

Solutions for Treatment Expansion Project (STEP)

Final Evaluation Report

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Prepared for Futures Associates, Inc.

by Kristen Donovan, Ph.D. & Lisa Garbrecht, Ph.D.

EVALCORP
Research & Consulting

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INTRODUCTION

In May 2008, EVALCORP Research & Consulting was contracted by Futures Associates, Inc. to design and conduct an evaluation of the Solutions for Treatment Expansion Project (STEP), funded for two years by The California Endowment and administered by Futures Associates, Inc. The following report serves as the Final Evaluation Report, summarizing project accomplishments and evaluation findings for the STEP initiative, emphasizing outcomes and findings from the second year of project implementation (i.e., May 01, 2009 through June 15, 2010).¹

Overview of the STEP Initiative

Project Background

Providers of residential services for persons with disabilities (e.g., persons with mental illness, those addicted to alcohol and other drugs (AOD), seniors) have found it increasingly difficult, if not impossible, to get necessary zoning and land use approvals from their local governments to open new programs and other forms of housing or to expand existing ones. Most providers see their options as being very limited, with many having experienced local government officials blocking housing or the siting of new or expanded residential facilities claiming community-based NIMBY concerns. In fact, in recent years several bills have been introduced in legislative sessions to restrict or eliminate altogether residential programs serving persons with disabilities and housing such as sober living.

STEP was originally created in the early 2000s to combat community resistance against residential alcohol and drug treatment providers in San Diego County. Since that time, the program has evolved into the current initiative which works in five Southern California Counties and at the statewide and national level to expand access to residential treatment and housing for persons with substance abuse problems, mental illness, and other persons with disabilities by advocating for the application of fair housing laws as they apply to group homes and other residential treatment settings. A more in depth explanation of STEP's evolution during the two years prior to this initiative is provided below.

Evolution of STEP

In early 2006, Futures Associates, Inc. was awarded its first grant through The California Endowment to continue the STEP policy advancement preparedness work begun several years prior. As part of that initiative, project staff and regionally based core planning groups in San Diego County worked to streamline the process for those intending to site a treatment facility within a community. Initially, STEP was advocating for modifications to the Conditional Use Permit (CUP) application process for residential alcohol and drug treatment programs throughout San Diego County; more specifically, via the strategic advancement of a STEP Addendum to the CUP Application for Residential Alcohol and Drug Treatment Programs by local STEP team members to their local governments.

During the first year of its first initiative with The California Endowment, STEP staff became aware of the application of fair housing laws to the CUP process for residential alcohol and drug treatment programs. STEP consulted with the Fair Housing Council of San Diego and learned that the federal Fair Housing Act Amendment in 1988 provided specific protections for residential programs serving persons with disabilities. The project discovered how fair housing laws provide tools for elimination of discrimination

¹ The STEP initiative was extended six weeks due to remaining funds allowing the project to operate until June 15, 2010.

against group homes and other residential settings for persons with disabilities, and began formulating those messages. Residential providers, their funders and advocates, along with many representatives of local governments did not know that residential providers serving persons with disabilities were experiencing illegal discrimination and other barriers at the hands of their local governments. After undergoing extensive independent study and consultation, STEP staff concluded that any local government that bases its denial of a use permit to a residential substance abuse program on NIMBY concerns puts itself at risk for being in violation of fair housing laws. With this knowledge, STEP evolved from a data-driven approach aimed at combating NIMBY by advancing discussions with local decision makers regarding the benefits to communities of residential alcohol and drug treatment programs, to an approach of changing norms regarding the application and enforcement of fair housing laws.

By early 2007, the first STEP initiative began integrating fair housing information into its purpose, objectives, project related materials, and media efforts. STEP continued with its initial approach of advancing its policy agenda of the proposed CUP Addendum, presenting fair housing laws along with other supporting data. The CUP Addendum helped keep the focus on land use issues and provided an entry point for discussing fair housing laws with planners and decision makers.

By the project's completion in April 2008, STEP expanded beyond the CUP application process for residential alcohol and other drug treatment providers in San Diego County, to encompass land use issues for other residential service providers for persons with disabilities in other Southern California Counties as well as at a statewide level. STEP culminated into a community change project that sought to increase access to residential services through reducing discrimination in land use decisions and changing the practices of local governments from violating fair housing laws.

STEP realized that it would take coordinated strategic action by providers of residential services for persons with disabilities along with their advocates in order to eliminate these barriers to persons with disabilities in zoning and land use decisions made by local governments. Therefore, this second STEP initiative focused on building capacity towards the elimination of barriers in zoning and land use decisions in multiple Southern California counties was proposed and funded by the California Endowment in May 2008.

Purpose

Building upon STEP's previous work, the purpose of this initiative is to expand access to residential treatment and housing for persons with substance abuse problems, mental illness, and other persons with disabilities by advocating for the application of fair housing laws as they apply to group homes and other residential treatment settings in San Diego, Orange, Riverside, and San Bernardino counties. In addition, Los Angeles County was added to the STEP initiative near the onset of the project due to the immediate need to address impending ordinances in that county that would prohibit sober living facilities.

To achieve its purpose, the STEP initiative uses an environmental prevention community change model, developed by the Institute for Public Strategies, with its outcomes built around the core strategies of intentional organizing, applied data and research, policy and enforcement, and media advocacy. With this framework, STEP set out to support the establishment of groupings of providers and advocates serving housing for persons with disabilities in each county and to start to build regional cross sector knowledge and advocacy of fair housing and zoning and land use laws as they apply to this population.

STEP sought to create a template of successful strategies for other communities to use in changing the practices of local governments. Other key strategies of the project were to:

- Conduct a needs assessment within each county to determine land use procedures and practices, as well as the number of providers seeking program siting or expansion.
- Develop capacity within each county for advocating elimination of barriers in zoning and land use decisions aimed at providers for persons with disabilities, and develop and implement strategies for providers to seek to establish new programs or increase capacity in existing ones, including identification of “test cases.”
- Develop strategic media plans for electronic media venues as well as local and regional print media serving the target areas.

Outcomes

The intended outcomes for the two-year term of the STEP initiative are listed below.

1. Expand access to residential treatment and independent living for persons with substance abuse problems, mental illness and other persons with disabilities by:
 - a. Training and mobilizing providers and advocates to reduce zoning and land use discrimination as it applies to these residential settings in the counties of Los Angeles, Orange, Riverside, San Bernardino and San Diego.
2. Increased capacity of local service providers, advocates and government agencies to apply fair housing laws in local jurisdictions as evidenced by:
 - a. Training for at least 20 advocates on fair housing and the California Housing Element Law; and
 - b. Providing 100 units of technical assistance to providers, administrators and local government officials.
3. Increased public awareness of fair housing laws’ application to residential treatment and housing services as evidenced by:
 - a. Six media placements per year; and,
 - b. At least 12 advocates trained as media spokespersons for awareness of and adherence to fair housing laws relative to residential and other housing services for all persons with disabilities.
4. Expansion of residential treatment and housing services as evidenced by:
 - a. Documentation and dissemination of a template for advocates to use within local governments; and
 - b. Production of a toolkit for use by providers and advocates to apply federal fair housing laws in other regions throughout the state and country.

EVALUATION DESIGN

A comprehensive formative evaluation design was used to assess the implementation and corresponding outcomes of the STEP initiative. The purpose of a formative evaluation is to assist in shaping project development and to strengthen the implementation of newer or evolving initiatives, such as STEP, through the use of evaluative data fed back to project stakeholders at regular intervals.

The evaluation approach was participatory and included input from key stakeholders throughout the evaluation. Thus, STEP staff was involved throughout the process and took an active role in shaping data collection instruments, conducting the Community Assessment and training surveys, identifying key informants, and interpreting evaluative findings.

Evaluation Research Questions

The primary questions investigated through the evaluation included:

1. To what extent did STEP achieve its intended outcomes?
2. What changes or modifications were made to the project's outcomes and/or implementation plan?
3. Were any challenges/barriers/opposition encountered during STEP's implementation? If so, how were they overcome?
4. What is the most effective advocacy strategy?
5. Who are the "right" partners for effecting change?
6. What were the primary lessons learned?
7. What are recommendations for replication of similar initiatives in the future?

Data Collection Strategies

Throughout the two years of the STEP initiative, a variety of strategies were used to inform and guide the project's efforts, collect evaluative data, and address the research questions posed for the study. Given the nature of the project and STEP's desire to disseminate findings from the initiative to providers, advocates and local and state government officials, it was determined that a combination of quantitative and qualitative data collection techniques would be most appropriate. The evaluation plan called for document reviews, observational methods, survey research, and structured interviews with key informants and STEP staff.

Document Reviews

Since the beginning of the evaluation, comprehensive reviews of all project-related documents have taken place. Selected examples of the types of documents/materials that have been used to inform the evaluation and the development of data collection instruments and strategies included: the STEP Grant Proposal to The California Endowment; Federal Fair Housing Act Amendments Act of 1988 - Key Provisions; Housing Element Compliance Report; all STEP Issue Briefings, all STEP Spokesperson Training materials; all STEP Tool Kit Training materials; Assembly Committee presentation slides, STEP Interim Grant Report Forms to The California Endowment; STEP Matrix of Group Homes Types in California and the Laws that Regulate Them; City of Riverside Staff Report and Ordinance No. 6733 placing a moratorium on parolee/sober living housing; City of San Bernardino Ordinance prohibiting parolee/sober living homes; Minutes from the City of San Bernardino Joint Regular Meeting of the Mayor and Common Council and Community Development Commission; Op-Ed media pieces; and other pertinent research/literature and data collected by STEP staff. Including and in addition to the above mentioned materials, reviews were done of all trainings/presentations (see Appendix A), technical assistance tracking tools (see Appendix B), and a sampling of media outputs (see Appendix C) produced by STEP.

Observational Methods

As part of the evaluation strategy, evaluators participated in STEP Tool Kit and Spokesperson Trainings and STEP meetings with the San Bernardino Mayor's Office and Sober Living Coalition that were held during the project's second year of implementation. During each meeting and training session, the evaluators participated unobtrusively and made evaluative observations. Following each meeting and/or training, evaluator process notes were developed, discussed with STEP staff, and used to inform the evaluation.

Survey Research

Two primary types of surveys were developed and used to inform the evaluation and the development of project strategies, trainings, presentations, and materials. In the first year of implementation, an online community assessment tool, the Provider Documentation Survey, was developed to identify and document housing discrimination and barriers experienced by providers of residential treatment or other types of housing for those with AOD problems, mental illness, or for other persons with disabilities. An assessment of this type had never been conducted; thus, the full extent of zoning and land use barriers and discrimination was unknown. The Provider Documentation Survey was administered online from October 2008 through January 2009 to providers in the following counties: Los Angeles, Orange, Riverside, San Bernardino, and San Diego. Findings from the Provider Documentation Survey were provided to the STEP Project Manager and were used to increase awareness about the prevalence of zoning and land use barriers among providers, organizations, advocates and local governments in each of STEP's five target counties, as well as statewide. STEP presented survey findings at the California Legislative Hearing, Assembly Human Services Subcommittee Special Hearing on NIMBY and Other Problems Siting Programs for Persons with Disabilities in February 2009. The Provider Documentation Survey is provided in Appendix D.

In addition to the community assessment tool, a questionnaire was developed to obtain feedback from participants in the STEP Tool Kit Trainings conducted throughout the duration of the project. During the second year of implementation, the participant survey was administered after five of the eleven Tool Kit Trainings conducted that year to inform STEP staff about the trainings' ability to help participants understand land use issues and the application of fair housing laws to sober living housing and about participant needs that could be addressed in future trainings. The paper survey was administered to participants at the end of the following Tool Kit Trainings with the indicated audiences: West Los Angeles Sober Living Coalition on the June, 22, 2009; San Fernando Valley Sober Living Coalition on June, 23, 2009; San Bernardino Sober Living Coalition on February 27, 2010; Riverside Sober Living and Mental Health on April 30, 2010; Los Angeles Sober Living Coalition on May 15, 2010; and San Diego AOD and Mental Health Providers and Advocates on May 17, 2010. The aggregate survey findings from the above mentioned trainings are provided below in detail below. Findings from the Tool Kit Training surveys were provided to the STEP Project Manager and used to improve subsequent trainings and for evaluation purposes. The Tool Kit Training Survey is included in Appendix E.

Structured Interviews

A Key Informant Interview Protocol was developed for structured interviews with key informants to help determine the progress, accomplishments and challenges of the STEP initiative during the second year of the project, as well as recommendations for similar initiatives in the future. The 13 key informants who participated in the interviews included fair housing professionals, mental health housing

advocates/organization leaders, sober living advocates/organization leaders, AOD residential treatment providers/organization leaders, and local government staff.

Telephone interviews were conducted with the key informants during March and April 2010. The interviews consisted of 13 questions and took an average of 15 to 25 minutes to complete. Questions asked during the interviews were categorized into one of six sections, which included: (1) Areas of Representation, (2) Level of Involvement, (3) Impacts of STEP, (4) Challenges, (5) Lessons Learned, and (6) Looking Ahead. A copy of the Key Informant Interview Protocol is included in Appendix F.

In addition to the key informants mentioned above, STEP staff was also interviewed to evaluate the significant impacts, outcomes, challenges, and lessons learned throughout the implementation of the STEP initiative. The STEP staff interview was conducted by phone with the STEP Project Manager and took 45 minutes to complete. The interview protocol developed for the evaluation consisted of 12 open-ended questions, covering the following content areas: (1) Impact and Outcomes of STEP, (2) Challenges, (3) Lessons Learned, and (4) Looking Ahead. A copy of the STEP Staff Interview Protocol is given in Appendix G.

FINDINGS

This section addresses the research questions and highlights findings from the evaluation data collection strategies employed over the course of the STEP initiative. First, significant accomplishments made throughout STEP's implementation are outlined and discussed. Then the results of the Provider Documentation Survey from the first year of implementation and the Tool Kit Training Surveys from the second year of implementation are reviewed. Finally, the findings from the structured interviews with key informants and STEP staff in the second year of implementation are presented.

Major Accomplishments of STEP

Using an environmental prevention model, STEP implemented the core strategies of intentional organizing, applied data and research, policy enforcement, and media advocacy in order to achieve the project's purpose of expanding access to residential treatment and housing for persons with substance abuse problems, mental illness, and other persons with disabilities by advocating for the application of fair housing laws as they apply to group homes and other residential treatment settings in the Counties of Los Angeles, San Diego, Orange, Riverside, and San Bernardino.

In order to achieve its intended outcomes, STEP established groupings of providers and advocates for housing for persons with disabilities in each county, building regional cross sector knowledge and advocacy of fair housing and zoning and land use laws to ultimately expand access to housing for persons with disability. To this end, STEP conducted a comprehensive needs assessment, developed capacity through training and technical assistance sessions, increased public awareness through media advocacy, and developed and disseminated a template and Tool Kit of successful strategies for changing the policies and practices of local governments. A summary of key accomplishments for each of STEP's outcomes is discussed in further detail below.

Outcome 1: Expanded Access

In each of its targeted counties, STEP trained and mobilized providers and advocates to reduce zoning and land use discrimination, and therefore, expand access to residential treatment and independent

living for persons with disabilities. Using environmental prevention policy enforcement strategies, STEP worked extensively with providers, advocates and local governments in each county to examine the legality and/or enforcement of policies and practices that prohibit or limit housing for persons with disabilities. To illustrate various situations and methods used by STEP to achieve this outcome, example cases from each county are highlighted below, including information and quotes provided by STEP staff. In addition, Table 1 provides a summary of the cases in each county.

Table 1. Case Examples of Mobilized Efforts to Expand Access by County

County	Situation	STEP's Role	Outcome
Los Angeles	An ordinance was proposed in the City of Los Angeles that would eliminate sober living and independent living for the mentally ill	<ul style="list-style-type: none"> • Multiple trainings • Technical assistance • Met with city planners and officials • Connected to legal counsel • Consulted on new ordinance 	<ul style="list-style-type: none"> ✓ Ordinance was eliminated ✓ Drafted a new ordinance that expands access (outcome pending)
Orange	An ordinance was proposed in the City of Orange that required a use permit and restricted sober living providers to no more than six people per home	<ul style="list-style-type: none"> • Technical assistance • Met with planning commission and city council • Multiple trainings 	<ul style="list-style-type: none"> ✓ Ordinance was passed ✓ Providers now get involved sooner
Riverside	A proposed ordinance in the City of Hemet required homes with more than one lease to get a use permit and pay \$2,000; code enforcement was siting mental health homes even before the ordinance was passed	<ul style="list-style-type: none"> • Multiple trainings • Technical assistance • Met with city planners and officials • Connected to legal counsel • Consulted on new ordinance 	<ul style="list-style-type: none"> ✓ Ordinance was passed, but enforcement was suspended ✓ Analysis of Fair Housing Impediments recommended changes (outcome pending)
San Bernardino	An ordinance and moratorium in the City of San Bernardino prohibited homes from having more than two parolees per house; another moratorium was being considered on sober living housing	<ul style="list-style-type: none"> • Technical assistance • Met with city officials and Mayor's Office • Multiple trainings 	<ul style="list-style-type: none"> ✓ City abandoned idea for moratorium on sober living homes ✓ Ongoing dialog on parolee ordinance and moratorium, but enforcement is suspended (outcome pending)
San Diego	A mini-dorm ordinance was proposed in the City of Oceanside that would limit sober living and other independent living housing	<ul style="list-style-type: none"> • Multiple trainings • Technical assistance • Met with City Attorney and Housing Director 	<ul style="list-style-type: none"> ✓ Mini-dorm ordinance excluded housing for persons with disabilities ✓ Strong coalition of AOD and MH advocates

County of Los Angeles. After the onset of the STEP initiative, the Sober Living Network contacted STEP about an ordinance proposed by the city council in the City of Los Angeles that would have eliminated sober living and independent living for the mentally ill. Originally Los Angeles was not a county targeted by STEP, but due to amount of work needed on this critical ordinance STEP and The California Endowment added Los Angeles County to the initiative and proceeded to train and mobilize providers

and advocates to fight this ordinance. STEP conducted a Spokesperson Training for the Sober Living Network and other providers in Los Angeles, and provided technical assistance, tools and talking points to the Sober Living Network on providers' rights under the law. In conjunction with the Sober Living Network, STEP met with city planners and suggested they seek the counsel of a fair housing attorney, Kim Savage. City planners and officials sought the legal counsel suggested and included her in their second face-to-face meeting with STEP and the Sober Living Network. As a result of multiple meetings and continued conversations, the ordinance was eliminated. The City of Los Angeles became aware that the proposed ordinance would have been in violation of fair housing laws and it was dropped.

