

EMERGENCY SHELTER

[written standards]

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[Introduction]

In accordance with Title 24 of the Code of Federal Regulations (24 CFR) Part 576, the City of Pasadena (City) and the Pasadena Partnership to End Homelessness (Pasadena CoC) have developed the following written standards for Emergency Shelters. These standards will apply to all projects that receive Pasadena Emergency Solutions Grants (ESG) funding for Emergency Shelter (ES). In addition, ES projects that do not receive ESG funding that are located in the City of Pasadena are encouraged to apply these standards to their projects.

The goal of these standards is to synthesize key elements of the HUD regulations with the processes and priorities of the Pasadena CoC to ensure that ES projects are administered fairly and methodically. The City and the Pasadena CoC will continue to build upon and refine this document.

[Program Overview]

ESG funds may be used for costs of providing essential services to homeless families and individuals in emergency shelters, renovating buildings to be used as emergency shelter for homeless families and individuals, and operating emergency shelters. An emergency shelter is any facility with the primary purpose of providing temporary shelter for the homeless in general or for a specific population of the homeless. Emergency shelters do not require occupants to sign leases or occupancy agreements.

Shelter stays should be avoided, if possible, and when not possible, limited to the shortest time necessary to help participants regain permanent housing. Households should only be referred to ESG-funded emergency shelters after exhausting all available options for diversion. Emergency shelter programs should be closely linked to Pasadena's Coordinated Entry System (CES) to ensure clients are referred to the most appropriate housing resources including, but not limited to, rapid re-housing and permanent supportive housing. Linkages should also be made to applicable mainstream resources.

ELIGIBLE PARTICIPANTS

ESG-funded emergency shelter programs serve households that meet the definition of "homeless" as defined by HUD at 24 CFR 576.2. Households served by ESG-funded emergency shelters lack a fixed, regular, and adequate nighttime residence; cannot be served by other programs or resources; and have no other options for overnight shelter.

RECORDKEEPING REQUIREMENTS

For shelters where program participants may stay only one night and must leave in the morning, documentation must be obtained each night. If program participants may stay more than one night, then documentation must be obtained on the first night the household stays in the shelter.

Subrecipients operating emergency shelters can document homeless status through a certification by the individual or head of household as the primary method of establishing homeless eligibility. One method of meeting this standard would be to require households to complete a sign-in sheet, with a statement at the top informing the individual or head of household that by signing, they certify that they are homeless (see Appendix for Sample Emergency Shelter Sign-in Sheet).

Under no circumstances must the lack of third-party documentation prevent an individual or family from being immediately admitted to emergency shelter, receiving street outreach services, or being immediately admitted to shelter or receiving services provided by a victim service provider.

HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)

All individuals and families seeking emergency shelter must be entered into HMIS. Only the uniform data elements are required, however, at entry.

COORDINATED ENTRY SYSTEM (CES)

ESG-funded emergency shelters are highly encouraged to assess clients using the VI-SPDAT for appropriate permanent housing placement through the Coordinated Entry System (CES). If shelters cannot assess clients due to lack of shelter resources, shelters should refer clients to one of the CES assessment sites or a street outreach team and explain to clients the process of accessing housing programs.

SAFETY AND SECURITY

Emergency Shelter programs must create policies and procedures that provide a safe environment for shelter guests and staff; policies and procedures may vary depending on the shelter population being served.

MINIMUM PERIOD OF USE

Where the recipient or subrecipient uses ESG funds solely for essential services or shelter operations, the recipient or subrecipient must provide services or shelter to homeless individuals and families at least for the period during which the ESG funds are provided. The recipient or subrecipient does not need to limit these services or shelter to a particular site or structure, so long as the site or structure serves the same type of persons originally served with the assistance (e.g., families with children, unaccompanied youth, disabled individuals, or victims of domestic violence) or serves homeless persons in the same area where the recipient or subrecipient originally provided the services or shelter.

MAINTENANCE OF EFFORT

The maintenance of effort requirements under 24 CFR 576.101(c), which apply to the use of ESG funds for essential services related to street outreach, also apply for the use of such funds for essential services related to emergency shelter.

