearly all of the participants gave multiple reasons for their homelessness. Unemployment and being unable to pay rent/mortgage were the most common reasons given for homelessness. However, physical disabilities, alcohol/substance abuse, and family member or personal illness were also included as common factors leading to homelessness. Somewhat matching this finding related to the causes of homelessness, housing, employment, and medical care were the most common (multiple) responses to the question involving “services needed but unable to obtain.”

We Care Shelter Data

In addition to accessing the Homeless Count data, the faith-based and service provider co-researcher group received data (for the past four years) from the We Care emergency shelter in Turlock. These data covered the time period from 2003 to 2007. Again, the co-researchers had no control over the information gathered. For the purposes here, the results are highlighted primarily from the most recent year (2006-2007).

Based on the shelter data for the most recent year, there were 266 homeless individuals (unduplicated count) who stayed at least one night in the emergency shelter. This number increased steadily over the time period for which the data were provided. In 2003-2004, 157 homeless persons stayed at least one night in the homeless shelter, 242 in 2004-2005, and 250 in 2005-2006.

In 2006-2007, 70.3% (n=187) of the homeless persons who spent a night at the shelter were male. This ratio of males to females remained consistent over the four year time period. Just over 60% of the homeless individuals who stayed at the shelter were between the ages of 31-50, 21.1% were between 18-30, 13.9% were between 51-61, and 3.8% were 62 years or older. The

vast majority of the homeless persons were classified as White (60.2%, n=160). Hispanics comprised the second largest group (22.6%, n=60).

Over half of the homeless persons (55.2%) who stayed in the emergency shelter indicated that they had been homeless for more than six months. Prior to staying at the emergency shelter, 73.7% of the homeless persons indicated that they were living with a relative. The largest percentage of respondents (58.7%) indicated that their residence was in Turlock prior to entry into the program. A total of 53 (20.5%) respondents (the second highest category) indicated that their residence was outside Stanislaus County.

The vast majority of homeless persons (73.2%) to stay in the shelter indicated that they had no income. While educational data were not gathered for the most recent year, in 2004-2005, over half of the respondents indicated that they had at least a high school education. Seventy eight individuals (29%) staying in the shelter in 2006-2007 reported being disabled.

Homeless Interviews

In addition to the quantitative data provided by the homeless count data and the shelter data, the faith-based/service provider co-researcher group felt that it was important to gather more contextual information about the local homeless population in order to better address the question: Who are the homeless in Turlock?

To achieve this objective, the co-researchers created a strategy for conducting individual, face-to-face interviews with homeless persons. The group focused its attention on conducting interviews with the more “visibly/chronic” homeless population in Turlock. The interviews were designed to probe the individual’s experiences with homelessness. Each interview consisted of demographic questions and a series of eight open-ended questions. The interviews typically lasted between 30 minutes and one hour.

A total of 37 interviews were conducted. Slightly more women (n=19) than men (n=18) participated in the interviews. Similarly to the other data sources, 70.3% of the participants were between the ages of 31-50. Twenty four of the 37 participants (the largest category) self-identified as White/non-Hispanic. More than half of the participants (n=21) had a GED or high school diploma. Thirty of the 37 interview participants indicated being homeless for more than six months. Twenty-one participants (56.8%) indicated that they are or have been on parole or probation. (This issue was not evident in the other two data sources.)

In order to analyze the open-ended, qualitative data, the co-researchers worked together to sort the data from each question into major themes. What follows are the major themes from each question and excerpts from the interviews that produced the specified theme.

The first open-ended interview question sought to understand what brought the person to Turlock. Four major themes emerged from this question: 1) Family & Friend Connections (n=15), 2) Hometown (n=11), 3) Opportunities (n=7), and 4) Legal Issues (n=4). The two major categories (Family & Friend Connections and Hometown) appeared to coincide. That is, as reflected in the responses below, the results from the interviews suggest that the vast majority of homeless persons interviewed felt that they belonged or had roots in Turlock.

Table 7.1 Friends & Family Connections/Hometown

1.	I've been here close to 40 years; my family brought me here.
2.	Born in Turlock, raised in Fresno. Mother and father met in Turlock. Been here since 1983 to 1993. Moved to Fresno till 97. Came back here and been here ever since.
3.	All my life, raised here.
5.	Lived here all my life.
6.	I came to Turlock as a child. I've been here ever since (35 years).
9.	Moved to Turlock 1978. My boyfriend that turn into my husband and now we are divorced.
12.	Since 5 years old, 1970, Marshall, Texas to Turlock.
14.	My wife's grandparents were ill and came here and liked the town and decided to stay here 18 years ago.
15.	Basically I lived with parents in Patterson. (He is a disabled American.) Parents sold farm, live in retirement place. They began, taking care of them, passed onto sister, they were institutionalized. Given 2 weeks to get out of house. (Parents got worse, had to get educated to help parents, hired homecare providers, fell in love with one.) Got apartment on South Ave. for 1.5 years, relationship dissolved. Couldn't live on disability. Only works with coordination of services. Mentally disabled-received full SSI; girlfriend getting something. My money paid rent. Lived out of a Honda for long time.
16.	Raised here, lived here all my life. Earlier talked about his father being a well respected man here in Turlock, he played little league, was a pitcher. Grew up in church and is only accountable to God for his actions. During the interview set-up time and through out the interview he reminded us that he is a Christian.
19.	Family lives around this county. My brother lives in Turlock. Been here 3 years. One of the reasons I came was because I heard Turlock had a shelter and Modesto wasn't very good.
20.	Born and raised in Turlock.
21.	My mom did when I was little. I've been here since I was in 5th grade.
23.	I was born here. I've been here my whole life. I moved away a couple of times, but I moved back.
29.	Born in Turlock, last home in Ceres.
30.	My grandmother owned a house. It was vacant so my daughter and I moved here. Off and on 12 years, because I was in rehab.
31.	My wife brought me to Turlock 15 years ago.
32.	I've been here since 1980/81 and what brought me here, my father sold a dairy in Riverdale, they moved here and I came to move in with them.
35.	Came down here in '93, bought house off grandfather, fiancé died unexpectedly, took second on house to cover burial expenses-didn't want state to cremate her. Use van for recycling, broke down, got behind on payments, house went into foreclosure, got behind on payments
36.	Been here 19 years, family just moved here, my brother needed to be closer to work, Foster Farms.

The second question sought to understand the factors that contributed to the person becoming homeless. The responses were varied and complex and ultimately required six major themes to capture the reasons for homelessness: 1) Family Support Issues (n=10), 2) Employment & Disability related (n=8), 3) Dissolution of Partnerships (n=6), 4) Housing Issues (n=5), 5) Drug & Alcohol Issues (n=4), 6) Personal Choice (n=4).

As revealed in the interview excerpts below, Family Support Issues focused largely on persons becoming disconnected from family members whom they depended on for support due to death, family dissention, and legal issues.

Table 7.2 Family Support Issues

2.	My grandmother went into a rest home in 2002, and my family sold the property. The attorney and the executor sold the property, including my house in the back. Without grandma I became self supportive. Parents died (mother when 20, dad died at 19). One daughter under 18, she is with my sister and her family in Fresno.
5.	Was living with mother and her two children that she has. (Mother kicked her out at midnight. She was homeless but children went with their father's parents.) Really didn't have support until started coming here (Samaritans) and that was 4-5 years ago. Right now me and my fiancé, trying to get custody back of children. Just got a studio apt. In best interest of kids, it's better that they are with their father, but I see them on a regular basis. Yes (children under 18), with their father, here in Turlock.
10.	My sister moved to Delhi, and I couldn't stay with them. I can stay in Turlock, Ceres, Modesto, as long as it is in Stanislaus County. My family, mom/baby sister, stays in Fairfield; nice loving family. I didn't want to stay with them and eat up their food. Her and her husband raise their kids. I want to be able to provide for myself. Get a job, keep me busy. No ma'am (no children), not married, nothing, just simple.
14.	My wife decided to get a restraining order. Was supposed to be a motivational tool. December will be three years. He abandoned his support system. Married and two children: 17 year old boy and 14 year old girl. Live with their grandma here in Turlock.
15.	Relationship broke up, financial thing-give you cost of living adjustment "COLA" formula thing. It's all they can do; that's as good as Social Security can do. Basically 1981 trouble with law, did 6 years of 9 year sentence (1 year in mental hospital), had nowhere to go-give \$200 and jeans. Parents wrote parole board-went to Patterson with parents. As a shut in, took care of my parents. No kids, no wife, have a girlfriend. Estrangement over his parent's care; someone from family kicked him out of parents' home. Got truck from Mormon brother in Utah. (Has sister and brother.)
20.	My father got shot in 2002. Food stamps; that's it; no children.
27.	My parents passed away. I didn't have no support as of now, its fine, but before, since my parents passed away, I didn't have nobody-I didn't have my wife. No (no children).

Excerpts for the category of Employment and Disabilities highlight the connection between work and health.

Table 7.3 Employment & Disability Issues

11.	Lost job, in between jobs, on welfare, from there "got in rut and never got out." Wife and he separated, went to Livermore with some to care for his parents, they died, lost business he had in Livermore because of alcohol and drugs, son graduated high school in Livermore. Worked at Wal-mart, collected cans, lost initiative to accomplish anything. Hasn't talked to wife in 20 years, daughter marriage problems, doesn't know where son is. (Daughter already graduated from high school when he moved to Livermore.) Developed arthritis in legs, so got SSI and SS. With money stays in hotel part of month. Friends and those at United Samaritans have helped him a lot. Can't operate on legs until correct heart problem. Program and United Samaritans trying to find him section 8 housing, but can't afford apartment if know going to hospital for next 20 days for legs. Losing Medi-Cal because turning 65 years old. Medi-Care will only cover part. "Caught in middle"; can't make definite decision on anything because of unknowns with health. Doesn't want to live with a roommate because doesn't want to deal with their drama. Quit drugs and alcohol because can't take his medications with them. Doesn't qualify for food stamps. Hasn't seen daughter in 6 months even though she's in Turlock.
18.	Rental costs went up, loss of hours at work and having to pay for my son's daycare. My dad helps me every now and then and then my aunt, but other than that, they want me to do it on my own. My dad has liver cancer, my mom's going thru something in and out of hospital. I have 5 kids, 3 with grandparents (oldest going on 14, and 13, 12) One that died in 96 and the youngest, 6 years old, is with his grandparents (has a different dad from other 4) for stable environment.
19.	I lost my job. The people I was staying with asked me to leave because I lost my food card. My brother helps me out on weekends and will help me if I really need it. My mom is deceased, and my dad and I don't talk. No children.
21.	I had a car accident. I lost my job at American Medical Response. They let me go because I missed 5 days being in the hospital. I had a miscarriage. All I have is my husband (no kids).
22.	Displaced by car accident. Wife is my support system; we are working on things together. I'm currently married. We have our ups and downs. We work on them together, stronger family. Children are with their mothers. I have rights to see them every other weekend.

The third question examined the services that the homeless persons are currently using or have used in the past. The data produced four major themes: 1) Non-profit/private services (n=15), 2) Combination of Government & Non-profit private services (n=14), 3) Government

only (n=5), and 4) Not Specific (n=5). The results indicate that the participants are using multiple services, many which focus on meeting their immediate/daily needs.

Table 7.4 Non-Profit/Private Services

5.	Use services at United Samaritans; use services at the We Care program. Me and fiancé in a 12 week recovery program.
9.	I use the mail from Samaritan House. Took care of an 89 year old lady. Use the laundry room. Occasional use of the Resource Center, have not gotten any good results. Use lockers and bathrooms/none in the parks.
10.	Shelter in Turlock. Before, staying at a Sober Living Place. I chose to go there to straighten out my life. Things didn't work out. I started working. They gave me everything I needed. One day I just got up and left and somebody told me about the shelter. People shouldn't have to be out on the street. Showers at USF a few times. We come here for breakfast, coffee donuts, lunch. We can wash our clothes. I tried to use the computer across the street (USF). Security guard helped me. Gave me some papers, businesses to call.
12.	Downstairs here (USF). This is what I've ever used. Only thing I use.
14.	Uses the shelter for morning breakfast. Uses computers, clothing (Mon. and Fri.) and food services at the end of the month. *Mailing address.
16.	Shower facility, laundry, juice and coffee, that's all.
17.	Used and continue to use is cafe for food. Volunteers at Samaritan to receive additional help. Wanted people to be proud of this organization. Currently using clothes closet at Samaritan, shelter when it's open, food services, bus vouchers.
18.	United Samaritans-mail and free food at the end of the month.
25.	I started using Samaritans services when I first became homeless. Now I use the Resource Center and they help a lot.
27.	The shelter--the place here to use the laundry, across the street to use the computer to look for a job.
32.	Samaritan, Resource Center, Salvation Army, Shelter when it was open. Catholic church wouldn't help because I'm single, but that's ok, I'm ok with that.

Table 7.5 Government & Non-profit/Private Services Combination

2.	Low income utility bills, life line for phone, Section 8 approved on May 23, waiver on phone bill once. HEAP-low income utility bills.
6.	I'm on SSA--means you have a history of working but are on disability Veterans Administration, Medi-Cal, Medi-Care, cold weather shelter.
8.	I use Samaritan House, I use food stamps and I work.
11.	Food stamps--in past. Social Security, SSI, Veterans benefits, Medi-Cal, bus, help pay for medications, commodity food program, program to help him get apartment (for disabled people) all currently. Shelter in past.
13.	I use Samaritan Foundation, Salvation Army, Social Services, I get a food card. They help with hotel vouchers. Modesto Gospel Mission, Sacred Heart Saint Vincent DePaul for goods and hotel voucher.
15.	DRAIL disability resource-McHenry in Modesto might be both nonprofit/government. Ticket to Work--currently enrolled SSI-gets \$770 a month, has Medical from question 8 California Department of Rehab, County Housing Authority/HUD.
19.	Samaritan drop in window. I used the cold weather shelter. EBT (electronic balance transfer) food card.
20.	Resource Center, Welfare, Samaritan House, that's it.
22.	Go to take a shower here, continental breakfast. We get a little bit of food stamps. When food stamps runs out we use lunch truck. We use services at CARES. Trying to find a place. There is a lot of helping hands around here. A lot of information.
28.	Pretty much using the mail services here to get my mail. Shower services, Internet services across the street, phone services, food stamps. Sometimes I use the medical van.
29.	Modesto Gospel Mission, been here (CARES), was getting SSI because of my Graves disease. Couldn't get my pills for year because I didn't have Medical. My son and sister think I'm gonna die--may be for the best. Seem like everyone has enough money for dope, and I can't get my pills.
30.	Starting from way back when-welfare obviously. Drell (I'm new to Drell) telecare, which is really good, a support group-they interview you, then help you with what you need--housing, mental health, etc. Resource Center, Samaritan House, We Care shelter program, this place (CARES), recovery, steps to freedom, Nirvana, Corner of Hope.
31.	Samaritan House--this place is it. Bay Area vet services, too.
37.	I was on AFDC; now I'm on food stamps. I've used homeless shelters and whatever they provide.