Furthermore, city planners invited STEP and legal counsel to participate in a workgroup regarding an ordinance they were drafting that would allow the siting of residential treatment programs by right if they met certain criteria. According to STEP staff, "That was a huge jump for them, and what Housing Element would want them to do." Using input from the workgroup in which STEP was involved, city planners drafted an ordinance with modified criteria for residential programs. Under the new ordinance, licensed programs would not need to go through the CUP process but could be sited by right. The Staff Report was circulated in December 2009, giving a detailed description of why the City moved away from regulating sober living. The sober living part of the Staff Report was met with such furor, that even though it had nothing to do with the ordinance about siting by right that it was pulled from the city council agenda. The outcome of this ordinance is pending. The STEP Project Manager stated, "It was a huge, unexpected byproduct. We were trying to stop them from creating barriers, but they went further and removed barriers from licensed treatment programs so they would not have to go through the CUP process. It still may go through. These things take a long time."

In addition to being successful from a policy standpoint (i.e., eliminating the proposed ordinance), the following outcomes were also realized in this case.

- Due to an article in the Los Angeles Times about the ordinance, the Sober Living Network asked providers and advocates to write Letters to the Editor in response. A total of 17 Letters to the Editor were submitted to the Los Angeles Times; however, it is believed that none were printed.
- In numerous cities in Los Angeles County, an examination was done of the policy making by elected officials and city attorney's office, and enforcement by code enforcement. The Sober Living Network estimates that there were well over 70 different providers who were being cited by code enforcement and were told that they either needed to get down to 6 beds, get licensed, or shut down. STEP Issue Briefings, such as the Three Legal Protections, were used by providers to educate city officials and code enforcement. They were able to stop the elimination of beds in about 75% of cases (as estimated by the Sober Living Network).

Orange County. In the County of Orange, there were ongoing policy issues in Cities of Newport Beach and Orange with ordinances stating that sober living providers could have no more than six people per home and needed a use permit. The ordinance against sober living in Newport Beach was passed prior to STEP's involvement; however, STEP was called four days before the hearing in Orange. STEP met with the Orange County Sober Living Coalition and provided input to the planning committee and city council in the City of Orange. The Mayor said that STEP's information was very helpful but STEP knew that it was too late to influence the outcome. According to STEP staff, "You have to do work long before it ever gets to the hearing." Although STEP had an impact on the planning commission and city council in the City of Orange, the ordinance was passed. Currently, the ordinances in Newport Beach and Orange are being addressed through litigation. Although there was not a policy success in Orange County, the STEP

Project Manager stated that there was a positive impact, “Now providers ask for help a lot earlier, instead of waiting until it is too late.”

Riverside County. An ordinance was proposed in the City of Hemet requiring any home with more than one lease to get a use permit and pay \$2,000. In fact, code enforcement was siting mental health homes even before the ordinance was passed. Similar to the case in Orange County, STEP was called two days prior to the city council hearing. STEP had previously provided trainings to Mental Health Housing and talked with the County Alcohol and Drug Programs, who asked STEP to work with providers having issues. When called two days prior to the hearing, STEP worked with the National Alliance on Mental Illness (NAMI) and gave them talking points for the hearing. STEP and NAMI advocated to stop enforcement that was occurring before the ordinance was passed and to question the legality of the ordinance.

Although the ordinance was passed, the enforcement of it was suspended for several months, became active for a few months, and eventually was suspended again. When the Hemet Planning Director quit his position months later, a provider was sited under the ordinance and additional advocacy was needed. At this point, advocates got the Hemet Fair Housing Council involved. Ultimately resulting from STEP’s efforts and to increase awareness of the application of fair housing laws to providers of housing for persons with disabilities, the Inland Mediation and Fair Housing Board did an Analysis of Fair Housing Impediments for the City of Hemet stating that their zoning ordinance was discriminatory as it relates to group homes and sober living homes. Inland Mediation and Fair Housing Board recommended that the City immediately cease the requirement they have for group home operators and that they change their zoning ordinance, taking out their discriminatory language and restrictions. The outcome of the ordinance is still pending. This was a lesson learned according to STEP staff, “We had no idea how lengthy these processes would be.” As in every county, STEP works with numerous providers who are told they have to have less than 6 people or be licensed. If the providers do not fight back, they will be shut down. In Riverside County, as in others, providers are now fighting back.

San Bernardino County. The Sober Living Coalition asked for STEP’s assistance with an existing ordinance and moratorium on housing for parolees that prohibited homes from having more than two parolees per house and impacted sober living as parolees sometimes reside in their homes. In addition, San Bernardino was considering a moratorium on sober living housing. STEP presented information to city staff showing that their rationale against housing for parolees/sober living was not supported by data and was illegal. In addition, STEP participated in a series of meetings with the Mayor’s Office, Sober Living Coalition, and other advocates and providers. As a result, the City abandoned the idea of a moratorium on sober living homes and suspended the enforcement of the parolee moratorium on sober living homes. Although the moratorium for parolee housing is still being fought, sober living homes are excluded from the moratorium by the City’s own definition. STEP continues to engage in a dialogue with the City of San Bernardino regarding the pending outcome of the parolee ordinance and moratorium. However, according to STEP staff, “If we can’t do anything, it will be in the hands of lawyers.”

San Diego County. A mini-dorm ordinance was proposed in the City of Oceanside that would severely limit sober living and other independent housing. STEP trained and mobilized a group of mental health and AOD providers and advocates to fight this ordinance, as well as other policies and practices. This group of advocates met with the City Attorney and Housing Director, who ultimately worked with STEP and advocates to develop the language excluding housing for persons with disabilities from the mini-dorm ordinance. Since this ordinance, STEP has worked extensively with code enforcement in San Diego County regarding the six and under rule, and is now consulting with the City of San Diego on a high

occupancy ordinance that will give a preferred status to sober living homes adhering to quality standards. If homes do not meet standards, then code enforcement and nuisance abatement could be used. However, the City must demonstrate that homes are a threat for any restrictions or actions to be taken. STEP staff is hopeful about the development of this high occupancy ordinance and the impact it could have on the community. As an additional byproduct of its advocacy work on the mini-dorm ordinance, STEP has cultivated a strong group of AOD and mental health providers and advocates who can mobilize around zoning and land use issues as they arise. According to STEP staff, they have the “best coalition of people working on it in this county.”

Outcome 2: Increased Capacity

As mentioned above, STEP extensively employed intentional organizing strategies through trainings and technical assistance provided to increase the capacity of local service providers, advocates and government agencies to apply fair housing laws in local jurisdictions. Over the past two years, STEP far exceeded the required number of trainings and technical assistance sessions, having provided 14 Tool Kit Trainings serving 454 participants, as well as 34 additional presentations and shorter trainings. (See Appendix A). Furthermore, STEP provided a total of 565 units of technical assistance over the course of the project (see Appendix B). Further details on the trainings and technical assistance sessions conducted by STEP are discussed below.

Trainings and Presentations. Throughout its two years of implementation, STEP developed and conducted several different types of trainings and presentations for a wide range of audiences, including AOD and mental health providers and advocates, fair housing professionals, and government officials. Particularly during the first year of implementation, STEP presented information on zoning and land use discrimination and Housing Element to large audiences at AOD-related organizational conferences at county and statewide levels such as the County Alcohol and Drug Program Administrators Association of California (CADPAAC), California Association of Addiction Recovery Resources (CAARR), Alcohol and Drug Services Providers Association, Coalition of Alcohol and Drug Associations (CADA)- California Association of Alcohol and Drug Program Executives, Inc. (CAADPE), Alcohol and Drug Services Providers Association (ADSPA), Community Expansion Collaborative (CEC), Orange County AOD Providers Association, Riverside Residential Recovery Network, and Sober Living Coalitions in various counties. Similarly throughout its implementation, STEP also facilitated trainings on zoning and land use discrimination to numerous mental health-related organizations at the local, county and statewide levels such as the San Diego County Mental Health Residential Care Committee, Riverside County Mental Health, San Diego Mental Health Housing Coalition, and NAMI. Furthermore, STEP trained fair housing professionals such as the Inland Mediation and Fair Housing Board on how state law and fair housing laws work together to protect housing for persons with disabilities.

STEP also conducted a series of Tool Kit Trainings to numerous groups of sober living and mental health providers and advocates, with the training content and materials evolving over the duration of the project. As part of these trainings, STEP provided and discussed key documents such as the Three Legal Protections, Group Home Distinctions and an updated Frequently Asked Questions Issue Briefings. STEP also provided and reviewed Tool Kits that detailed fair housing laws, Housing Element, and talking points and suggested responses for providers and advocates to use when questions and/or barriers are posed by local governments. In addition, training participants also learned how to find and use data, and how to organize effective community action and media advocacy. In order to help participants apply the information to their situations and build confidence in their abilities to advocate with local governments,

the Tool Kit Trainings engaged participants in activities requiring them to develop responses to actual scenarios and role-play conversations with local city officials.

Finally, STEP was invited to present findings from its community assessment to the California Legislative Hearing – Assembly Human Services Sub-Committee Special Hearing on NIMBY and other problems siting programs for persons with disabilities. This presentation in particular helped raise STEP’s profile in the community and disseminate information on the prevalence and types of zoning and land use barriers experienced by providers of housing for persons with disabilities in the Counties of Los Angeles, Orange, Riverside, San Bernardino, and San Diego.

Technical Assistance. As mentioned above, STEP provided a total of 565 units of technical assistance (with each unit lasting 15 minutes) to a wide range of sober living providers and advocates, mental health providers and advocates, residential treatment providers, local government personnel, legal professionals, fair housing professionals, and coalitions and organizations at local, county and statewide levels. For example, STEP provided technical assistance to individuals at organizations such as Pathfinders, Promises Treatment Program, McAlister Institute, NAMI Coalition in Hemet, Riverside County Mental Health, City of San Bernardino Mayor’s Office, Inland Fair Housing and Mediation Board, Sober Living Network Board of Directors, City of Los Angeles Planning Department, Southern California Sober Living Association, CADPAAC, CEC Board of Directors and the State Department of Alcohol and Drug Programs (ADP).

Initially, much of STEP’s technical assistance revolved around informing providers and advocates of their rights. However over the course of the project, most of STEP’s technical assistance had evolved into assisting providers and advocates to stand up for their rights and strategically use the documents and information provided by STEP in order fight policies and practices by local governments that violate zoning and land use laws. In addition, STEP provided technical assistance to fair housing professionals, legal personnel, and local government personnel to increase their awareness and application of fair housing laws to zoning and land use barriers faced by providers of group housing for persons with disabilities. These groups were well versed on individual housing but not on issues related to group housing.

Outcome 3: Increased Public Awareness

STEP strategically used media advocacy throughout the project’s duration to increase public awareness of fair housing laws’ application to residential treatment and housing services. As described in the Trainings and Technical Assistance sections above, STEP worked with numerous advocates, training them to be media spokespersons for awareness of and adherence to fair housing laws. A considerable portion of STEP’s Tool Kit Trainings focused on preparing advocates for talking with the media. Furthermore, STEP worked with the Sober Living Network and NAMI in particular counties to develop rapid response teams among their coalitions to address zoning and land use issues in the media as they arise.

In addition, STEP worked with media spokespersons, coalitions, organizations and other advocates to produce media placements such as articles, columns and Letters to the Editor in order to increase public awareness of the application of fair housing laws to residential treatment and housing services for persons with disabilities. Throughout the project, STEP staff tracked 11 media outputs that were printed (see Appendix C). Although this falls one short of the required 12 media placements, several other outputs were generated but not printed. For example, 17 Letters to the Editor were submitted to the

Los Angeles Times in conjunction with the Sober Living Network and two Op-Eds were sent to the North County Times in conjunction with the Fellowship Center, none of which were printed. Select media outputs that were printed included:

- A Letter to the Editor during the second reporting period regarding support for a home for the developmentally disabled in Carlsbad.
- A May 2009 article in the Contra Costa Times on St. Theresa's CUP project, for which STEP provided support.
- A September 2009 article in the North County Times on STEP's work with the City of Oceanside to amend the mini-dorm ordinance to exclude housing for persons with disabilities.
- A column in the December 2009 issue of California Together on recovery style family values.
- A May 2010 Letter to the Editor in the North County Times supporting the Fellowship Center.
- Columns in the May and June 2010 issues of California Together on motivation for community action and template for community action.

Outcome 4: Disseminated Template and Tool Kit

Throughout the project, STEP produced and distributed Issue Briefings and Tool Kits that have been used by sober living and independent living providers and advocates as a template to counter zoning and land use policies and practices by local governments. The three Issue Briefings included: (1) An updated Fair Housing Laws, Zoning and Land Use Regulations and How They Impact Residential Alcohol and Drug Treatment Programs and Sober Living Residences FAQ; (2) Distinctions Among California Group Home Types for Persons with Disabilities Issue Briefing; and, (3) Three Legal Protections California Local Governments and Providers of Sober and Other Independent Living for Persons with Disabilities Need to Know Issue Briefing. Along with the Tool Kit, these publications were provided during trainings, presentations, technical assistance sessions, and online by STEP. The Tool Kit was updated each reporting period and included information covered during the trainings, along with all of the data and 'helpful hints' about how best to communicate with local governments about the application of the fair housing laws to address zoning and land use barriers. According to findings from training surveys, participants thought that the documents and Tool Kit materials were meaningful and would serve as a useful reference guide. In addition, these documents were also disseminated throughout the state and country to further increase awareness and expand residential treatment and housing services on a larger scale.

Community Assessment

During the first year of the STEP initiative, a comprehensive community assessment was conducted in the target counties of Los Angeles, Orange, Riverside, San Bernardino, and San Diego to identify and document zoning and land use barriers for residential treatment, sober living, supportive living or other forms of independent living for persons who are addicted to alcohol and other drugs, mentally ill, seniors, or other persons with disabilities. An assessment of this type had never been conducted; thus, the full extent of zoning and land use barriers and discrimination was unknown. In order to obtain participation from a sufficient number of providers in each of the five counties, a comprehensive online community assessment tool, the Provider Documentation Survey, was developed and administered from October 2008 through January 2012. The Provider Documentation Survey is given in Appendix D.

As a core strategy of the STEP initiative, the community assessment findings were used to help shape the project's focus, outreach, implementation process, trainings, and materials. In addition, findings from the Provider Documentation Survey were used to increase awareness about the prevalence and type of zoning and land use barriers experienced in the five target counties among providers, organizations, advocates and local governments. Furthermore, STEP presented survey findings at the statewide level at the California Legislative Hearing, Assembly Human Services Sub-Committee Special Hearing on NIMBY and Other Problems Siting Programs for Persons with Disabilities in February 2009. A brief summary of the Provider Documentation Survey Methodology, Content and Findings are provided below. For further details, see the Summary of Findings from the STEP Community Assessment developed and provided to STEP staff in the first year of implementation.

Provider Documentation Survey Methodology and Content

In the fall of 2008, an online community assessment tool, the Provider Documentation Survey, was developed to assess housing discrimination experienced by providers of residential treatment or other types of housing for those with AOD problems, mental illness, or for other persons with disabilities. The Provider Documentation Survey included an introduction and rationale and was broken into four parts, of which participants were directed to only respond to parts that pertained to their types of housing. Participants who were asked to respond to questions on the following four parts included: (1) Items on background information to be completed by all participants, (2) Items on barriers experienced to be completed by residential treatment providers, (3) Items on barriers experienced to be completed by independent living providers such as sober living and housing for the mentally ill, developmentally disabled, seniors, or other persons with disabilities, (4) Items on knowledge to be completed by all participants (see Appendix D).

The Provider Documentation Survey was administered online from October 2008 through January 2009. Purposeful sampling was used with providers of group housing to persons with disabilities invited to participate in the survey. A link to the survey was sent via email by STEP staff to key providers and stakeholders within the following five counties: Los Angeles, Orange, Riverside, San Bernardino, and San Diego. These providers and stakeholders were then encouraged to forward the survey to others who provided group housing for persons with disabilities.

Results from Provider Documentation Survey

Across STEP's target counties, a total of 189 participants completed the online Provider Documentation Survey. About two thirds of these respondents (77%) provided sober living and other independent and supportive living housing (e.g., for the mentally ill, developmentally disabled, seniors, or other persons with disabilities), and about one third of the respondents (23%) provided residential treatment services. Table 2 provides the distribution of respondents by the counties they work in and/or represent.