[ESG Eligible Activities]

ESG funds may be used for costs of providing essential services to homeless families and individuals in emergency shelters, renovating buildings to be used as emergency shelter for homeless families and individuals, and operating emergency shelters.

Eligible services under the ESG program include case management, child care, education services, employment assistance and job training, outpatient health services, legal services, life skills training, mental health services, substance abuse treatment, transportation, services for special population, and shelter operations (24 576.102).

CASE MANAGEMENT

Case management includes assessing housing and service needs, arranging, coordinating and monitoring the delivery of individualized services to meet the needs of the program participant.

Eligible services and activities are as follows:

- Using the Pasadena Coordinated Entry System (CES)
- Conducting the initial VI-SPDAT
- Verifying and documenting program eligibility
- Counseling
- Developing, securing and coordinating services
- Obtaining Federal, State, and local benefits
- Monitoring and evaluating program participant progress
- Providing information and referrals to other providers
- Developing an individualized housing and service plan, including planning a path to permanent housing stability

CHILD CARE

Child care includes the costs of providing meals and snacks and comprehensive and coordinated sets of appropriate developmental activities. Children must be under the age of 13, unless they are disabled. Disabled children must be under the age of 18. In addition, the child-care center must be licensed by the jurisdiction in which it operates in order for its costs to be eligible.

EDUCATION SERVICES

When necessary for the program participant to obtain and maintain housing, the costs of improving knowledge and basic educational skills are eligible. Services include instruction or training in consumer education, health education, substance abuse prevention, literacy, English as a Second Language, and General Educational Development (GED).

Component services or activities include:

- Screening
- Assessment and testing
- Individual or group instruction
- Tutoring
- The provision of books, supplies, and instructional material
- Counseling
- Referral to community resources

EMPLOYMENT ASSISTANCE AND JOB TRAINING

Employment assistance and job training includes:

Classroom, online, and/or computer instruction

On-the-job instruction

Services that assist individuals in securing employment including:

- Employment screening, assessment or testing
- Structured job skills and job-seeking skills
- Special training and tutoring, including literacy training and pre-vocational training
- Books and instructional material
- Counseling or job coaching
- Referral to community resources
- Acquiring learning skills that can be used to secure and retain a job, including the acquisition of vocational licenses and/or certificates
- Increasing earning potential.
- Reasonable stipends to program participants in employment assistance and job training

OUTPATIENT HEALTH SERVICES

Outpatient health services include the direct outpatient treatment of medical conditions that are provided by licensed medical professionals. ESG funds may be used only for these services to the extent that other appropriate health services are unavailable within the community.

Eligible treatment consists of:

- Assessing a program participant's health problems and developing a treatment plan
- Assisting program participants to understand their health needs
- Providing directly or assisting program participants to obtain appropriate medical treatment, preventative care, and health maintenance services, including emergency medical services
- Providing medication and follow-up services
- Providing preventative and non-cosmetic dental care

LEGAL SERVICES

Legal services include the hourly fees for legal advice and representation by attorneys licensed and in good standing with the bar association of the State in which the services are provided, and by person(s) under the supervision of the licensed attorney, regarding matters that interfere with the program participant's ability to obtain and retain housing. Emergency Solutions Grant (ESG) funds may be used only for these services to the extent that other appropriate legal services are unavailable or inaccessible within the community.

Eligible subject matters are:

Child support

- Guardianship
- Paternity
- Emancipation
- Legal separation
- Orders of protection and other civil remedies for victims of domestic violence, dating violence, sexual assault, and stalking,
- Appeal of veterans and public benefit claim denials
- The resolution of outstanding criminal warrants

Component services or activities may include:

- Client intake
- Preparation of cases for trial
- Provision of legal advice
- Representation at hearings
- Counseling

Fees based on the actual service performed (i.e., fee for service) are also eligible, but only if the cost would be less than the cost of hourly fees. Filing fees and other necessary court costs are also eligible. If the subrecipient is a legal services provider and performs the services itself, the eligible costs are the subrecipient's employees' salaries and other costs necessary to perform the services.

