

City of Burlington / CDBG 2011 Application Form

Eligibility _____ National Objective _____ NRSA _____
(Office Use)

Project # PS2
(Office Use)

Project Name: COTS Daystation/Streetwork Program

Project Location/Address: 179 South Winooski Avenue, Burlington

Organization: Committee on Temporary Shelter (COTS)

Mailing Address: PO Box 1616, Burlington, VT 05402

Contact: Becky Holt

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I. CDBG Funding Request:

\$ 10,000

II. Project Summary: Briefly describe the project or program to be funded with CDBG. (Please use a one or two sentence description – there is room in Section IV for more detail.)

COTS Daystation is the only daytime drop-in shelter for homeless adults in Burlington. The program provides shelter from the elements, a noontime meal, and weekly educational sessions on health, nutrition, and housing. Guests are linked to our Streetwork Program, where they receive case management services.

III. Description of Organization: Describe the capacity of your organization to successfully carry out the program activities. What is your mission, and how do the proposed activities fit with your mission?

COTS' mission is to provide emergency shelter, services, and housing for people who are without homes or who are marginally housed. COTS advocates for long-term solutions to end homelessness, and we believe that decent affordable housing is a fundamental human right. We use a Continuum of Care model -- taking care of people's basic needs first, then the support services necessary to gain independence and affordable housing. All of our programs are designed with the goal of helping people break the cycle of poverty and dependence.

Founded in 1982, COTS serves about 1,600 homeless persons each year. Our emergency services include COTS Waystation and Eagles Nest for single adults, COTS Family Shelters (three 24-hour shelters for children and their families), and the COTS Daystation (a daytime drop-in shelter for the homeless). The Streetwork Program and Families in Transition provide vital support services to homeless single adults and families, respectively. COTS also operates two permanent housing residences, St. John's Hall and the Wilson Hotel, and one transitional housing program, the Smith House. As part of the Housing Resource Center, a Bridge Fund is available to help homeless individuals who are ready to transition into permanent housing with financial assistance to pay security deposits and secure permanent, affordable housing. The Homelessness Prevention Fund provides low-income households in financial crisis with the monetary support necessary to avert homelessness.

All of our programs are closely connected to our mission of meeting basic needs and creating long-term solutions to end homelessness. COTS Daystation and Streetwork Program work together to meet the basic needs of homeless people in Burlington by providing safe refuge from the elements and the support services necessary to help them gain independence and stable housing.

IV. Project Description:

- a. Describe the specific activities to be carried out by your project with CDBG dollars and the accomplishments you plan to achieve. Please distinguish the total number to be served from the number of Burlington clients to be served. Be specific about the tasks / work that CDBG will pay for. Use the table below, adding rows if necessary. You may add narrative below the table if needed for further description.

Specific Service / Activity:	CDBG will pay for:	Unduplicated Total # of Households / Persons to be Served in this Service / Activity:	Unduplicated Total # of Burlington Households / Persons to be Served:	Outcome(s) to be Achieved:
Coordinate on site educational sessions and health screenings with community agencies (weekly)	Coordinate on site educational sessions and health screenings with community agencies (weekly)	800	600	Hold 52 educational sessions to provide our guests with vital information about health, nutrition, housing and education, such as: disability rights and resources; HIV prevention; conflict resolution; Veterans advocacy groups, and basics of nutrition.
Provide decent and safe daytime shelter	Shelter staff salary, benefits and fringe	800	600	Provide daytime shelter and support services to an estimated 800 different homeless individuals each day of the year.
Provide daily nutritional supplements	Shelter staff salary, benefits and fringe	800	600	Provide 356 nutritional noontime meals (fresh fruits and vegetables, milk, etc.)
COTS case managers set up Individual Service Plans (ISPs) with clients	Shelter staff salary, benefits and fringe	400	120	Link 30% of our clients with at least one month of COTS case management
Connect clients to other community agencies/additional support services	Shelter staff salary, benefits and fringe	600	450	Link 75% of our clients with other local support services over the course of one year.
Hold weekly job skills program and connect clients with employment	Shelter staff salary, benefits and fringe	400	300	Increase the number of individuals attending weekly job group meetings to an average of 10; Help 50% of our individual clients leave shelter with employment income