Table 2. Provider Documentation Survey Respondents’ Area of Representation

Survey Respondents’ Area of Representation	Percent*
Los Angeles	47%
San Diego	18%
Riverside	15%
Orange	12%
San Bernardino	6%
No county given	23%

* Total percentage exceeds 100% as some respondents represent more than one region.

Analysis of the Provider Documentation Survey data identified the five types of barriers that were most often experienced by providers of housing for persons with disabilities. The types of barriers experienced included: lack of knowledge of fair housing laws, applicable state regulations and how they work; Conditional Use Permit process; restrictions for group homes for persons with disabilities; local governments not following legal definition of family for independent living; and state regulations for treatment programs misapplied to sober living and other independent living. Each of these barriers is briefly discussed below.

The first barrier experienced by providers was the lack of knowledge of fair housing laws, applicable state regulations and how they work. Until STEP’s work in 2007-2008, the following entities were predominantly unaware of the applicability of fair housing laws and state regulations to different types of group homes: residential treatment and independent housing providers, local government planners and elected officials, state Department of Alcohol and Drug Programs, county Health Administrators, and many fair housing agencies and personnel.

The Conditional Use Permit (CUP) permit process also posed a major barrier for providers. Over a quarter of the providers responding to the survey (27%) decided not to pursue a CUP because they believed that they would not be granted it no matter what they did based on comments from local governments. Other providers (12%) were denied the CUPs that they sought.

Another barrier found was restrictions for group homes for persons with disabilities. About a quarter of the providers (23%) reported local restrictions on group homes for AOD or other persons with disabilities in at least 13 local jurisdictions. These restrictions prohibited sitings for one or more categories of persons with disabilities, and included ordinances that had a disparate impact on persons with disabilities. In addition, some providers (14%) surveyed were told by local governments in at least 10 local jurisdictions that there was an over-concentration of their programs.

A fourth barrier encountered by providers was that local governments were not following the legal definition of family in regards to independent living. One out of five providers (20%) were told by local governments from at least 15 local jurisdictions that there was a cap on unrelated adults living together as a family, and were told to get a business license. A smaller percent of providers (8%) were given notices of violation by local governments in 9 local jurisdictions.

Finally, a fifth barrier was often experienced by providers when state regulations for treatment programs were misapplied to sober living and other independent living providers. Although the “six and under” provision for Community Care and ADP licensed facilities does not apply to sober and other

independent living, some of these providers who housed more than six people were told by local governments in 15 jurisdictions that they must get a CUP or variance (14%), and were told by local governments in 8 jurisdictions that they must get licensed by the state (9%).

Trainings Evaluated

As mentioned in prior sections, STEP staff designed and facilitated 11 Tool Kit Trainings during the second year of implementation (for a total of 14 during the project's tenure). A participant survey was developed and administered after five of the trainings in the second year to inform STEP staff about the trainings' ability to help participants understand land use issues and the application of fair housing laws to sober living and other independent living housing. In addition, the survey collected information about participant needs that could be addressed in future trainings. The participant surveys were administered at the five Tool Kit Trainings with the following audiences: West Los Angeles Sober Living Coalition on the June, 22, 2009; San Fernando Valley Sober Living Coalition on June, 23, 2009; San Bernardino Sober Living Coalition on February 27, 2010; Riverside Sober Living and Mental Health Coalitions on April 30, 2010; Los Angeles Sober Living Coalition on May 15, 2010; and to San Diego AOD and Mental Health Providers and Advocates on May 17, 2010. The aggregate survey findings from the above mentioned trainings are provided below.

Tool Kit Training Survey Methodology and Content

A paper survey was developed and administered to participants immediately following five of the STEP Tool Kit Trainings to evaluate the impact of the training on participants and to gather feedback on how to improve future trainings. The survey included six Likert-scale items asking respondents to indicate their levels of agreement about things such as the usefulness of the training materials, the training's ability to help participants better understand land use issues and fair housing laws, and the participants' ability to apply the information from the training. A five-point scale was used to obtain agreement levels (i.e., ranging from strongly agree to strongly disagree). In addition to the closed-ended survey items, a total of three open-ended items were included. The open-ended survey questions assessed what was most useful about the training, what else participants needed to effectively communicate with local government staff and decision makers about potentially discriminatory land use regulations and practices, and asked respondents to share any additional comments. The Tool Kit Training Survey is provided in Appendix E.

Results from Tool Kit Trainings

Across the five STEP Tool Kit Trainings, there were a total of about 172 attendees. As some participants need to leave before the end of the training and others choose not to take the surveys, only 63 surveys were completed by training participants immediately after the trainings across the five trainings total, resulting in a 37 percent response rate.

Ratings on Training Content. As shown in Table 3, participants' ratings were overwhelmingly positive on all items assessed. All of the survey respondents (100%) either *strongly agreed* or *agreed* that the training materials were useful, and that the training helped them to better understand land use issues and fair housing laws as they apply to housing for sober living. Similarly, almost all of the respondents either *strongly agreed* or *agreed* that the training was a valuable experience overall (99%), the presenters were easily understood (97%), the training materials were useful (97%), and the training gave

them confidence that they can learn to become effective advocates with their local government to reduce potentially discriminatory land use regulations and practices (95%).

Table 3. Levels of Agreement Regarding Training Content

Item	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
The presenters communicated in a way that was easy to understand.	75%	22%	3%	0%	0%
The training materials were useful.	75%	25%	0%	0%	0%
The training helped me to better understand land use issues and fair housing laws as they apply to housing for sober living.	70%	30%	0%	0%	0%
The training gave me confidence that I can learn to become an effective advocate with my local government to reduce potentially discriminatory land use regulations and practices.	57%	38%	5%	0%	0%
I will be able to use/apply the information from the training.	64%	33%	3%	0%	0%
Overall, the training was a valuable experience.	78%	21%	1%	0%	0%

Most Useful Aspects of Training. In order to ensure that future Tool Kit Trainings were useful and met the needs of sober living and residential service providers and advocates, participants at five of the trainings were asked to share what they felt was most useful to them about the training. A total of 57 participants responded to this question. The majority (53%) found the information presented on land use and fair housing laws to be of most use, and about a quarter (23%) said the role-playing and other exercises were most useful. Others (10%) thought the resources and materials were of most use, and some (9%) provided positive comments about the speaker or training. A few (5%) stated that it was all useful. Select comments included the following:

- “It helped me understand the laws on fair housing and what to do and say.”
- “Fair Housing laws and what they are. How to deal with code enforcement.”
- “The data listed was great for me to get a head start on where to look and back up what I say.”
- “Group activities and role playing.”
- “Opportunity to perform skills/practice on real/current issues presented by the coalition.”
- “Learning how to be more effective in communicating effectively.”
- “The Tool Kit and resources I can refer to. Gaining a little more confidence to advocate and recruit others to do so.”
- “Knowledge of presenters.”
- “That individuals came out to share information.”
- “Pointing out the laws and what is helpful and detrimental to the discussion.”

What Else Was Needed. When asked what else was needed for participants to effectively communicate with local government staff and decision makers about discriminatory land use regulations and practices for residential providers for persons with disabilities, a total of 37 responses were given with many of the respondents wanting additional trainings or information (43%), and continued support and/or

meetings within their coalition (22%). Others stated that they needed to study and apply the information themselves (16%), requested additional data or resources (11%), and said they did not need anything else (8%). Select respondents' comments included:

- "More facts, training and meetings amongst ourselves (Sober Living Coalition)."
- "A resource list possibly of people who we can talk to would make a difference."
- "More training and updates."
- "To study the material."
- "To review the information provided."
- "More opportunities to network, learn and to be a part of ground-breaking legislation which will support the development of sober living facilities."
- "Just continued support."
- "Easy access to data. "
- "Manual will be helpful."

Additional Comments. The final item on the survey welcomed any additional comments or input about the training. A total of 31 participants responded to this item. The majority of the responses (68%) were positive, thanking the presenter and/or commenting on the presenter's abilities. Others provided specific suggestions for future trainings (13%), and wanted to be sent additional information or updates and provided contact information (9%). Sample comments from the respondents are listed below:

- "Great stuff - very empowering!"
- "The class is very informative. Great speaker and knowledge available. Thank you for your time and effort."
- "Almost could be broken into smaller workshops."
- "This training was extremely helpful for me."
- "Can you please send us information on how to be a part of the coalition?"
- "Call me to become more involved."

Key Informant Interviews

Qualitative interviews were conducted with key informants by telephone during March and April 2010. The purpose of the interviews was to obtain perceptions, experiences, lessons learned, and recommendations for future similar initiatives as STEP neared the end of its second year of implementation.

Participants and Interview Content

A total of 13 key informants were identified by STEP staff identified and were invited to participate in the interviews. All of the identified informants agreed to be interviewed, resulting in a 100% response rate. The interviews were all conducted by phone and took between 15 to 25 minutes to complete. The key informants included fair housing professionals, mental health advocates and/or organization leaders, sober living advocates and/or organization leaders, AOD residential treatment providers and/or organization leaders, and local government staff. A breakdown of the key informants by their role in the community is listed in Table 4.

Table 4. Key Informants’ Role in the Community

Key Informants’ Role in the Community	Percent
Fair housing professionals (FH)	23.0%
Mental health housing advocate/organization leader (MH)	23.0%
Sober living advocate/organization leader (SL)	23.0%
AOD residential treatment provider/ organization leader (AOD)	15.5%
Local government staff (GOV)	15.5%

In addition to their diverse roles in the community, the key informants worked in or represented a variety of counties covered by the STEP initiative, including the Counties of Los Angeles, Orange, Riverside, San Bernardino, and San Diego. In addition, a few of the informants worked at the statewide level. Table 5 provides the percentage of key informants representing each region.

Table 5. Key Informants’ Area of Representation

Key Informants’ Area of Representation	Percent*
Los Angeles	38%
San Bernardino	38%
San Diego	38%
Riverside	31%
Orange	23%
Statewide	23%

* Total percentage exceeds 100% as some informants represent more than one region.

The interview protocol developed for the evaluation consisted of 13 open-ended items, divided into the following categories: (1) Areas of Representation, (2) Level of Involvement, (3) Impacts of STEP, (4) Challenges, (5) Lessons Learned, and (6) Looking Ahead. A copy of the Key Informant Interview Protocol is included in Appendix F.

Level of Involvement

In order to provide a context to their responses, the interviewees were asked a series of questions about their level of involvement with the STEP initiative. First informants were asked about the type of involvement they had with STEP and the nature of their relationship with STEP. Then they were asked to describe the specific activities they engaged in with STEP and the outcomes resulting from their activities. Because informants’ responses often fit into more than one theme, the percentages of interviewees providing the themed responses discussed throughout this section often exceeds 100%.

Type of Involvement. When asked to describe how they had been directly or indirectly involved with the STEP initiative or Deborah Parker, most informants indicated that they participated in meetings with local government officials and STEP (85%), and that they received technical assistance from STEP (85%). Over half had attended training and presentations by STEP (54%) and were Directors/Chairs of organizations working with STEP (54%). In addition, just under a quarter of the interviewees were fair

housing professionals who had worked with STEP (23%). Select comments describing the informants' involvement with STEP included:

- “As Director of our organization, I have been directly involved with Deborah Parker on a continuous basis. She has provided numerous trainings, countless sessions of technical assistance, and has always supported us in meetings with local governments.” *Sober Living Advocate/Organization Leader*
- “The City of Los Angeles tried to produce legislation that was inappropriate and unfair towards a protected class, targeting alcohol and drug sober living homes and residential programs, creating more onerous responsibilities for them. Deborah Parker led our discussion with the City related to this. She was instrumental in holding their legislation.” *AOD Treatment Provider/Organization Leader*
- “STEP did some education for us. I have also been involved with Deborah in particular cities, like the Cities of San Bernardino and Hemet, in regards to their ordinances for group homes and sober living homes.” *Fair Housing Professional*
- “I have met with Deborah Parker in working group settings where we discussed the issues. She provided her expertise, along with others who are advocates for housing for the disabled.” *Local Government Staff*

Relationship with STEP. When asked about the roles in their advocacy efforts with STEP, the majority of interviewees (69%) said that they worked in partnership with STEP to support each other's advocacy efforts. Almost half of the informants (46%) said that STEP supported their advocacy efforts, and only two of the interviewees (15%) replied that they supported STEP's advocacy efforts. However, one informant (6%) did not participate in advocacy efforts with STEP. Select responses included:

- “Deborah Parker has made a great impact on our agency and I think that she can make a great impact on all fair housing agencies. The education she provided allowed us to look at areas that are dormant in fair housing.” *Fair Housing Professional*
- “STEP has definitely increased our awareness in zoning and land use issues. Deborah has given us tools to work with to go before city and planning committees.” *Sober Living Advocate/Organization Leader*
- “I have to be careful of the wording because the City cannot say that we are advocating, but we definitely had [STEP's] voice in the process.” *Local Government Staff*

Activities Engaged in with STEP. Next, the key informants were asked what types of specific activities they engaged in locally with STEP or Deborah Parker in the past year to reduce barriers that providers of housing for persons with disabilities encounter. All of the informants participated in meetings with local government officials (100%), and almost all advocated on legislation and policies (85%), and were provided education or training by STEP (85%). In addition, one interviewee analyzed fair housing impediments (6%). Select quotes representing the above mentioned themes included:

- “Deborah Parker's input was very valuable, speaking to the issues we needed her to speak to. She provided information in meetings and also responded to questions by emails.” *Local Government Staff*
- “In the City of San Bernardino, I went to a meeting with city officials, STEP and other advocates in regards to sober living homes in that community and the fact that zoning ordinances are rather restrictive in allowing group homes.” *Fair Housing Professional*

- “Working with local governments against ordinances in the Cities of Los Angeles and Malibu. They were both trying to target a protected class. Our efforts were around stopping that.” *AOD Treatment Provider/ Organization Leader*
- “We have appeared at legislative hearings in Sacramento. We always coordinated our appearances so that each of us provided separate bits of information.” *Fair Housing Professional*
- “STEP is great at alerting us to situations that lead to an erosion of rights. We can go into action.” *Mental Health Housing Advocate/Organization Leader*
- “STEP has developed some educational materials that I believe are the first step to bringing about understanding of substance abuse programs and hopefully educating local governments, which is where much of the problem lies.” *Fair Housing Professional*
- “Deborah Parker has been involved in making presentations several times to our sub-committee and to the housing council of the County of San Diego. She has been talking with local providers.” *Mental Health Housing Advocate/Organization Leader*
- “As a fair housing agency, we were awarded a grant to conduct the Analysis of Impediments to Fair Housing in Hemet. We completed the analysis and the final draft is already in the Cities hands. ... We advised them that their ordinance is a barrier to fair housing and that they must take some action to eliminate that barrier.” *Fair Housing Professional*

Outcomes of Activities. As a sub-question following up on the activities described above, the interviewees were asked to describe the outcomes of their activities and/or advocacy efforts with STEP. The majority of informants (62%) reported that their activities resulted in the elimination of or changes to legislation and/or policies that posed barriers for housing for persons with disabilities. Over a third (38%) stated that their activities increased awareness among local governments, and under a quarter (23%) said that the outcomes were yet to be determined as decisions on policies were still pending. In addition, a couple informants reported that their activities with STEP resulted in procedural changes in the way fair housing and/or sober living organizations operate (15%), and that their activities resolved disputes that providers faced with zoning and land use issues (15%). For example, informants stated:

- “We managed to kill everything [statewide legislation] we were working on so far.” *AOD Treatment Provider/ Organization Leader*
- “We were successful in arguing the fact that persons with disabilities were protected and that the proposed ordinances in the City of Los Angeles were discriminatory. What started out as a restrictive ordinance to eliminate sober living homes, ended up as a recommendation from zoning and planning that no ordinance can be drafted that affected people living in sober living. It was an absolute win. We believe that we saved about 1,000 beds for persons with disabilities. An unheard of victory with the City of Los Angeles.” *Sober Living Advocate/Organization Leader*
- “Our advocacy with local governments regarding zoning issues with residential programs for the chronically mentally ill resulted in increased knowledge and a lot of the resistance has gone down. Now they are starting to look at our laws for accuracy and implementation purposes.” *Mental Health Housing Advocate/Organization Leader*
- “In doing the Analysis of Impediments to fair housing in Hemet, it appeared that their zoning ordinance was discriminatory as it relates to group homes and sober living homes. We recommended that they immediately cease the requirement they have now for group home operators and that they re-do and adjust their zoning ordinance, taking out their discriminatory language and restrictions.” *Fair Housing Professional*
- “Deborah’s intervention and her education with our agency have really changed how we are doing things. We are looking at doing a grant to specifically review the Analysis of Impediments

of zoning ordinances in each of our cities of control so that we can make recommendations. It is something that needs to be looked at.” *Fair Housing Professional*

- “Issues with our homes being approached by local governments are handled in a much better, more effective and more strategic way since Deborah has arrived.” *Sober Living Advocate/Organization Leader*
- “We worked with a dispute with the City of Inglewood. That resolved itself voluntarily. The City did not deny his operation and actually sat down with the neighbors and explained about their complaints about over occupancy. The city decided it was wrongfully enforcing its zoning ordinance and backed down.” *Fair Housing Professional*

Impacts of STEP

In order to assess the extent of STEP’s impacts and outcomes, key informants were asked how STEP impacted their organization and/or region in which they worked, and in what ways, if any, they had become more effective to deal with zoning and land use barriers. In addition, the interviewees were asked to comment on the most significant accomplishment of STEP in their region.