The fourth question probed for factors/obstacles that might impede the person from utilizing services. The responses were divided almost equally into four major categories: 1) Transportation (n=9), 2) Personal Choice (n=8), Drug/Health/Mental Health obstacles (n=6), and 4) No Issues (n=7). Transportation issues focused mainly on the difficult of getting from place to place, including problems with the bus system, not having transportation, and transportation difficulties due to a disability.

Personal choice obstacles simply focused on the fact that individuals opted not to use services. Drug/Health/Mental Health obstacles (highlighted below) focused on the individuals having a condition that made it hard or interfered with their decision to access needed services.

Table 7.6 Drug, Health & Mental Health Obstacles

4.	Depression, I hibernate and close in. (Transportation) yes because car taken, impounded. When I have money I use dial a ride but it says "disabled." I hate it.
7.	Only services I was looking at on depending on was the IHSS-we were told once I establish residency I'd get income for caring for him thru IHSS-discriminated against because he's in a wheel chair. Because of his fragile condition, his detention, we have to keep him cool. Have to find shade, he needs constant medical supply for bladder control, needs medication to calm nerves down, driving to get Rx, catheters, my vehicle has been parked a week (at son's house). I stay in the vehicle, don't know where he's staying. Blocks away from Broadway-has group there that look out for him. Others care about him to get what they want.
11.	Probably my drug use. You get drunk/loaded and you just lay there rot away for a few days. It's hard-I don't have the bus money. I have to panhandle; then I get arrested. I think bus tickets should be more available. They used to give us bus tickets a long time ago; they don't anymore. It would help us get to work or whatever we need to go-people steal to get stuff to sell.
20.	My mental health state. Yes, definitely, if you have to do something in Modesto you have a START ticket to get there and back. There's no other way. You don't have social security appointments here, have to go to Modesto.
24.	When I can't hardly get up, when APS came out, hadn't gone to the bathroom in 3 weeks. Either walk, or if you are lucky, get a bike.
25.	Yeah, I used to be addicted to drugs; can't get more honest than that.

The fifth question focused on the types of services that the individual wanted or needed. The data produced five major themes: 1) Health & Mental Health Services (n=10), 2) Shelter/Homeless Maintenance (n=9), 3) Housing (n=6), 4) Services towards Employment (n=5), and 5) None (n=7). Related to question five, question six probed for where the homeless persons would suggest locating services. The overwhelming response to this open-ended question (n=23) was in current “downtown” location. Seven participants suggested “outside of town,” and six participants suggested near specific locations, such as near shopping, doctor’s offices, hospital, by bus routes (creating a walking community).

The seventh question probed the issue of the homeless shelter, namely “What would prevent you from using a homeless shelter?” Four major themes emerged from the data: 1) Rules, Requirements, and Restrictions (n=13), 2) Having an Alternative Place to Stay (n=9), 3) Outcomes of Shelter Conditions (n=6), 4) Nothing (n=9).

The theme “rules, requirements and restrictions” focused on concerns regarding what the homeless person is allowed or required to do. Particular rules or restrictions of concern focused on pets, religious indoctrination, being treated like a child.

Table 7.7 Rules, Requirements & Restrictions

2.	They kick you out during the day. You have to be on the street, bathroom. You should have access all day long. It would be nice not to be so crowded. My health.
6.	In 1999, I was homeless with disabilities and stayed in the shelter in Modesto. They fed people old turkey; the food wasn't nutritious; you had to sit through a sermon. Many would rather sleep in the park than listen to a sermon. The cold weather shelter the food was excellent. I'd rather have a cold weather shelter than a mission.
9.	The stupid rules. Treat you like children. But I still would go.
11.	Would rather be by himself than in a shelter, but never had or caused any problems in the shelter, very well cared for there. Only thing that might stop him is if they shove religion down throat or it's run by different group. First uses money for hotel so not taking space (a shelter from someone else).
13.	Rules where they do not enforce--people come in drunk/violent. Rules that are not fair--where they play favorites. ground rules--you understand them before you go in. Sometimes they make up rules as they go. I got in an argument; I was kicked out but the other girl wasn't. They played favorites--they shouldn't do that--should be both people. They didn't want to give me a blanket or food. If you don't stay here, you can't eat here. They're telling churches not to feed us.
14.	"Myself, my mental health issues." Rules make him feel stressed (locked in feeling), so he would rather sit on the street corner. Too many people stress me out. The time you need to be in and the rules that you can't leave once you're in.
17.	If it was managed wrong. If it has unfair rules. (Things that don't make sense, i.e., curfews, talking all night) Bickering between people. Rules should apply to the people who work there as well.
19.	If they force religion on me like they do at the mission. I'm not a religious person. If I had to sit through an hour sermon I'd rather sleep on the streets. I don't want religion forced down my throat.
24.	Not knowing the hours--if you have to be in at five, you really can't recycle because it's not likely to be in the dumpster during the day. You have to have some sort of aid for cigarettes if you smoke.
29.	Restrictions on time.
35.	The fact that have own trailer, two dogs, prefer to stay with dogs, know can't take dogs into shelter

The third theme (Outcome of Shelter Conditions) focused on concerns that homeless persons have regarding the shelter environment.

Table 7.8 Outcome of Shelter Conditions

3.	Cause too many people in close-colds, sickness. I like people, but too many too close. I'm the mother hen of the bunch; they all come to me.
16.	Disease, intimidation, sense of lack of control
18.	Refuse you to go in and last time someone tried to go at me--safety.
22.	If too much drama, or violence, that would prevent me from sleeping there. If things get bad, I wouldn't sleep there.
26.	Thieves, dope fiends, perverts.
31.	Only thing would be other people. I have used temp shelter a couple of times. I am self sufficient person, myself

The demographic question revealed that 21 of the 37 homeless persons who participated in the interview process were on or had been on parole or probation. This was an issue that was not revealed in the other two data sources. An open-ended question was posed to the participants that allowed them to elaborate on their legal/criminal justice history. Below are the 21 participants' responses to the item:

Table 7.9 Parole & Probation Elaborations

1.	Been on parole.
2.	Probation-caught with a little bit of methamphetamine. They gave me 3 years probation.
3.	In the past on probation-informal probation.
4.	On parole. No, not really (interested in elaborating).
5.	On parole right now. Not really (interested in elaborating). It's not really that bad. I use to burglarize. That's in the past. I've been on parole since 1981. They just won't let me shake this number. If I manage I can get off next year.
6.	No, (not interested in elaborating). Records sealed.
7.	Not really (interested in elaborating).
8.	I was arrested for assault with a deadly weapon. I'm on probation. I report to probation officer every month for 3 years. It wasn't fair. The man I got into it with I picked up a frying pan and hit him because he tried to molest me. But his sister works in the police department so he got off. We were at a house drunk; it was scary, and I had to protect myself. I didn't hit him that hard. His girlfriend called the cops. and they took me to jail.
9.	Probation now. That's why I don't get any food stamps. Got caught shooting heroin under the bridge when he was homeless.
10.	Specifically of my parole period-part of whole process-post incarceration observation. Told parole officer that in the 1960s used recreational drugs, probation officer wrote report, judge said I needed drug testing every 3 months.
11.	Parole, prison.
12.	But not on it now. I had a drug charge in 2004. But now am off probation.
13.	On Prop 36. I have a case manager with a program to help keep homeless off the street, help me get my meds.
14.	On parole. I went to jail for sales of heroin. That was in 2002. Then caught another case with gang involvement, and I received 5 years. But now everything is great. My parole officer uses me as an example of how to stay straight. Everything is going good.
15.	Probation misdemeanor. Misdemeanor. Probation for a misdemeanor burglary.
16.	Me and my sister got in a fight and some other people called the cops. Had to pay \$300. She (sister) told my son to shut up.
17.	Probation. I caught a welfare fraud, child support, whatever. It was probation, not parole.
18.	If you do become homeless, just keep positive thinking, just put God in your life. He'll help you out, but you have to help yourself. Don't ever do drugs. I had a good home-people look at me-I had a perfect family raising money, everything; drugs is what got me. I pray to God, and I take it one day at a time. Somebody loosened lug nuts on my motor home. People are jealous of us. I'm lucky I'm alive. I've been homeless since 1999. The minute I admitted it was drugs, things started to get better.
19.	Probation, minor no violent or theft. Small drug conviction, domestic violence, violating restraining order.
20.	One year ago I was living on the street, breaking in cars and stuff.
21.	On probation; I'm on probation right now for domestic violence.

Summary of Faith-Based/Service Provider Research

The compilation of information from the three data sources provides a clearer description of the general composition of the local homeless population. The results appear to coincide with the research group’s initial concern over the chronic homeless population. Based on the findings, demographically there is a significant segment of the homeless population in Turlock that has been in this condition for a considerable amount of time. Furthermore, this is a group that is relatively young (31-50), predominately single men, many who have experienced the criminal justice system. The data also reveal that a significant portion of the group has few resources—no income and a fractured support system. While the data sources suggest that many of the homeless in Turlock have roots in or are from the area, there is also a significant portion from outside of the county and state. The data suggest that both the causes for homelessness and the needs of the population are diverse.

Chapter 8: City Staff Research Group

Other local governments have had to respond to homelessness

The research group comprised of City staff met consistently over an eleven month period beginning in November of 2006 and ending in early August of 2007. This resulted in a total of 22 meetings. Similarly to the other co-researcher groups, for the purposes of maintaining continuity and stability within the research group, no new members were added to the group following the third meeting. Each meeting was comprised of about 5 City staff members.

Research Question #1: Pressing Issues

Commencing in October, the City staff co-researcher group began grappling with the initial research question: *What are the most pressing issues related to homelessness and a homeless shelter in Turlock?* To add greater context to these discussions, the research group also viewed/considered data that were gleaned from the initial (n=45) individual interviews with community members.

The issues that this group covered in the initial evaluation of the interview data were a little different than the other groups. The members of the group were in a somewhat unique position relative to members of the other groups as the people in this group are often responsible for carrying out the instructions of the City Council and City Manager. All members of this group are closely tied to implementing and carrying out policies related to homelessness that are set by other decision makers in City government. In a sense the members of this group did not feel it was their place to determine what policy should be or even what the goals of policy should be. It is up to the Council to make these decisions.

During the initial meetings of this group, much of the discussion centered on the actions City Staff had taken in the past and the results of those actions. Group members at times expressed confusion over the uproar that took place as they had been following the instructions of the Council. City staff had been given instructions by the City Council to develop a plan to deal with homelessness. Part of the response was the formation of the Community Collaborative to develop a plan of action. The Community Collaborative had worked quite hard to a response to homelessness and many thought that the plans that were developed had the support of the community. This was in part due to the outcry that occurred after a homeless encampment had been cleared out from underneath an overpass.

The group spent some time discussing why the reaction to the proposed year-round shelter was so negative. It was suggested by some that the mood of the community had changed as the homeless were now more visible and were creating more problems for people. Members of the group also felt that maybe the City did not communicate with neighbors well enough or early enough and this led to a great deal of confusion about the shelter. The group also pointed out that the great uncertainty over who was going to be on the City Council also may have contributed to some of the reaction. At the time, there was the potential that the council would have 3 new members.

The idea that City Staff can only do what they are directed to do was one issue that did come up during the early discussions. City Council and community leaders need to set the agenda for staff to follow. Questions came up over why the City needs to be the leader on responding to homelessness in the community. One response from the group was that it did not seem that the faith-based community was willing to take on the responsibility. What it really came down to though was that the leadership needed to set the goals that staff could try to achieve. From the perspective of staff, these goals need to come from the City Council.

City staff gets direction from community leaders, City Council, and legal obligations.

- Direction comes from leaders, following the direction of the leaders.
- They don't know where they want to go.
- The Council has changed due to elections.
- City's role—What is the actual role?
- What are we trying to accomplish?
- Why does the city have to be the director of this?
- What happens as a result of new council members?
- What is their goal?
- Is the goal changing?
- What is the main focus?
- Should we be trying to do this?
- How much money does Turlock want to spend?
- Why does the city have to get involved?
- Why does the City have to run this (shelter)?
- Is the role just to award it (managing a shelter) to the low bid?
- Are their funding and requirements?
- Who are we trying to be accountable to?
- How are we serving the people (businesses)?

This researcher group soon began to couch their discussion in terms of what can Turlock learn from other communities. The group members did not feel that Turlock was unique in terms of struggling with how to respond to homelessness. Part of this was discussed in relation to the growth in the size of Turlock. This researcher group also felt that Turlock was going through

some growing pains and residents may not be fully aware of the changes that result from it. People see more shopping opportunities, schools, and parks as some of the benefits of growth. They may not want to accept some of the negative consequences of growth such as traffic problems and homelessness.

Can learn how other cities are responding to homelessness

The relationship between homelessness and growth

1. How have other cities dealt with growth and connection with homelessness?
2. How have misperceptions affected other cities' ability to respond to homelessness?
3. To what extent did citizens demonstrate a desire to help the homeless?
4. How is your city unique as it has grown to respond to homelessness?
5. What factors have led to homelessness in other communities?
6. Were there any city actions that created the homeless problem?

General response to homelessness/Goals

The group formed a variety of questions about various aspects of how other cities are responding to homelessness. A number of these were just general questions about how other cities were dealing with homelessness and how they had established their goals.

1. What are other cities doing to prevent homelessness?
2. What are other cities doing to help the people living on the streets and how are they funding that?
3. What programs are available in other city that are used to prevent homelessness and how are they funded?
4. How are other cities meeting the goals set in their five year HUD consolidated plan to end homelessness?
5. How did other cities determine what their goals were?

Shelter

Another group of questions focused specifically on the types of shelters cities had and how the city government was involved in those shelters.

1. How are other cities addressing the homeless shelters?
2. How are other cities involved in sheltering the homeless?
3. What are the cities' goals in providing a cold weather shelter? A permanent shelter?
4. What did other cities do to determine they needed a homeless shelter?
5. How did other cities determine who would run a homeless shelter?
6. What role do cities play in monitoring accountability?
7. What role did cities play in writing guidelines?
8. What types of services are cities offering?
9. How are other cities funding their homeless shelter?

Partnerships with/roles of other organizations.

A large number of questions were about how other organizations or sectors of the community were involved in responding to homelessness. In addition to some general questions

the group had specific questions about the roles of police departments, businesses, and faith-based organizations had in other communities.

1. How are other organizations helping cities meet their five year HUD goals?
2. What are other non-profits/profit organizations doing in other cities?
3. What are the non-profits/profit organizations funding sources?
4. What is the role of the county/urban counties?

Police departments

1. What is the role of the Police Department in dealing with homelessness?
2. Are cities involved in community policing to address the homeless problem?

Business sector

1. Does the business community have a problem with homelessness?
2. Does the business community provide additional revenue to protect the area?
3. What role do downtown associations and chambers have in regards to homelessness?
4. How does the city interact with the business community in response to homelessness?
5. Does the business community have a problem with the city's response to homelessness?

Faith based sector

1. What are faith-based organizations doing in other communities doing to address the homeless? How are they involved?
2. Do other cities help faith-based organizations? How?
3. What goals do faith-based organizations have to assist the homeless and are they meeting them?
4. What are the criteria for entering a faith-base shelter? Are they flexible?
5. How do faith-based organizations partner with other service providers for those who do not meet their criteria?
6. What percentage of homeless do faith-based services help?

