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**NAPA COUNTY
RESPONSES TO GRAND JURY REPORT
FISCAL YEAR 2005-2006**

Clerk of the Napa Superior Court
By: C. Brennan
Deputy

HOMELESS SHELTERS AND SERVICES

FINDING 1

Since their response to the 2001-02 Grand Jury Report, the City and County of Napa have done little to improve the chronic homeless outreach and to mitigate the resulting problems.

Response - Director of Health & Human Services Agency:

Director of Health & Human Services Agency (HHSA) agrees in part and disagrees in part with the finding.

HHSA agrees that during the past four years, outreach services to the chronically homeless have been negatively impacted by a number of factors, including (i) reductions in available local, state and federal funding and (ii) challenges to integrated planning and program response to the complex issues presented by the chronically homeless.

However, several local projects or programs had a significant positive impact in the ability of the community to intervene on chronic homelessness which were not mentioned in the Grand Jury's report.

Since the last Grand Jury report, HHSA launched its Community Outreach and Integration Team (COIT) targeting homeless mentally ill residents. The program provides intensive case management, rent subsidies, and "flexible funding" for other individual needs. Staffed with 3.5 full time equivalencies, the COIT program serves up to 25 mentally ill clients at a time in what is technically referred to as a "full service partnership" program model. The team also provides outreach services designed to engage people who have historically declined assistance from mainstream providers due to their mental illness and substance abuse issues. An additional ten to twenty people receive these outreach services at any one time. Since its inception, the program has served approximately 150 clients, of which approximately 80% have been housed within 60 days of service commencement. The COIT program has been housed at the HOPE Homeless Day Resource Center.

An additional 10-20 people receive limited outreach services at any given time. Outreach includes referrals and linkage to services and is designed to bring individuals into services who have typically refused assistance from mainstream providers due to substance abuse and mental illness.

HHSA and Probation have participated in a community based collaboration of interested private non-profit and public agencies to create a program known as VOICES, or

“Voicing our Independent Choices for Emancipation Services.” The program targets youth in foster care who are expected to turn 18 and emancipate directly from foster care into the community. Services can commence as early as age 16 and continue for several years after the youths’ 18th birthdays. This group has historically suffered disproportionately from homelessness, crime, unemployment, and related health and behavioral health issues. Early indications are that the ambitious program will significantly reduce the number of emancipating youth entering homelessness in Napa County.

The Project 90 Napa Valley residential substance abuse detoxification and treatment program opened in the fall of 2005. Although the program has been operating for less than a year, it is already apparent that the program is intervening on numerous persons who are homeless and addicted to alcohol or other drugs. Early indicators are that this program will also have a significant impact on homelessness and the criminal justice system. Probation, Corrections, and HHS all provide funding for Napa County residents served by the Project 90 program.

The Sullivan Shelter for homeless adults relocated in the spring of 2006 from its location in downtown Napa to a modern, 14,000 square foot facility at the South Napa Marketplace. The program continues to be operated by Community Action Napa Valley (CANV). As a part of the move, the City of Napa and County of Napa approximately doubled their funding of the CANV operating agreement to strengthen the program services being provided. Staffing has been increased, as have other program services. Drug screen testing is now required for all residents. Residents are required to be actively pursuing an individualized plan to transition from the shelter into employment and permanent housing. When appropriate, the plan includes substance abuse treatment or other appropriate services. The census at the shelter declined when the relocation occurred, largely because of the tightened program requirements. However, the census at the new shelter has gradually recovered and now stands at approximately 40, which is in line with numbers to be expected during the warm season.

The HOPE Center has also successfully intervened on hundreds of individuals and assisted them to transition into sustainable housing. The Center is addressed below in connection with Findings 2(a) and (b) and Recommendation 2.

The responding agencies unequivocally agree that additional planning, service coordination, and programming are essential to address the issue of chronic homelessness in Napa County. However, substantial progress has been made in a number of key areas since the Grand Jury last evaluated this community problem.

Response - Napa County Board of Supervisors: We agree with the response from the Director of Health & Human Services Agency.

Response - Napa County Probation Department: Chief Probation Officer agrees with the response from the Director of Health & Human Services Agency.

Response - Napa County Department of Corrections: Director of Corrections agrees with the response from the Director of Health & Human Services Agency.