Impacts on Organization and Region. Although they represent a variety of sectors and counties, the key informants responded similarly when asked how STEP impacted their organization and/or region in which they worked. All of the interviewees (100%) indicated that STEP educated and increased awareness of their organizations, local governments, providers and/or communities about zoning and land use issues for providers of housing for persons with disabilities. Over three-quarters of the informants (77%) discussed STEP’s impact with local governments that stopped or changed policies, and just under half (46%) reported that due to STEP’s work procedures within their organizations have been modified, increasing their capacity to provide housing for persons with disabilities. In addition, two interviewees (15%) stated that their organizations have used trainings and documents produced by STEP to communicate their rights to local governments and providers. The following select quotes help summarize the impacts of STEP on their organization and region.

- “Deborah’s education opened our eyes and got us focused on the issue. Zoning ordinances like this were not discussed much before this.” *Fair Housing Professional*
- “She has really made all of those communities and counties aware that there are zoning and land use issues that need to be resolved. They just cannot run rough shod over all of the operators who are trying to provide housing to people in need.” *Sober Living Advocate/Organization Leader*
- “She has been to our residential care community meetings several times on specific issues that were looming on the landscape in need of direct advocacy work, which has enabled us to mobilize each time to be effective.” *Mental Health Housing Advocate/Organization Leader*
- “In the City of Los Angeles, that legislation would have gotten passed had she not been involved. She was absolutely instrumental in helping our progress.” *AOD Treatment Provider/Organization Leader*
- “Now our agency is expanding to do more Analysis of Impediments for cities. Those plans and those ordinances are going to get more scrutiny. So her impact is pretty significant in how we are viewing the fair housing world.” *Fair Housing Professional*
- “She has changed what we know and also how we conduct business, house clients, and deal with the local law enforcement. Now members are able to comfortably house more clients that

need housing. That was a core change that we can provide more housing to people who need it.” *Mental Health Housing Advocate/Organization Leader*

- “Deborah put together documents that have been helpful to our members on how to site programs and some of the strategies around working with people with disabilities and the fair housing act.” *AOD Treatment Provider/Organization Leader*

Impacts on Ability to Advocate. When asked what, if any, specific ways they have been made more effective to deal with zoning and land use barriers in the past year, almost all interviewees (92%) said that they had become more informed and had a better understanding of the issues as a result of STEP. Over a third (38%) stated that STEP helped to mobilize and mediate their advocacy efforts. Finally, some informants believed that they were better spokespersons from their involvement with STEP (23%) and that they received useful materials from STEP (23%). Examples of informants’ responses included:

- “I did not know anything about this when I began this process. It has been a tremendous learning process for me, understanding issues that I was not aware of previously.” *Local Government Staff*
- “This is incredibly valuable work. Deborah Parker is the first person to really be effective and to be willing to spend the time to engage on a one-on-one basis people who are willing to go to the hearings, to go to the government to get things done.” *Mental Health Housing Advocate/Organization Leader*
- “Deborah can organize a group of people to come to the table and she is very good at disarming everybody so that they can actually hear each other speak. It makes it a great deal easier to resolve disputes. She is really artful at that.” *Fair Housing Professional*
- “Deborah Parker has been my mentor in everything zoning and land use. ... Without Deborah, I would be a fish out of water. Now I am at least swimming a little bit.” *Sober Living Advocate/Organization Leader*
- “I realized the impact that we can make. They are listening to us more and returning our calls.” *Mental Health Housing Advocate/Organization Leader*
- “STEP has given us the tools to work with, come to public hearings, and fought battles back-to-back with us against them.” *Sober Living Advocate/Organization Leader*
- “I only knew what the local code enforcement was telling me. I believed it was true. With STEP, I was able to learn why it was incorrect and where to find the information. Now I am much more knowledgeable and am able to talk with them about why they are wrong.” *Mental Health Housing Advocate/Organization Leader*
- “STEP’s education allowed me to talk more intelligently about it and to better understand it for my organization.” *AOD Treatment Provider/Organization Leader*
- “Deborah Parker and I have put together several Power Points that are actually changing the minds of quite a few people in power.” *Sober Living Advocate/Organization Leader*
- “I have more information at my fingertips of helpful things that I can use in future when more legislation is proposed.” *AOD Treatment Provider/Organization Leader*
- “STEP did a lot of work putting together matrices comparing different types of housing, and some succinct statements about the American with Disabilities Act and the Fair Housing Act.” *AOD Treatment Provider/Organization Leader*

Most Significant Accomplishment. Providing an overview of the key outcomes achieved by the STEP initiative, all key informants were asked to describe the most significant accomplishment of STEP in their region. An overwhelming majority (77%) thought that STEP’s advocacy and impact on policies and

ordinances in their cities and counties was the biggest accomplishment. Just under half (46%) stated that the education and technical assistance provided by STEP were major accomplishments as it increased their awareness; whereas, just under a quarter (23%) found the changes to procedures within their organizations and cities to be the most significant accomplishments as they resulted in increased capacity to provide housing. The following selected quotes illustrate these three response themes.

- “The proposed ordinance [in Los Angeles] is consistent with the objectives of her program [i.e., a new ordinance that would allow licensed treatment programs to site by right].” *Local Government Staff*
- “She has convinced San Bernardino that it really needs to look at its ordinance and step back from some regressive policies, and is doing the same thing in San Diego.” *Fair Housing Professional*
- “She really opened up the eyes of a lot of providers who had absolutely no idea that there were federal and state laws that protect their programs.” *Fair Housing Professional*
- “She really spent a lot of time with us and educated our entire agency on this. That has been the most significant impact. .. I have advised the City of San Bernardino of the impact of their ordinance. I went to meetings with the city to share our views on the community’s need.” *Fair Housing Professional*
- “The victories that she has managed to accomplish based on a very constructive approach which is to educate the people who make the rules, that they are not doing the right thing. It is not just that you make a significant change, you make a permanent change.” *Mental Health Housing Advocate/Organization Leader*
- “Increased awareness. It is hard to measure but it has definitely been in the right direction.” *Sober Living Advocate/Organization Leader*
- “Change when it came to the housing policies previously in this area [San Bernardino and Riverside]. ... It has been a tremendous effort. I would say at least 75-85% of what we have done is change the landscape.” *Sober Living Advocate/Organization Leader*

Challenges

To better understand the challenges experience by the STEP initiative in the second year of implementation, the interviewees were asked what obstacle they experienced in their work with STEP and what attempts they made to address or overcome the obstacles.

Challenges. The responses varied when all interviewees were asked what obstacles or challenges they experienced in their work with STEP this past year to eliminate or reduce barriers faced by providers of housing for persons with disabilities. Over a third of the informants (38%) discussed the prevalent stigma and NIMBYism that influences decisions by local governments. Similarly, just under a third (31%) thought the ignorance and lack of knowledge among local governments and community members was a big obstacle. Just under a quarter of interviewees mentioned restrictive ordinances or policies in their local governments (23%), and limited resources, such as lack of staff, funding and time for the amount of work needed (23%). Select quotes representing the above mentioned themes included:

- “No one wants group homes or sober living homes or any homes for the disabled in their neighborhood. It’s the NIMBYism. It is one of the biggest things to overcome. Cities kowtow to their citizens.” *Fair Housing Professional*

- “NIMBYism. The fear of people not knowing what mental illness is. Breaking down that barrier. The hardest part is convincing the people who make the decisions, local council people, that they are discriminating and it has a negative impact on everybody overall. It is an ongoing challenge.” *Mental Health Housing Advocate/Organization Leader*
- “The uninformed local policy makers, neighbors, people who have a false concept of what it would like to have some of our programs cited in their communities.” *AOD Treatment Provider/Organization Leader*
- “The barrier is the ordinances that cities put forth restricting sober living.” *Sober Living Advocate/Organization Leader*
- “The biggest challenge is the learning curve to member homes. The amount of information that needs to be learned in the time we have to teach it to them.” *Sober Living Advocate/Organization Leader*

Steps to Resolve Challenges. When asked how these challenges were addressed or overcome, about two-thirds of the interviewees (62%) dealt with the barriers of stigma, NIMBYism and lack of knowledge through advocating in meetings with local governments and organizations; whereas, almost a half (46%) provided education and information to local governments, housing industry and the general public to overcome these barriers. Furthermore, two informants (15%) said that they worked within their budget and available resource to address the lack of resources. Examples of how the key informants overcame challenges in their work with STEP included:

- “I saw Deborah Parker in action with the Oceanside City Attorney, head of planning and everybody. She had the data at her fingertips, up-to-date with the latest on developments in other cities that they were trying to emulate. ... She was able to lay it on the table and that brought them up short.” *Mental Health Housing Advocate/Organization Leader*
- “By fighting Ordinance 1798 in Hemet to get it overturned. We are working with city officials to educate them.” *Mental Health Housing Advocate/Organization Leader*
- “We have now shown them that we are aware of what cities and counties are trying to do to sober living, and how to combat it. In other words, we are not just going to shrivel up and go away. We are going to fight.” *Sober Living Advocate/Organization Leader*
- “Instead of fighting with political figures, help them solve their problem. STEP has been instrumental in trying to bridge the gap, so that both sides can get what they want.” *Mental Health Housing Advocate/Organization Leader*
- “Education is crucial. We need to increase sensitivity by all of the housing industry as it relates to the disabled, including sober living, drug addicts, and mentally disabled. Those categories seem to be the ones the public has misconceptions about.” *Fair Housing Professional*

Lessons Learned

To obtain the informants’ perceptions on what worked best in their advocacy efforts with STEP, they were asked what strategies or actions have been most effective, who have been supportive and effective partners for bringing about change, and what, if anything, could have made STEP’s advocacy efforts more successful?

Most Effective Strategies. Reflecting on their experiences, all interviewees were asked what strategies or actions have been most effective to impact their situations or with their local governments. Most interviewees (77%) believed that in-person meeting with local governments and organizations were the

most effective strategy. Similarly, over a third (38%) said that education and increased awareness, particularly among local government officials, was most effective. The strategies of getting involvement in public hearings and seeking professional/legal assistance were each mentioned by one informant (8%). The following examples were strategies used by the key informants.

- “The most effective thing has been meeting local governments directly in their zoning and land use offices, and having the template that STEP developed to help educate them with our viewpoint. ... When we would get with the heads of zoning and heads of planning, it was always effective with the information we brought to the table. It didn’t always come out in our favor, but in three out of four cases we would leave those meetings with them thinking differently about proposing ordinances against sober living.” *Sober Living Advocate/Organization Leader*
- “Educating the city staff and council members. We make it mandatory that in the cities we service we have a workshop with city staff, give them training on all the services that we offer and emphasizing information on zoning ordinances.” *Fair Housing Professional*
- “We have had to hire counsel to fight the law suit and direct us in dealing with our issues. Deborah Parker has probably been the most helpful and she doesn’t charge us for services.” *Sober Living Advocate/Organization Leader*

Supportive Partners. The interviewees were also asked who have been supportive and effective partners for effecting change. Almost half of the informants mentioned government officials and organizations at the local, county, state and/or federal level (46%), as well as providers and organizations and advocates for providers for persons with disabilities (46%). A third (31%) mentioned fair housing professionals and organizations, and almost a half mentioned public groups and community members (23%) and STEP and other advocates for housing for persons with disabilities (23%). Finally, two interviewees (15%) mentioned professional lobbyists. Examples of the supportive partners included:

- “City council, state, and federal officials.” *Sober Living Advocate/Organization Leader*
- “The City Attorney’s Office [in San Diego] has been really supportive. ... Once we educated them, they were very open, listened and realized they were wrong. They have been extremely helpful and open to working with us. They yield tremendous power.” *Mental Health Housing Advocate/Organization Leader*
- “The Sober Living Network has been real helpful. They are great people to work with.” *Fair Housing Professional*
- “NAMI and American with Disabilities Association (ADA).” *Sober Living Advocate/Organization Leader*
- “The California Association of Addiction Recovery Resources (CAARR) provider network.” *Fair Housing Professional*
- “Inland Mediation and Fair Housing Board in our area.” *Mental Health Housing Advocate/Organization Leader*
- “Providers of shared housing.” *Mental Health Housing Advocate/Organization Leader*
- “For us, the only organization that was helpful was STEP.” *AOD Treatment Provider/Organization Leader*
- “There have been two or three professional lobbyists that represent various groups in the state that have been effective at the legislative level.” *AOD Treatment Provider/Organization Leader*

Needs to Increase Effectiveness. When asked if there was anything that could have made STEP’s advocacy efforts more effective, the majority of interviewees (62%) replied more resources, such as additional staff, funding, and/or more time. In addition, two informants (15%) thought that nothing else was needed because STEP was effective, and one informant (8%) commented that people within local organizations and governments need to speak out more. Select quotes illustrating these responses are provided below.

- “What STEP needs is another two years of funding. Deborah has finally got a bunch of work to a place where it can be delivered.” *Fair Housing Professional*
- “She has got herself positioned to use San Bernardino as a prototype for a new regulatory system that everyone will follow. But she is going to run out of money before she makes that real.” *Fair Housing Professional*
- “People need to speak out more but agencies are worried about the backlash. It is hard for people to step out there because of their affiliation with their agencies.” *Mental Health Housing Advocate/Organization Leader*

Looking Ahead

Based on the activities engaged in and experiences that key informants have had to date, questions were asked of them to obtain insights that could inform similar initiatives in the future. Interviewees were asked what types of things still needed to combat zoning and land use barriers, and if the advocacy work supported by STEP would continue in their area after the completion of this initiative.

What Still Needs to Happen. When asked what types of strategies and activities still need to happen in their area and local governments to combat zoning and land use barriers, most of the interviewees (85%) said more education with local governments, organizations and community members. Almost a third (31%) said that continued advocacy was needed. Some thought that clear definitions of sober living homes/independent facilities were needed (15%) and that analysis of zoning and land use regulations was needed (15%). Finally, others said that more relationships needed to be developed with local government officials (8%) and an ombudsman/resource person was needed (8%). The following select quotes illustrate these responses.

- “The more education, the better in helping people overcome their prejudice.” *Local Government Staff*
- “We still have a whole lot of people who don’t understand the law and merrily go along as if they have the knowledge and they try passing these ordinances. .. You have to be vigilant because it is not going to stop until every jurisdiction becomes educated.” *Mental Health Housing Advocate/Organization Leader*
- “We need the communities to recognize what [sober living homes] are doing and what we are providing. To get them to buy in that we are vital part of their community and that we provide a service that they are unable to provide.” *Sober Living Advocate/Organization Leader*
- “We need to keep up a strong and united front to keep the pressure on and say, yes this does affect you.” *Sober Living Advocate/Organization Leader*
- “Local governments need to undertake a complete analysis of their land use and zoning regulations from a civil rights perspective, and then make the necessary changes so their zoning regulations comply with civil right laws.” *Fair Housing Professional*

- “There needs to be a clear definition of what independent living facilities are and what residential care facilities are. They need to have a clear definition of the different types of residential housing for people with mental illness. One size does not fit all.” *Mental Health Housing Advocate/Organization Leader*
- “There is not a silver bullet or a single law that will fix it. Somebody like Deborah Parker needs to be a resource to run in and fix the problems. ... That kind of ombudsman role which Deborah has done so effectively is an ongoing necessity. That need will never go away.” *Fair Housing Professional*

Sustainability of Advocacy. Given that the STEP initiative ends in June 2010, interviewees were asked how they see the advocacy work supported by STEP continuing in their region. Most interviewees (85%) said they would continue with their advocacy efforts and educations, using tools and information developed by STEP. IN addition, the majority (62%) discussed the need for the continuation of STEP or a similar initiative in the future. Examples of their responses are provided below.

- “There is always need for advocacy when it comes to housing, and for education on land use and compliance. I will take what STEP has taught me and educate people.” *Mental Health Housing Advocate/Organization Leader*
- “We will continue to use the tools and call Deborah Parker for advice.” *AOD Treatment Provider/Organization Leader*
- “Our efforts are to eliminate discriminatory housing in any form. Now that we have this awareness, we are going to be looking at Analysis of Impediments of zoning ordinances throughout our area. We will be talking with other agencies as we get together, and saying you might want to take a look at it.” *Fair Housing Professional*
- “There needs to be a ring leader. There needs to be someone carrying out the charge. The continuation of this project is very, very important because most people don’t understand the impact of local zoning and land use, and people don’t have the time to be experts in it. ... You need someone who can both organize and educate. That is why it was so great to have this program.” *Fair Housing Professional*
- “There is no one in the mental health community who knows as much about land use as Deborah parker. I don’t see anybody stepping into that.” *Mental Health Housing Advocate/Organization Leader*

Additional Comments. At the conclusion of the interview, interviewees were asked if there was anything else they would like to add. All of the key informants (100%) commented about the valuable services and resources provided by the STEP initiative. In addition, almost half (46%) emphasized the need for the continuation of the STEP. Sample responses included:

- “Deborah Parker is a neat lady, very knowledge, and a great addition to our dialogue.” *Local Government Staff*
- “Deborah Parker is an amazing resource. I really appreciate her support and believe that many programs would be in a much worse place without her involvement.” *AOD Treatment Provider/Organization Leader*
- “When you chose Deborah Parker, you aptly chose someone who was extremely aggressive when it comes to getting the work done, assertive when it comes to applying the trade, and she works well with everyone who is willing to work with her. She is one of the best advocates I have

seen because of her tenacity and her ability to listen and to work well with others.” *Sober Living Advocate/Organization Leader*

- “There is so much good that STEP has already done. But there is so much more to do.” *Mental Health Housing Advocate/Organization Leader*
- “It is a shame that the project can’t continue because it is really going to be a long range process. Without the STEP project it will probably slide backwards because of the state of the economy right now, there are a lot of other priorities. There will be an absence with that program gone. It will be felt.” *AOD Treatment Provider/Organization Leader*

STEP Staff Interview

A qualitative interview was conducted by phone with STEP staff during May 2010 to obtain staff perceptions and experiences; information on outcomes, challenges, lessons learned; and recommendations for similar initiatives as STEP neared the completion of the project.