Research Question #2: Viable Strategies

It became clear that this group was going to be researching what other communities are doing in response to homelessness in order to help inform decision making in Turlock. The group developed a much shorter list of more focused questions and a two stage data collection strategy. The first stage of data collection was an Internet search of community websites. A graduate and an undergraduate student used the list of questions as a guide to get as many answers to the questions as possible. The second stage of the process was to contact officials in the cities to get them to respond to the questions in order to fill in holes that were left from the web search. The tables below contain summaries of the data collected from this web search. It is not assumed that these data are a complete record of all that is happening in communities in response to housing issues and homelessness (complete data from the web search are included in an appendix). Twenty three cities in California, including Turlock, were selected if they had

populations between 50,000 and 80,000 and had poverty rates greater than 9% according to Census estimates (selected demographic data are included in an appendix). A number of cities including Modesto, Stockton, Lodi, and Auburn were added to the sample for a variety of reasons including proximity to Turlock and anecdotal data.

One conclusion that the city staff researcher group came to was that Turlock is not the only community that is grappling with homelessness. The fact that so many cities in California have programs, agencies, and various organizations conducting activities to aid homeless families and individuals supports this conclusion.

The data also suggests that in many cities, the city government is active in supporting various activities. In a number of cases cities administer programs that provide rental assistance, home ownership for low income residents, low income and senior housing, deposit assistance, and housing rehabilitation assistance. The data also show that it is common for cities to use Community Development Block Grant fund, Redevelopment funds, HOME funds and Emergency Shelter Funds to support the activities of a variety of organizations. These funds help organizations provide food, shelter, housing vouchers, case management, and education programs. A variety of non-profits including faith-based organizations also provide aid to people experiencing a housing crisis. This includes people fleeing domestic violence, foster youth, families, single men and women, and seniors.

One striking feature of the data was the number of communities that were involved in some form of collaborative or consortiums. A number of communities reported being involved in active consortiums with a number of other communities and county governments. These often included various government agencies that were charged with responding to need in the community. Other collaboratives operated within cities and brought government agencies, non-profit organizations, and faith-based organizations together in order to coordinate and cooperate in responding to homelessness.

Figure 8.1: City Programs and Actions

Programs	ALAMEDA	AUBURN	CHICO	DAVIS
City administered housing related programs	Rental Assistance, Vouchers, Transitional Housing	works to conserve the existing stock of affordable rental housing	Land for shelter, housing supply	Rental Assistance, Deposits, grants, loans, loan guarantee
Support for additional response	Rent Review Advisory Committee (RRAC) has successfully mediated more than 225 cases of rental increases	Placer Consortium on Homelessness and Affordable Housing works with nonprofit agencies, faith-based groups, local government to provide motel vouchers, transitional housing with supportive services, permanent housing, shelter for those fleeing domestic violence		
Collaboratives	X	X	X	X (several cities)
Non-profits	Referrals, housing database, crisis counseling, legal support, utility bills, food, rent, bus passes	Food		Mental health, meals, housing alternatives, eviction prevention, utility assistance, rent, education, clothing, everyday expenses, Holiday adopt-a-family

Programs	HESPERIA	LODI	MANTECA	MERCED	MODESTO
City administered housing related programs	Housing Rehabilitation, First Time Home Buyers, Downpayment	Shelter	Housing Rehabilitation, landlord assistance, Inclusive Zoning Incentives	Deposits, Rental Assistance, motel vouchers, Eviction Prevention	Downpayment Assistance, Lease-to-own program, Housing Rehabilitation
Support for additional response					City provides CDBG to various programs
Collaboratives	X	X			
Non-profits	clothing, shelter, food, employment services, childcare, education, counseling	housing units, motel vouchers	clothes, food, family shelter		clothes, food, Gospel Mission shelter, Salvation Army winter shelter

Programs	PITTSBURG	RANCHO CORDOVA	REDWOOD CITY	SAN MARCOS
City administered housing related programs	Section 8, Rental Assistance,	homeless and family assistance to locate temporary or permanent housing,	CDBG funding for shared housing, transitional housing for youth, families, persons with mental disabilities, and battered spouses, adult daycare, supported employment for persons with disabilities	programs for low and moderate income families, Rental Assistance,
Support for additional response		domestic violence resource center	funding for HIV/AIDS	funds for emergency winter shelter, and homeless and abused women
Collaboratives	X	X	X	
Non-profits	food, motel vouchers, housing counseling, default/delinquency counseling, tenant/landlord disputes	Mather community campus-shelter, Laverne Adolfo Housing programs for former foster youth, food distribution,	Maple street emergency shelter and transitional housing, Family House, Daybreak Shelter for homeless youth	St. Claire's program for homeless and abused women,

Programs	SAN RAFAEL	SANTA CRUZ	STOCKTON	TRACY
City administered housing related programs	affordable housing supply,	affordable housing and support services for the prevention, Rent Subsidies and Assistance funded through the CDBG	funding for shelters, Rental Assistance,	Housing assistance, utilities,
Support for additional response		The Homeless Community Resource Center provides a hygiene center and a 42 bed shelter funded by CDBG and other grants and donations.	partner in supportive housing for persons with disabilities	funding for a variety of organizations
Collaboratives	X	X	X	
Non-profits	Marin Housing Help provides legal services agencies, food programs, employment-related agencies, recreational organizations, transportation alternatives, assistance with rent and more. A number of organizations do similar work.	shelter and support services for low income families with children who are homeless, chemically addicted, or both, community based resource center that service low income community members meet needs for shelter, food, clothing, and employment	shelter, food, medical, education, social services	Good Samaritan, McHenry House, Second Harvest Food Distribution Program, San Joaquin Fair Housing Assistance, South County Crisis Center, Tracy Interfaith, Women's Center Domestic Violence Safe House, Meals on Wheels Senior Services, City of Tracy Emergency Food Bank

Programs	TURLOCK	UNION CITY	VISALIA
City administered housing related programs	Rental Assistance for mobile home owners, First time home buyers/housing rehab programs for low/moderate income, Affordable loans, housing for seniors/multi-family housing	Union City works with non-profit developers to create affordable housing for seniors and low income families, City owns building that Centro de Servicios (a well know Union City resource center) occupies and pays its utilities while charging no rent	HOME funds for First time homebuyers program, affordable senior housing,
Support for additional response	Community Housing and Shelter Services, cold weather shelter and Verda's House. food, nights at motels, deposits for rents	Tri-City Homeless Coalition service center (including a shelter) serving has various funding streams including CDBG and private	
Collaboratives	X	X	X
Non-profits	Central Valley Coalition for Housing, Salvation Army, United Samaritans Foundation, C.A.R.E.S. Resource Center, We Care, Community Housing and Shelter Services, United Way (some), Rescue Mission starting	Centro de Servicios, Alameda County Community Food Bank, New Haven Adult School. Services offered include food distribution, services to abused women, and services for those who lack shelter, Tri-City Homeless Coalition collaborates with faith-based and other community groups to help prevent and end homelessness in Fremont, Newark, and Union City by providing affordable rental housing linked to supportive services such as job counseling, support groups and access to healthcare, shelter	Visalia Rescue Mission and soup kitchen, Partner's for Youth Vision for homeless teens, Alternative Services for recently released prisoners/drug court clients, El Primer Paso culturally specific recovery center with eight beds for substance abusing Latinas, Central California bed transitional housing program

Programs	WATSONVILLE	WOODLAND	YUBA CITY
City administered housing related programs	City requires 15% to 20% of units in new housing developments be affordable to low and/or moderate income, In-Fill Housing Loans,	The County of Yolo and the cities of Davis, West Sacramento, Winters, and Woodland have collaborated on the Yolo County Homeless Coordination Project since February 1988	City facilitates the Yuba Sutter Homeless Consortium,
Support for additional response	City distributes funds that are intended for non-profit organizations	Yolo Mutual Housing Association is a non-profit Community Housing Development,	CDBG and Redevelopment Low and Moderate Housing Set Aside funds to provide support services to homeless persons, support services to formerly homeless families, and assistance to low income families at risk of becoming homeless
Collaboratives		X	X
Non-profits	Salvation Army Loma Prieta Transitional Housing, Pajaro Rescue Mission, Pajaro Valley Shelter Services, Interfaith Satellite Shelter,	Yolo Mutual Housing Association is a non-profit Community Housing Development, Yolo County Continuum of Care established to better the lives of people with mental illness through direct services, advocacy, education and volunteer efforts, Short Term Emergency Aid Committee (STEAC) is a non-profit organization that provides immediate, short-term emergency assistance with basic necessities to families and individuals	Christian Assistance Network local motel rooms for maximum stay of 2 weeks or financial assistance equal to one month rent for victims of fire/eviction, Twin Cities Rescue Mission provides shelter/meals up to 5 days, Casa de Esperanza shelter for battered women and children, Salvation Army Family Crisis Center priority shelter for families and single women maximum 6 months, Sutter Community Affordable Housing has 5 units of transitional housing at the Yolo/Heiken Apartments, House of Hope shelter for homeless men, House of Ruth transitional housing for homeless women and children up to 18 months, Cooper Commons transitional housing facility homeless persons with developmental disabilities up to 18 months

Research Question #3: Role of the City

One of the conclusions drawn from the data was that many communities are grappling with homelessness. A number of communities have shelters and/or other services that provide food, clothing and other forms of assistance to the homeless. The data also showed that city governments are involved in responding to homelessness in a number of ways. Some use federal dollars to support local homeless resource activities. This included funding for food banks, shelters, rental assistance, and deposit assistance. Cities also used redevelopment funds to support low-income housing and other programs to help low income residents. Another common role for cities was participant in collaboratives that brought various organizations and individuals in the community that were assisting the homeless together. These collaboratives were often highlighted as important vehicles for responding to homelessness.

Appendix 1: We Care Emergency Shelter Data, Homeless Count Data

Table 9: We Care Emergency Shelter Data

	2006-07		2005-06		2004-05		2003-04	
Age								
18-30	56	21.1%	56	22.4%	58	24.0%	29	18.5%
31-50	163	61.3%	141	56.4%	145	59.9%	120	76.4%
51-61	37	13.9%	47	18.8%	31	12.8%	3	1.9%
62+	10	3.8%	6	2.4%	8	3.3%	5	3.2%
	266		250		242		157	
Gender								
Male	187	70.3%	187	74.8%	178	73.6%	107	68.2%
Female	79	29.7%	63	25.2%	64	26.4%	50	31.8%
Disabled	78	29.3%	87	34.8%	52	21.5%	45	28.7%
Veteran	5	1.9%			25	10.3%	18	11.5%
Ethnicity								
Amer. Ind-Alask nat	14	5.3%	17	6.8%	6	2.5%	9	5.7%
Asian	4	1.5%	6	2.4%	0	0.0%	0	0.0%
Black/African	15	5.6%	17	6.8%	8	3.3%	3	1.9%
Nat. Haw./Pac. Isl.	0	0.0%	2	0.8%	2	0.8%	1	0.6%
White	160	60.2%	157	62.8%	171	70.7%	106	67.5%
Assyrian	3	1.1%	1	0.4%	1	0.4%	3	1.9%
Portuguese	7	2.6%	8	3.2%	7	2.9%	6	3.8%
Hispanic/wh	60	22.6%	42	16.8%	47	19.4%	29	18.5%
Other	3	1.1%	0	0.0%				
Length of time homeless								
less than 6 months	150	56.4%	112	44.8%				
more than 6 months	116	43.6%	138	55.2%				
Housing								
Transitional housing	4	1.4%	0					
Psych Facility	1	0.4%	1					
Substance abuse Fac.	6	2.1%	1					
Hospital	2	0.7%	0					
Jail/Prison	12	4.3%	5					
D/V sit	1	0.4%	0					
Living w/ relatives	207	73.7%	0					
Rental housing	48	17.1%	0					
Income								
None	194	73.2%	183	73.2%				
\$1-\$150	1	0.4%	2	0.8%				
\$151-\$250	2	0.8%	5	2.0%				
\$251-\$500	7	2.6%	4	1.6%				

\$501-\$1,000	55	20.8%	51	20.4%				
\$1,001-1,500	5	1.9%	4	1.6%				
\$1,501-2,000	1	0.4%	1	0.4%				
\$2,000 +	0	0.0%	0	0.0%				
Source of Income								
Social Security	10	8.1%	17	14.4%				
SSI	45	36.3%	34	28.8%				
Worker Comp.	0	0.0%	1	0.8%				
General Assistance	2	1.6%	4	3.4%				
TANF	1	0.8%	0	0.0%				
C/S	0	0.0%	1	0.8%				
Wages	8	6.5%	10	8.5%				
UIB	2	1.6%	2	1.7%				
F/S	52	41.9%	39	33.1%				
V.A.	4	3.2%	10	8.5%				
Residence Prior to Program Entry								
Avenal			1	0.4%				
Groveland	1	0.4%	2	0.8%				
Ceres	5	1.9%	6	2.4%				
Crows Landing		0.0%	2	0.8%				
Denair	4	1.5%	5	2.0%				
Empire		0.0%	2	0.8%				
Hughson	2	0.8%	4	1.6%				
Keyes	1	0.4%	5	2.0%				
Modesto	28	10.8%	79	31.5%				
Newman	3	1.2%	4	1.6%				
Oakdale	4	1.5%	1	0.4%				
Patterson	2	0.8%	3	1.2%				
Riverbank	2	0.8%	3	1.2%				
Turlock	152	58.7%	95	37.8%				
Waterford	2	0.8%	4	1.6%				
Other	53	20.5%	35	13.9%				
Shelter Nights	8495				6,310		6,310	
Education								
K thru 12					84	34.7%	65	41.4%
GED					30	12.4%	12	7.6%
High School Diploma					52	21.5%	43	27.4%
Some College					32	13.2%	24	15.3%
College Graduate					19	7.9%	10	6.4%
Trade/Vocational School					5	2.1%	3	1.9%
Unknown					20	8.3%		0.0%
Total Funds	\$ 144,000		\$108,828					

Table 10: 2007 Homeless Count Data

Frequency Data from Homeless Count (2007)	Turlock Surveys		Rest of County	
		Responses	Percent	
Are you Homeless?				
Yes	86	624	87.3%	
No	7	75	10.5%	
Yes/No	1	1	0.1%	
No Response	3	15	2.1%	
	97	715		
Where are you staying now? Please check the one place that best describes where you are staying.	Responses			
no response	1	18	2.5%	
transitional housing	7	124	17.3%	
hotel/motel		40	5.6%	
emergency shelter	53	255	35.7%	
on the street/under bridge	13	100	14.0%	
subsidized permanent housing		5	0.7%	
in a garage or shed	3	17	2.4%	
family or friends	7	75	10.5%	
camping or in the car	12	64	9.0%	
in a home I/we own		3	0.4%	
rented house or apart.	1	8	1.1%	
subsidized permanent housing for prev. homeless		4	0.6%	
domestic violence shelter		2	0.3%	
What was the last city/county you lived in before you became homeless?	Responses			
no response	3	14	2.0%	
Ceres	5	37	5.2%	
Denair	1	2	0.3%	
Empire		5	0.7%	
Grason				
Hickman		1	0.1%	
Hughson		1	0.1%	
Keys	1	4	0.6%	
Modesto	8	359	50.2%	
Oakdale	1	18	2.5%	
Patterson		7	1.0%	
Riverbank		9	1.3%	
Salida		4	0.6%	
Stanislaus County	6	47	6.6%	
Turlock	40	22	3.1%	
Valley Home	2			
Waterford	2	5	0.7%	
Wesley		1	0.1%	
Other place in Stanislaus County	1	22	3.1%	
Other place in California	16	113	15.8%	
Other State	11	44	6.2%	
	97	715		