RECOMMENDATION 1

“The City and County of Napa, plus all involved agencies, need to collaboratively develop coordinated policies, procedures, and services for dealing with the chronic homeless population. The goal being to provide efficient and streamline services, without duplicity of effort, culminating in the eventual reduction of the homeless population.”

Response - Director of Health & Human Services Agency:

Director of Health & Human Services Agency (HHSA) agrees with this recommendation. It has been partially, but not fully implemented. Full implementation is necessary to address the problem of chronic homelessness in Napa County. Implementation is not within the full control of our agencies, so we cannot provide a timeframe for implementation.

A “Ten Year Plan to End Homelessness” has been developed by the Ten year Planning Subcommittee of the Napa County Homeless Services Planning Council. The council is a county-wide collaboration of public and private non-profit organizations whose services are relevant to interventions on chronic homelessness or whose activities are impacted by problems resulting from homelessness.¹

The Ten Year Plan has been presented to the Napa County Board of Supervisors, as well as the city or town councils of all of the incorporated cities and towns in the county.

The plan is not binding on local agencies. The Napa County Homeless Services Planning Council does not have authority over local governments. The plan is not funded. However, it does represent a sound and detailed planning document that should be of use in the search for additional funding for homeless services.

The Grand Jury has accurately identified the next step in the local campaign against chronic homelessness. All of the governmental entities that share responsibility for responding to the complex of problems related to chronic homelessness must come together in a formal, ongoing, comprehensive collaboration to address homelessness. This includes the cities and towns, county government, and the housing authorities. No one of these entities has authority over or responsibility for all of the key factors involved

¹ The ten year planning process is an outgrowth of a planning process called the “Continuum of Care.” The federal Department of Housing and Urban Development (HUD) required that communities seeking HUD funding conduct an intensive local planning process that has evolved into the current “Ten Year Plan to End Homelessness.” It is important to note that the HUD funding stream is gradually moving away from prevention, intervention and supportive services and restricting increasing amounts of available funding to the creation of new housing stock for persons transitioning from or at risk of homelessness.

in chronic homelessness, which means that no entity, acting alone, will be able to develop a comprehensive intervention.

The County of Napa and the City of Napa have already begun discussions at the executive staff level with the goal of developing the necessary collaborative structure. County staff have made contacts with several of the other cities to engage them in the process.

In addition, Corrections, HHSA, and CANV have commenced a planning process to better manage the release of inmates from the Napa County Jail to minimize potential negative impacts on the homeless shelter.

HHSA hopes to have an inter-governmental collaboration in place by the end of the current fiscal year. As noted above, however, achievement of this goal will depend on a number of factors outside the control of the responding agencies.

Response - Napa County Board of Supervisors: We agree with the response from the Director of Health & Human Services Agency.

Response - Napa County Probation Department: Chief Probation Officer agrees with the response from the Director of Health & Human Services Agency.

Response - Napa County Department of Corrections: Director of Corrections agrees with the response from the Director of Health & Human Services Agency.

FINDING 2(A)

The Hope Center, managed by CANV, is not living up to its potential. The Center is currently with insufficiently trained persons, and is failing to adequately provide support services.

Response - Director of Health & Human Services Agency:

Director of Health & Human Services Agency (HHSA) agrees in part and disagrees in part with this finding.

Limited funding for the HOPE Center program has resulted in limitations on staffing levels, program services, and administrative support. Notwithstanding these limitations, CANV and its staff have exerted their best efforts and provided meaningful services.

CANV reports that during the period from its inception in late 2001 through June 30, 2006, the HOPE Center has enrolled over 1,300 individuals for service. Over 900 clients were moved into temporary shelters. More than 750 individuals progressed to sustainable housing. Over 800 became employed. More than 500 individuals were referred to substance abuse treatment programs, over 1,000 were able to access medical

care, and over 500 people accessed mental health services. More than 200 women were referred to domestic violence services.

While significant improvements can be made in the program, these summary statistics indicate that it is inaccurate to portray the program as ineffective.

CANV has not received the level of funding or in kind support that was envisioned at the time the program was originally developed and implemented. Shortly after the program commenced, budget reductions at the state and federal level led to reductions in funding of the CANV contract. The original plan called for a wide array of community agencies to provide "collocated" services at the HOPE Center at no cost to CANV. While HHSA, Community Health Clinic Olé, and other agencies did collocate services, a number of planned services were not able to collocate or were discontinued as the state budget crisis worsened.