Clients who utilize the Daystation have access to resources (voicemail and email, a nutritional meal, job opportunities) as well as a designated case manager with whom they meet on a regular basis and develop an ISP and housing plan. ISPs focus on goals and objectives that will move homeless individuals toward permanent housing. Case managers conduct intake with new clients every day at the Daystation at 10 a.m. The weekly educational and health sessions include disability rights and resources, HIV prevention, cold weather survival (hypothermia), basic nutrition, veterans support, and diabetes, blood pressure and Hepatitis B & C screenings. The Streetwork program provides case management services to assist homeless or marginally housed individuals to meet immediate needs (i.e. clothing, food, health care, personal needs items, etc.) and work on overcoming obstacles to secure housing (assistance with applying for benefits, insurance, financial assistance programs, etc.).

b. If you plan to pay for staff with CDBG funding, describe what they do in relation to the specific service(s) / activity(ies) described above. All staff that appear in the salary / benefits line items in your budget (Section XV) must be described below. Add rows if necessary.

Specific Service / Activity	Position/Title	Work Related to CDBG-Funded Activity	# of Hours per Week spent on this Specific Service / Activity	% of Hours per Week spent on this Specific Service / Activity to be paid with CDBG
Provide decent and safe daytime shelter; Provide daily nutritional supplements; Hold weekly educational	Daystation Peer Support Staff (GV)	Encourage clients to engage with case management; Help to provide a safe drop-in center for clients	40	7.5%

sessions and health screenings				
Provide decent and safe daytime shelter; Provide daily nutritional supplements; Hold weekly educational sessions and health screenings	Daystation Peer Support Staff (LV)	Encourage clients to engage with case management; Help to provide a safe drop-in center for clients	40	7.5%
Provide decent and safe daytime shelter; Provide daily nutritional supplements; Hold weekly educational sessions and health screenings	Daystation Peer Support Staff (KL)	Encourage clients to engage with case management; Help to provide a safe drop-in center for clients; Hold weekly job skills program	40	7.5%

V. Beneficiary Information

a. For each service / activity you identified in Section IV, please project how the Burlington residents will break out into the following income categories. Use the Income Table at http://www.cedoburlington.org/cdbg/income_limits.htm.

Service / Activity:	Unduplicated Total # of Burlington Households / Persons to be Served:	# Extremely Low-Income	# Low-Income	# Moderate-Income	# Above Moderate-Income
Hold weekly educational sessions and health screenings	600	570	30		
Provide decent and safe daytime shelter	600	570	30		
Provide daily nutritional supplements	600	570	30		
Case managers set up Individual Service Plans (ISPs) with clients	120	114	6		
Connect clients to other community agencies/additional support services	450	428	22		
Hold weekly job skills program; connect clients with employment	300	285	15		

b. Please provide a single unduplicated total beneficiary count below:

Unduplicated Total # of Burlington Households / Persons to be Served:	# Extremely Low-Income	# Low-Income	# Moderate-Income	# Above Moderate-Income
600	570	30		

c. How will/do you document beneficiary income levels?

COTS case managers for single adults track this information after they begin working with a client and record it in our database. About 95% of our clients fall into the extremely low income (30% of median) bracket making \$0 to \$10,000 a year and 5% are low income (50% of median).

VI. Problem Statement

a. What particular problem or need will this project address?

This project addresses the needs of the most vulnerable residents of Burlington – homeless adults who have no other protection from the streets. Without the Daystation, an average of 55 homeless men and women would be homeless on the streets each day. In the winter, this could have dire consequences. Many also depend on the afternoon meal — the only midday meal for homeless individuals in the community. For the most vulnerable individuals in our community, the Daystation is the only daytime refuge from the elements where they can receive intensive support services at the same time. The only time COTS turns someone away is if there is a behavioral issue that would make them temporarily or sometimes permanently inappropriate for services, or the client could jeopardize the safety of others.

b. How was this need identified?