Participants and Interview Content

The STEP Project Manager was interviewed by phone in May 2010. As this was the only STEP staff member asked to be interviewed, the response rate was 100 percent. The interview took 45 minutes to complete and consisted of 12 open-ended items. The interview protocol developed for the evaluation covered the following content areas: (1) Impact and Outcomes of STEP, (2) Challenges, (3) Lessons Learned, and (4) Looking Ahead. The STEP Staff Interview Protocol is provided in Appendix G.

Impact and Outcomes of STEP

To ascertain staff perceptions regarding the significant impacts and outcomes of the STEP initiative, the interviewee was asked a series of questions about the most significant impact, other significant outcomes, unexpected outcomes, and long term investments resulting from the STEP initiative.

Most Significant Impact. When asked to identify the most significant impact of STEP, the Project Manager stated, “Up until STEP, the vast majority of providers did not realize: (1) that there was legal protections, and (2) how to use those legal protections to their defense. That is the biggest thing.”

Other Significant Outcomes. When asked what other significant outcomes were realized with the STEP initiative, the interviewee discussed several outcomes related to expanding access to residential treatment and independent living providers for persons with disabilities, as well as increasing capacity of service providers, organizations and advocates. At the individual level, STEP supported providers who sought and obtained CUPs, giving them an other providers the confidence to at least try to get CUPs. In addition, a reasonable accommodation request was granted as a result of STEP. On a larger scale, efforts by STEP resulted in the elimination and/or in the non-enforcement of ordinances that would have prohibited or severely limited housing for persons with disabilities. In fact, advocacy against similar ordinances and policies continues as decisions by local governments are still pending. As explained by STEP staff:

- “We were able to mitigate some ordinances that would have impacted housing for persons with disabilities, specifically the sober living and independent living for the mentally ill. Largely this is a long, terrible, slow ground war. And we are still in the ground war in several of the local

governments, like San Bernardino, like Hemet, like City of Los Angeles—we don't know if that one is going to come back, like City of San Diego right now."

Also on a larger scale, STEP has impacted the ways in which providers, their organizations, and advocates respond to zoning and land use barriers posed by local governments. According to the STEP Project Manager, "We changed the provider response dynamic. Instead of digging deeper into their individual foxholes, they now come up and ask for help from their leadership. It is not just the individual. For instance, by educating the sober living and the mental health independent living associations, we have been educating their leadership so they know how to get support for independent providers when they are cited by code enforcement or something like that." In addition, STEP has changed the provider response dialog. For example:

- "STEP has been changing their whole dialog and talking points to get off defense and onto offense. In these instances, they are not wrong and yet they are defending themselves. To get them to put the city on the defensive as to why they are not following the regulations or the laws that they should be."

Unexpected Outcomes. When asked to describe any unexpected outcomes of STEP, staff said that the extent of the project's success, and lack thereof in some situations, was unexpected. The Project Manager stated, "I had no idea how successful or not we would be. [Fair Housing Attorney] Ed Dilkes said that he is amazed with what we have been able to get away with in local governments. He means what we have been able to do by the way we have been working with them." STEP staff attributed some of the success to the approach used with local governments. "When you get lawyer-to-lawyer you have a whole different dynamic. But we didn't do that. We left the lawyers out until it became absolutely necessary. We went in with existing policy and community action and entered into dialog, which tended to be fruitful in a lot of situations. Like with code enforcement particularly, and with those cities thinking about doing ordinances-- if you get in as soon as possible. What we have done is begin to establish a template for this kind of work. The cities all know what the other cities are doing."

STEP staff also discussed unexpected areas in which they were not as successful, as in their work in Orange County. She stated, "We have had no policy successes in Orange County because those policies are all too far gone. Those challenges are all in litigation. We have had some with code enforcement, but I have no idea how many." Something else unexpected was the length of time involved with making changes and getting providers and organizations to stand up for themselves. According to STEP staff:

- "STEP is beginning to empower the field, those affected, in ways that are just beginning to pay off. Where they are just beginning to go out on their own, but not as much as I would like."

Long Term Impact. To ascertain the far reaching impact of the project, the interviewee was asked what long lasting investments were made as a result of STEP. The Project Manager discussed the groups of advocates and spokespersons that have been developed, templates and Tool Kits that have been produced, strategies that have been implemented, and connections that have been made as a result of STEP that will continue to have an impact long into the future. She stated, "These things build and grow. In the absence of STEP, I do think that we have enough templates and a sufficient number of people, about 20-25 people in Southern California, who can stand up and speak in these areas."

When discussing long-term impact of STEP, the interviewee added, "(1) We engender hope, (2) They have got to work together, and (3) Don't hide in a foxhole and think it is going to go away. That dynamic

is going to change. Also, seeing the success of using the right talking points.” Staff also mentioned the lasting impact of STEP strategies of combining allies (such as mental health and alcohol and drug providers) and educating and linking provider associations to fair housing professionals to combat potentially discriminating zoning and land use issues. For example:

- “Through the provider associations and general education, we have been able to link providers and advocates with effective fair housing professionals. There are many out there who are not effective, and if providers just contacts any local fair housing professional they don’t get any support. We know which ones are effective.”

Challenges

To gain a better understanding of challenges the project encountered, the interviewee was asked to describe the biggest obstacles or challenges experienced in STEP’s work to eliminate or reduce barriers faced by providers of housing for persons with disabilities and how these obstacles were addressed or overcome. In addition, STEP staff was asked if there was something she thought would be easy to do but was actually challenging to implement.

Obstacles and Challenges. One of the biggest obstacles experienced by STEP was getting providers to stand up for themselves and articulate the talking points. The interviewee stated, “An awful lot of people are not willing to do the head on challenging of power.” For example, on STEP’s Provider Documentation Survey, providers responded that they were reluctant to go forward and speak out because they wanted people to like them. STEP staff’s response to their reluctance is, “They don’t like you now and they don’t respect you. But if you fight back they will respect you.” According to the Project Manager, “It was very challenging to get people to speak out. They have more to lose that I do. They are making a stand on their property. So I am trying to take a bullet for them. But there is a certain point where they have to stand up and risk taking the bullet themselves.” To overcome this challenge, STEP staff let providers know that they were not alone and encouraged them to use talking points, their coalitions and STEP for support. She stated, “Get the assistance of the coalition and from STEP. Get the assistance so you are going in their armed. Don’t wait until the last possible moment.”

Similarly, STEP also found it challenging to get people to go to the city council meetings and to contact city council members. The interviewee worked with coalitions and organizations to address this challenge. She stated, “I hound the local leadership of organizations and coalitions. I tell them why it is necessary. The coalitions are the mobilizers. They began to see how important it was to do this.”

Other challenges mentioned by STEP staff was the length of time involved in working with local governments and the resistance of local governments to input on the Housing Element. The following quotes illustrate these challenges and how they were addressed.

- “The barrier was the glacial speed at which local governments move. Their process is designed to wear you down. You have to keep the pressure on. I found that without me, the pressure would go away, or that [providers] were willing to do it, but they didn’t know how to strategize it.”
- “Another challenge with local governments was not to get mired in the planning department. You just keep pushing. You bring in consultation with the city attorney to make sure the real issues are being articulated.”

- “We were unprepared for how resistant the local government was to formal input on Housing Element. We were all geared up to do it in San Diego but the legislature changed the due date from 2010 to 2011, so there wasn’t really anything we could do at that point. But we did work on Housing Element in other counties. We gave Hemet and San Jacinto a problem and reported some others to the HCD. ... If the city wouldn’t change what we were talking, we could document it and send it up to HCD. The HCD told us, ‘please let us know if they are being resistant because we only have so much staff for this and the squeaky wheel gets greased.’”

Unexpected Challenges. When asked if there was something she thought would be easy to do but was actually challenging to implement, the Project Manager responded, “I tend to think that because this work is relatively easy for me, that it should be relatively easy for others once they know the information. That has not proven to be true.” She explained, “It is not easy information for people to grasp and to turn right around and utilize it. That is why I tried to provide as much practical application for the leadership to help providers to use the resource we provided them to stand up for themselves.” In addition, the following strategies were used by the STEP Project manager to overcome this challenge:

- “I gave numerous trainings. I met with numerous task forces. The best thing I could do was give them the trainings, the talking points and then put them in a real-life situation. Some people just get intimidated when maybe someone on the other side acts out, is threatening, or is resistant. I kept saying that it doesn’t matter what they say. What they say just tells you the next place that you need to go.”

Similarly, STEP staff thought once providers and organizations knew the information, they would help others but this did not always prove to be the case. The Project Manager stated, “I was really hoping that people who have benefitted from [STEP’s assistance] would show the way for others, but they don’t. It is like they hide in a fox hole. They come out when they have been discovered. They get the tools, and then they go back.” She stated that the AOD field is challenged in organizing their advocacy whereas, the mental health field has been more successful in mobilizing their providers into community action. The Project Manager explained, “That is why I spent so much time working with leadership of organizations. Individual housing owners will go to their leadership who I am confident are now much better equipped to deal with the issues and to support their individual members in doing so.”

Lessons Learned

Reflecting on staff’s experience and knowledge gained through the implementation of STEP, the interviewee was asked what advocacy strategy or action has been most effective and who have been the best partners for effecting change. In addition, STEP staff was asked if based on her current knowledge she would she change anything on the original proposal for STEP funding or would change anything on the project if she was to do it again.

Effective Strategies and Partners. When asked what advocacy strategy or action has been most effective, STEP staff replied, “The earlier you can identify a problem and start moving on it is the most effective strategy.” She stated, “We really need to follow in the local papers what local governments are doing about ordinances. When there is a hearing, organizations need to get in it right away, and address it right away. They need to alert their membership about this, so they can respond.” In addition, staff provided the following related comments about effective strategies to address problems with local governments.

- “The most successful strategy is to first have [providers and organizations] prepared. When something happens, such as a home gets threatened, then you use that as a mobilizing force. It is a motivation to get them together, and they see that they can get together and do something about it. This information is not good from just a theoretical standpoint. It is something that you have to apply so they can see how it works. That is why I do more role-model exercises in the trainings. They have to apply it.”
- “The effective groups mobilized around a precipitating or culminating issue. That is what brought people to the table.”
- “Demonstrate to providers that local government is accessible and responsive to them. To effect change from local governments, they have to go talk to individual people. Grandstanding at a public meeting doesn’t work. “
- “Local governments are open and accessible to meetings, and should be engaged as soon as a problem surfaces. People are surprised at how easy it is to get a meeting with a city representative. Also, it doesn’t matter what their politics are. You never know what will unite you to work together.”

According to STEP staff, the best partners for effecting change include the Sober Living Network, certain fair housing professionals and organizations, criminal justice partners, advocates in other fields such as parolee housing, and NAMI. The interviewee added, “The mental health advocates have been very willing to come to meetings, willing to get involved, willing to make phone calls.”

STEP staff also discussed entities that did end up being good partners for effecting change. STEP found that the County Mental Health and Substance Abuse officials did not want to get involved because they were afraid that they would be seen as inciting something. Only the Orange County and Riverside Mental Health would have trainings. In addition, the interviewee discovered, “The majority of the fair housing councils were not only non-responsive to providers calling them, but they were lacking information on zoning and land use for group homes. They simply didn’t know those things. They were too slow to return phone calls or act. Meanwhile a provider is being fined \$500 a day.” However, the STEP Project Manager named four fair housing professionals who were very knowledgeable and of great assistance to the project.

Recommended Changes. When asked if she would change anything to the original proposal for STEP funding based upon her current knowledge, the interviewee responded, “I could not have known the legislature would change the date for Housing Element for San Diego County. Knowing what I know now, I am not sure I would have taken on Housing Element. I would have needed another year or two to gear up the advocacy. That is an advocacy that just won’t go away.” Similarly, STEP staff could not have known how long it takes for decisions to be made on zoning and land use issues. She stated, “I had no way of predicting how long things were going to take. I am having to leave things midstream, like in San Diego, San Bernardino, and Hemet.”

Based on her knowledge and experiences, if the STEP Project Manager were to do this project again she would make the following changes.

- “I wouldn’t spread myself all over landscape. We were originally going to do four counties, and that would have meant more work could be done in each county. But when the City of Los Angeles ordinance came up, we all agreed that we simply could not let Los Angeles go down and we had to get involved. So we added Los Angeles and that is just a huge county. We were able to get help from the coalition.”

- “I would have another staff person. It was too much for one person to cover all of those counties. Even a half person would have made all the difference.”
- “I needed to have legal counsel. That was a good thing we planned for. It enabled us to have back up and get some really good Issue Briefings out. But I had to pick my battles.”
- “I did not have time to mobilize the mental health people in Los Angeles County. The Los Angeles Sober Living Coalition was slow to do it because they didn’t see the need. But now they are working on it. We are definitely doing that in San Diego. The mental health and alcohol and drug people are working side by side.”

Looking Ahead

For the final interview questions, the interviewee was asked what still needed to happen to combat the political power of NIMBY on local government decision makers, and what strategies she would recommend for similar initiatives in the future to reduce zoning and land use barriers for providers of housing for persons with disabilities.

How to Combat NIMBY. To assess interviewee’s perceptions on the role of NIMBY in land use decisions and how best to address it in future efforts, STEP staff was asked what still needs to occur to combat the political power of NIMBY on local government decision makers. The interviewee responded that STEP needed to continue doing what it has been doing. The Project Manager explained, “The providers need to concentrate on not defending themselves. We need to get the cities on the defensive.” Furthermore, she stated, “I keep encouraging people to set up relationships with their code enforcement, and offer trainings for code enforcement officers on how to do visits for these types of houses. Partner with your local government so that you are part of the solution.”

Recommended Strategies. When asked what strategies or activities she would recommend for future initiatives to reduce zoning and land use barriers for providers of housing for persons with disabilities, the STEP Project Manager said, “We have a very good template, and should build on that.” Furthermore, she discussed the following strategies for similar initiatives in the future.

- “Build more of a community action team in all of the counties to carry out when needed. We have got the data, we have got the policy. We need to beef up the community action. We need to get more AOD providers. We also need to work with them to get their supporters involved.”
- “I learned that we can’t expect help from authorizing agencies, like the county or the state. This has totally got to be a grass-roots community action.
- “The focus needs to be to mobilize at the provider and community level. Go straight to the infantry.”

SUMMARY AND RECOMMENDATIONS

At the end of the two year term of the project, the STEP initiative has achieved its purpose of expanding access to residential treatment and housing for persons with substance abuse problems, mental illness, and other persons with disabilities by advocating for the application of fair housing laws as they apply to group homes and other residential treatment settings in Los Angeles, San Diego, Orange, Riverside, and San Bernardino Counties. As indicated by the many accomplishments discussed in this report, STEP also met and exceeded all of its intended outcomes, with the exception of falling short of one media placement despite having submitted over 17 Letters to the Editors and Op-ed pieces that were not printed. Detailed evaluation findings have been provided related to STEP’s major accomplishments,

community assessment, trainings evaluated, key informant interviews and staff interviews. The remaining sections of this report highlight the most significant accomplishments of the project, in addition to recommendations for similar initiatives in the future.

Most Significant Project Accomplishments

Several significant accomplishments were achieved by STEP during the past two years that have resulted in increased access to housing for persons with disabilities within and across the five target counties of this initiative. The most significant accomplishments and outcomes of STEP included:

- **Eliminated, modified and/or suspended the enforcement of restrictive zoning and land use legislation, ordinances and/or policies** by training, mobilizing and working alongside groups of providers and advocates in cities such as Los Angeles, Hemet, San Bernardino, and Oceanside, as well as at the statewide level. Although outcomes on other ordinances and policies are still pending in cities such as San Bernardino, Hemet and Los Angeles, STEP impacted the process, bringing providers and their advocates to the table to work with local governments to address zoning and land use barriers faced by providers of housing for persons with disabilities.
- **Supported providers who successfully sought CUPs, reasonable accommodation and/or fought illegal citations/violations from local governments** by giving them templates, talking points and confidence to take on their local governments, changing the provider response dialog away from providers defending themselves to putting cities on the defensive as to why they are not following the regulations or laws that they should. According to the Sober Living Network, about 70 providers in Los Angeles were cited by code enforcement and were told they needed to get licensed, get down to six beds, or shut down. Using STEP Issue Briefings and talking points, providers educated city officials and code enforcement and were able to stop the elimination of beds in about 75% of the cases.
- **Established groups of providers and advocates with regional cross sector knowledge and advocacy of fair housing laws and zoning and land use laws** by providing numerous trainings, presentations, and technical assistance sessions to providers, administrators and local government officials. In addition, STEP connected providers, advocates and local government personnel with legal counsel, fair housing professionals, and advocates from other sectors to build sustainable relationships and support systems for overcoming zoning and land use barriers faced by providers of housing for persons with disabilities.
- **Conducted an innovative, comprehensive community assessment to identify and document zoning and land use barriers experienced by providers of housing for AOD-addicts, mentally ill seniors or other persons with disabilities** by developing and administering the Provider Documentation Survey to providers of residential treatment, sober living and other types of independent living in Los Angeles, Orange, Riverside, San Bernardino, and San Diego Counties. This was the first assessment of this kind that was designed to determine the full extent of zoning and land use barriers, as well as the number of providers seeking CUPs in the five target counties.
- **Presented STEP's community assessment findings at the statewide level at the California Legislative Hearing, Assembly Human Services Sub-Committee Special Hearing on NIMBY and Other Problems Siting Programs for Persons with Disabilities** by educating key government

representatives on the most prevalent types of zoning and land use barriers experienced by providers of housing for persons with disabilities. In addition to increasing awareness of the application of fair housing laws to housing for persons with disabilities, this presentation increased the awareness and authority of the STEP initiative's efforts to advocate on this topic.