Legal services for immigration and citizenship matters and issues relating to mortgages are ineligible costs. Retainer fee arrangements and contingency fee arrangements are ineligible costs.

LIFE SKILLS TRAINING

Life skills training includes the costs of teaching critical life management skills that may never have been learned or have been lost during the course of physical or mental illness, domestic violence, substance use, and homelessness. These services must be necessary to assist the program participant to function independently in the community.

Component life skills training are:

- Budgeting resources

- Managing money
- Managing a household
- Resolving conflict
- Shopping for food and needed items
- Improving nutrition
- Using public transportation
- Parenting

MENTAL HEALTH SERVICES

Mental health services include the direct outpatient treatment by licensed professionals of mental health conditions. ESG funds may only be used for these services to the extent that other appropriate mental health services are unavailable or inaccessible within the community. Mental health services are the application of therapeutic processes to personal, family, situational, or occupational problems in order to bring about positive resolution of the problem or improved individual or family functioning or circumstances. Problem areas may include family and marital relationships, parent-child problems, or symptom management.

Eligible treatment consists of:

- Crisis interventions
- Individual, family, or group therapy sessions
- The prescription of psychotropic medications or explanations about the use and management of medications
- Combinations of therapeutic approaches to address multiple problems.

SUBSTANCE ABUSE TREATMENT

Substance abuse treatment services are designed to prevent, reduce, eliminate, or deter relapse of substance abuse or addictive behaviors and are provided by licensed or certified professionals. ESG funds may only be used for these services to the extent that other appropriate substance abuse treatment services are unavailable or inaccessible within the community.

Eligible treatment consists of:

- Client intake and assessment
- Outpatient treatment for up to 30 days.

Group and individual counseling and drug testing are eligible costs. Inpatient detoxification and other inpatient drug or alcohol treatment are not eligible costs.

TRANSPORTATION

Eligible transportation costs include a program participant's travel to and from medical care, employment, childcare, or other eligible essential services facilities. These costs include the following:

- The cost of a program participant's travel on public transportation

- If service workers use their own vehicles, mileage allowance for service workers to visit program participants
- The cost of purchasing or leasing a vehicle for the recipient or subrecipient in which staff transports program participants and/or staff serving program participants, and the cost of gas, insurance, taxes, and maintenance for the vehicle
- The travel costs of recipient or subrecipient staff to accompany or assist program participants to use public transportation.

SERVICES FOR SPECIAL POPULATIONS

ESG funds may be used to provide services for homeless youth, victim services, and services for people living with HIV/AIDS, LGBTQ populations, persons with mental illness, and disabled persons, so long as the costs of providing these services are one of the eligible Emergency Shelter essential services listed above. The term victim services means services that assist program participants who are victims of domestic violence, dating violence, sexual assault, or stalking, including services offered by rape crisis centers and domestic violence shelters, and other organizations with a documented history of effective work concerning domestic violence, dating violence, sexual assault, or stalking.

SHELTER OPERATIONS

Shelter operations includes the costs of maintenance (including minor or routine repairs), rent, security, fuel, equipment, insurance, utilities, food, furnishings, and supplies necessary for the operation of the emergency shelter. Where no appropriate emergency shelter is available for a homeless family or individual, eligible costs may also include a hotel or motel voucher for that family or individual.

[Evaluation]

Emergency Shelter programs will be evaluated based on HUD’s Systems Performance Measures and reported on quarterly to ensure they are operating efficiently. Evaluation efforts will be led by the Pasadena Partnership, with guidance from the Homeless Planning & Research Committee. Specific systems performance measures reported on will include:

SYSTEM PERFORMANCE MEASURE 1

Length of Time Persons Remain Homeless

System performance measure one evaluates length of time homeless, measuring the average and median length of time people spend in homeless situations (including Emergency Shelters). This measure focuses on whether that time period is getting shorter, staying the same, or getting longer.