COTS identified the need for support services in 1984, when we realized that a bunk and a blanket was not enough to help some individuals make the transition from emergency shelter to permanent housing. We expanded our Daystation services to include vital educational opportunities about health, nutrition, housing and employment. We also consulted with the United Way of Chittenden County to create the Streetwork Program to provide our clients with intensive case management services to help people achieve their highest level of functioning and independence. Homelessness is the result of several factors, but the common denominator is the high cost of housing. According to the National Low Income Housing Coalition (NLIHC) and the Vermont Affordable Housing Coalition, the Fair Market Rent (FMR) for a two-bedroom apartment in the Burlington-South Burlington Metro Area is \$1,116. An estimated 55% of renters in Vermont do not earn enough income to afford a two-bedroom apartment at the FMR.

c. Why is this a funding priority for Burlington?

By funding the Daystation, Burlington ensures safe and decent daytime shelter for an average of 55 homeless persons each day. Without the Daystation, these men and women, including veterans, the elderly, and the disabled, would be forced to wander downtown Burlington all day or rely on public spaces (e.g., the library, local shops) for shelter and restroom facilities. The project address the immediate needs of homeless persons, and helps people achieve their highest level of functioning and independence. COTS Daystation provides a warm, safe refuge from the streets and also links 75% of clients to COTS Streetwork Program or other local partner agencies, such as Women Helping Battered Women, HowardCenter, Safe Harbor and Vermont CARES. By providing direct social services onsite, COTS links individuals to the services they need to overcome the obstacles to permanent housing.

VII. Program Goals: How will this project reduce the number of people living in poverty? Will it help people move out of poverty? Prevent people from entering poverty? Address basic needs of people living in poverty?

This project benefits low and moderate-income residents by meeting people's most immediate needs and then provides them with the support necessary to gain independence and stable housing. Without the shelter and educational opportunities at the Daystation, along with intensive support services offered by COTS Streetwork, it would be extremely difficult for homeless persons to regain independence and secure affordable housing. The goals of the program, then, are twofold: 1) To provide safe, decent shelter during the day; and 2) To provide educational and social services to help people get back on their feet.

a. Are you targeting any specific disadvantaged population/group of people? If so, who are they? (i.e., people with disabilities, minorities, women with children living in poverty, people with limited English proficiency, at-risk youth, etc.)

COTS serves the most vulnerable residents of Burlington — single men and women who have no other refuge from the streets. Our guests include veterans, elderly, mentally ill and disabled individuals.

VIII. Equal Opportunity/Accessibility: How do you make sure your programs are accessible to all and culturally appropriate? What equal opportunity efforts do you make in hiring and, if applicable, Board recruitment?

COTS engages in aggressive outreach efforts to connect with everyone in need of safe and decent emergency shelter. We have hired formerly homeless persons on staff to work in our shelters. This creates a level of trust and empathy and ensures that our programs are culturally appropriate. We always identify ourselves as an Equal Opportunity Employer (EOE) when recruiting staff and we save two spots on our Board of Directors for individuals who have experienced homelessness.

IX. Impact and Evaluation:

a. How do you define success? How do you measure it? How many of your beneficiaries achieve it?

We evaluate the program by tracking the following specific outcome measurements:

- Number of sign-ins at Daystation, i.e. the number of homeless individuals served in a safe environment;
- Number of unduplicated persons using the Daystation per year;
- Number of weekly educational sessions;
- Number of meals served, including daily nutritional supplements, such as fruits, vegetables, milk and juice;
- Number of on-site health screenings;
- Number of people engaged in case management services.

b. If this is an existing project:

1. What were your projected accomplishments for your most recent completed funding period or fiscal year?

- Provide daytime shelter to an estimated 800 different people (about 55 sign-ins per day);
- Link 70% of clients with case management and/or local support services;
- Hold weekly educational sessions re: health, nutrition, employment, housing, HIV prevention, conflict resolution, veterans advocacy groups and basic nutrition;
- Hold on-site health screenings for diabetes, high blood pressure and hepatitis;
- Provide daily nutritional supplements.

2. What were your actual accomplishments for that period? If you did not meet projections, please explain (i) why and (ii) how you will overcome that issue in the future.

- Provided decent and safe daytime shelter and support services to an estimated 779 different homeless individuals each day of the year;
- Held 90 educational sessions to provide our guests with vital information about health, nutrition, housing and education, such as disability rights and resources, HIV prevention, conflict resolution, veterans advocacy groups, and basics of nutrition;
- Held vital on-site health screenings for diabetes, high-blood pressure, and Hepatitis B & C;
- Provided daily nutritional supplements, such as fresh fruits and vegetables, milk, and juice;
- Held 40 job group meetings;
- Linked 31% of our clients with COTS case management and linked 100% of our clients with other local support services over the course of one year.