- **Increased awareness of providers, advocates, local government personnel, fair housing professionals, and the general public of fair housing laws' application to residential treatment and housing services** by producing and distributing Issue Briefings, Tool Kits, and media placements, as well as engaging in numerous face-to-face meetings and conversations with local governments, advocates and fair housing professionals to work together to develop solutions to zoning and land use barriers. As a result, long-term changes have been made in the ways in which local governments, fair housing agencies, and provider organizations operate and address zoning and land use issues for housing for persons with disabilities.

Recommendations

As this Final Evaluation Report has substantiated, the STEP initiative has strategically and successfully expanded access to residential treatment and housing for persons with disabilities through its numerous strategies advocating for the application of fair housing laws as they apply to group homes and other residential treatment settings in Los Angeles, San Diego, Orange, Riverside, and San Bernardino Counties. Based on evaluation findings from survey research, key informant interviews, and staff interviews, it is apparent that a great need still exists for initiatives such as STEP in the future to combat NIMBYism and zoning and land use barriers faced by providers of housing for persons with disabilities.

According to the findings from the community assessment and structured interviews, many providers of housing for persons with disability do not pursue CUPs and/or are hesitant to fight violations from local governments that may be illegal as they believe that local governments will not rule in their favor no matter what data or laws are presented. NIMBYism and stigma associated with providers of housing for persons with disabilities continues to influence policies and practices of local governments. As explained by a key informant, "No one wants group homes or sober living homes for the disabled in their neighborhood. It's the NIMBYism. It is one of the biggest things to overcome. Cities kowtow to their citizens."

To overcome the challenge of NIMBYism that contributes to zoning and land use barriers, education of and advocacy with local and statewide governments and organizations, housing professionals and the general public is recommended. One key informant stated, "Education is crucial. We need to increase sensitivity by all of the housing industry as it relates to the disabled, including sober living, drug addicts, and mentally disabled. Those categories seem to be the ones the public has the misconceptions about." In addition, STEP staff recommended, "Providers need to concentrate on not defending themselves. We need to get the cities on the defensive." The Project Manager also stated, "I keep encouraging people to set up relationships with their code enforcement officers ... partner with your local government so that you are part of the solution."

This recommended strategy of working with local governments as part of the solution was also emphasized by key informants. When asked what strategies or actions were most effective in impacting their situations and/or local governments, an overwhelming majority said that in-person meetings with local governments and organizations were critical. As stated by a key informant, "The most effective thing has been meeting local governments directly in their zoning and land use offices, and having the

template that STEP developed to help educate them with our viewpoint. ... When we would get with the heads of zoning and heads of planning, it was always effective with the information we brought to the table. It didn't always come out in our favor, but in three out of four cases we would leave those meeting with them thinking differently about proposing ordinances against sober living."

In addition, it is vital that involvement with local governments occurs early in the process. As shown in the select case studies presented, the earlier that zoning and land use issues can be identified and addressed, the more likely it is that advocacy efforts will be effective. In order to become aware of issues earlier in the process, STEP staff recommended, "We really need to follow in the local papers what local governments are doing about ordinances. When there is a hearing, organizations need to get in it right away, and address it right away. They need to alert their membership about this, so they can respond."

Finally, it is highly recommended that there are similar initiatives in the future that can continue STEP's efforts to educate and insist that local and statewide governments apply fair housing laws to zoning and land use issues for housing of persons with disabilities. According to a key informant, "We still have a whole lot of people who don't understand the law and merrily go along as if they have the knowledge and they try passing these ordinances. ... You have to be vigilant because it is not going to stop until every jurisdiction becomes educated." In addition, STEP staff reiterated the need to build on STEP's template and continue intentional organizing activities, stating the need to "Build more of a community action team in all counties to carry out when needed. We have got the data, we have got the policy. We need to beef up the community action. ...The focus needs to be to mobilize at the provider and community lever. Go straight to the infantry."

CONCLUSION

In sum, the STEP initiative has achieved its overall purpose and outcomes of expanding access, increasing capacity, increasing public awareness, and disseminating templates using environmental prevention strategies of intentional organizing, applied data and research, policy enforcement and media advocacy throughout the two years of the project's implementation. The outcomes of the STEP initiative exceeded the project's original goals and have made a sustainable, long-term impact by expanding access to residential treatment and housing for persons with disabilities in the Counties of Los Angeles, Orange, Riverside, San Bernardino, and San Diego, as well as at the statewide level. However, there is a critical need for similar initiatives in the future to continue and build upon STEP's template and momentum to combat the pervasive NIMBYism and zoning and land use barriers that providers of housing for persons with disabilities experience.

Appendix A. Training and Presentation Tracking

STEP Final Evaluation – Training and Presentation Tracking (May 2008 – June 2010)

Date	Title of Training/Presentation	Organization/Audience/Location	Number of Participants
5/20/08	Understanding Zoning & Land Use Discrimination against AOD programs in zoning and land use	CADA-CAADPE Conference Statewide/AOD providers, criminal justice, legislative aides - Sacramento	150
5/28/08	The Importance of getting involved in Housing Element	Presentation to CAADPAC Housing Committee at CAADPAC Quarterly meeting - Sacramento	9
6/19/08	Discrimination in Land Use Against Persons with Disabilities: : What It Is and How to Use Community Action to Eliminate It	ADP Statewide conference - Burlingame	80
6/23/08	Ending Discrimination in Zoning and Land Use	Training for State Department of Alcohol and Drugs executive and program staff - Sacramento	175
8/05/08	Importance of Understanding Discrimination in Zoning and Land Use—also tested survey questions	San Diego Sober living Coalition - San Diego	50+
9/06/08	What to say to decision makers and media and how to say it	LA Sober Living Coalition - West LA	85
9/15/08	Why we need to get involved in Housing Element and how to do it	CAARR Quarterly meeting - Palm Springs	130+
9/23/08	The Importance of getting involved in Housing Element	CAADPAC Quarterly meeting - Sacramento	60+
10/03/08	What is Zoning and Land Use Discrimination	Community Voices sponsored by Riverside Co. Mental Health – Palm Desert - Riverside County	30+
10/16/08	What is Zoning and Land Use Discrimination	Community Voices sponsored by Riverside Co. Mental Health – Moreno Valley - Riverside Co.	20+
10/16/08	Getting involved in Housing Element	ADSPA (Alcohol and Drug Services Providers Assoc.) – San Diego	40+

Date	Title of Training/Presentation	Organization/Audience/Location	Number of Participants
12/3/08	Understanding and Combating Zoning and Land Use Discrimination	Riverside County Sober Living Coalition	45+
12/3/08	How to Get Involved in Housing Element	Riverside AOD Residential Recovery Network	5
12/12/08	Understanding and Combating Zoning and Land Use Discrimination	Orange County Sober Living Coalition	50+
1/14/09	How the SLN could retool to better combat zoning and land use discrimination	So. California Sober Living Network Board of Directors— LA	20
1/15/09	Tool Kit Training	Los Angeles Co. AOD and MH providers—also introduction to Housing Element—East County Location	18
1/22/09	Tool Kit Training	Los Angeles Co. AOD and MH providers—also introduction to Housing Element—South Bay Location	35
1/28/09	How CA State Law and Fair Housing Laws Work Together to Protect Housing for Persons with Disabilities	Inland Mediation and Fair Housing Board	15
2/5/09	Understanding and Combating Zoning and Land Use Discrimination	San Diego Mental Health Housing Coalition Meeting	30
2/11/09	City of San Bernardino Operation Phoenix Ad Hoc Committee--Special Meeting on Sober Living	San Bernardino City Mayor's Office meeting on sober living	25+
2/18/09	DATA: Indicating Where Problems Are in Siting Group Homes for Persons with Disabilities and Pointing the Way to Solutions	CA Legislative Hearing—Assembly Human Services Committee Special Hearing on NIMBY and other problems Siting programs for persons with disabilities	Committee—7 Gallery—25
2/29/09	Understanding and Combating Zoning and Land Use Discrimination	Orange County AOD providers association	40+
3/4/2009	Tool Kit Training	Sober Living Coalition—LA County	50

Date	Title of Training	Organization/Audience/Location	Number of Participants
3/25/09	Understanding and Combating Zoning and Land Use Discrimination	San Diego County MH Residential Care Committee	30+
4/15/09	Understanding and Combating Zoning and Land Use Discrimination	LA Sober Living Coalition—2 nd training	50+
4/22/09	Key Points for Advocacy	CEC-Community Expansion Collaborative annual symposium on zoning and land use issues for AOD programs	80+
5/04/09-5/05/09	Knowing the History of Your Issue & Getting to the Second Meeting with Decision Makers	Montana Community Change Project—Montana Environmental Preventionists	150
5/12/09	Combating Zoning and Land Use Discrimination	San Diego NAMI housing meeting	17
5/13/09	Importance of Community Action	Sober Living Network Board Meeting—Los Angeles	24
5/23/09	How to Change the Public Dialogue	Los Angeles Sober Living Coalition	50+
6/22/09	Tool Kit Training	West Los Angeles Sober Living Coalition	33
6/23/09	Tool Kit Training	San Fernando Valley Sober Living Coalition	18
6/30/09	Tool Kit Training	Riverside County NAMI & sober living	17
07/10/09	How to Change the Sober Living Message from Defense to Offense	Orange County Sober Living Coalition	41
8/18/09	Tool Kit Training	San Diego group housing providers and advocates for persons with disabilities	35+
8/20/09	Tool Kit Training	Orange County sober living coalition	17

Date	Title of Training	Organization/Audience/Location	Number of Participants
8/22/09	Tool Kit Training	NAMI state conference - Long Beach	12
9/16/09	Tool Kit Training	Riverside Sober Living Coalition	11
10/25/09	What Community Activists Need to Know in Combating Zoning and Land Use Barriers	Springfield College, Public Policy class	12
2/27/10	Tool Kit Training	San Bernardino Sober Living Coalition	33+
4/30/10	Tool Kit Training	Riverside sober living and mental health providers and advocates	30+
5/15/10	Tool Kit Training	Los Angeles Sober Living Coalition	35+
5/17/10	Tool Kit Training	San Diego AOD and mental health providers and advocates	25+

Appendix B. Technical Assistance Tracking

STEP Final Evaluation - Technical Assistance Tracking (May 2008 – June 2010)

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
5/20/08	CAADPE-CADA conference-Sacramento	AOD providers, legislators, criminal justice	TA to 2 providers at conference STEP presented at	2
5/28/08	CAADPAC—Sacramento	County AOD Administrators	TA to CAADPAC newly formed Housing Committee	8
6/7/08	Tim Salyer	The Windstone Group—treatment	To review San Bernardino City ordinance and offer suggestions for addressing it	3
6/9/08 (ongoing)	Rebecca Zulauf	Sober living	Being cited and fined by SD County incorrectly as treatment instead of SL. Started working with her in April 08-we will eventually go to hearing w/ her	2
6/9/08, 6/13/08	Sunny Acres-San Luis Obispo	Res, AOD program facing local government harassment	Reviewed their situation and referred them to a fair housing lawyer	3
6/17/08	Kim Savage	Fair housing attorney	Consultation w/ her re: Sunny Acres program I referred to her	1
6/17/08, 6/27/08, 7/1/08	Gene Fischer	Communities for Change	Assistance in getting new O/P program sited and overcoming zoning problems	6
6/23/08	Tom Renfre	CAADPAC Exec. Dir.	Collaboration and strategizing on countering the amended Huffman bill which still seeks to circumvent the 6 and under law	2
6/24/08	Loren French	ED of Fresno New Connections	Trying to place new residential treatment in Sierra foothills and facing county discrimination—referred him to FH lawyer	2
6/25/08	Sam Valdez	MAAC Project, Chula Vista	Wants to seek CUP for expansion	2
6/25/08	Glenn Swanson	Provider in Upland	Wants to site a new program and wanted to know where to start	1

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
6/27/08	Paul Savo and Kim Savage	Fellowship Center ED and FH lawyer	Requested data on safety of residential treatment programs	2
6/29/08	Andy Furillo	SAC BEE reporter	Wanted info on sober living and parolees	1
7/01/08	Lisa Fischer	PR Deputy for State Department Alcohol and Drugs	Giving her information on how land use and fair housing laws cover sober living	1
7/02/08	Richard Jimenez	Walden House, San Francisco	After presentation gave TA on expanding in So. Cal	3
7/07/08	Yvonne Frazier	Housing advocate in San Francisco	Gave her information verbal and written re: key points to use when siting supportive housing	2
7/17/08	Jessica Vierra	CEC chair in Sacramento	Reviewed their goals for coming year and gave suggestions	1
7/24/08-7/29/08	Rebecca Zulauf	Sober living	More talking points for problems with county and phone calls made to county on her behalf	8
7/28/08	Michael Jordan	Residential treatment	Wants to start a facility in Pleasant Hill, CA and wanted key points of what he needed to know and how to do reasonable accommodation	2
8/08/08	Ken Schonlau	So. Cal. Sober Living Assoc.	Problems with proposed ordinance in LA City	3
8/19/08	Jessica Vierra	CEC—chair—Sacramento	Was asked to review their brochure which required many changes	3
9/3/08	Lori Nelson	Lafayette, LA –wants to start residential AOD treatment	Gave her several starting steps and information she will need to work with local planners—also referral to local fair housing group	1
9/3/08, 9/5/08	Lisa Mueller	Sober living	She’s receiving letters from LA County Code enforcement threatening fines if she doesn’t’ shut down or get licensed—helped her w/ a letter	2
10/13/08	Robert Ratner	Housing Services Dir., Alameda County BHS	Wanted some handouts from our project	1

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
10/13/08	Gerald McFadden	CEO of VOA	Needed documentation/data re: safety of residential programs for communities	1
10/23/08	Carol Scarborough	Sober Living	Riverside County Code Enforcement problems—gave her talking points for contacting them	2
11/20/08	Jeannie McAlister, CEO	McAlister Institute, Lemon Grove	Assistance with application for CUP to increase number of beds by 45 in existing Lemon Grove residential treatment program for women and children	6
11/25/09	Stan Stanley, Director	Pathfinders, San Diego	Assistance with strategy for new residential program	3
1/21/09	Tom Peterson	Riverside Co. Mental Health	Assistance with writing up evaluation of joint training we did on community access for Riverside Co. MH providers	2
12/18/08	Mary Allred et al	NAMI lead coalition	Meeting with City of Hemet Dir. of Planning with community advocates and fair housing and disability rights lawyers to pressure city to rescind a discriminatory ordinance aimed at mental health independent living	12
12/29/08	Lisa Parker	Step Up Recovery	Help with presentation to City of Orange Planning Commission hearing to combat city's requiring a sober living home from having to get a use permit	4
1/5/09	Lisa Parker	Step Up Recovery	Help prepare spokespeople for Planning Commission hearing on talking points & Testifying at Planning Comm. Hearing	12
1/7/09	Kent Paxton	City of San Bernardino Mayor's Office	Meeting with SB sober living coalition and Mayor's office to try to forestall ordinance which would restrict sober living residence—was asked to work with local consultant to	6
1/13/09	Rebecca Zulauf	Sober Living Provider	Went with her to meeting with SD County head of Code Enforcement, county counsel and planning staff re: SD County's improper application of State Health & Safety Code section 11822.34 (6 and under law) to sober living—they removed that part of code violation	4

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
1/26/09	Don Troutman, Owner	Clean & Sober Living in Sacramento County	Assistance with Reasonable Accommodation request to County of Sacramento for increase in number of beds for treatment program owned. Introduced him to fair housing lawyer to help.	3
1/29/09	Kurt Rankins	Architect from Truckee	Wanted general information on sober living	1
2/2/09	Mary Allred	NAMI lead Hemet coalition	Meeting with advocates and Hemet City Director of Planning re: Housing Element	8
2/18/09	Community Expansion Collaborative (CEC)	Board of Directors	Board—re: setting agenda for April symposium and confirming speakers	4
2/25/09	Becky Allison	Sober living operator in Del Mar	Drafted information for her to give to Code Enforcement	3
2/26/09	Debbie	Inland Mediation Board	Information on CA state laws to help sober living provider in Apple Valley	1
2/26/09	CEC	Board	More assistance with speakers for April symposium	1
2/27/09	Debbie	Inland Mediation Board	Additional information on how to help sober living provider	2
3/11/09	Kent Paxton	San Bernardino Mayor's office Committee	Follow up to presentation on zoning and land use discrimination to stave off restrictive ordinance	6
3/12/09	Jarod Haynes	Board & Care provider	Wanted information on licensure vs. independent living	1
3/17/09	Sober Living Network	Committee to deal with LA City proposed restrictive ordinance	Prepared talking points for SLN members and lead discussion in meeting with LA City planners re: the proposed ordinance. Result: ordinance was pulled from Planning Commission agenda to be more in compliance with state and federal laws	12

