



Office of the City Manager

INFORMATION CALENDAR

June 11, 2013

To: Honorable Mayor and Members of the City Council

From:  Christine Daniel, City Manager

Submitted by: Jane Micallef, Director, Health, Housing and Community Services
Department

Subject: Community Agency Funding Budget Referrals

SUMMARY

This report is in response to a City Council referral made on April 30, 2013 to request additional information on certain community agencies seeking funding from the City of Berkeley for FY2014 and FY2015 as part of the City's regular Request for Proposal process. The City Manager was asked to provide additional information regarding how Youth Spirit Artworks, Options Recovery Services, and Newbridge Foundation relate to either the 2020 Vision and/or the Berkeley homeless population, including a profile of clients and how the programs are funded. This report also provides information regarding additional referrals for funding Council made to the budget process on May 21, 2013 including \$20,000 for Women's Daytime Drop-In Center and \$18,000 for the Multicultural Institute.

CURRENT SITUATION AND ITS EFFECTS

On December 6, 2012, Youth Spirit Artworks, Options Recovery Services, Newbridge Foundation, Women's Daytime Drop-In Center, and the Multicultural Institute submitted proposals to the City of Berkeley for continued funding for the next two years. In addition, both Youth Spirit Artworks and Options Recovery Services submitted new proposals to serve homeless street youth. Neither the City Manager nor the Commissions reviewing these proposals recommend funding the new programs. Both the City Manager and the Homeless Commission recommend defunding Newbridge Foundation. Though the Human Welfare and Community Action Commission recommends reducing funding for the Multicultural Institute by \$18,000, the City Manager recommends funding this agency at the current year level. Therefore, adoption of the City Manager's proposed community agency budget does not require additional funds for the Multicultural Institute. Finally, the Women's Daytime Drop-In Center requested additional funds for a Homeward Bound program. Both the City Manager and the Homeless Commission recommend funding this project. However, WDDC did not request during the allocation process the \$20,000 that Council referred so the Homeless Commission has not reviewed this request.

Below is information about each agency, including the services the agency currently provides, the proposed services, and current funding levels and sources.

Youth Spirit Artworks (YSA)

YSA runs a Youth Art Jobs Training Program in South Berkeley. The hours are as follows: winter, fall and spring—Monday through Friday, from 3:30 to 6:30 p.m. and Saturday, noon to 3 p.m.; summer—Monday through Friday, from 10 a.m. to 6 p.m. and Saturday, noon to 3 p.m. According to their application for funding, the program has several components: 1) the completion of specific art projects; 2) weekly one- to two-hour educational trainings; 3) weekly one-hour Youth Empowerment Group meetings which promote leadership and provide the program with feedback; 4) regular work in YSA's retail store and in the community through an Art Sales Program gaining sales and marketing skills selling youth-created art work; and 5) two or more field trips each training semester, including bringing art to social action events, visiting museums, galleries and retail stores.

YSA serves youth ages 16 to 25. According to the program report YSA submitted YSA for FY2012, the program served 122 youth, 85 (70%) of whom were Berkeley residents. The vast majority, 70 (82%) are living at the poverty level or below. YSA reported that 11 (13%) of the 85 served in FY2012 were homeless and 42(49 %) were between the ages of 18-25. Fourteen youth graduated from their summer program and 18 youth graduated from their fall program in FY2012. A total of 63 youth (74% of those enrolled) completed the training program in FY2012.

Current City of Berkeley funding for YSA is \$34,643 and is used primarily for the cost of training, professional services and art supplies. City of Berkeley funding accounts for 37% of the agency's total budget, with foundations, individual donors and other funding supporting the remaining 63%. YSA requested an additional \$50,000 in FY2014 to expand their daytime program to serve homeless youth.

YSA proposed three changes to their existing program to provide a daytime space where homeless youth can work: 1) expanding the hours of the Senior Artist (currently 18 hrs per week) to full-time (an additional \$30,000); 2) moving to a larger space in close proximity to the YEAH Shelter on University Avenue (an additional \$12,800); and 3) creating 24 more stipended job training slots (an additional \$7,200 per year). YSA proposes to serve homeless youth from Telegraph Avenue and Shattuck.

Applicants were required to indicate how their program relates to the City's 2020 Vision. YSA chose the "Increase Student Engagement" indicator. Fifty percent of the youth the program serves are between the ages of 16 to 18, and the other half is between the ages of 18 to 25. The program reports serving youth who have experienced trauma and engages them in healing through art in a "caring, nurturing and safe community".