(i)

Linking with case management means that once a client signs in at the Waystation for the first time he/she must go to an intake and orientation at the Daystation and meet with a case manager who will connect him/her to appropriate services, such as applying for benefits, finding housing, etc. If the client refuses to meet with a case manager he/she cannot stay at the Waystation for more than two weeks. One reason this goal is not at 100% is because some clients receive case management from another organization (i.e. if a client is severely mentally ill he/she will have a case manager at HowardCenter). COTS links clients with agencies that have expertise in those areas. COTS serves a large number of individuals with varying degrees of mental illness. This specific population tends to be resistant to receiving help and services and is much harder to link to case management, regardless of our

policy/ requirement. The population we serve is transient, and often clients will use the Daystation or Waystation for a short period of time only to move out of the area before we can provide them with consistent case management. The COTS Daystation is designed to be a low threshold support system where clients can receive warm, safe shelter from the elements without having to provide an entire history and personal information to receive services.

(ii)

In 2009, the COTS Daystation began holding a weekly job group with the goal of providing a supportive environment for job seekers, developing skills needed for applying and retaining jobs, and discussing challenges of the job search while experiencing homelessness. Individuals set up day labor jobs, receive transportation to interviews and training programs, and are connected to opportunities because of access to phone and Internet. We will continue to support employment-seeking activities. Additionally, we will work with Vermont 2-1-1 to identify all employment programs and support services available for homeless persons.

X. Community Participation & Partners

a. How are the community and/or program participants involved in decision-making and in identifying the program need, design and/or evaluation?

COTS helped develop the Chittenden County Homeless Alliance during the late 1980s and is an active member along with: Burlington Emergency Shelter Ministry, Champlain Housing Office of Economic Opportunity, Homeless HealthCare Project, Howard Center for Human Services, Lund Family Center, Mercy Connections, ReSource, Salvation Army, Spectrum Youth & Family Services, Vermont CARES, Vermont Housing Finance Agency, Women Helping Battered Women, and Youth Build. The COTS staff works closely with our partners to link clients with services; we also meet monthly where the alliance discusses common needs, problems and overall goals. Our Board of Directors comes from the community, and program participants are directly involved in the organization. We consistently hire formerly homeless people as staff, and we reserve two spots on our Board committees for former clients as well. We conduct regular meetings to give our shelter guests a chance to voice their opinions on the program and offer suggestions for improvement.

b. What other agencies or sectors (i.e., government, private) do you work with on this project/program?

COTS' executive director, Rita Markley, is a member of the Vermont Inter Agency Council to End Homelessness. The council brings together representatives from all relevant federal and state agencies including: Vermont Office of Economic Opportunity, Corrections Department, Department of Health, Department of Housing and Community Affairs, Office of Drug and Alcohol Prevention, Department of Children & Families, Veterans Affairs, and Social Security Administration. COTS is the lead entity for the Continuum of Care planning process in Chittenden County. As mentioned above, COTS meets with the Chittenden County Homeless Alliance once a month to streamline services, identify trends and advocate for changes in local, state and national policy.

XI. Sustainability

a. How will this project have a long-term benefit to the City of Burlington?

We offer refuge from the streets for hundreds of Burlington residents annually: Without adequate shelter and support, downtown Burlington would have more than 100 homeless families and individuals wandering the streets daily. These programs focus exclusively on serving the lowest-income Vermonters.

b. If the project ends, will that benefit continue?

There is no end in sight for COTS services, and providing daytime shelter and case management to the most vulnerable individuals in our community is central to the success in moving people into permanent housing.

c. If CDBG funding ends, will the project be sustainable (i.e., able to continue)?

We will sustain our project in future years through private contributions, United Way support, foundation grants and government grants. More than half of our support comes from public donations within the community.

XII. Consistency

a. What Consolidated Plan objective does this project support?

This project directly supports the Consolidated Plan goal of decent housing and protecting the most vulnerable, through the development of additional capacity to serve those who need permanent housing but are resistant to traditional service models; providing the resources necessary to help people maintain a stable housing situation and prevent homelessness; and developing better ways of measuring who are homeless and what their individual needs are. Furthermore, our Streetwork project and work force development group addresses increased economic development by helping to reduce barriers to economic opportunity.

b. What other City plans, if any, does this project support or complement?