In what type of place did you sleep the night of January 25, 2007 (last night)?	Responses		
emergency shelter	51	256	35.8%
prison/jail	1	8	1.1%
in a home I/we own	1	7	1.0%
migrant shelter		2	0.3%
transitional housing	6	108	15.1%
hotel/motel	2	37	5.2%
medical hospital		2	0.3%
camping	4	40	5.6%
in a car	7	48	6.7%
psychiatric hospital		1	0.1%
on the street, under a bridge	7	66	9.2%
domestic violence shelter		1	0.1%
with a friend/relative	5	60	8.4%
detox facility		2	0.3%
don't know		3	0.4%
other	11	57	8.0%
no response	2	17	2.4%
	97	715	
Is this a place you regularly stay?	Responses		
Yes	83	517	72.3%
No	4	140	19.6%
Yes/no	1	2	0.3%
no response	9	56	7.8%
	97	715	
Where will you stay tonight?	Responses		
emergency shelter	56	271	37.9%
prison/jail	1		
in a home I/we own		13	1.8%
migrant shelter		1	0.1%
transitional housing	7	112	15.7%
hotel/motel		28	3.9%
medical hospital			
camping	3	29	4.1%
in a car	7	41	5.7%
psychiatric hospital		1	0.1%
on the street, under a bridge	8	60	8.4%
domestic violence shelter		1	0.1%
with a friend/relative	4	53	7.4%
detox facility		2	0.3%
don't know	1	35	4.9%
other	9	51	7.1%
no response	1	17	2.4%
	97	715	

Please check the reasons you became homeless (check all that apply):	Responses			
unemployment	10			
unemployment/alcohol/substance abuse	3			
unemployment/alcohol/substance abuse/family member or personal illness	1			
unemployment/discharge from prison/jail	1			
unemployment/other	2			
unemployment/moved to seek work/alcohol/substance abuse/physical disabilities/unable to pay rent/mortgage/mental disabilities/family member or personal illness/discharge from prison/jail	1			
unemployment/moved to seek work/alcohol/substance abuse/physical disabilities/unable to pay rent/mortgage/other	1			
unemployment//alcohol/substance abuse/unable to pay rent/mortgage/other	1			
unemployment/alcohol/substance abuse/bad credit history/unable to pay rent/mortgage	1			
unemployment/alcohol/substance abuse/bad credit history/unable to pay rent/mortgage/other	1			
unemployment/physical disabilities	2			
unemployment/physical disabilities/unable to pay rent/mortgage	1			
unemployment/physical disabilities/unable to pay rent/mortgage/mental disabilities	1			
unemployment/bad credit history/unable to pay rent/mortgage/discharge from prison/jail	1			
unemployment/bad credit history/welfare time limits	1			
unemployment/bad credit history/pending/denied govt. benefits/unable to pay rent/mortgage	1			
unemployment/unable to pay rent/mortgage	4			
unemployment/family member or personal illness	1			
unemployment/family member or personal illness/other	1			
unemployment/other	1			
unemployment/alcohol/substance abuse/unable to pay rent/mortgage/domestic violence/other	1			
unemployment/alcohol/substance abuse/physical disabilities/bad credit history/unable to pay rent/mortgage/family member or personal illness	1			
unemployment/welfare time limits/unable to pay rent/mortgage/welfare payments not adequate	1			
unable to pay rent/mortgage	12			
unable to pay rent/mortgage/mental disabilities	1			
unable to pay rent/mortgage/mental disabilities/family member or personal illness	1			
mental disabilities	1			
family member or personal illness	1			
family member or personal illness/other	2			
family member or personal illness/domestic violence	1			
domestic violence/other	1			
discharge from prison/jail	1			
welfare payments not adequate	1			
other	10			
moved to seek work	3			
moved to seek work/alcohol/substance abuse/family member or personal illness/domestic violence	1			
alcohol/substance abuse	4			
alcohol/substance abuse/physical disabilities	1			
alcohol/substance abuse/physical disabilities/bad credit history/unable to pay rent/mortgage/other	1			
alcohol/substance abuse/physical disabilities/bad credit history/pending or denied govt benefits/discharge from prison/jail	1			
alcohol/substance abuse/reasons related to sexual orientation/mental disabilities	1			
alcohol/substance abuse/bad credit history	1			
physical disabilities	3			
physical disabilities/unable to pay rent/mortgage	3			
physical disabilities/mental disabilities	1			
physical disabilities/family member or personal illness	1			
physical disabilities/bad credit history/other	1			
bad credit history/welfare time limits/unable to pay rent/mortgage/discharge from prison/jail/welfare payments not adequate	1			
bad credit history/unable to pay rent/mortgage/family member or personal illness	1			
welfare time limits/domestic violence/other	1			

What is the service you most need but are unable to obtain?				
no response	10			
housing	5			
housing/employment	1			
Other	6			
employment	14			
employment/medical care	1			
employment/SSI/other	1			
medical care	7			
indentification	2			
financial assistance/money	4			
financial assistance/moneyemployment	1			
mental illness services	3			
mental illness services/other/medical care	1			
legal services	1			
SSI	1			
dental	1			
dental/medical	2			
deposits	3			
food	1			
food stamps	1			
house	19			
house/medical	3			
in house rehab	1			
job/house	1			
job/transitional housing	1			
low rent/SSI/job	1			
money for ID	1			
none	1			
obtain SS card	1			
shelter	1			
SSI/SSD	1			
What is the service you most need but are unable to obtain?				
housing	29			
employment	21			
medical care	15			
financial assistance/money	9			
mental illness services	4			
ID	3			
SSI	3			
dental	3			
food/food stamps	2			
legal services	1			
in house rehab	1			
transitional housing	1			
low rent	1			
shelter	1			
SSD	1			
none	1			
other	9			

Do you have an income?	Responses			
Yes	32	318	44.5%	
No	63	365	51.0%	
No response	2	32	4.5%	
Income type	Responses			
no response	24			
none	37			
employment	4			
Social Security	5			
General Assistance	5			
other	8			
food stamps	2			
recycle	1			
SSA	1			
SSI	8			
SSI & SS	1			
SSI SDI	1			
What services would have helped to prevent your homelessness?	Responses			
no response	14			
housing	15			
housing/other	1			
other	9			
employment	15			
employment or financial assistance/money	1			
financial assistance	3			
mental illness services	6			
legal services	3			
debt relief/housing	1			
deposits	2			
deposits & friends	1			
don't know	1			
eviction	1			
faster SS	1			
having ID to get job	1			
job/house	1			
living arrangements and job	1			
low rent	1			
low rent/SSI/job	1			
medical	1			
more income	1			
none	3			
pay for IHSS	2			
rental assistance	4			
resources	1			
SSD	1			
SSI and house	1			
work and house	3			
work and low rent	1			

Appendix 2: City Web Search Data

Alameda

Population	74,405
Per capita income	\$37,196
Median household income	\$65,758
Median family income	\$75,625
Poverty rate	9.9%

1. What is your city doing to prevent homelessness?

The Alameda Housing Authority (AHA) owns and/or manages 573 housing units throughout the City of Alameda and manages more than 1,600 Housing Choice vouchers that are given to low income residents to use in the private market.

The City of Alameda is allocated Community Development Block Grant (CDBG) funds. CDBG is a federal block grant allocated to state and local governments to fund activities which benefit low-and moderate-income persons

The City of Alameda Rent Review Advisory Committee (RRAC) has successfully mediated more than 225 cases of rental increases, obtaining commitments from property owners to rescind, roll back or otherwise restructure disputed rental increases.

The ACCESS Program (Alameda Continuum of Community Emergency and Social Services) provides case management, referrals, and direct services for individuals and families at risk of homelessness. ACCESS offers short-term assistance to help low and moderate income Alameda households pay for utility bills and rent, and provides emergency food, baby supplies, and bus tickets. The program is operated by the Red Cross with CDBG funding.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The Midway Shelter in Alameda offers emergency shelter, job readiness and housing placement assistance, and counseling for women and children. Midway Shelter Operated by Building Futures with Women and Children and owned by the Alameda Homeless Network.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Eden I & R is a non-profit agency that provides free information and referrals on housing related services. They also maintain a computerized database of over 43,000 housing units in Alameda County

The Family Violence Law Center is a nonprofit organization providing legal support and crisis intervention services for victims of domestic violence and their children. FVLC provides services to residents of the City of Alameda, but is located in Oakland. They offer 24-hour telephone crisis counseling, including coordination with collaborating shelters to facilitate immediate placement when possible.

Alameda Point Collaborative guides residents through their transition from homelessness. Support specialists advocate for residents when needed and are a link to government agencies, doctors, schools, and other resources.

4. Are there any homeless shelters in your city?

The Midway Shelter is the only year round homeless shelter in Alameda. It offers emergency shelter, job readiness and housing placement assistance, and counseling for women and children.

5. What type(s) of shelter(s) does your city have?

- Year round shelter- The Midway Shelter
- Women's shelter- The Midway Shelter
- Family shelter- The Midway Shelter (shelter for women and their children)

6. Who operates the homeless shelter(s) in your community?

Midway Shelter Operated by Building Futures with Women and Children and owned by the Alameda Homeless Network.

7. How are the shelters funded?

- Federal grants- no info found on-line indicating Midway Shelter receives federal grants
- State grants- no info found on-line indicating Midway Shelter receives state grants
- City grants- Received CBDG funds
- Private donations
- Area churches

8. How is the City involved in the shelter?

The Midway Shelter receives CBDG funds from the City of Alameda.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

http://www.ci.alameda.ca.us/community/cs_agencies.html A list of community services agencies in the City of Alameda

http://www.ci.alameda.ca.us/news/pdf/CDBG_APSummary.pdf Community Development Block Grant Plan for Fiscal Year 2006/2007

<http://www.alamedadevcorp.org/> Alameda Development Corporation website-info on Affordable Housing Programs

<http://fvlc.org/contact.html> Family Violence Law Center Website

<http://www.ci.alameda.ca.us/services/housing.html> City of Alameda website- Housing info

<http://www.bfwc.org/about/index.html> Building Future with Women and Children website
Info on Midway shelter

<http://www.apcollaborative.org/> Alameda Point Collaborative website

Auburn

Population	12,462
Per capita income	\$26,258
Median household income	\$48,999
Median family income	\$62,250
Poverty rate	6.7%

1. What is your city doing to prevent homelessness?

The city of Auburn works to conserve the existing stock of affordable rental housing

The city of Auburn works in collaboration with non profit organizations providing services to the low income individuals and families.

The city of Auburn works with the Placer Consortium on Homelessness and Affordable Housing

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Placer Consortium on Homelessness and Affordable Housing (PCOH) works with nonprofit agencies, faith-based groups, local government, and dedicated individuals to provide

- emergency shelter through motel vouchers
- transitional housing with supportive services
- permanent housing with or without subsidized rent
- shelter for those fleeing domestic violence

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Auburn Interfaith Food Closet distributes food to the low income and homeless

The Placer County Consortium helps organized local shelters and homeless services in the county.

4. Are there any homeless shelters in your city?

No info found on line indicating the existence of a homeless shelter in Auburn. However, shelters in surrounding cities which provide shelter for the homeless of Auburn exist. For example The Lazarus Project is a homeless shelter serving Placer County.

5. What type(s) of shelter(s) does your city have?

N/A

6. Who operates the homeless shelter(s) in your community?

N/A

7. How are the shelters funded?

N/A

8. How is the City involved in the shelter?

N/A

This information for this survey has been obtained through internet resources. The following links were used to gather this information.

<http://www.auburn.ca.gov/dept/documents/03-04housing.pdf> City of Auburn housing element plan. Not much about homelessness, but explains interest in affordable housing.

<http://www.lazarusprojectinc.org/index.cfm> info on the Lazarus Project which offers shelter for homeless in the county, but is located outside of Auburn.

<http://www.lazarusprojectinc.org/pdf/tenyearplan.pdf> Ten Year Plan to End Homelessness in Placer County

<http://www.placercf.org/nonprofits.html> Placer County non profit organizations

Chico

Population	79,091
Per capita income	\$21,542
Median household income	\$32,436
Median family income	\$44,096
Poverty rate	28.6%

1. What is your city doing to prevent homelessness?

On Nov. 7, 2006, Chico City Council voted to donate some land valued at \$250,000 for a new shelter.

The City of Chico Redevelopment department plays a critical role in providing housing affordable for working families, low income seniors, and disabled individuals.

The Housing Office works with both non-profit and for-profit developers to increase the supply of housing that is affordable to households at or below the moderate income threshold, including seniors and those with special needs.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

These housing projects are funded through the use of Federal housing funds and Redevelopment Agency Housing Set-Aside funds.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Northern California Youth & Family Programs offers a Transitional Housing program which allows a young person support in their transition from foster care to independence. Transitional Housing offers a unique opportunity to live independently while still a minor and continue to receive financial support and guidance to live independently over their last months of care.

Torrez Community Shelter operates year-round and offers up to 140 beds per night for emergency shelter services. Priority is given first to Chico residents; second priority is residents of other Butte County communities.

The Sabbath house is a Christian based shelter for women and children.

4. Are there any homeless shelters in your city?

Torrez Community Shelter- as described above

The Sabbath- as described above.

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter- **no info** on cold weather only shelters found on-line
- Year round shelter- both Sabbath House and Torrez Community Shelter are year around
- Women's shelter- both Sabbath House and Torrez Community Shelter serve women
- Family shelter- Torrez Community Shelter serves single moms/single dads
- Men's shelter- both Sabbath house and Torrez Community Shelter serve men.

6. Who operates the homeless shelter(s) in your community?

Sabbath House is operated by the Board of Directors of the Jesus Center
Torrez Community Shelter is operated by the Chico Community Partnership

7. How are the shelters funded?

The Jesus Center (home of the Sabbath House) is funded solely by community support, and charitable events.

- Private donations
- Area churches

The Torrez Community Shelter is funded through a combination of federal, state, and local funds. Except for the funds raised locally through private donations all of our funding is specifically earmarked for certain activities.

- Federal grants
- State grants
- City grants
- Private donations
- Area churches

8. How is the City involved in the shelter?

The City of Chico is listed under “Torres Community Shelter partners” on the shelter’s website and described the City as having “donated their time and services in order to make the Torres Community Shelter work”.

This information for this survey has been obtained through internet resources. The following links were used to gather this information

<http://www.chicoshelter.org/> Torrez Community Shelter info website

<http://www.jesuscenter.org/service.html>

<http://www.csuchico.edu/~sb639/260/Meeting%20cover.htm> City Council Notes

<http://www.chico.ca.us/> Official City Website

www.youthandfamily.info Provides info on transitional program for foster youth aging out of the foster care system

Davis

Population	64,585
Per capita income	\$22,937
Median household income	\$42,454
Median family income	\$74,051
Poverty rate	24.5%

1. What is your city doing to prevent homelessness?

The City of Davis is an entitlement city in its eleventh year of participation in the U.S. Department of Housing and Urban Development (HUD) HOME Investment Partnerships (HOME) Program. HOME program's flexibility allows local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or rental assistance or security deposits.