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
3/17/09	Sober Living Network Board of Directors	Executive Committee	Meeting re: how board could restructure to better deal with challenges inside and outside organization	5
4/7/09	San Diego Sober Living Coalition	Monthly meeting	TA on handling incorrect code enforcement by local governments	2
4/13/09	Orange County Sober Living Coalition	General membership	How to become stronger advocates	3
4/16/09	Andrew Hannity	Sober living provider in Palmdale	He's being threatened to be shut down unless he gets licensed or gets under 6 people. Walked him through the laws and prepared some information for him to give to their City Attorney. Also connected him with fair housing agencies in the area	4
4/17/09	David Grabill, Esq.	Fair housing attorney presenting at CEC symposium	Reviewed with him what key talking points would be appropriate for this group and coordinated our two presentations	2
5/07/09	SLN	Key board members	Coached them in their participation in meeting with LA City Planning staff to derail a second version of a restrictive ordinance (outcome successful)	8
5/11/09	Sober Living Network & CAARH	Directors of both organization	They are the two organizations doing sober living organizing in state but have not worked together in past. Facilitated meeting between them	8
5/13/09	SLN Board of Directors	Board members & coalition chairs	Leading discussion on getting leadership trained on talking points	5
5/15/09	Jane Fyer	SD NAMI	Helping independent living provider cited by SD County Code En	7
5/18/09	Andrew Harrity	SL in Lancaster having problems with city	Discussion on whether he should get licensed or not	1
5/19/09	Sid Anderson	Sober Living Provider, Modesto	Coached him how to talk with Code Enforcement and provided him with STEP Issue Briefings	2

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
5/19/09	Don Troutman	Clean and Sober Living, Sacramento	Consultation regarding reasonable accommodation for his treatment program finding another lawyer	1
5/21/09	David Sack, MD, CEO	Promises Treatment Program	They had heard that the City of Malibu was proposing a tax that would dramatically cut into their revenue but their lawyer couldn't find what kind of tax. Educated them about their legal protections and strongly advised them to get a lawyer, and recommended one that was good with this type of problem.	8
5/22/09	Michael Ellison	State Department of Alcohol and Drugs –for Contra Costa County	Needed data from STEP for presentation in favor of a CUP applicant in Pleasant Hill	1
5/26/09	Rob Mahan, CFO	Promises Treatment Program	Spoke with City of Malibu and found out exactly what tax they were proposing. Informed the CFO and again strongly advised him to get the lawyer I recommended. NOTE: They did hire the lawyer and in June the matter was resolved in Promises favor	2
5/26/09	Joe Eberstein	Institute for Public Strategies	Needed information for a community meeting about differences among group home types-resulted in use by sheriff's in Santee for working with group homes	1
6/01/09	Don Troutman	Clean and Sober Living, Sacramento	Previous lawyer doesn't want to travel that far. Asked for help finding a new lawyer—which was done	2
6/03/09	SD Sober Living Coalition	Chief Officers	Update on legislation and code enforcement and answered questions	2
6/03/09	Sharon Mendy	Pride Industries, Sacramento	Had CUP questions. Referred to a Protection & Advocacy Services in Sacramento	1
6/04/09	Darlene Harston	Jewish Family Services, SD	Had questions about individual apartments and persons with disabilities' rights—referred her to Fair Housing Council of San Diego	1
6/04/09	Terri Jacinto	Independent Living for mentally ill home owner	Had been cited by SD County incorrectly. Over the next few days walked her through the process of response, gave her issue briefings and other documents to attach, and reviewed materials she wrote. Finally resolved in her favor.	6

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
6/11/09	SLN	Kevin Heslin & Ed Dilkes	Examining crime data available in City of LA to use in community action for SL	4
6/17/09	Dorothy Englund	Neighbor opposing Pleasant Hill AOD provider CUP	Challenging data ADP got from STEP to use in support of provider's CUP hearing—over several days had to craft three different responses to each question	6
6/18/09	Glenn Swanson	AOD treatment provider, Riverside County	Was getting all kinds of resistance from Planning for his CUP so referred him to Kim Savage (lawyer) who took his case	1
6/30/09	Tom Renfre, Executive Director	CAADPAAC	Wanted STEP's input on SB268 and its potential impact as zoning and land use barrier	2
7/13/09	Michael Jordan	Pleasant Hill AOD provider going for CUP	Wanted evaluation of conditions planning wanted to add to CUP. Gave him one in general and referred him to a lawyer in the area, Anthony Vignolo. I also forwarded the proposed conditions to Paul McDougall at HCA re: that city's housing element	4
7/24/09	Hemet Planning Group	Sober and Independent Living providers in city of Hemet	Planning strategy for seeking elimination or serious modification of existing ordinance	8
7/30/09	James "Skip" Hubbard	Sober Living Provider, LA County	Needed help with citing from code enforcement for having more than 6 people—gave his issue briefings and referred him to Ed Dilkes (Lawyer)	1
8/03/09	James "Skip" Hubbard	Sober Living Provider, LA County	Went to LA to meet with provider, Ed Dilkes and LA County planners over this issue (Ultimately resolved in provider's favor)	8
8/05/09	Riverside Sober Living Coalition	Membership	TA on zoning and land use issues/questions at monthly meeting	4
8/12/09	Hemet Planning Group	Sober & independent living providers advocacy group	Continuing plans and operations to combat ordinance	4

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
8/19/09	Carrie Sawyer	Sober Living Provider, Hemet	Helped her strategize and went with her at meeting with City Planning staff re: force administrative permit which resulted in them referring us to City Attorney because of problems with ordinance	6
8/26/09	SD Mental Health Housing Services Council	Membership	Informed them and asked for their support to work with Oceanside to amend their proposed ordinance which would have required permits for housing for persons with disabilities	3
8/27/09-8/31/09	NAMI and San Diego Sober Living	Leadership	Established key talking points, identified who would meet with city attorney, drafted and sent issues to city attorney requesting meeting with committee	20
9/01/09	Melicia	MH Independent Living Provider	Problems with City of Oceanside Code Enforcement which we discussed with City resulting in City's working with NAMI to have training for Code Enforcement Officers	4
9/01/09	John Mullen	City of Oceanside City Attorney	Meeting with City Attorney re: our request for exemptions for persons with disabilities from their proposed ordinance, which he agreed to do	6
9/10/09	North County Mental Health Forum	Members	Advising them of next steps in Oceanside and also how to support The Fellowship Center in their CUP effort in Oceanside	4
9/11/09	Orange County Sober Living Coalition	Members	Gave update on work being done on ordinances and how they can help. Brought fair housing lawyer to present on sober living homes rights	4
9/15/09	Craig Lambdin	Res. AOD treatment provider. Riv. County	Having trouble with city over regulations. Referred him to Kim Savage-lawyer. They're still working on it	1
9/30/09	CAARH Semi-annual conference	Board members re: sober living	Strategized how to bring the Sacramento Community Expansion Collaborative approach to San Diego and other So. CA counties	6
9/30/09	Derek Bruce Harvey	Dir. of Riverside County res. AOD treatment program having CUP problems	Referred him to Ed Dilkes, fair housing attorney	1

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
10/01/09	James Randolph	SB sober living coalition member	Having trouble with local government telling he has to have business license. Gave him issue briefings and other information to give city	1
10/04/09	Jeff Christensen	Sober Living Network	Helped him with testimony he and others will be giving on 10/5 to San Bernardino city council re: potentially discriminating ordinance—had to review ordinance	12
10/05/09	Jeff Christensen	SLN	Additional help with testimony	1
10/08/09	Joe Sebastian	Reg. Mngr. Riv. County Mental Health	Referred a problem of a licensed mental health facility that was originally told its existing CUP was adequate and then said they would have to jump through all kinds of hoops. I referred them to Inland Fair Housing and Mediation	2
10/13/09	Kim Savage, fair housing attorney	Point person for committee working with City of LA re: their proposed ordinance	Was one of three provider advocates (representing AOD issues) recruited by Kim to participate with LA City Planning Department to review draft provisions in proposed ordinance for the city which could allow the siting by right of certain residential treatment programs if they met specific criteria	10
10/13/09	Rebecca Zulauf	Sober living provider	Requested referral to a knowledgeable attorney so referred her to Mary Scott Knowles	1
10/19/09	San Bernardino SL Coalition	Members	Testified for them at another city council hearing requesting modification of their ordinance	4
10/21/09	Mary Allred	Hemet NAMI and Riverside county MH housing chair	Met with her and planning Director and City Attorney of Hemet to get the city to amend their ordinance re: housing for persons with disabilities so they are not required to	8
10/22/09-10/23/09	Sober Living Network & Suffolk County (New York) Welfare to Work Commission	Hearing Board	Assisted SLN to prepare and deliver a PowerPoint presentation on conference call to Commission re: what sober living providers have to know and do to effectively establish a network of sober living providers	8

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
11/3/09	Lon Strommes	TLC Residential—sober living in central valley	Coached him about dealing with city planning staff	1
11/4/09	Sober Living Network (SLN)	Board of Directors	TA to on organizational approach dealing with local governments	8
11/11/09	SLN	Board and grant writers	How to incorporate zoning and land use into grant writing and fund raising	3
11/13/09	SLN	Board and grant writers	How to incorporate zoning and land use into grant writing and fund raising	6
11/16/09	Jeff Christensen/Derrick Bruce Harvey	Provider and SLN	Connected the 2 of them to assist with Hemet ordinance	1
11/18/09	SLN	Provider and SLN	Same as above only including STEP in proposal	6
11/19/09	NAMI	Hemet Advocacy Committee	With 10 advocates revised strategy for continuing work on modified ordinance	5
11/21/09	NAMI	Legislative and Advocacy Committee	Presentation on how to incorporate zoning and land use issues into advocacy	4
11/24/09	Fellowship Center	Advocacy Committee	Meeting to discuss strategy for Oceanside Historical Planning Commission	4
11/25/09	Jack Motley	OC sober living coalition	Provided assistance about how to respond to code enforcement issue	1
11/30/09	Jeff Christensen	SLN	Developing survey questions for members on Zoning and Land Use barriers they've experienced	2
12/2/09	Riverside SL Coalition	Membership Meeting	Clarifying how to work with code enforcement problems.	3
12/16/09	Fellowship Center	Advocacy Committee	More strategy and identifying spokespeople	4
12/17/09	Claudia Miller	Independent Living Vista	Question on code enforcement problems	1

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
12/18/09	Anthony Spence	Sober Living—Victorville	Having code enforcement issues—talked him through situation and gave him materials	2
12/30/09	Lucinda Terrell	Sober Living operator San Diego	Assistance with Code Enforcement/Planning issues with City of Escondido	2
1/04/10	Lucinda Terrell	Sober Living operator San Diego	Assistance with Code Enforcement/Planning issues with City of Escondido	1
1/04/10	Jess Torres, VP	Inland Fair Housing and Mediation Board	Assisted him with Fair Housing Inventory for City of Hemet—information and contacts	3
1/11/10	Darrel Kennedy	Sober living operator-San Diego	Assisted him with citations by city	2
1/13/10	SLN	Board of directors	Assistance with training and code enforcement	4
1/19/10	Jill Schneider	SL operator Covina	Assistance with code enforcement	1
1/19/10	Barbara Allen	SL operator	Assistance with code enforcement	2
1/19/10	Mary Jo Grubb	Indep. Living—San Diego	Assistance w/ code enforcement	1
1/20/10	Paul Dumont	SL- Los Angeles	Problems w/ police and code enforcement	2
1/26/10	Darrel Kennedy	SL in SD	Sorting through citation and problem ordinance	3
1/29/10	Kent Paxton, Jim Morris	San Bernardino Mayor's office	Consulting re: solutions to problem ordinance that limits sober living by disparate impact	6
2/08/10	Ed Dilkes	Fair Housing attorney	Information on San Bernardino—has a potential client there	2
2/23/10	Jeff Wilson	SL provider Orange County	Just moved into the state and wanted to know about legal protections	2

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
2/24/10	SD Council Member Marti Emerald's office	Key staff	Told them about impact of high occupancy ordinance on housing for PWD	4
2/26/10	Kent Paxton	Committee for San Bernardino City Ordinance	Continuing to identify solutions and strategies to modify the ordinance	5
3/01/10	NAMI	Committee –San Diego	Identifying strategies and solutions to modify high occupancy ordinance	4
3/09/10	Lon Strommes	SL- Central Valley	Needed more information on how to work with planning departments for new SL homes	1
3/10/10	David Garcia	Independent living provider LA	Consulted re: his problems with code enforcement	1
3/12/10	Carol Scott	Health Care attorney	Consulted with her about a new AOD treatment provider she has	4
3/18/10	Marc Faucett	Director treatment program-Vista	Consulted with him about land use issues for expansion	4
3/26/10	Lon Strommes	SL—Central Valley	Answered more questions about opening new SL	2
4/2/10	Kent Paxton	Mayor's office—San Bernardino	Arrived at strategy that providers will try to amend ordinance	4
4/6/10	SD SL Coalition	Member meeting	Q & A on how to address high occupancy ordinance	3
4/12/10	Terry Krekorian	Independent Living—LA	Having problems with community heating up against him. Referred him to attorney Kim Savage	1
4/14/10	Jerry Hoover	Independent Living-SD county	How to respond to code enforcement citation	2
4/22/10	Bonnie	Independent Living—Riverside	Problems w/ Code Enforcement Also told her to come to tool kit Training	2
4/27/10	Maria Costallo	ED Crossroads residential treatment—San Diego	Consulted about working with board on expansion issues	4

Date	Name	Organization/Audience	Type of Technical Assistance	TA Units (15 min)
4/28/10	Marti Emerald's office	Committee on SL	Gave input on how to not violate FH laws when dealing with SL homes	6
5/10/10	Earl Hightower, Karl Moris	SL Board Committee	Assisted in strategy to restructure SL board to be more responsive to present challenges	8
5/11/10	Steve Hill	Aide to SD Council member Todd Gloria	Information and strategy about modifying SD City high occupancy ordinance	3
5/12/10	Sober Living Board	All members	Introduction of proposed structural change	6
5/14/10	Cynthia Harris	Council Member Emerald's office	TA on group homes-licensed & unlicensed	2
5/19/10	Marti Emerald	Committee on Sober Living	Advocated for fair and legal policies re: SL and independent living for mentally ill	6
5/20/10	ADSPA	All members present	Presentation on SD City high occupancy ordinance and what they can do to assist in getting it modified	2
5/28/10	Richard Longman	SD Public defender representing SL provider	Gave him briefing on FH and CA legal protections for housing for persons with disabilities	2
6/02/10	Jason Levine	Promises SL	Gave him assistance to get LA County code enforcement off his back	2
6/02/10-6/15/10	Jeff Christensen Lisa Nicholson	SL Network SL provider in Lomita	Assisted them to analyze Lomita's restrictive ordinance and to draft and present testimony to city council to request change in ordinance—also secured meeting with city attorney who promised reasonable accommodation	18
6/8/10-6/14/10	Ernie Wright	Treatment developer—bricks and mortar projects in Riverside County for parolees who are AOD addicted	Assisted him in presenting data to local planning group in Whitewater and he responded by planning on changing emphasis from parolees to primary alcohol and drugs since that's his population anyway.	6

Appendix C. Media Output Tracking

STEP Media Output Tracking (May 2008 – June 2010)

#	Type of Media	Name of Media Outlet	Headline or Description	Placement	Date
1	Print (LTE)	Union Tribune	Support for home for developmentally disabled in Carlsbad	Letters to Editor	(2 nd Reporting Period)
2	Print (article)	Contra Costa Times	St. Theresa's CUP project		May 29, 2009
3	Print (LTE)	Union Tribune	How neighbors increasingly use Code Enforcement as a weapon against neighbors they dislike		May 30, 2009
4	Print (column)	California Together	Group housing for persons with disabilities		July 2009
5	Print (article)	North County Times	Work with City of Oceanside to amend ordinance to exclude housing for persons with disabilities		September 2, 2009
6	Print (column)	California Together	Family Values—Recovery Style	Page 2	December 2009
7	Print (column)	California Together	Back Where We Started—Sort of	Page 1	April 2010
8	Print	North County Times	OCEANSIDE: 'Minidorm' Ordinance Again on Calendar	Copy from on-line version	December 2009
9	Print (LTE)	North County Times	Fellowship Center Will Be Welcome Addition to Oceanside	Opinion Page	May 5, 2010
10	Print	California Together	Motivation for Community Action	Front Page	May 5, 2010 issue
11	Print	California Together	A New Kind of Twelfth Step (Template for community action)	Page 2	June, 2010 issue

Appendix D. Provider Documentation Survey

PROVIDER DOCUMENTATION SURVEY OF ZONING AND LAND USE DISCRIMINATION AND OTHER RESTRICTIONS BY LOCAL GOVERNMENTS Solutions for Treatment Expansion Project (STEP)

Why we need this survey information

If you provide residential treatment, sober living, supportive living or other forms of independent living for those who are addicted to alcohol and other drugs, mentally ill, seniors, or other persons with disabilities we need your help!

We know that discrimination and other barriers not only exist but are the norm; however, we don't have specific data on their frequency or in which local governments they occur the most.

Chances are that you have experienced either discrimination or other barriers in zoning and land use policies and practices by your local governments, sometimes without even knowing it, when you have tried to site new programs, new housing or expand existing programs or residences.

This survey is the first of its kind to go directly to providers to document the extent of this problem. Providers have not had much of a voice in this issue and gathering this critically needed data will help us strategically speak out in ways that can make a difference.

How we will use this information

The Solutions for Treatment Expansion Project (STEP) is funded by The California Endowment to work in five Southern California counties (Los Angeles, Orange, Riverside, San Bernardino, and San Diego) to assist providers to mobilize and get trained on how to select and then work with their targeted local governments to see that zoning and land use restrictions and barriers are removed. We will compile this data you provide and bring it back to you so that together we can decide which local governments to focus efforts on and how best to do that.