SYSTEM PERFORMANCE MEASURE 7

Successful Placement in Permanent Housing

System performance measure seven focuses on how successful emergency shelter projects are at helping people move off the “street” and towards permanent housing. This is important because people living on the street and in places not meant for human habitation are at an increased risk of death.

This measure calculates the percent of Emergency Shelter clients who have exited to a permanent housing destination as recorded in HMIS during the report period. The measure is looking for an increase in the percentage of people who exit to permanent housing destinations from an emergency shelter project during the reporting period.

To learn more about HUD’s system performance measures, please visit:

<https://www.hudexchange.info/programs/coc/system-performance-measures/>

[ESG Requirements]

The following standards are intended as basic, minimum standards that apply to all ESG subrecipient programs.

COORDINATION OF SERVICES

To help ensure homeless households receive immediate housing and minimize barriers to housing access, all subrecipients will be required to enter and/or receive referrals through Pasadena's Coordinated Entry System (CES). CES is a CoC-wide process for facilitating access for all resources designated for homeless individuals and families. This system ensures that every homeless individual or family is known by name, provides assistance based on the individual or family's unique needs, and matches them to the most appropriate service strategy or housing intervention. In doing so, CES ensures system coordination among emergency shelters, essential service providers, homelessness prevention providers, rapid re-housing providers, other homeless assistance providers, and mainstream service and housing providers.

COORDINATION WITH OTHER TARGETED HOMELESS SERVICES

ESG funded programs must coordinate and integrate, to the maximum extent practicable, ESG-funded activities with other programs targeted to homeless people in the Pasadena CoC. These programs include:

- Continuum of Care Program (24 CFR 578)
- Section 8 Moderate Rehabilitation Program for Single Room Occupancy Program for Homeless Individuals (24 CFR 882)
- HUD–Veterans Affairs Supportive Housing (HUD–VASH) (division K, title II, Consolidated Appropriations Act, 2008, Pub. L. 110-161 (2007), 73 FR 25026 (May 6, 2008))
- Education for Homeless Children and Youth Grants for State and Local Activities (title VII-B of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11431 et seq.))
- Grants for the Benefit of Homeless Individuals (section 506 of the Public Health Services Act (42 U.S.C. 290aa- 5))
- Healthcare for the Homeless (42 CFR part 51c)
- Programs for Runaway and Homeless Youth (Runaway and Homeless Youth Act (42 U.S.C. 5701 et seq.))
- Projects for Assistance in Transition from Homelessness (part C of title V of the Public Health Service Act (42 U.S.C. 290cc-21 et seq.))
- Services in Supportive Housing Grants (section 520A of the Public Health Service Act)
- Emergency Food and Shelter Program (title III of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11331 et seq.))
- Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating

Violence, and Stalking Program (section 40299 of the Violent Crime Control and Law Enforcement Act (42 U.S.C. 13975))

- Homeless Veterans Reintegration Program (section 5(a)(1)) of the Homeless Veterans Comprehensive Assistance Act (38 U.S.C. 2021)
- Domiciliary Care for Homeless Veterans Program (38 U.S.C. 2043)
- VA Homeless Providers Grant and Per Diem Program (38 CFR part 61)
- Health Care for Homeless Veterans Program (38 U.S.C. 2031)
- Homeless Veterans Dental Program (38 U.S.C. 2062)
- Supportive Services for Veteran Families Program (38 CFR part 62)
- Veteran Justice Outreach Initiative (38 U.S.C. 2031)

OTHER FEDERAL, STATE, LOCAL, AND PRIVATE ASSISTANCE

ESG funded programs must assist each program participant, as needed, to obtain other Federal, State, local, and private assistance available to assist the program participant in obtaining housing stability, including:

- Medicaid
- Supplemental Nutrition Assistance Program
- Women, Infants and Children (WIC)
- Federal-State Unemployment Insurance Program
- Social Security Disability Insurance
- Supplemental Security Income (SSI)
- Child and Adult Care Food Program
- Public housing programs
- Housing programs receiving tenant-based or project-based assistance
- Supportive Housing for Persons with Disabilities
- HOME Investment Partnerships Program
- Temporary Assistance for Needy Families (TANF)
- Health Center Program
- State Children's Health Insurance Program
- Mental Health and Substance Abuse Block Grants
- Services funded under the Workforce Investment Act

HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)

All ESG-funded programs are required to enter clients in the Homeless Management Information System (HMIS) at first contact. Only programs that are specifically forbidden by other statutes or regulations (e.g., domestic violence victim service providers) may not participate. All HMIS-participating agencies must collect and maintain common data fields as determined by the HMIS Administrator and HMIS Committee, considering all relevant regulations. This helps to ensure coordination between service

providers through the Coordinated Entry System (CES) while avoiding duplication of services and client data, and provides an opportunity to document homelessness.

Confidentiality of Records

All ESG-funded programs must uphold all privacy protection standards established by the LA/OC HMIS Collaborative Policies and Procedure and relevant federal and State of California (“State”) confidentiality laws and regulations that protect client records. Confidential client records may only be released with the client’s or the client’s guardian’s consent, unless otherwise provided for in the pertinent laws and regulations.

Verbal Explanation

Prior to every client’s initial assessment, ESG-funded programs must provide a verbal explanation that the client’s information will be entered into an electronic database that stores client information and an explanation of the HMIS Client Consent to Release Information form terms. Clients should also be informed that they may be removed from the database at any time in writing or by completing a Client Revocation of Consent to Provide and Disclose Information form.

Written Consent

After being provided a verbal explanation, each client who agrees to have his or her personal protected information (PPI) entered into the LA/OC HMIS must sign the HMIS Client Consent to Release Information form (Appendix X). Exception: verbal consent to enter PPI into the LA/OC HMIS may be obtained during a phone screening, outreach, or diversion, provided that this Organization obtains the client’s written consent at the next available opportunity. Households that do not sign the consent are entered into HMIS using only an identifier number.

Postings

All ESG-funded programs must post the Notice Regarding Collection of Personal Information at each intake desk or comparable location.

Privacy Notice

A copy of the Privacy Notice must be provided upon a client’s request. If the ESG-funded program maintains a website, a link to the Privacy Notice must also be on the website.

PROHIBITION AGAINST INVOLUNTARY FAMILY SEPARATION

Any group of people that present together for assistance and identify themselves as a family, regardless of age or relationship or other factors, are considered to be a family and must be served together as such. Further, any subrecipient receiving funds under the ESG or CoC Programs, including faith-based organizations, cannot discriminate against a group of people presenting as a family based on the composition of the family (e.g. adults and children or just adults), the age of any member’s family, the disability status of any members of the family, marital status, actual or perceived sexual orientation, or gender identity. Further, The age and gender of a child under age 18 must not be used as a basis for denying any family’s admission to any housing or shelter receiving Emergency Solutions Grant (ESG) funding.

NONDISCRIMINATION / EQUAL OPPORTUNITY / AFFIRMATIVE OUTREACH

Minimum standards shall comply with the requirements for nondiscrimination, equal opportunity and affirmative outreach identified in §576.407 and 578.93(a-b).

FAITH-BASED ACTIVITIES

Minimum standards for faith-based activities (24 CFR 576.406) are:

- Providers receiving ESG funding shall not engage in inherently religious activities as part of the ESG-funded programs or services. Such activities must be offered separately from ESG -funded programs and services and participation must be voluntary.
- A religious organization receiving ESG funding retains independence from government and may continue with its mission provided that ESG funds are not used to support inherently religious activities. An ESG -funded organization retains its authority over its internal governance.
- An organization receiving ESG funding shall not discriminate against a participant or prospective participant based on religion or religious beliefs.
- ESG funding shall not be used for the rehabilitation of structures used specifically for religious activities, but may be used for rehabilitating structures that are used for ESG eligible activities.

ENVIRONMENTAL REVIEW

Before any funds are committed, the City of Pasadena will conduct an environmental review of all ESG-funded grantee project site(s) to demonstrate there are no hazardous materials present that could affect the health and safety of the occupants. Environmental reviews will be conducted by the City of Pasadena and are acceptable for a 5-year time period. The costs of carrying out environmental review responsibilities are an eligible use of administrative funds. All ESG activities are subject to environmental review under HUD's environmental regulations in 24 CFR part 58.