More than 85% of the clients YSA currently serves are not homeless. The program YSA proposes would be a significant departure from its current services and would move the program out of its current South Berkeley home. Should the program be funded to serve homeless youth, and these youth make up the majority of their clients, the City would require YSA to comply with expectation of all homeless programs to report on additional outcomes and participate in entering client level data into the Homeless Management Information System.

Neither the City Manager nor the Children Youth and Recreation Commission, which reviewed YSA's proposal¹, recommended funding for the expansion of the program. Neither recommends moving YSA's services out of South Berkeley. In fact, during public testimony, YSA's contribution to the South Berkeley community was highlighted as one of its strongest assets. In addition, no additional programmatic changes, such as outreach, mental health or case management services designed to address the needs of homeless street youth, were outlined in their proposal. YSA reports that these services would be provided through YEAH.

Options

The City of Berkeley currently funds Options Recovery Services to provide three programs: 1) outpatient daytime substance abuse treatment services, 2) a Dual Diagnosis Mental Health Clinic, and 3) housing case management and benefits advocacy. Every client who walks in the door is counted as a participant in the first program, the general daytime services. Clients are then referred to the other two programs depending on their needs. The length of the program is 45 weeks and includes three phases followed by aftercare. The Dual Diagnosis Mental Health Clinic offers ongoing mental health treatment services by clinical staff and psychotherapy interns under the supervision of the Clinical Director. The Dual Diagnosis Mental Health Clinic also provides referral and transportation to community-based clinics for clients experiencing a psychiatric or emotional crisis for which short term medication support is needed. The Housing and Benefits Advocate works with Options clients to help them apply for and follow through with any benefit and housing opportunities that they may be qualified to receive, and which will help them toward their goal of financial stability and their ability to maintain independent housing.

¹ HHCS consulted with the Executive Director of YSA before sending their funding application to the Children Youth and Recreation Commission for review. This choice was made because YSA's program and intended outcomes were more aligned with Vision 2020 outcomes than homeless ones.

The table below includes data Options reported in FY2012 about the clients it serves:

Program Name	Total Clients Served	Berkeley Clients Served	# / % African-American	# / % White	# / % "Hispanic"	Living at or below Poverty	Homeless	Chronically Homeless
Daytime Treatment	1,144	895	384 (43%)	273 (30%)	15 (2%)	879 (98%)	527 (59%)	107 (12%)
Dual Diagnosis	314	214	100 (47%)	69 (30%)	10 (2%)	211 (98%)	129 (60%)	10 (5%)
Housing Case Management	331	287	136 (47%)	84 (61%)	25 (9%)	282 (98%)	213 (74%)	160 (56%)

In FY2013, the City of Berkeley allocated the following amounts of funding for the three Options programs: 1.) Daytime substance abuse treatment: \$38,132; 2.) Dual Diagnosis Mental Health Clinic: \$114,396; and 3.) Housing case management and benefits advocacy: \$39,311. City of Berkeley funding and the value of in-kind contributions amount to 16% of their total agency budget, with Alameda County, tenant rents, Court referral fees, participant fees, foundations, individual donors and other funding amounting to the remaining 84% of the budget. Options requested an additional \$66,960 in FY2014 to expand their daytime program to serve homeless youth.

In its application for funding, Options proposed the Youth and Young Adult Outreach Program which would employ a full-time Outreach Counselor and a half-time Marriage and Family Therapist (MFT) to work with homeless youth and young adults, ages 16-24, who are living on the streets. The program would engage homeless youth and connect them with resources, support services, and alcohol and drug counseling. Referrals to treatment would be made to the Options programs or other drug and alcohol treatment programs of the clients' choice. Options would provide services geared to youth through its MFT, trained specifically with young adult treatment for alcohol and drug addiction.

Neither the City Manager nor the Homeless Commission recommended funding for this new program. Options is not experienced in serving this population and in FY12 only served 43 (5%) 18-25 year olds. Model programs that serve homeless youth provide "low-barrier treatment" in which the youth can hang-out during the day and access recreational activities, with supportive services attached. The outreach services proposed by Options would engage clients on the streets, but refer them to Options' primarily abstinence-based treatment program, a high-barrier treatment approach that has not been considered a best practice model for this population.