This project is consistent with Burlington's 10-year Plan to End Homelessness, as it contributes to the efforts to: increase percentage of homeless persons staying in permanent housing over six months; increase percentage of homeless persons employed at program exit; decrease the number of homeless households with children; and increase the percentage of homeless persons moving from transitional to permanent housing.

XIII. Readiness to Proceed

- a. Is the project ready to begin July 1, 2011 and be completed by June 30, 2012?** Yes.
- b. If not, what are the expected start and completion dates?** N/A
- c. Are there any other conditions that may affect your ability to begin or complete this project?** No.

XIV. Financial Narrative

a. Why should CDBG resources, as opposed to other sources of funding, be used for this project?

CDBG funds are a vital piece of support for this program. Traditional sources of funds, such as the U.S. Department of Housing and Urban Development, have significantly reduced the grant awards to communities such as Burlington. COTS does all it can to raise money from the private sector, but we still need support from CDBG to maintain services.

b. Describe your use of community resources. For example, will your project be matched or leveraged with other funding sources or resources (such as volunteers) that don't appear in the budget summary below?

COTS leverages the time and talents of thousands of community members each year:

- We are a service site for the AmeriCorps and AmeriCorps/VISTA program, as well as a field placement site for graduate students in University of Vermont's School of Social Work. Nursing students from UVM provide health screenings and nutritional education.
- More than 400 volunteers work for COTS each year, helping in a range of roles including direct service with clients, fundraising, and support for staff.

c. Has your organization had any significant changes in funding levels over the last year? If so, please describe.

Given the continued stagnant job market, unemployment rates and shortage of Section 8 vouchers and affordable housing units, COTS is in its third year of higher need, as a result of the recent recession. In 2009, we opened a temporary overflow emergency shelter, in building on loan from Champlain College. This additional facility increased COTS' shelter capacity by 50 percent, and provides shelter for 10 additional families and 16 single adults. The operating costs have increased our budget by more than \$300,000 each year for the past two years. Additionally, we have had funding shortfalls over the past year. The annual COTS Walk was \$45,000 short of goal. Many foundation grant awards also have been smaller this past year.

d. What percent of Agency funds are used for administration vs. program costs?

8 percent of funds are used from administrative costs.

XV. Budget

a. Summary

	Project		Agency	
	Current	Projected	Current	Projected
CDBG	\$8,000	\$10,000	\$24,500	\$ 32,000
State			\$89,000	\$144,000
Federal			\$832,216	\$775,646
• PEER	\$57,000	\$62,300		
United Way	\$21,800	\$21,800	\$122,293	\$148,500
Private				
• Donations from special events, foundations, individual donors	\$170,696	\$160,752	\$1,550,000	\$1,530,000
Program Income			\$291,552	\$288,652
Other				
Total	\$257,496	\$254,852 **	\$3,334,801	\$3,336,799

* Must match your CDBG request amount on Page 1.

** Must match in all three boxes on Pages 7 and 8.

b. Proposed Project Budget Sources

CDBG	\$ 10,000*
Other Federal – please specify funder and program (i.e., HUD – Emergency Shelter Grant, etc.)	
• PEER grant	\$62,300
State – please specify funder and program (i.e., Department of Health – AIDS Prevention, etc.)	
United Way of Chittenden County	\$21,800
Private – please specify (i.e., individual donations, foundations, faith-based organizations, etc.)	
• Donations from special events, foundation grants, and individual donors	\$160,752
Other – please specify (i.e., fee-for-service, etc.)	
TOTAL	\$254,852**

c. Proposed Budget Uses

Line Item	CDBG	Other	Total
Salary/Wages	\$8,750	\$133,940	\$142,690
FICA	\$669	\$10,318	\$10,987
Fringe	\$581	\$21,688	\$22,269
Operations		\$68,906	\$68,906
Client Services		\$10,000	\$10,000
TOTAL	\$ 10,000 *	\$244,852	\$254,852**

* Must match your CDBG request amount on Page 1.

** Must match in all three boxes on Pages 7 and 8.