Effectively identifying both the constraints and the frequency with which they occur can only be done by providers. To assist with this, every question in this survey pertains to a situation that is either a barrier or is discriminatory. WE NEED YOUR HELP. Please take the time to fill out this survey on line. Thank you so much for your participation! If you have any questions, please contact Deborah Parker at 619.426.2505 or e-mail dparker@futuresassociates.org.

Remember: If you don't do this, who will?

PART I: INFORMATION/DATA

HOW TO FILL OUT THIS FORM: This questionnaire is for providers of residential treatment or other types of housing for those with alcohol and other drug (AOD) problems, mental illness, or for other persons with disabilities in the following five counties: Los Angeles, Orange, Riverside, San Bernardino, and San Diego. There are four parts to this survey, and it will take approximately 15 minutes to complete. We ask that everyone fill out Parts I & IV. Please read the headings for Parts II and III and fill out those that apply to you. We understand that some providers have multiple sites for residential treatment or housing. *If you have services in more than one county please fill out a survey for each of those counties.*

Please check the county this survey pertains to.

- Los Angeles Orange Riverside San Bernardino San Diego

Name: _____

Organization/Agency: _____

Title or Role: _____

Address: _____

Phone: _____ E-mail: _____

Please check all that apply:

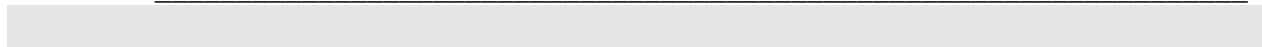
1. I work/advocate primarily in the area of (please check all that apply):
 - Alcohol and drugs Mental health Seniors
 - Other persons w/ disabilities If other, please specify: _____

2. My work/advocacy is in the following type of housing or residential care (please check all that apply):
 - Residential treatment Non-residential treatment Detox
 - Sober living Housing for mentally ill Advocacy
 - Prevention County administration Fair housing
 - Senior care Developmental disabilities Other

If Other, please specify: _____

3. Are you interested in starting new residential treatment or housing services for persons with disabilities in this county in the coming year or two?
 - No Yes If yes, explain and specify which services and which local government(s): _____

4. Are you aware of any local government within your county that has passed an ordinance that restricts the location of alcohol and drug programs or residences for other persons with disabilities?
 - No Yes If yes, explain and specify local government: _____



PART II: Please complete this section if you are a provider of residential treatment serving persons with disabilities (Those providing only sober living, supportive housing and other independent living residences, skip to Part III)

1. Have you ever applied for a CUP that was denied?
 No Yes If yes, explain and specify which local government:

2. Have you ever decided not to pursue a new or expanded residential program because:
 - a. You strongly believed that the process would not be decided in your favor?
 No Yes If yes, explain and specify which local government:

 - b. The fees were more than you could afford?
 No Yes If yes, explain and specify which local government:

 - c. The CUP process would be too long?
 No Yes If yes, explain and specify which local government:

 - d. Of the public hearing involved?
 No Yes If yes, explain and specify local government:

 - e. Of the negative community pressure put on decision makers?
 No Yes If yes, explain and specify local government:

3. As part of your CUP application process, have you ever been asked by any elected official to get the support of the neighbors for your proposed project?
 No Yes If yes, explain and specify local government:

4. Have you ever asked for an increase of a few beds, such as from six to nine beds, and were told by your local government that you had to go through the CUP application process, including full fees and public hearing process?
 No Yes If yes, explain and specify local government and department:

5. Before 2008, were you aware that there was a process called reasonable accommodation? No Yes
 - a. If yes, did you ever request reasonable accommodation for a zoning or land use issue? No Yes If yes, explain and specify local government response and department:

6. Have you ever been told that you need to get any of the following? (Check all that apply)
 Business license Commercial license Register as a rooming house
 If any of the above are checked, explain and specify local government and department:

7. Have you ever been told by a local government that:
- a. No alcohol, drug or mental health treatment is allowed in a zone that already has hospitals, nursing homes, and/or senior care facilities?
 No Yes If yes, explain and specify local government:

- b. Your local government doesn't want or need any more alcohol or drug or mental health treatment programs?
 No Yes If yes, explain and specify local government:

- c. As part of your CUP, you are required to have additional lighting, fencing, security patrols or other restrictions?
 No Yes If yes, explain and specify local government:

- d. There is an over-concentration of your type of program within the city/county limits?
 No Yes If yes, explain and specify local government:

- e. Your program or proposed program is too close to a school or other places where children's services are located?
 No Yes If yes, explain and specify local government:

8. Have you seen or heard quotes in local media outlets from elected officials stating that there is an over-concentration of residential treatment facilities for those addicted to alcohol or drugs, or those with mental illness, or other persons with disabilities?
 No Yes If yes, explain and specify local government:

9. Have you ever been told by the Fire Marshall that you met the criteria for fire clearance but you would not receive the certification of clearance until you have been granted your CUP?
 No Yes If yes, explain and specify local government:

10. Have you ever experienced any type of opposition from your local government to siting or expanding a residential treatment program for persons with disabilities that was not referenced in these questions?
 No Yes If yes, explain and specify local government:

PART III: Please complete this section if you provide independent living residences, such as sober living, supportive housing and other housing for those with mental illness, the developmentally disabled, senior housing, etc. If you do not provide these services please skip to Part IV.

1. Has any local government ever told you that you must: (Please check all that apply)
 - Get a state license? If checked, specify local government: _____
 - Get a conditional use or other type of zoning or land use permit? If checked, specify local government: _____
 - Get a business license? If checked, specify local government: _____
 - Register as a boarding house? If checked, specify local government: _____
 - Be classified as "commercial?" If checked, specify local government: _____

2. Has any local government ever told you there is a cap on the number of unrelated persons who can live together as a family?
 - No Yes If yes, explain and specify local government and department:

3. Has any local government ever told you that you cannot be located in any residential zone or has in any other way restricted the residential zones you can be in?
 - No Yes If yes, explain and specify local government and department:

4. Has any local government ever told you that you must reduce your resident population to six or fewer or your housing would be forced to close?
 - No Yes If yes, explain and specify local government and department:

5. Has any local government ever given you a notice to comply or a notice of violation?
 - No Yes If yes, explain and specify local government and department:

6. Has any local government failed to approve the development of your proposed housing project for persons with disabilities because the community didn't want it?
 - No Yes If yes, please specify which housing project and local government:

7. Has anyone from a local government ever told you that your residence or your proposed residence is too close to a school or other places where children's services are located?
 - No Yes If yes, explain and specify local government:

8. Has anyone from a local government ever told you that there is an over-concentration of your type of residence within the city/county limits?
 - No Yes If yes, explain and specify local government:

9. Has anyone from a local government ever told you that the housing you provide is a detriment to the community because of the behaviors of the people living there?
 No Yes If yes, explain and specify local government:

10. Have you seen or heard quotes in local media outlets from elected officials stating that there is an over-concentration of sober living, supportive housing, or other independent housing for persons with disabilities?
 No Yes If yes, explain and specify local government:

11. Have you ever experienced opposition from your local government to siting or expanding sober living, housing for the mentally ill, or other independent living for persons with disabilities that was not referenced in these questions?
 No Yes If yes, explain and specify local government:

PART IV: Everyone please complete the following section.

1. How knowledgeable are you about the zoning and land use laws that protect residential programs and housing for persons with mental illness, those addicted to alcohol and other drugs, and other persons with disabilities from discrimination by local governments?
 Very knowledgeable Somewhat knowledgeable Not at all knowledgeable
2. Did you know that by using the reasonable accommodation provision of fair housing laws that a residential treatment provider of services to persons with disabilities having six beds or fewer wanting to expand to a few more beds may not have to go through the CUP process but could request reasonable accommodation?
 No Yes
3. How interested are you in receiving technical assistance on these subjects?
 Very interested Somewhat interested Not interested
4. How interested are you in starting a new residential program or other types of housing?
 Very interested Somewhat interested Not interested
5. How interested are you in being trained to work as an advocate for the removal of restrictive and/or discriminatory land use practices by local governments within your county?
 Very interested Somewhat interested Not interested
6. We welcome any additional comments or suggestions: _____

Thank you very much for your participation

**BACKGROUND INFORMATION
FOR PROVIDER DOCUMENTATION SURVEY
OF ZONING AND LAND USE DISCRIMINATION
AND OTHER RESTRICTIONS USED BY LOCAL
GOVERNMENTS AGAINST RESIDENTIAL TREATMENT
AND OTHER TYPES OF
HOUSING FOR PERSONS WITH DISABILITIES**

Fair Housing laws have been in effect for 20 years, yet today many providers of residential programs and independent living for those with alcohol and drug problems, mental illness, and other persons with disabilities are still unable to site new treatment programs and other residences or expand existing ones. *This is because in many instances local governments do not follow fair housing and other anti-discrimination laws in the ways they both deny and require conditional use permits (CUPs) and in the ways they impose other regulations.* Furthermore, very few providers, advocates, state/county administrators, and representatives of local governments are aware or knowledgeable of the protections these laws give to providers of residential treatment and other housing for persons with disabilities, which include persons addicted to alcohol and other drugs, the mentally ill, developmentally disabled, and seniors, to name a few. Alcohol and drug providers in particular have yet to become strong, effective advocates for their field.

However, the California Legislature through SB 520-Chesbro, effective January 1, 2002, provides a vital window of opportunity between 2008 and 2010 for providers and advocates to abate zoning and land use restrictions by working together locally to impact their local governments' Housing Element Plan. The Housing Element is one of seven state mandated parts of each local government's General Plan and is to address all the housing needs of the community including housing for persons with disabilities. California local governments, in this mandated update to their Housing Elements, are now required to analyze constraints that their regulations and practices have on the development and maintenance of housing (includes residential treatment programs) for persons with disabilities, and furthermore must demonstrate efforts to remove those constraints. This provides an excellent opportunity for effective, strategic community action because public participation is part of the process, both while the plan is being developed, as well as during its extended review process by the State Department of Housing and Community Development (HCD).

The Solutions for Treatment Expansion Project (STEP) of Futures Associates in San Diego has been funded by The California Endowment to work for the next two years in five Southern California counties, Los Angeles, Orange, Riverside, San Bernardino and San Diego, to mobilize, train and support providers of and advocates for residential treatment and other housing for persons with disabilities to generate the necessary community action to change many of the ways local governments approach treatment and other housing for persons with disabilities in their zoning and land use policies and practices.

This change in local government zoning and land use practices is something that only providers and their advocates are going to be able to bring about. We need to mobilize and work together. First, we need data to determine which local governments in the five targeted counties our efforts need to concentrate on, as well as which local governments providers would like to be located in. We need your participation. The purpose of this survey is to begin to gather that information which, supported by the STEP project, will be utilized by providers and advocates in the targeted regions to develop and implement this critical community action strategy.

NOTE: Most providers aren't aware that many of the policies and practices they have been required to follow by their local governments not only act as barriers to siting residential treatment and other housing for persons with disabilities but in many instances can be considered discriminatory. Therefore, the questions in this survey only pertain to situations that are either barriers or discriminatory for providers.

We greatly appreciate your answering the preceding questions. Thank you so much for your participation! If you have any questions, please call Deborah Parker at 619.426.2505. **Please note:** Counties outside the five STEP targeted Southern California counties are welcome to use this form, but please be advised that STEP can only accept on line input from providers or advocates with projects in those five targeted counties. However, STEP is able to contract with other counties for this work.

Appendix E. Tool Kit Training Survey

STEP Tool Kit Training

Participant Survey

Please check the extent to which you agree to the following survey items.

Survey Items	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
1. The presenter communicated in a way that was easy to understand.					
2. The training materials were useful.					
3. The training helped me to better understand land use issues and fair housing laws as they apply to housing for sober living.					
4. The training gave me confidence that I can Learn to become an effective advocate with my local government to reduce potentially discriminatory land use regulations and practices.					
5. I will be able to use/apply the information from the training.					
6. Overall, the training was a valuable experience.					

Please respond to the following survey items.

7. What was most useful to you about the training?

8. What else do you need, if anything, to effectively communicate with local government staff and decision makers about potentially discriminatory land use regulations and practices for sober living houses?

9. We welcome any additional input or comments:

Thank you for your participation.

Appendix F. Key Informant Interview Protocol

STEP Initiative Overview and Informed Consent

[THE FOLLOWING IS TO BE READ AT THE START OF EACH INTERVIEW]

Deborah Parker, the Project Director for the Solutions for Treatment Expansion Project (known as STEP), recommended that we speak with you to obtain your perceptions and experiences regarding the STEP project being conducted in San Diego, Orange, Los Angeles, Riverside, and San Bernardino counties. The purpose of STEP is to educate and mobilize alcohol and drug, and mental health residential treatment, sober living and other independent living providers and advocates about how to recognize zoning and land use barriers for housing for persons with disabilities, to develop strategies for combating them, and to support similar existing efforts.

These interviews are one component of an overall evaluation of the STEP initiative, a project funded through The California Endowment. The evaluation is being carried out by EVALCORP Research & Consulting, an independent research firm contracted by Futures Associates to measure the implementation and resulting outcomes of the STEP initiative.

The purpose of the interviews is to determine the impact that STEP has made during its second year of implementation and to help direct the next steps for moving forward. Therefore, most interview questions focus on your activities with STEP to advocate for fair housing for persons with disabilities, even though we realize you may also be engaged in advocacy efforts independent of STEP. We will also ask you about your individual efforts.

Please know that your participation is voluntary. With your permission, we would like to record our conversation for transcription purposes to ensure that we capture everything as said. Each recording will be deleted immediately after the notes are typed and will never be shared with anyone other than our research team. Also – all of the information collected through the interviews will be reported in aggregate form – that is, nothing you say will be quoted or attributed to you directly without your express permission.

The interview is expected to take approximately 15-20 minutes to complete.

Thank you in advance for your participation -- your time and input are greatly appreciated.

Do you have any questions of me before we begin?

Proceed to begin interview →

**STEP Initiative
Final Evaluation -- Key Informant Interview Protocol**

Date: _____

Interviewer Initials: _____

Respondent: _____

Employer/Affiliation: _____

Title: _____

Department: _____

I. Areas of Representation

1. Which of the following best describes the area(s) you work in or represent? (Select all that apply.)

Los Angeles Orange Riverside San Bernardino San Diego Statewide

II. Level of Involvement

2. Please describe how you have been directly or indirectly involved with Deborah Parker or the STEP initiative (e.g., fair housing professional, member of an organization working with STEP, heard a presentation by Deborah, received technical assistance from Deborah, had occasional contact with Deborah, etc.)?
- a. Does your level of involvement with STEP or Deborah Parker primarily consist of STEP supporting your advocacy efforts, you supporting STEP's advocacy efforts, or a partnership with STEP to support each other's advocacy efforts?
3. In the past year, what types of specific activities have you engaged in locally with STEP or Deborah Parker to eliminate or reduce barriers that providers of housing for persons with disabilities encounter (e.g., working with local governments, in your agency, with treatment providers, local community members)? (*Probe: What policies or barriers did your activities address? What specific activities did you engage in to address these policies or barriers?*)
- a. What, if anything, was the outcome of your activities and/or advocacy efforts?

III. Impacts of STEP

4. In the past year, how (or in what ways) has Deborah Parker or the STEP initiative impacted your organization and/or region that you work in?
5. In what, if any, specific ways do you feel you have been made more effective to deal with zoning and land use barriers?
6. Overall, what would you say was the most significant accomplishment of STEP or Deborah Parker in your area?

IV. Challenges/Lessons Learned

7. What obstacles or challenges have you experienced this past year in your work with STEP or Deborah Parker to eliminate or reduce barriers faced by providers of housing for persons with disabilities?
 - a. How were these challenges overcome, or what attempts were made to address them?
8. Is there anything that could have made STEP's advocacy efforts more effective (e.g., need for greater resources, additional training, more coordination/ cooperation, things were tried that didn't work, etc.)?
9. Based on your experiences, what strategy or action has been the most effective to impact your individual situation or with your local government?
10. Who have been supportive and effective partners for effecting change?
11. In your opinion, what types of strategies and/or activities still need to happen in your area and local governments to combat zoning and land use barriers?

IV. Looking Ahead

12. Given that the STEP initiative will no longer be funded by The California Endowment after May 2010, how do you see the advocacy work supported by STEP continuing in your area? (*Probe: Will you be continuing with your efforts to eliminate or reduce barriers to housing for persons with disabilities? If yes, how?*)
13. Is there anything else that you would like to add? We welcome any additional comments that you might have.

Appendix G. STEP Staff Interview Protocol

STEP Initiative Year Two Final Evaluation – STEP Staff Interview Questions

Date: _____

Interviewee: _____

Title: _____

Impacts and Outcomes of STEP

1. Overall, what would you say was the most significant impact of the STEP initiative?
2. What other significant outcomes were realized with the STEP initiative?
3. Please describe any unexpected outcomes of the STEP initiative.
4. What long-lasting investments were made as a result of the STEP initiative?

Challenges

5. What, if any, were the biggest obstacles or challenges you experienced in STEP's work to eliminate or reduce barriers faced by providers of housing for persons with disabilities?
 - a. How were these challenges overcome, or what attempts were made to address them?
6. Was there something you thought would be easy to do, but was really challenging to implement?

Lessons Learned

7. What advocacy strategy or action has been most effective?
8. Who have been the best partners for effecting change?
9. Knowing what you know now, would you change anything about your original proposal for STEP funding? If yes, what would you change and why?
10. If you were to do this project all over again, what, if anything would you do differently?

Looking Ahead

11. What still needs to happen to combat the political power of NIMBY on local government decision makers?
12. What strategies or activities would you recommend for similar initiatives in the future to reduce zoning and land use barriers for providers of housing for persons with disabilities?