While the center continues to provide intervention and support services to the chronically homeless, there is no doubt that the quality and effectiveness of those services would be improved by (i) strong interagency planning and coordination among other public and private non-profit agencies dealing with or affected by problems arising from chronic homelessness; (ii) increased staffing; and (iii) increased training and related support for staff assigned to the center.

Response - Napa County Board of Supervisors: We agree with the response from the Director of Health & Human Services Agency.

FINDING 2(B)

Public Agencies contribute money to CANV for Hope Center's operations, but provide little oversight and evaluation as to the Center's effectiveness.

Response - Director of Health & Human Services Agency:

Director of Health & Human Services Agency (HHSA) disagrees in part with this finding.

In accordance with the original operating plan for the HOPE Center, HHSA has maintained collocated staff at the center but has not been a funder of the CANV operating agreement. For this reason, HHSA has not had standing to formally oversee or evaluate services being provided by CANV. HHSA has participated in an advisory committee convened by CANV in connection with its program activities. The committee also includes representatives of the First United Methodist Church, the Salvation Army, Clinic Olé, and neighbors.

Response - Napa County Board of Supervisors: We agree with the response from the Director of Health & Human Services Agency.

RECOMMENDATION 2:

The City and County of Napa need to increase their oversight of CANV operations, develop a method for evaluating the effectiveness of the homeless services provided, and find ways to assist CANV with their fundraising efforts toward affording more staffing and training for the Hope Center staff.

Response - Director of Health & Human Services Agency:

Director of Health & Human Services Agency (HHSA) neither agrees nor disagrees with this recommendation. The recommendation requires further analysis.

The recommendation refers to "CANV operations." It appears within the Grand Jury report under the heading "Homeless Day Resource Center," however, it is not clear from its wording whether the recommendation is limited to the HOPE Center program or embraces all of the CANV programs relating to homelessness.

Neither HHSA nor any other County agency is a funder of the HOPE Center. The HOPE Center is geographically located within the City of Napa. Neither HHSA nor the county has the authority to "oversee" operations at the HOPE Center. HHSA can, and does, participate in the advisory group mentioned above.

HHSA is the lead agency for the County's contract with CANV for the operation of the homeless shelter program recently relocated to the South Napa Marketplace. As noted above, both the City and the County are funders of the shelter program. CANV raises additional revenue for the shelter program through fundraising. This agency contribution was solicited as a part of the request for proposals through which CANV was awarded its contract to continue providing shelter services at the new facility location. The City and County approximately doubled their level of funding for this contract at the time that the shelter was relocated. In connection with the relocation, HHSA also increased its contract oversight activities and its level of communication with CANV.

HHSA manages approximately 350 separate contracts with over 200 community based organizations and individual providers. A substantial number of these organizations are non-profit charities that rely on fundraising to sustain their operations. While HHSA works collaboratively with its contracting providers to support their development efforts, the extent to which it is appropriate for the agency to single out and assist specific providers in their fundraising activities is limited by standards of fairness and ethics.

Several of the HHSA staff assigned to assist in the relocation of the shelter and administer HHSA's contract with CANV have informally joined with staff of the City of Napa, The Gasser Foundation, and the contractor who built the new shelter facility to participate in a fundraising event to benefit the new shelter program. Their participation, however, represents personal donations of time and money, rather than a formal fundraising commitment by HHSA or the county.

HHSA will continue participating in the emerging county-wide collaborative of public agencies involved in issues relating to chronic homelessness, also mentioned above. The goals of such participation include (i) creating a protocol for interagency planning and coordination among other public and private non-profit agencies dealing with or affected by problems arising from chronic homelessness; (ii) development of additional revenues and other resources to be directed toward homeless issues; and (iii) development of systems for the evaluation of the various homeless services being provided throughout the community, irrespective of provider or funder.

HHSA would be pleased to provide the Grand Jury with a follow up report on this topic in six months. Because responsibility and authority for programs targeting chronic homelessness are shared by multiple governmental entities, HHSA is unable to provide a definite timetable for implementation of the necessary collaborative programs.

Response - Napa County Board of Supervisors: We agree with the response from the Director of Health & Human Services Agency.

NAPA COUNTY JAIL REPORT

FINDING 1

Napa County holds approximately \$720,000 in the Inmate Welfare Trust Fund and is waiting to implement inmate programs until a permanent NCDC Director is appointed.

Response - Napa County Director of Corrections:

Director of Corrections disagrees with the finding and recommendation.