The subrecipient, or any contractor of the subrecipient, may not acquire, rehabilitate, convert, lease, repair, dispose of, demolish, or construct property for an ESG project, or commit or expend HUD or local funds for ESG eligible activities, until an environmental review under 24 CFR part 58 has been performed and the recipient has received HUD approval of the property.

TERMINATION POLICIES

If a program participant violates program requirements (i.e. fails to meet with a Case Manager on a monthly basis) or no longer meets minimum eligibility requirements for program assistance (i.e. income change), the subrecipient may terminate assistance. To terminate assistance, the minimum required formal process must consist of:

- 1 A written notice to the program participant containing a clear statement of the reasons for termination; and
- 2 A review of the decision, in which the program participant is given the opportunity to present written or oral objections before a person other than the person (or a subordinate of that person) who made or approved the termination decision; and
- 3 Prompt written notice of the final decision to the program participant.

Termination does not bar the subrecipient from providing further assistance at a later date to the same family or individual.

GRIEVANCE POLICY

Each ESG funded organization shall have a grievance procedure and shall implement the procedure when applicable. It is the policy of the Pasadena CoC to provide all ESG-funded programs with a fair and efficient process to present and resolve complaints and grievances. In the case of complaints about programs, it must be clear that the Pasadena CoC is not an official oversight entity but does have considerable influence.

A first-person written and/or documented complaint will be considered a grievance. A verbal, second-hand or hearsay complaint will be considered a complaint. The person making the grievance or complaint will be asked if they have adhered to grievance procedures provided by the organization they are making the grievance or complaint about.

If the person making the grievance or complaint has not gone through the grievance procedure provided by the organization, the Pasadena CoC will recommend that the person do so and document that recommendation.

If the resolution provided by that organization was not satisfactory to the complainant, he/she may put the grievance or complaint in writing and submit it to the Board Chair of the Pasadena CoC. If there is a conflict apparent with reporting problems to the Board Chair, reports can be made to the Co-Chair. If the complainant does not want his/her name attached to the complaint, his/her anonymity will be protected. If the complainant is unwilling to put the concern in writing, the Board Chair or another Pasadena CoC member will document what has been said.

Each situation will be treated seriously and with sensitivity, and will be documented for the record with date, time, program name, and nature of the complaint, as well as with any action taken towards resolution. All complaints or grievances involving vulnerable adults or children will be immediately turned over to the appropriate authorities.

Once a complaint or grievance has been submitted, the Board Chair or Co-Chair will approach the problem program's representative, explain the complaint or grievance, and ask for a response to the charge(s). Responses will be documented. It will be up to the Board Chair or the Co-Chair to decide if the matter needs to be discussed by the Pasadena CoC Board.

If a program received three complaints, the Pasadena CoC Board will review the situation and recommend action. The Executive Director of the program being reviewed will be asked to respond to the Pasadena CoC Board.

[Appendix: Sample Sign-In Sheet]

Date: ___ / ___ / ___

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Pasadena Emergency Shelter

2016/17

By signing this document, you are certifying that you are currently homeless.

	File #	New/Ret	Gender	Print Name	Signature
1		N R	M F		
2		N R	M F		
3		N R	M F		
4		N R	M F		
5		N R	M F		
6		N R	M F		
7		N R	M F		
8		N R	M F		
9		N R	M F		
10		N R	M F		
11		N R	M F		
12		N R	M F		
13		N R	M F		
14		N R	M F		
15		N R	M F		
16		N R	M F		
17		N R	M F		
18		N R	M F		
19		N R	M F		
20		N R	M F		
21		N R	M F		
22		N R	M F		
23		N R	M F		
24		N R	M F		
25		N R	M F		
26		N R	M F		
27		N R	M F		
28		N R	M F		
29		N R	M F		

Intake Staff: _____
Date: _____

Signature: _____
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