The County of Yolo and the cities of **Davis**, West Sacramento, Winters, and Woodland have collaborated on the Yolo County Homeless Coordination Project since February 1988. The project meets a unique need for homeless services coordination and has proven to be successful in meeting its goals. The Homeless Coordinator for this project fulfills the need to coordinate the agencies providing homeless services in Yolo County, by identifying successful proposal strategies and facilitating the preparation and consolidation of joint proposals, as well as, providing technical support.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The City of Davis uses its Community Development Block Grant Program (CDBG) dollars to fund the Yolo Mutual Housing Association as described below (#3) and other non-profit organizations such as Yolo Community Care Continuum (YCCC) as described below (#3).

CDBG is a HUD program.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Yolo Mutual Housing Association is a non-profit Community Housing Development Organization that provides affordable housing alternatives to low income families; they provide a safety net from homelessness. YMHA partners with Davis Community Meals to help transition adults and families from homelessness to permanent housing.

YCCC is a non-profit organization established to better the lives of people with mental illness through direct services, advocacy, education and volunteer efforts. Due to their very-low income, each resident is at risk of homelessness, and many were homeless prior to placement in one of the New Dimensions Supportive Housing houses. YCCC provides housing counseling for individuals seeking housing and provides the supportive services necessary to maintain housing.

Short Term Emergency Aid Committee (STEAC) is a non-profit organization that provides immediate, short-term emergency assistance with basic necessities to families and individuals whose incomes are at or below the federal poverty level. STEAC provides the following programs:

- Eviction Prevention Program
- Emergency Shelter Program
- Utility Assistance Program
- First Month's Rent Program

- Educational Assistance Program
 - Suit Up for Success Program
 - Free Food Program
 - Everyday Expenses Program
 - Free Clothing Program
 - Holiday Adopt-A-Family Program
 - Community Volunteers Program
- 4. Are there any homeless shelters in your city?**

Yes. Davis Community Meals, but it does not meet the demand for shelter during the cold weather period. A grant proposal was recently submitted to the County of Yolo for an additional Cold Weather Shelter serving the homeless in Davis, but indicates that the location will be just outside Davis.

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter – Davis Community Meals, (does not meet demand)
- Year round shelter – Davis Community Meals
- Women’s shelter- Davis Community Meals
- Family shelter –none in city of Davis
 - (nearby city of Woodland accommodates Davis homeless families)
- Men’s shelter –Davis Community Meals

6. Who operates the homeless shelter(s) in your community?

Unable to confirm through web search

7. How are the shelters funded?

- Federal grants
- State grants - unable to confirm through web search
- City grants
- Private donations
- Area churches

8. How is the City involved in the shelter?

The City of Davis uses its Community Development Block Grant Program (CDBG) dollars to help fund the Davis Community Meals shelter.

This information for this survey has been obtained through internet resources. The following links were used to gather this information

- www.hud.gov Description of HOME and CDBG programs
- <http://www.ycha.org/index.html> Yolo County Housing Authority Homepage
- <http://www.city.davis.ca.us/> Official city website
- <http://thunder.prohosting.com/~bgranett/dcm/homepage.html> Davis Community Meals Shelter website
- http://www.daviswiki.org/Homeless_Resources Additional info regarding Davis Community Meals shelter
- <http://www.city.davis.ca.us/pcs/cdbg/0506applications.cfm> Proposals for HOME and CDBG funding
- <http://www.dcn.davis.ca.us/~steac/> STEAC website

Hesperia

Population	80,268
Per capita income	\$18,222
Median household income	\$50,298
Median family income	\$51,471
Poverty rate	16.2%

1. What is your city doing to prevent homelessness?

The city of Hesperia is an entitlement city for the Community Block Development Grant Program (CBDG). The highest funding priority of the CBDG program goes to activities which benefit low-and moderate-income persons. Information on how these funds are used in Hesperia was not available on the City of Hesperia website. This website provides the following contact information regarding the CBDG program: For CDBG information contact the City at 760-947-1635.

The city of Hesperia is a HOME program entitlement city. This program funds a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. The city of Hesperia has a First-Time Homebuyer Down payment Assistance Program (DAP) that is funded through HOME. The (DAP) provides a portion of the eligible purchasers total Down payment.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The city of Hesperia is part of the Community Action Partnership of San Bernardino County. The Homeless Coalition is not a direct homeless services provider, but offers information and referral, advocacy, and support to homeless individuals and service providers. The Homeless Coalition provides the following shelter information (listed under #3). Although these services are not located in the city of Hesperia, they are in close proximity to Hesperia, and serve the homeless from Hesperia.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Although these services are not located in the city of Hesperia, they serve the homeless from Hesperia.

High Desert Homeless Services offers emergency shelter, food, clothing, employment services, part time childcare, education, and emergency services. Education includes classes for adult residents including GED preparation, computer literacy, job skills, and life skills classes.

High Desert Domestic Violence Program ,Inc. offers shelter, professional counseling, and outreach services.

Desert Manna Ministries offers shelter, food, clothing, employment assistance, and counseling.

4. Are there any homeless shelters in your city?

No information was found on-line indicating the presence of a homeless shelter in Hesperia. The following information is for homeless shelters in close proximity to Hesperia that serve the homeless of Hesperia.

- High Desert Homeless Services
- High Desert Domestic Violence Program ,Inc.
- Desert Manna Ministries

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter- **no info** on cold weather only shelters found on-line
- Year round shelter- all shelters mentioned above are year round
- Women's shelter- all shelters mentioned above serve women
- Family shelter- all shelters mentioned above serve women with children
- Men's shelter- all shelters mentioned above serve men

6. Who operates the homeless shelter(s) in your community?

High Desert Homeless Services is operated by its own Board of Directors.
The Desert Manna Ministries is operated by its own Board of Directors

7. How are the shelters funded?

The High Desert Homeless Services shelter is funded through the local community and is not eligible for government grants (as of 12/21/06) because the area is considered rural area, and most government grants are used for urban areas.

- Private donations
- Area churches

The Desert Manna Ministries has received funding from the CBDG program. They also received funding from local businesses, churches, individuals.

- Federal grants
- City grants
- Private donations
- Area churches

8. How is the City involved in the shelter?

No information was found on-line indicating city involvement in the High Desert Homeless Services shelters.

Desert Manna received CBDG grants from the City of Barstow Redevelopment Agency.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

<http://www.ci.hesperia.ca.us/> Official City of Hesperia Website

<http://www.desertmanna.org> Website for Desert Manna shelter

<http://www.co.san-bernardino.ca.us/csd/> Website for Community Action Partnership of San Bernardino County

<http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm> HUD website. Info on CBDG and HOME funding

http://www.yucca-valley.org/pdf/grant/cdbg_app2005_06.pdf More info on CBDG funding applicable to County of San Bernadino

<http://www.highdeserthomelesservices.com/board.html> Website for High Desert Homeless Services

<http://www.youtube.com/watch?v=iq8bQwFq9Z8> News report on High Desert Homeless shelter (very helpful)

Lodi

Population	62,817
Per capita income	\$18,719
Median household income	\$39,570
Median family income	\$47,020
Poverty rate	16.7%

1. What is your city doing to prevent homelessness?

The City of Lodi is a recipient of the federal Community Development Block Grant (CDBG). This grant is used to fund services which benefit low-and moderate-income persons.

The city of Lodi provides funding (through its CDBG) for the operation of The Lodi House shelter.

The city of Lodi collaborates with non profit organizations around the county, such as Habitats for Humanity, to develop affordable housing for its residents. Habitats for Humanity builds houses with the help of the homeowner (partner) families which are sold to partner families at no profit.

The city of Lodi has an “on going relationship with the Salvation Army” which has the City’s primary homeless shelters.

As stated in the city of Lodi’s General Plan for 2003-2009 in regard to homelessness,” Given the distance between Lodi and Stockton, it is likely that the majority of people who find themselves in need of assistance seek it within Stockton”. As a result, the city of Lodi also works in collaboration with organizations in Stockton.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Eden Housing (a non-profit developer) has completed more than 4,200 housing units for low-income families, seniors, persons with disabilities, **the formerly homeless** and first-time home buyers. Eden Housing is funded through low-income housing tax credit, and HUD Section 202 and 811 programs.

Lodi House is a shelter for Women and Children. It is funded through various individual, business, and church donations. It also received funds granted through the county, such as a county mental health grant.

Hope Harbor Shelter and the Archway Shelter are funded through grants and donations.

The Lodi Community Center, in partnership with San Joaquin County, provides motel vouchers.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

The Greater Stockton Emergency Food Bank provides food for those in need.

Four shelters in Lodi were discovered on-line, and others were found located in Stockton serving the homeless of Lodi.

4. Are there any homeless shelters in your city?

- The Archway Shelter of Salvation Army is a shelter for men.
- The Harbor Family Service Center includes a shelter for women and children.
- The Lodi House is a shelter for women and children.
- The Women's Center of San Joaquin County is a shelter for women and children.

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter- **no info** on cold weather only shelters found on-line
- Year round shelter- Archway Shelter, Harbor Family Service Center, Lodi House, Women's Center of San Joaquin County
- Women's shelter- Harbor Family Service Center, Lodi House, Women's Center of San Joaquin County
- Family shelter- Harbor Family Service Center, Lodi House, Women's Center of San Joaquin County all serve women and children.
- Men's shelter- Archway Shelter serves men.

6. Who operates the homeless shelter(s) in your community?

The Harbor Family Service Center and The Archway Shelter are run by The Salvation Army. The Lodi House is operated by

7. How are the shelters funded?

Federal grants
State grants
City grants
Private donations
Area churches

8. How is the City involved in the shelter?

The city of Lodi has an "on going relationship with the Salvation Army" which has the City's primary homeless shelters.

The city of Lodi provides funding (through its CDBG) for the operation of The Lodi House shelter.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

- City of Lodi <http://www.lodi.gov/>
- City of Lodi General Plan (helpful info on shelters) http://www.lodi.gov/com_dev/pdf/housing_element.pdf
- Salvation Army info http://www.tsatoday.org/www_dodhq.nsf
- Website for Greater Stockton Emergency Food Bank <http://www.stocktonfoodbank.org/programs.htm>
- Website for Lodi House Shelter <http://www.lodihouse.org/sponsors.html>
- Website for the Women's Center of SJ County <http://www.womenscenterofsjc.com/>

Manteca

Population	63,703
Per capita income	\$18,241
Median household income	\$46,677
Median family income	\$51,587
Poverty rate	9.7%

1. What is your city doing to prevent homelessness?

Senior Housing Rehabilitation

This program was designed to assist low-income senior households with health and safety repairs to their homes. It provides grants of \$2,500.00 per eligible household.

Low Income Rental Housing Rehabilitation Program

To promote and maintain the affordability of rental housing, this program provides owners of rental properties a forgivable loan for external improvements in return for commitments to offer the units at affordable rents.

Affordable Housing Administration Program

Newly created, this program provides a mechanism to the Agency to administer and regulate housing dedicated as affordable by developers through the use of incentives offered by the City of Manteca. Rental and for-sale single-family residential housing may be dedicated through this program.

Housing Rehabilitation Matching Grant Program

The Agency created this program to enhance the quality of owner occupied single-family housing and to encourage private investment in Manteca's residential areas. It provides a matching grant to low-income Manteca homeowners to make health and safety and exterior improvements or repairs to their homes.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Second Harvest Food Distribution, Behavior Health Center San Joaquin County, Housing Assistance, Counseling, not many services in the city of Manteca.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Food Distribution, Community Clothes Closet

4. Are there any homeless shelters in your city?

Could not find any in the City of Manteca

5. What type(s) of shelter(s) does your city have?

None

6. Who operates the homeless shelter(s) in your community?

N/A

7. How are the shelters funded?

N/A

8. How is the City involved in the shelter?

N/A

Merced

Population	76,225
Per capita income	\$16,798
Median household income	\$32,791
Median family income	\$38,381
Poverty rate	24.3%

1. What is your city doing to prevent homelessness?

Merced County participates in the nationwide Community Action Partnership to help individuals achieve self sufficiency. Through this program the Housing Department of Merced provides several federally funded programs for the homeless, and those living in poverty. These services include eviction prevention, deposit/rental assistance, and motel vouchers.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Through federally funded programs, Merced County Community Action Agency provides vouchers, a cold weather shelters, year round shelters an a full day shelter.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

There are several non-profit organizations providing services for the homeless in Merced. This includes:

The Merced Rescue Mission provides transitional housing for men, an emergency shelter for men, and prepared meals.

Bethel Community Church provides motel vouchers.

4. Are there any homeless shelters in your city?

Yes. There are three year round homeless shelters, one domestic violence shelter and 1 cold weather shelter (found Merced City and County Continuum of Care 2006 Plan at <http://www.mcag.cog.ca.us/publications/2006/grants/COC06Plan.pdf>).

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter- National Guard Armory
- Year round shelter – New Hope House, Havenwood, Haven of Hope
- Women’s shelter- A Women’s Place, New Hope House, Havenwood,
- Family shelter- A Women’s Place, New Hope House, Havenwood,
- Men’s shelter- New Hope House, Havenwood, Haven of Hope

6. Who operates the homeless shelter(s) in your community?

- The National Guard Armory is operated by the California National Guard.
- The Haven of Hope is run by the Merced Rescue Mission.
- New Hope House and Haven Wood are run by Merced County Community Action Agency.

There was no online info found on the operation of A Women's place.

7. How are the shelters funded?

- Federal grants- National Guard Armory (cold weather shelter), New Hope House, Haven Wood
- State grants
- City grants
- Private donations- Haven of Hope
- Area churches- Haven of Hope

8. How is the City involved in the shelter?

No indication found on-line that the *city* of Merced is involved in the shelters.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

<http://www.agrm.org/> Association of Gospel Rescue Missions

<http://www.cityofmerced.org/> City of Merced Website

<http://www.mercedcaa.org/> Merced County Community Action Agency Website

<http://www.communityactionpartnership.com> Community Action Partnership website

<http://www.mcag.cog.ca.us/publications/2006/grants/COC06Plan.pdf> Merced City and County Continuum of Care 2006 Plan

<http://www.co.merced.ca.us/hsa/c.htm> Human Services Agency of Merced

Modesto

Population	208,107
Per capita income	\$17,797
Median household income	\$40,394
Median family income	\$45,681
Poverty rate	15.7%

1. What is your city doing to prevent homelessness?

The City develops affordable housing for working citizens, has several funding cycles each year.