The Grand Jury Report findings include the following excerpts:

“When inmates are booked into the jail, procedures are in place to secure and maintain their personal property until they are discharged. The secured monies are kept in the Inmate Welfare and Trust Fund. If inmates fail to claim the secured monies at the time of their release, the abandoned monies remain in the fund, which also contains income from other sources such as inmate canteen sales and commissions from pay telephones.”

“Napa County holds approximately \$720,000 in the Inmate Welfare Trust Fund and is waiting to implement inmate programs until a permanent NCDC Director is appointed.”

In order to properly respond to this finding and associated recommendation, there needs to be some clarification regarding the Department’s trust funds. There are two separate trust funds administered by the Department of Corrections. Funds are not co-mingled. The two funds are the Inmate Welfare Trust Fund and the Inmate Cash Trust Fund.

The Inmate Cash Trust Fund holds money that inmates had on their person when they were booked into custody, and any monies that are deposited for them during their incarceration. Inmates can submit requests to use this fund to buy commissary items from the Inmate Commissary that the Department of Corrections operates and telephone cards for use in the special inmate phones located in the housing areas in the jail. At the time of release from custody, the release process includes obtaining an accurate, up-to-date dollar amount of the money left in the Inmate Cash Trust Fund for that person. A check is written and signed by the Corrections staff that are authorized to do so, and given to the person at the time of release. If the amount is under \$10.00, a small amount of petty cash is on hand to give the person the cash instead of a check Monday through Friday 8:00AM to 5:00PM. If, for some reason, this process did not occur, then attempts are made to mail or contact the person to refund the money to them. If these attempts fail, then after three years, unclaimed monies are then transferred to the Inmate Welfare Fund.

As of June 30, 2006, there was a total of \$68,524.33 in this fund, which includes \$29,504.24 in the checking account used to provide checks to inmates at the time of their release from custody for the balance of their account.

The Inmate Welfare Trust Fund consists of funds from the following sources: (i) proceeds received from inmate telephone usage; (ii) proceeds from the inmate commissary and; (iii) proceeds from unclaimed monies transferred from the Inmate Cash Trust Fund. Allowable uses are defined under Penal Code Section 4025(e) as follows. In Napa County, the Director of Corrections has the authority and responsibility attributed to the sheriff.

“The money and property deposited in the inmate welfare fund shall be expended by the sheriff primarily for the benefit, education, and welfare of the inmates confined in the jail. Any funds that are not needed for the welfare of the inmates may be expended for the maintenance of county jail facilities. Maintenance of county jail facilities may include, but is not limited to, the salary and benefits of personnel used in the programs to benefit the inmates, including, but not limited to, education, drug and alcohol treatment, welfare, library, accounting, and other programs deemed appropriate by the sheriff. Inmate welfare funds shall not be used to pay required county expenses of confining inmates in a local detention system, such as meals, clothing, housing, or medical services or expenses, except that inmate welfare funds may be used to augment those required county expenses as determined by the sheriff to be in the best interests of inmates. An itemized report of these expenditures shall be submitted annually to the board of supervisors.”

A permanent NCDC Director is not needed to expend Inmate Welfare Fund monies, nor to implement new uses of the funds. During the past fiscal year, there have been new expenses authorized to support allowable inmate programs.

In the 2005-2006 fiscal year, \$335,554.02 from the Inmate Welfare Trust Fund was spent on services and programs for the inmates including: commissary items and part-time staff

to support the commissary; a cook, a maintenance worker position; and an Inmate Services Coordinator position; as well as drug and alcohol counseling, anger management, and parenting classes.

In fiscal year 2006-07, Inmate Welfare Trust Fund monies will be used to continue to support those programs and positions funded in years past. In addition, the Department is developing plans for the use of the Inmate Welfare Trust Fund as part of the outcome of the Adult Corrections Master Plan process. The funds will be used to target specific inmate needs to implement new services and programs based on "evidence-based" research findings so that "best practices" are used in providing needed services to jail inmates.

The balance in the Inmate Welfare Fund as of June 30, 2006 was \$665,307.06

Response - Napa County Board of Supervisors: We agree with the response from the Director of Corrections.

RECOMMENDATION 1

The Interim Director needs to immediately begin using the Inmate Welfare and Trust Fund for various inmate programs.

Response - Napa County Director of Corrections: See response to Finding 1.

Response - Napa County Board of Supervisors: See response to Finding 1.