Newbridge Foundation, Inc. (Newbridge)

Newbridge is a certified residential substance abuse treatment facility which provides a six to nine months treatment program. Residential services include individualized treatment planning, individual and group counseling, family education and support, educational sessions, 12-step support, job readiness, social and recreational activities,

clean and sober housing, and aftercare. Newbridge also offers services for clients with secondary mental health diagnoses. The City of Berkeley currently funds Newbridge to provide 1,392 bed nights of service to adult, homeless substance abusers.

According to their FY2012 program report, Newbridge served 644 clients, 15 of whom were served under the City of Berkeley contract. All clients served under the Berkeley contract were homeless, but none were chronically homeless. Program data Newbridge reported from FY2011 and FY2012 showed that, of a total of 44 clients served under the Berkeley contract, only 8 (18%) graduated from the program and 5 (11%) obtained permanent housing.

At the request of Newbridge, City staff visited the program on May 21, 2013. During the visit, Newbridge staff reported that referrals to their program come from Options, Bonita House, Cherry Hill Detoxification Center, CURA, Inc in Fremont, the Salvation Army in Oakland, and other sites. Newbridge grew out of the Therapeutic Community model and offers a modified version of this program, emphasizing structure and discipline, in a peer-led environment. MFT interns under the supervision of a psychologist lead mental health groups, but no individualized mental health services are available to clients served under the Berkeley contract. Referrals are made to Lifelong Medical care for health care and mental health services.

The City of Berkeley reimburses Newbridge based on bed nights provided. The agency under spent its allocation in FY2010 by 14%, and even though its FY2012 allocation was reduced, the agency under spent its allocation by 18%. The agency is on track to spend all of its FY2013 City of Berkeley funding of \$85,000. City of Berkeley funding comprises about 2% of the overall agency budget. Other funders include Alameda County Behavioral Health Care Services, the Drug Court, participant fees, foundations and corporate donations. Residents of Berkeley may also be served under the contract that Newbridge has with Alameda County, which provides the program with about \$1 million in funding annually.

Both the City Manager and the Homeless Commission recommend defunding Newbridge. The reason for the recommendation is that while Newbridge serves homeless people under its City of Berkeley contract, these clients are not chronically homeless. More importantly, Newbridge is not well coordinated with the Berkeley system of care and reports no referrals from some of the primary providers of homeless services in Berkeley such as the Berkeley Food & Housing Project. Finally, the recommendation to defund Newbridge provides the necessary funds for two new projects: Homeward Bound, and a Homeless Coordinated Assessment Project.

If Council were to partially fund Newbridge in the amount of \$50,000, the program could serve approximately five clients in its six-month program. The City Manager recommends that should Council continue funding for Newbridge, the agency should be required to prioritize referrals from homeless agencies located in Berkeley.

Women's Daytime Drop-In Center (WDDC)

WDDC provides daytime drop-in services and transitional housing for homeless women and children. City funding for WDDC in FY2013 was \$149,331, amounting to 33% of their total budget. The agency is also funded through the federal Department of Housing and Urban Development (HUD), the Federal Emergency Management Agency, MediCal funds, billed through Alameda County, and private foundations and individual donors. WDDC's Executive Director reports that the agency applied for, but did not receive, \$120,000 in funding for FY2014 through the Alameda County First Five program for their Children's Program. WDDC last received First Five funding in FY2010, and has not received it for the last three fiscal years. WDDC reports a loss of HUD funds, however, HHCS staff have not yet been able to confirm this directly with HUD. WDDC was awarded the full amount the agency requested in the community agency allocation process.

BACKGROUND

Every two years, the City of Berkeley combines multiple sources of funds into one consolidated *Request for Proposals* (RFP) and allocation process for community agencies. Health, Housing & Community Services Department staff manages the RFP and allocation process and coordinates the review process among four commissions: the Housing Advisory (HAC), Homeless, Human Welfare and Community Action (HWCAC) and Children, Youth and Recreation Commissions. During this round 53 agencies requested over \$7 million in funding for 98 projects. Four review commissions are recommending funding for 92 projects for a total of \$6.2 million.

POSSIBLE FUTURE ACTION

Serving homeless youth and investing in a more well-coordinated homeless service delivery system are two pressing priorities for the community. The City Council could direct the City Manager to issue a separate RFP for homeless youth services, provided adequate funding is identified for this purpose.

CONTACT PERSON

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