Affordable Housing

Non Profit Agency Funding for Housing Acquisition

CDBG/HOME funds during a competitive funding process to acquire and rehabilitate existing residential structures to convert them into affordable housing for low-income families.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Non Profit Agency Funding for Public Services

Agencies provide eligible public services to low income city residents, (including but not limited to, emergency shelter for the homeless, youth and family services, child care, health and/or drug abuse services, food pantries, crime prevention, employment and/or vocational training, fair housing services, energy conservation services or recreational needs) you may be eligible to apply for CDBG funds during our regular, competitive funding.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

The non-profit organizations provide:

- Meals
- Shelter for:
 - Men (18 years old minimum)
 - Women
 - Children with Mothers
 - Children with Fathers
 - Community Distribution Center (CDC)
- Free Clothing
- Weekly support group for addictive behavior
- Independent Study High School (Adult)
- Medical Programs

4. Are there any homeless shelters in your city?

Modesto Gospel Mission
American Red Cross
Free Methodist Church
Cornerstone Covenant Church
West Coast Sound and Light
Catholic Charities
Tzu-Chi World
Center for Human Services
Bethany Christian Services
Casa of Stanislaus County

5. What type(s) of shelter(s) does your city have?

The city of Modesto has all of the types of shelters listed below:

- a. Cold weather shelter
- b. Year round shelter
- c. Women's shelter
- d. Family shelter
- e. Men's shelter

6. Who operates the homeless shelter(s) in your community?

Government employees
Employees of non-profit organizations
Volunteers

7. How are the shelters funded?

Private Donations, Church donations, State and City grants

8. How is the City involved in the shelter?

The city provides funding, promotes volunteerism and marketing to business soliciting donations.

Pittsburg

Population	62,979
Per capita income	\$18,241
Median household income	\$50,557
Median family income	\$54,472
Poverty rate	11.5%

1. What is your city doing to prevent homelessness?

The City of Pittsburg is an entitlement community for Community Development Block Grant (CDBG). The City receives an annual allocation of CDBG federal funds for public service, housing activities public facilities and improvements, economic development and other activities serving the low to moderate-income residents.

[City of Pittsburg](#) administers its own Section 8 Housing Choice Voucher Program for rent assistance.

Most preventative services available in Pittsburg are coordinated through its county, Contra Costa County.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The Shelter Plus Care Program provides rental assistance for homeless persons with disabilities in connection with supportive services. This program is operated through Contra Costa Health services and funded federally by HUD.

The Housing Authority of the County of Contra Costa provides rental subsidies and manages and develops affordable housing for low income families, seniors and persons with disabilities in Contra Costa County. The Housing authority is funded locally and also received HUD grants.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Loaves and Fish is a non-profit organization that provides food distribution services.

Contra Costa Crisis Center provides motel vouchers to homeless persons.

Pacific Community Services has been assists clients with fair housing counseling, default and delinquency counseling, and tenant / landlord disputes.

4. Are there any homeless shelters in your city?

No info was found on-line indicating the presence of a homeless shelter in the City of Pittsburg. However, a homeless shelter for homeless addicted to alcohol exists in the City of Concord and is funded by HUD. This shelter may serve homeless from Pittsburg.

5. What type(s) of shelter(s) does your city have?

See #4

6. Who operates the homeless shelter(s) in your community?

N/A

7. How are the shelters funded?

Federal grants- The Concord shelter mentioned above (# 4) is federally funded by HUD.
State grants
City grants
Private donations
Area churches

8. How is the City involved in the shelter?

N/A

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

http://www.crisis-center.org/about_index.html Crisis Center website

<http://loavesandfishesofcontracosta.org/> Loaves and Fishes website

<http://www.pcsi.org/aboutpcsi.html> Pacific Community Services website

<http://www.conracostahousing.org/hcv.htm> Housing Authority of the County of Contra Costa

http://www.cchealth.org/special/huds_award_1mil_for_homeless_2005_08.php HUD fund for permanent housing for those addicted to alcohol in Country Costa

<http://www.ci.pittsburg.ca.us/pittsburg/> City of Pittsburg website

Rancho Cordova

Population	55,060
Per capita income	\$18,241
Median household income	\$40,095
Median family income	\$43,211
Poverty rate	16%

1. What is your city doing to prevent homelessness?

The City's Housing Element includes several programs that provide for the development of affordable housing.

The City is funding several programs and services to assist its homeless and special needs populations. These include:

Mather Community campus- shelter and job training

Sacramento Self Help Housing Homeless and family assistance to locate temporary or permanent housing,

Weave- domestic violence resource center

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Mather Community campus, a collaborative transitional and job training program for formerly homeless individuals and families and which also houses up to 200 individuals and 65 families

The Central Downtown Food Basket distributes groceries. They are funded by 12 churches, local businesses and other groups.

Cordova Community Food Locker distributes one to three day supplies of emergency food every 30 days

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

The Laverne Adolfo Housing Programs for Former Foster Youth provide an array of housing and supportive services to former foster youth aged 18 through 24 who have "aged-out" of the foster care system.

See other non-profits listed under question # 2

4. Are there any homeless shelters in your city?

Yes. Rancho Cordova is home to the Mather Community Campus.

5. What type(s) of shelter(s) does your city have?

The Mather Community Campus houses up to 200 homeless single men and women and 65 families year round.

The cold weather shelter serving the county's homeless is set up in Sacramento.

6. Who operates the homeless shelter(s) in your community?

The Mather Community Campus is operated by a collaboration of 5 non-profit organizations and government agencies.

Cold weather shelter- Volunteers of America (VOA) operates the housing and meal components under contract with the Sacramento County Department of Human Assistance

7. How are the shelters funded?

- Federal grants
- City grants
- Private donations
- Area churches

8. How is the City involved in the shelter?

The City provides funding for the Mather Community Campus.

This information for this survey has been obtained through internet resources. The following links were used to gather this information

<http://www.cityofranhocordova.org/> City website

<http://www.oea.gov/oeaweb.nsf/Maerten.pdf> - A power point presentation about the very successful Mather Community Campus.

http://dhaweb.saccounty.net/Homeless/Winter_Shelter.htm info on cold weather shelter located in Sacramento

<http://dhaweb.saccounty.net/Homeless/index.htm> info on homeless programs in Sacramento County

http://www.cityofranhocordova.org/documents/economic_development/consolidated%20plan.pdf Rancho Cordova's Consolidated Plan for 2006-2011

Redwood City

Population	76,087
Per capita income	\$32,795
Median household income	\$67,829
Median family income	\$67,243
Poverty rate	13.5%

1. What is your city doing to prevent homelessness?

HOUSING AND COMMUNITY DEVELOPMENT ACTIVITIES

Service levels increased in the CDBG Public Service activities due to the fast pace economy in the Bay Area creating a housing crisis for low-income households and the homeless populations. Public services reported strong demand for target populations such as seniors and the disabled on fixed incomes.

The Community Development Block Grant Program (CDBG) funds additional supportive housing programs under the public service activity category:

- Case management for persons disabled by HIV/AIDS;
- shared housing;
- transitional housing for youth, families, persons with mental disabilities, and battered spouses;
- adult daycare;
- intervention programs for youth; and
- supported employment for persons with disabilities.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The CHDO has work underway to rehabilitate 36 units, of which 11 will be HOME assisted units. The units are currently occupied, however, if vacancies arise, affirmative marketing outreach activities will be undertaken by the CHDO to solicit and select HOME eligible tenants for the Redwood Oaks project. Affirmative marketing efforts will include outreach to various media sources, including Spanish newspapers and television station, churches, social service agencies, service clubs and organizations, and holding orientation sessions in locations with concentrated populations of low-income and minority households.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Maple Street Shelter (emergency shelter & transitional housing), Redwood City
Redwood Family House (transitional housing), Redwood City
Daybreak Shelter for Homeless Youth (emergency shelter & transitional housing), Redwood City

4. Are there any homeless shelters in your city?

See list above

5. What type(s) of shelter(s) does your city have?

Emergency shelter
Transitional housing

6. Who operates the homeless shelter(s) in your community?

The cities Community Services Agency, paid and employees and volunteers of non-profit agencies.

7. How are the shelters funded?

The following three fund sources comprise the \$1.8 million available this next year's Fiscal year allotment. The CDBG and HOME dollars are received from the federal government while the HSFA is allocated from the City's funds. The City of Redwood City is seeking proposals from qualified organizations for programs and services please see the Notice of Funding Availability or download the applications.

8. How is the City involved in the shelter?

You will need a voucher or referral from one of the Community Service Agencies or St. Vincent de Paul before you may enter a shelter.

The city and state government community services works along side the local non-profits and faith-based organizations.

San Marcos

Population	76,725
Per capita income	\$24,267
Median household income	\$67,313
Median family income	\$70,338
Poverty rate	13.3%

1. What is your city doing to prevent homelessness?

“San Marcos does a really good job with affordable housing, and they do better than most cities,”
-Jean Cole, chief executive officer of Operation HOPE, a winter shelter in Vista.

"Providing affordable housing is a prevention for homelessness,"

-John Thelen, executive director of San Diego Regional Task Force on the Homeless, describing San Marcos strategy of prevention.

The City of San Marcos is allocated Community Development Block Grant (CDBG) funds. CDBG is a federal block grant allocated to state and local governments. The highest funding priority of the CDBG program goes to activities which benefit low-and moderate-income persons

In addition to the CDBG, the City, through its Community Foundation, awarded \$45,061 in grants to numerous organizations throughout the year to assist in the construction of new affordable housing.

In 2005 San Marcos received \$1,759,207 from the State of California through the “Workforce Housing Reward Program” which rewards cities that develop affordable housing.

Rental assistance is available in San Marcos through Section 8 which is administered by the County of San Diego.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

During FY 2005/06 the City of San Marcos contributed \$40,000 of City funding towards the support of four different homeless emergency winter shelter programs. These four programs assisted hundreds of people, at least 9 of which were homeless San Marcos residents. In addition, the City, through its Fair Housing Services program, assisted two homeless individuals. City staff also participated in the Regional Continuum of Care Council of San Diego.

Homeless and Abused Women: The City, through its Community Foundation, contributed \$3,000 to the Saint Clare’s Home for homeless and abused women with children. St. Clare's Home provides comprehensive services to assist homeless and abused mothers and their children to move toward self-sufficiency.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

St. Clare's is a non-profit two year program for homeless and abused women. St. Clare’s offers transitional housing, domestic violence shelter, and case management for mothers and their children.

4. Are there any homeless shelters in your city?

St. Clare's Home for homeless and abused women and children is the only homeless shelter in San Marcos found on on-line search.

However, San Marcos does help fund surrounding community shelters (as described above).

5. What type(s) of shelter(s) does your city have?

Cold weather shelter- The city of San Marcos provides funding towards the support of four different homeless emergency winter shelter programs (these shelters are located outside San Marcos)

Year round shelter- San Marcos helped fund North County Solutions for Change facility in the City of Vista during its building stages in 2005.

- Women's shelter- St. Clare's Home for homeless and abused women and children.
- Family shelter- St. Clare's Home for homeless and abused women and children.

Men's shelter- **no info** on men shelters found on-line

6. Who operates the homeless shelter(s) in your community?

There is no indication on-line indicating how St. Clare's is operated.

7. How are the shelters funded?

St. Clare's is funded through

- City grants-
- Private donations
- Area churches

8. How is the City involved in the shelter?

The City, through its Community Foundation, contributed \$3,000 to the Saint Clare's Home for homeless and abused women with children.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

<http://www.ci.san-marcos.ca.us/upload/images/Admin/PDFs/caper2005-06draft.pdf> Information on the allocation of CBDG funds.

http://www.nctimes.com/articles/2005/10/29/news/inland/23_14_3510_28_05.txt North County Times article describing San Marcos's preventative approaches to homelessness

<http://www.stclarehome.org/OurProgram.asp> St. Clare's Home website

http://www.sdcounty.ca.gov/sdhcd/renters/section_eight.html San Diego County Rent Assistance program description

<http://www.ci.san-marcos.ca.us/default.asp> City of San Marcos website

San Rafael

Population	57,349
Per capita income	\$35,762
Median household income	\$60,994
Median family income	\$74,398
Poverty rate	10.2%

1. What is your city doing to prevent homelessness?

The City of San Rafael Economic Development Department partners with public agencies and non-profit and market rate housing developers to increase and improve the supply of housing for low and moderate income residents of the City of San Rafael. One such agency (amongst a multitude of others) is Marin Housing Help, which provides services such as care management, legal services agencies, food programs, employment-related agencies, recreational organizations, transportation alternatives, assistance with rent and more.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

San Rafael, in partnership with Marin Housing Help, offers a number of resources available for emergency and transitional housing. Non-profit organizations (as listed below) are funded through local community churches, individual donations, and federal funds such as Department of Housing Urban Development (HUD) funds.

The City of San Rafael is a recipient of Community Block Development Grant (CBDG) which is a federal block grant allocated to state and local governments. The City of San Rafael allocates a portion of this grant to help fund Mill Street Shelter, a shelter homeless men and women.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Homeward Bound is a non profit organization that provides the following service: Emergency shelter, transitional shelter, long term housing, food, support services, and advocacy for homeless adults and families, job and life-skill training.

Excellence to Affordable Housing (EAH) is a non-profit organization that develops, acquires, or renovates units of affordable housing for seniors, large and small families, persons with disabilities, student housing and those seeking affordable home ownership.

Center Point is a non-profit organization that operates transitional housing services for impoverished and homeless clients in Marin County. They also offer a long-term (up to 24 mo), affordable transition housing program with supportive services for homeless substance abusers that have completed residential treatment programs. This program is funded by HUD.

Buchelew Programs for Chronically Mental Ill Persons is a non-profit agency that coordinated with outreach programs to provide affordable housing and services to homeless adults with mental illness.

Novato Human Needs Center offers rental deposit assistance for families who are homeless or at risk of being homeless, one time payment of rent or mortgage to prevent loss of housing, and grants for critical needs such as car repairs, medical bills, and special equipment.

Community Action Marin is a private non-profit social service agency serving and assisting low-income Marin residents in achieving a life of quality based on self-sufficiency. Serving Marin County since 1966, the agency currently operates 15 programs covering a variety of needs from childcare and AIDS services to energy assistance, family needs and mental health issues.

Ritter Center offers emergency financial assistance for rent, relief from potential eviction rent deposits, assistance with car repairs that left unattended jeopardize one's employment and freedom of movement; assistance with prescription medications and eyeglasses, and dental assistance.

4. Are there any homeless shelters in your city?

Yes. Four year round homeless shelters and one cold weather shelter were identified through the on-line search.

5. What type(s) of shelter(s) does your city have?

Cold weather shelter- National Guard Armory

Year round shelter- Center Point, Family Park transitional shelter, Mill Street Center Homeless Shelter, Marin Abused Women's Services

Women's shelter- Center Point, Family Park transitional shelter, Mill Street Center Homeless Shelter, Marin Abused Women's Services

Family shelter- Marin Abused Women's Services, Family Park transitional shelter

Men's shelter- Center Point, Family Park transitional shelter, Mill Street Center Homeless Shelter

6. Who operates the homeless shelter(s) in your community?

Mill Street and Family Park are operated by the non profit organization Homeward Bound.

Marin Abused Women's Services shelter is a non profit organization operated by its own board of directors.

Center Point is operated by Marin Housing Help.

The National Guard Armory is operated by the California National Guard.

7. How are the shelters funded?

Federal grants- HUD

State grants

City grants – CBDG was used to help fund Mill Street Homeless Shelter

Private donations

Area churches

8. How is the City involved in the shelter?

The City of San Rafael allocates a portion of its CBDG to help fund the Mill Street Shelter.

The City of San Rafael Economic Development Department partners with public agencies and non-profit organizations including those providing shelters, in order to serve its community.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

http://www.cityofsanrafael.org/ccfiles/Meeting%20Reports/2006/March%206,%202006/City%20Council/Staff%20Reports/RA_Report%20CDBG%202006%20applications.pdf City of San Rafael Recommendation for Community Development Block Grant Proposal

<http://www.co.marin.ca.us/depts/cd/main/housing/home0.html> Info on Center Point transitional shelter

http://www.marinij.com/marin/ci_4998618 Report on Mill Street Shelter

http://www.marinij.com/sanrafael/ci_4529405 Cold Weather shelter information

<http://maws.org/> Marin Abused Women's Services

http://www.cityofsanrafael.org/Government/Redevelopment_Agency/Affordable_Housing.htm
Novato Human Needs Center

<http://www.eahhousing.org/> Excellence to Affordable Housing

<http://www.hbofm.org> Homeward Bound website

<http://www.camarin.org/job.html> Community Action of Marin County website

<http://www.marincontinuum.org/> Marin County Continuum of Care website

http://www.cityofsanrafael.org/City_of_San_Rafael.htm City of San Rafael website

Santa Cruz

Population	54,593
Per capita income	\$25,758
Median household income	\$50,605
Median family income	\$62,231
Poverty rate	16.5%

(2000 Census)

1. What is your city doing to prevent homelessness?

The City is part of The Santa Cruz County Continuum of Care Coordinating Group which created a Five Year Strategic Plan on Homelessness. This plan seeks to create a comprehensive and coordinated system of affordable housing and support services for the prevention, reduction and eventual end of homelessness. The main strategies (as described by this plan) are:

Housing
Prevention
Local and Regional Engagement and Collaboration
Accessible Safety Net Services for Improved Care and Financial Stability
Integration of Services
Outcomes-Based Accountability

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The Homeless Community Resource Center provides a hygiene center and a 42 bed shelter funded by CDBG and other grants and donations.

Rent Subsidies and Assistance funded through the CDBG.

Several non-profit services, including shelters, are available in Santa Cruz and are funded through federal and local grants and private and local church donations.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

The New Life Community Service services low income families with children who are homeless, chemically addicted, or both. They provide shelter and support services.

The St Vincent de Paul Society operates a food pantry for the homeless of Santa Cruz.

The Familia Center is a community based resource center that service low income community members meet needs for shelter, food, clothing, and employment.

The County Homeless Aid provides motel vouchers for temporary shelter assistance.

4. Are there any homeless shelters in your city?

- The Homeless Community Resource Center is a 42 bed shelter for homeless individuals and families.
- Interfaith Satellite Shelter provides emergency overnight shelter and meals and clothing.
- Jesus, Mary, and Joseph Home provides housing for single people and homeless families.
- New Life Community Services is a shelter for families and people with children.
- Page Smith Community House is a transitional shelter for single male and female adults operated by the Homeless Service Center.
- River Street Shelter is a shelter for homeless adult women and men. No children permitted.
- Women's Crisis Support Shelter provides confidential shelter for women (and their children) in dangerous relationships/domestic violence situations.

- Rebele Family Shelter provides shelter for 28 families

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter-National Guard Armory
- Year round shelter- All shelters listed under #4 are year round shelters
- Women’s shelter- Page Smith Community House
Interfaith Satellite Shelter Program
River Street Shelter
Jesus, Mary, and Joseph Home
Homeless Community Resource Center
Women’s Crisis Support Shelter
- Family shelter Homeless Community Resource Center
New Life Community Services
Women’s Crisis Support Shelter
Rebele Family Shelter
- Men’s shelter Page Smith Community House
Interfaith Satellite Shelter Program
River Street Shelter
Jesus, Mary, and Joseph Home
Homeless Community Resource Center

6. Who operates the homeless shelter(s) in your community?

Page Smith, Interfaith Satellite, and Rebele Family Shelter are operated by the Homeless Services Center of Santa Cruz.

Non-profit organizations are operated by employees and volunteers.

The City of Santa Cruz works in collaboration with the Homeless Services Center of Santa Cruz.

7. How are the shelters funded?

The shelters are funded through federal grants, city grants, private donations, area churches. NO info found was on-line indicating state funding.

8. How is the City involved in the shelter?

The City of Santa Cruz works in collaboration with the Homeless Services Center of Santa Cruz. The City is part of the Santa Cruz County Continuum of Care which works in collaboration with these local shelters are resources.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

<http://www.scshester.org/programs.shtml> info on services and shelters provide through Homeless Services Center of Santa Cruz

<http://www.santacruzsentinel.com/archive/2007/January/11/local/stories/08local.htm> Article on the cold weather shelter in Santa Cruz

<http://sccounty01.co.santa-cruz.ca.us/DAInternet/localhomelesshelters.asp> Santa Cruz County District Attorney link, provides info on local shelters.

<http://www.infopoint.com/sc/orgs/svdp/resource.html> info on services provided by St. Vincent de Paul

<http://www.infopoint.com/sc/orgs/newlife/> info on New Life Community Services

<http://www.cabinc.org/Research/FiveYearPlan082802.htm> Santa Cruz Continuum of Care
Coordinating Group 5 Year Plan

<http://www.ci.santa-cruz.ca.us/pl/hcd/consolidatedplan/07-08DraftAnnualActionPlan.pdf> City of
Santa Cruz Housing and Community Program 2007-2008 Annual Action Plan

Stockton

Population	286,041
Per capita income	\$15,405
Median household income	\$35,453
Median family income	\$40,434
Poverty rate	23.9%

1. What is your city doing to prevent homelessness?

The city of Stockton meets the housing needs of special-needs people using the Community Development Block Grant (CDBG) and Emergency Shelter Grant (ESG) funding on a case-by-case basis.

The City Emergency Shelter Grant (ESG) funds are used to assist four homeless shelters and on service provider.

The City ESG funds will be used to provide families with one-time rental assistance to prevent homelessness.

The City is an active partner in a Shelter Care Program with San Joaquin County to provide special supportive housing for persons with disabilities and for the homeless.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The city of Stockton and San Joaquin County both allocated 20,000 in CDBG funds for the urgent need for a cold weather shelter.

San Joaquin County receives funds from Shelter Plus Care Program. With these funds an average of 167 homeless individuals and families received housing each month in FY 2005-2006.

During FY 2005-06, the city of Stockton allocated 100% of its ESG funds to five shelter providers

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Preparation for independent living for runaway and homeless youth aged 16-20. [Opportunity House](#) offers up to 18 months in its transitional living program.

St Mary's Interfaith Dining Room provides a variety of medical, educational, and social services to the homeless and low income of Stockton.

The Greater Stockton Emergency Food Bank provides food for those in need.

4. Are there any homeless shelters in your city?

- Opportunity House is a shelter for runaway and homeless youth ages 16-20.
- New Hope family shelter is a shelter for single women and families.
- Stockton Shelter for the Homeless runs two shelters, a family shelter and a women's shelter.

- Women's Center of Joaquin County provides services for women and children.
- Stockton also runs a cold weather Shelter through Stockton Shelter.

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter
- Year round shelter
- Women's shelter
- Family shelter
- Men's shelter

6. Who operates the homeless shelter(s) in your community?

Cold Weather Shelter is operated by Stockton Shelter for the Homeless, through March 2006 as well as through Stockton Shelter's donations. It is targeted to migrant farm workers who would otherwise be homeless during the winter months.

Opportunity House is operated by Center for Positive Prevention Alternatives.
 New Hope Shelter is run by Gospel Center Rescue Mission
 The family and men shelters of Stockton Shelter are run by Stockton Shelter.
 Women's Center of Joaquin County is internally operated.

7. How are the shelters funded?

Federal grants- HUD grants
 State grants- no info found on line indicating funding from State grants
 City grants- CDBG from city and county level.
 Private donations- individuals, businesses
 Area churches- yes

8. How is the City involved in the shelter?

During FY 2005-06, the city of Stockton allocated 100% of our ESG funds to the following five shelter providers: Center for Positive Prevention Alternatives, Gospel Center Rescue Mission, St. Mary's Interfaith Dining Room, Stockton Shelter for the Homeless, and the Women's Center of San Joaquin County.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

- <http://www.stocktongov.com/hrd/documents/FINAL2005-06actionplan.pdf> City's Action Plan
- <http://www.stocktongov.com/HRD/pages/housing.cfm> City of Stockton Housing Department
- <http://www.cppainc.org> Center for Positive Prevention Alternatives
- <http://www.hud.gov/offices/cpd/homeless/programs/esg/index.cfm> HUD website. Explanation for Emergency Shelter Grant
- <http://www.gcrms.org/Programs.html> Gospel Center Rescue Mission website
- <http://www.stocktongov.com/HRD/pages/documents/2005-06CAPERSeptember2006.pdf> City of Stockton Action Plan
- <http://www.stocktonfoodbank.org/programs.htm> Greater Stockton Emergency Food Bank
- <http://www.stockton-shelter.org/about.htm> Stockton Shelter website

Tracy

Population	80,461
Per capita income	\$26,336
Median household income	\$70,643
Median family income	\$76,758
Poverty rate	6.6%

1. What is your city doing to prevent homelessness?

Housing and Redevelopment handles programs to assist low and moderate-income households. These programs include the Community Development Block Grant Program, Housing Assistance Programs, development of affordable housing, downtown revitalization, Downtown Parking District Advisory Board and Larch-Clover Annexation activities.

Low Income Assistance (for Residential Utilities)

Reduced rates for qualified low-income customers are available. Inquire at the Finance Department located in City Hall, or download the Low Income Rate Assistance Application, complete as outlined on form and submit to the Finance Department for approval.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Community Development Block Grant (CDBG) funds are allocated to cities and counties by the United States Department of Housing and Urban Development (HUD) for use in projects, programs and services that demonstrate a minimum of 51% benefit to low and moderate income individuals and families.

As a part of the CDBG program, the City will also receive \$149,644 in HOME funds.

HISTORY OF CDBG GRANT ALLOCATIONS

Good Samaritan, McHenry House, Second Harvest Food Distribution Program, San Joaquin Fair Housing Assistance, South County Crisis Center, Tracy Interfaith, Women's Center Domestic Violence Safe House, Meals on Wheels Senior Services, City of Tracy Emergency Food Bank

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Tracy Interfaith Ministries – Operating a food distribution program, homeless shelters...etc.
List of faith based organizations under Tracy Interfaith Ministries:

Larch Clover Community Center

Provides food distribution programs, youth and senior activities, social services, the Head Start program and is home to the REACH Program (a Salvation Army/PGE program to assist low income individuals at risk of losing their utility service).

4. Are there any homeless shelters in your city?

McHenry House for the Homeless – Operating a shelter for the homeless. Providing emergency shelter and a program to assist women and families with the opportunity to become self-sufficient.

Women's Center Domestic Violence Safe House

5. What type(s) of shelter(s) does your city have?

Tracy has a Women's Shelter and a Family Shelter that are year round and for short-term, long-term and emergency situations.

6. Who operates the homeless shelter(s) in your community?

The homeless shelters are run by the faith based organization Interfaith ministries and are operated by both employees and volunteers.

7. How are the shelters funded?

The Shelters are funded by: Federal grants, State grants, City grants, Private donations, Area churches.

8. How is the City involved in the shelter?

The city is involved by providing partial funding and referring clients and promoting the giving of donations to these organizations.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

http://www.ci.tracy.ca.us/departments/des/housing_redevelopment/ City of Tracy
Redevelopment Department

<http://www.womenscenterofsjc.com/index.html> Women's Center- Domestic Violence website

<http://www.tracyinterfaith.org/index.htm> Tracy Interfaith website

<http://localfoodbank.org/latest/our-programs.html> Info on Second Harvest Food Bank

http://www.ci.tracy.ca.us/city_council/meetings/agendas/2007/02/20/03.pdf Allocation
information for CDBG funds for 2007-2008

<http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm> HUD website.
Info on CBDG and HOME funding

Turlock

Population	74,883
Per capita income	\$19,550
Median household income	\$48,468
Median family income	\$57,939
Poverty rate	9.2%

(2005 Census Estimates)

1. What is your city doing to prevent homelessness?

Affordable housing loans. Rental assistance for mobile home owners. First time home buyers and housing rehab programs for low/moderate income households. Affordable housing for seniors and some multi-family housing. Work with developers for this.

Fund a variety of organizations such as Community Housing and Shelter Services, cold weather shelter and Verda's House. Provide funds for food, nights at motels, deposits for rents. Tried to do something for transitional housing.

Part of a collaborative and enterprise zone.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

See above. Funded with CDBG, HOME, RDA.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Central Valley Coalition for Housing, Salvation Army, United Samaritans Foundation, CSU Stanislaus Service Learning, We Care, Community Housing and Shelter Services, United Way (some), Rescue Mission starting.

4. Are there any homeless shelters in your city?

Cold weather shelter

5. What type(s) of shelter(s) does your city have?

Cold weather shelter for adults.

6. Who operates the homeless shelter(s) in your community?

We Care with guidelines provided by the City.

7. How are the shelters funded?

CDBG and private donations

8. How is the City involved in the shelter?

Funding, guidelines, owns the site for cold weather emergency shelter

Union City

Population	71,152
Per capita income	\$27,887
Median household income	\$77,542
Median family income	\$81,293
Poverty rate	9.7%

1. What is your city doing to prevent homelessness?

Union City works with no-profit developers to create affordable senior housing and affordable housing opportunities for low income families. *this info was found on web page outdated by 2 years (Union City Housing and Community Development)

Union City owns the building that Centro de Servicios (a well know Union City resource center) occupies and pays its utilities while charging no rent.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The Centro De Servicios resource center is funded primarily through Union City.

Tri-City Homeless Coalition is a service center (including a shelter) serving Union City, Fremont, and Newark. It has various funding streams including local level Community Development Block Grants and donations collected through individuals and local churches and businesses.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Centro de Servicios is a resource center that offers services in collaboration with the city of Union city, its police department, the Alameda County Community Food Bank and the New Haven Adult School. Services offered include food distribution, services to abused women, and services for those who lack shelter.

Tri-City Homeless Coalition collaborates with faith-based and other community groups to help prevent and end homelessness in Fremont, Newark, and Union City by providing affordable rental housing linked to supportive services such as job counseling, support groups and access to healthcare.

Tri-City Homeless Coalition also provides a homeless shelter.

4. Are there any homeless shelters in your city?

Tri-City Homeless Coalition is a Coalition serving the cities of Union City, Fremont and Newark . This organization runs the Sunrise Village shelter. The Sunrise Village shelter serves the homeless of these 3 cities, but is located in Fremont.

5. What type(s) of shelter(s) does your city have?

Year round shelter- The Sunrise Village shelter is a year round shelter

Women's shelter- The Sunrise Village shelter serves single individuals

Family shelter- The Sunrise Village shelter serves families.

Men's shelter -The Sunrise Village shelter serves single individuals

6. Who operates the homeless shelter(s) in your community?

The Sunrise Village shelter is operated by the Tri City Homeless Coalition.

7. How are the shelters funded?

City grants- This shelter receives a Community Development Block Grant from the city of Fremont. (Since Fremont is part of the Tri-city Coalition).

Private donations- \$30,000 grant recently received by San Francisco Foundation (collected from local residents) will be used for 2007-2008 "core operating".

Area churches- Area churches are part of the Tri City coalition.

8. How is the City involved in the shelter?

N/A

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

www.tricityhomeless.org Tri-city Homeless Coalition Website
www.goodnewsblog.com/2005/11/06/decoto-nonprofit-never-says-no-to-ares-poor News article describing Centro de Servicios
www.ci.union-city.ca.us/commdev/housing.htm Union City Housing Department
www.ci.fremont.ca.us City of Fremont website (relevant for funding information regarding Tri-city shelter serving Union City)
<http://www.sff.org/> San Francisco Foundation website (provided funding for Tri-City services provided in Union City)
<http://www.ci.union-city.ca.us/> Union City Website

Visalia

Population	111,168
Per capita income	\$18,422
Median household income	\$41,349
Median family income	\$45,830
Poverty rate	16.8%

1. What is your city doing to prevent homelessness?

In a 5 year Consolidated Plan, submitted to HUD in May 2005, the City of Visalia established a variety of goals to increase the availability of affordable housing and economic opportunities for residents during the fiscal years 2005-2010. The Community Redevelopment Agency of the City of Visalia developed the Consolidated Plan and is responsible for administering its implementation.

The City of Visalia serves as the principal provider of community development and economic development programs, housing projects, and financial support. The city is required to approve, after receiving community input, an annual Action Plan which describes, in detail, the City's strategy for that fiscal year for accomplishing the housing and community development goals adopted by the City in its five year Consolidated Plan. The strategy is to cover the period of the 2006-2007 fiscal year which addresses all the needs of the community. Considerable effort has also been made to encourage community participation through several notices in the local newspaper, Community meetings and public meetings with the City Council.

The City of Visalia is a member of the Continuum of Care on Homelessness (COC). COC is a volunteer organization comprised of many non-profit and public agencies in the Kings and Tulare County region that share the goal of serving the homeless population

As part of the FY 2006-2007 Action Plan the City has described Specific Homeless Prevention Elements Goals to be focused on the following:

1. To identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness.
2. Describe how the action plan will address the specific objectives of the strategic Plan.
3. The jurisdiction must describe the specific planned action steps it will take over the next year aimed at elimination chronic homelessness by 2012.
4. The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless
5. Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy.

There are no funds expected to be received by the City of Visalia that are *specifically* earmarked to address homeless needs (as of 9-13-06).

2. What programs/services are available in your city to respond to homelessness and how are they funded?

There are no funds expected to be received by the City of Visalia that are *specifically* earmarked to address homeless needs (as of 9-13-06). However the following are funds address housing affordability.

The City of Visalia is an entitlement community under the Community Development Block Grant (CDBG) program and a participating jurisdiction user the guidelines of the Housing Investment Partnership (HOME) program. With this designation the City will receive a grant allocation of approximately \$1,217,012 of CDBG and \$512,706 of HOME funds. Each fiscal year the funding is based upon the City's population.

HOME funds will be used by the City of Visalia for the First Time Homebuyers down payment assistance loans.

In addition to a 60 unit housing project built in 1993, CDBG fund will be used for a 50 unit senior housing project that is in the planning stages, adding to the stock of affordable housing options for low income senior households.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Visalia presently has organizations that provide services to the homeless, each one addressing a specific population:

- Visalia Rescue Mission- a faith based recover program that has a 52 bed men's shelter and a short term women's shelter, and a soup kitchen
- Partner's for Youth Vision- a program for homeless teens
- Alternative Services- a program for recently released prisoners/drug court clients that has a transitional house for men (6 beds) and women (6 beds)
- El Primer Paso- a culturally specific recovery center with eight beds for substance abusing Latinas
- Central California bed transitional housing program.

4. Are there any homeless shelters in your city?

See # 3

5. What type(s) of shelter(s) does your city have?

- Cold weather shelter
- Year round shelter
- Women's shelter
- Family shelter – for single mothers only
- Men's shelter

6. Who operates the homeless shelter(s) in your community?

Visalia Rescue mission is operated by its board of directors, made up of members of the community.

As a member and participant of Continuum of Care (COC), the City has offered technical assistance to help establish a Safe Havens/Respite center for the Chronically Homeless. A location has been identified and during the next year a plan will be developed and funding will be requested.

7. How are the shelters funded?

The following information provided is specifically for Visalia Rescue Mission

- o Private donations - 68% of program funding and 74% of organization funding is provided by individual gifts and Business/Corporate gifts
- o Area churches – covers 10% of program funding and 6% of organization funding
- o 20% of program funding is covered by “sale of donated items”
- o 18% of organization funding is covered by “dues/fees/income”
- o Remaining 2% in both categories is covered by “foundation grants”

8. How is the City involved in the shelter?

As a member and participant of COC, the City has offered technical assistance to help establish a Safe Havens/Respite center for the Chronically Homeless. A location has been identified and during the next year a plan will be developed and funding will be requested.

Considerable effort has been made to encourage community participation in the City’s Action Plan, through several notices in the local newspaper. Providing resources for homeless needs are included in this plan.

This information for this survey has been obtained through internet resources. The following links were used to gather this information.

www.ci.visalia.ca.us/Redevelopment/AP2.pdf This link accesses the City of Visalia Second Program Year Action Plan through their official city website.

www.acton.org/cec/guide/print.php?my_org=1448 This link accesses the Visalia City Council Agenda for the special meeting of: Monday, June 12, 2006

http://www.ci.visalia.ca.us/Agendas/City_Council_Agendas_with_staff_reports/2006/061206.pdf This link provides shelter reports (including funding information) and was used to collect data on Visalia Rescue Mission

Watsonville

Population	50,211
Per capita income	\$13,205
Median household income	\$37,617
Median family income	\$40,293
Poverty rate	19.1%

1. What is your city doing to prevent homelessness?

The City of Watsonville requires that 15% to 20% of the units in new housing developments be affordable to low and/or moderate income homebuyers or tenants. In addition to being affordable to the initial occupants, these units must remain affordable for at least 40 years. More than 300 of these affordable units have been approved since the ordinance was amended in 2001.

RHD can finance the development of up to four affordable rental units. In-Fill Housing Loans have low interest rates (currently 0% to 6%) with payments spread over 30 years or less. Loan funds can be advanced for planning and design costs, as well as the construction of the units. The units financed with these loans must be rented to low-income households at an affordable rent over a set number of years.

We encourage and support the development of both affordable rental and ownership housing. RHD also monitors units that are dedicated as affordable housing to ensure that they remain affordable to and available for their intended occupants.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

The Salvation Army Loma Prieta Transitional Housing

This shelter provides transitional housing for up to six months for eight families at a time. Families live in a cooperative living situation, commit to a job search and job training if needed, and participate in ESL classes if appropriate. Case management services and laundry facilities are provided.

Pajaro Rescue Mission

This is a men's only shelter that also provides food and clothing.

Pajaro Valley Shelter Services

This shelter is for women only. Priority is given to women with children. Emergency shelter offers a 90-day maximum stay. Food, shower, and bed are all available. Clothing and referrals are also available. Transitional housing is available with multiple requirements for intake. Mandatory case management is provided.

Interfaith Satellite Shelter

This emergency overnight shelter provides meals and clothing. It is run by the Homeless Service Center. Pick-ups from Santa Cruz and Watsonville are made.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

See number answers to question two.

4. Are there any homeless shelters in your city?

The Salvation Army Loma Prieta Transitional Housing

Pajaro Rescue Mission

Pajaro Valley Shelter Services

Interfaith Satellite Shelter

5. What type(s) of shelter(s) does your city have?

Cold weather shelter, Year round shelter, Women's shelter, Family shelter, Men's shelter

6. Who operates the homeless shelter(s) in your community?

Paid employees of the non-profit organizations and volunteers operate the shelters.

7. How are the shelters funded?

Federal grants and donations from businesses, faith based organizations and private donations

8. How is the City involved in the shelter?

The city helps by designating funds that are intended for non-profit organizations and distributing those funds.

Woodland

Population	49,151
Per capita income	\$18,042
Median household income	\$44,449
Median family income	\$48,689
Poverty rate	11.9%

(2000 Census)

1. What is your city doing to prevent homelessness?

The County of Yolo and the cities of Davis, West Sacramento, Winters, and Woodland have collaborated on the Yolo County Homeless Coordination Project since February 1988. The project meets a unique need for homeless services coordination and has proven to be successful in meeting its goals. The Homeless Coordinator for this project fulfills the need to coordinate the agencies providing homeless services in Yolo County, by identifying successful proposal strategies and facilitating the preparation and consolidation of joint proposals, as well as, providing technical support.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

See # 3

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

Yolo Mutual Housing Association is a non-profit Community Housing Development Organization that provides affordable housing alternatives to low income families; they provide a safety net from homelessness. YMHA partners with the cities of Yolo County to help transition adults and families from homelessness to permanent housing.

Yolo County Continuum of Care is a non-profit organization established to better the lives of people with mental illness through direct services, advocacy, education and volunteer efforts. Due to their very-low income, each resident is at risk of homelessness, and many were homeless prior to placement in one of the New Dimensions Supportive Housing houses. New Dimensions is located Davis, but serves the homeless of the county.

Short Term Emergency Aid Committee (STEAC) is a non-profit organization that provides immediate, short-term emergency assistance with basic necessities to families and individuals whose incomes are at or below the federal poverty level. STEAC provides the following programs:

- Eviction Prevention Program.
- Emergency Shelter Program
- Utility Assistance Program.
- First Month's Rent Program.
- Educational Assistance Program.
- Suit Up for Success Program.
- Free Food Program.
- Everyday Expenses Program.
- Free Clothing Program.
- Holiday Adopt-A-Family Program.
- Community Volunteers Program.

4. Are there any homeless shelters in your city?

Yolo Wayfarer Center

Wallace & Vannucci Shelter

Other homeless shelters located in Yolo County serving the homeless of Woodland.

5. What type(s) of shelter(s) does your city have?

Cold weather shelter- Yolo Wayfarer Center

Year round shelter- Yolo Wayfarer Center

Wallace & Vannucci

Women's shelter- Wallace & Vannucci Shelter

Yolo Wayfarer Center

Family shelter- Wallance & Vannucci for women with children

Men's shelter Yolo Wayfarer Center

6. Who operates the homeless shelter(s) in your community?

Grace in Action currently collaborates with nine community agencies and at least seven local businesses to provide for basic needs and services for unsheltered homeless individuals in Yolo County.

Yolo Wayfarer Center is operated by it's employees and volunteers.

No information was found on line on the operation of Wallance & Vannucci

7. How are the shelters funded?

Federal grants- HUD

City grants- including city grants from surrounding cities, such as Davis.

Private donations

Area churches

8. How is the City involved in the shelter?

The City has provided CDBG funds for the shelter in the past. (Current city plans indicating allocation of CDBG for this city were unavailable on line)

This information for this survey has been obtained through internet resources. The following links were used to gather this information.

<http://www.ci.woodland.ca.us/> City of Woodland website

<http://www.ci.woodland.ca.us/commdev/docs/HousingDocs/0304ActionPlan.pdf> most recent action plan available on line for City of Woodland (2003-2004)

<http://www.ywcmission.org/index.php> Yolo Wayfarer website

<http://insidewoodland.com/wayfarer.cfm> more info on Yolo Wayfarer Center (more helpful than it's website)

<http://www.safenetwork.net/agencydetails.cfm?id=136> info on domestic violence shelter, Wallance & Vannucci

<http://www.y3c.org/homepage.html> Yolo Community Care Continuum website

Yuba City

Population	36,758
Per capita income	\$15,928
Median household income	\$32,858
Median family income	\$39,381
Poverty rate	18.1%

(2000 Census)

1. What is your city doing to prevent homelessness?

The City facilitates the Yuba Sutter Homeless Consortium, a group of representatives from area homeless service providers whose goal is to identify homeless needs in effort to provide comprehensive services throughout the community.

Yuba City has contracts with local motels in order to provide temporary shelter.

2. What programs/services are available in your city to respond to homelessness and how are they funded?

Sutter County Welfare Department provides up to 28 days of housing for the homeless.

The Consolidated Area Housing Authority of Sutter County provides long-term housing for county residents who suddenly become homeless due to disaster or eviction.

There are several non-profit organizations in Yuba City offering facilities and services to the homeless. See below.

3. What are other non-profits/profit organizations doing in your city to respond to homelessness?

The Christian Assistance Network provides local motel rooms and rentals for a maximum stay of two weeks or financial assistance equal to that of one month's rent for victims of fire or eviction

The Twin Cities Rescue Mission provides shelter and meals for up to 5 days.

Casa de Esperanza provides shelter for battered women and children.

The Salvation Army Family Crisis Center provides priority shelter for families and single women for a maximum of six months.

Sutter Community Affordable Housing provides five units of transitional housing at the Yolo/Heiken Apartments

The House of Hope is a shelter for homeless men.

The House of Ruth provides transitional housing for homeless women and children for up to eighteen months.

Cooper Commons is a transitional housing facility for use by homeless persons with developmental disabilities for up to eighteen months.

4. Are there any homeless shelters in your city?

Twin Cities Rescue Mission

Salvation Army Depot Family Crisis Center

House of Hope

Casa de Esperanza

Cold Weather Shelter

House of Ruth

5. What type(s) of shelter(s) does your city have?

Cold weather shelter- Several agencies put together a cold weather shelter

Year round shelter- Twin Cities is a year round shelter

Salvation Army Family Crisis Center is a year round shelter

House of Hope is a year round shelter

Casa de Esperanza is a year round shelter

House of Ruth

Women's shelter Salvation Army

Casa de Esperanza

Twin Cities Rescue Mission

House of Ruth

Family shelter Salvation Army provides shelter for families and single women

Casa de Esperanza provides shelter for battered women and children

Twin Cities is a shelter for women and children

Men's shelter House of Hope is a shelter for homeless men

6. Who operates the homeless shelter(s) in your community?

These shelters are operated by the shelter's paid employees and volunteers and in collaboration with the City.

They Salvation Army operates in collaboration with Consolidated Area Housing Authority of Sutter County and the city of Yuba City

7. How are the shelters funded?

The shelters are funded through federal grants, city grants, private donations, area churches.

NO info found was on-line indicating state funding.

8. How is the City involved in the shelter?

The city of Yuba City uses its Community Development Block Grant and Redevelopment Low and Moderate Housing Set Aside funds to provide support services to homeless persons, support services to formerly homeless families, and assistance to low income families at risk of becoming homeless.

The City also works in collaboration with organizations within the community whose mission is to provide housing and services to the homeless.

The City works to develop affordable housing programs such as the Housing Rehabilitation Program and the First Time Homebuyer Program that offer favorable rates and terms.

This information for this survey has been obtained through internet resources. The following links were used to gather this information:

<http://www.yubacity.net/> City website

<http://www.agrm.org> Info on Twin Cities Rescue Mission

<http://www.crosspointebooks.com/index.html> Info on local Ministries providing services to low income and homeless

<http://www.sutteronestop.com/pdf/Press%20release%204-4-04.pdf> helpful news article describing area shelters

http://www.yubacity.net/documents/GP_Housing_Element.pdf Housing Element of Yuba City's General Plan

http://www.yubacity.net/documents/Housing_2005_Consolidated_Plan.pdf City of Yuba City Consolidated Plan