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Authors

Blash, Lisel

Sampogna, Michelle

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COPC: A Profile of Berkeley Oakland Support Services (BOSS)

**Lisel Blash
Michelle Sampogna**

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COPC: A Profile of Berkeley Oakland Support Services (BOSS)

Lisel Blash

Michelle Sampogna



The University-Oakland Metropolitan Forum is a partnership of the University of California at Berkeley; California State University, Hayward; Mills College; Holy Names College; the Peralta Community College District; and the Oakland community.

University of California at Berkeley
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Executive Summary*

A Profile of Berkeley Oakland Support Services (BOSS)

by Lisel Blash and Michelle Sampogna

S.F. Bay Area COPC

This report profiles Berkeley Oakland Support Services (BOSS), a social service agency that links homeless and low-income people to both housing and support services. The problems faced by BOSS exemplify the problems faced by most organizations serving the homeless. BOSS is a non-profit agency that currently administers 14 program components for homeless and low-income persons in Alameda County. The agency has a budget of more than \$3.5 million, a staff of 73.45 FTE employees, and support from approximately 100 volunteers.

As the largest such organization in Alameda County, BOSS faces the challenge of providing services to as many as possible of the county's homeless. The county's homeless population has been estimated at between 9,000-15,000 on any given day, 30,000-60,000 over the course of a year. In 1994 BOSS provided services to 6,552 persons.

SERVICE-DELIVERY SYSTEM

Since the homeless need many kinds of assistance, BOSS faces the challenge of offering a comprehensive system of support service programs that meets the various needs of its clients. Currently, BOSS provides emergency shelter, and transitional and permanent housing programs, as well as long-term services to the homeless as well as a wide range of support services.

BOSS's programs are located in Berkeley, Oakland, and Hayward and reach throughout Alameda County. BOSS has developed an extensive network of referrals and partnerships with over a dozen community service providers in several cities. Through its collaborations, BOSS offers extensive support services, on- and off-site.

BOSS provides an array of specific support services that help the homeless individuals prepare for and maintain permanent housing. These include: housing and benefits advocacy, employment training and services, adult education, mental health counseling and support, drug and alcohol recovery programs, HIV/AIDS services, payee services, mail desk services, support groups, crisis intervention, and specialized services for families and children.

* For further information on this report contact Lisel Blash, Richard LeGates or Genie Stowers at the San Francisco State University Public Research Institute, 1600 Holloway Avenue, San Francisco, CA 94132, (415) 338-2978.

Case management is crucial to providing comprehensive services, and successfully linking clients to both housing and support services. It helps ensure that quality care is given to clients and their needs are being met. BOSS case managers help residents develop both short and long-term goals, and act as facilitators to ensure that the various needs of residents are identified and addressed by the different service providers.

Unmet Needs

Despite the richness of services BOSS is able to offer, a number of unmet needs remain. BOSS must contend with the shortage of affordable permanent housing and paucity of entry level jobs available to homeless clients. Other major needs include lack of enough transitional housing in the Bay Area, specifically for single adults; lack of substance abuse services of all kinds, especially residential programs for low-income persons; lack of resources to provide adequate recreational and community building activities for clients; lack of resources to provide on-site childcare and parenting skills workshops.

Other identified needs include better coordination and standardization of procedures between BOSS program components; greater attention to the agency's staff training and skills-building; on-site, licensed health-care professionals; more literacy programs, jobs and job-skill building programs for clients; additional case management staff; respite shelters; economic development programs; more payee services; and, more on-site services in general.

FUNDING

BOSS faces a major fiscal challenge, to create a constant flow of coordinated services out of funding that is subject to change or elimination every year or two, particularly in a time of fiscal crisis in all levels of government.

Funding Structure

Until three years ago, Alameda County was the agency's largest funder. Now BOSS relies more heavily upon federal money. In FY '93-'94, approximately 42% of the agency's funding originated from the federal government. About 36% was from the County of Alameda. The rest came from the City of Berkeley (3%), the City of Oakland (2%), private funders (10%), receipts and donations (4%), the State of California (.5%) and other sources (3%).

Funding Stability

The agency's funding is primarily from matching funds from the County of Alameda and the U.S. Department of Housing & Urban Development. Due to recent budget cuts in Alameda County's Social Services and Behavioral Care departments, BOSS lost approximately \$375,000 in funding in FY '94-'95. County funding will again be at risk

next year. Since HUD requires matching funds for most of its grants, any loss in county funding entails the risk of losing HUD funds as well. HUD's homeless programs also face significant funding cuts.

Secured federal funding is at risk because of the time limit of specific grants, with no guarantee of renewal. Funding is further at risk due to proposed changes in HUD itself, including proposals for new formula-based allocations that may provide less money than before. Close to 64% of BOSS' federal funding came from HUD, which equals about 26% of the agency's entire budget.

Up to three-quarters of BOSS's funding comes from sources that allocate grants on a yearly or one-time only basis. BOSS's HUD funding, which makes up about one quarter of its revenues, is generally allocated in grants of 3-5 years duration.

The ability to offer comprehensive housing and support services to homeless people in Alameda County is dependent upon the future fiscal and organizational stability of BOSS and other community service providers who together provide a continuum of care to this population. Most of these providers face similar problems. Together they face a very uncertain future.

INTRODUCTION

This report examines the major East Bay organization that assists homeless people to obtain housing and support services. This analysis will help identify gaps and problems in service provision for Berkeley's homeless population and help guide future planning to consolidate and integrate housing and social services programs for an improved continuum of care.

This report was prepared for the city of Berkeley Planning and Development Department as part of a HUD-funded Community Outreach Partnership Center Project in which U.C. Berkeley, San Francisco State University, and Stanford University are assisting Bay Area communities with consolidated housing and community development planning.

The City of Berkeley has become increasingly concerned with the social service needs of people receiving housing assistance, and community groups have questioned whether housing assistance and social service provision is adequately meeting the needs of these people. In addition, HUD now asks that planning for housing assistance be linked to planning for social services.

To assist the city's current planning efforts in this area, the following subjects were studied using a case study of Berkeley Oakland Support Services (BOSS): existing program models; staffing and cost estimates for providing social services in addition to housing; and a description of the current sources of funding and potential changes in funding.

BOSS is a matrix of services, systems, and supports that come together to enhance the lives of children, women, and men who participate in BOSS program components. Presently, BOSS administers 14 different programs (although the agency is continuously expanding or developing new programs) that together provide a continuum of care to Bay Area homeless and those at-risk of homelessness. BOSS's agencies are located in Berkeley, Oakland, and South Alameda County cities. BOSS is committed to providing emergency, transitional and long-term direct services to the homeless, including housing, employment, advocacy, education and other support.

In 1994, BOSS (organization-wide) provided services to 2,388 children and youth and 4,164 adults, a total of 6,552 people. Client demographics are as follows: 60% male, 40% female; 71% were African American, 28% were Caucasian, and 1% were of another race¹. As determined by self-declaration and self-reporting: 65% had mental disabilities, 52% had drug or alcohol issues, 35% were physically disabled or had HIV/AIDS, 16% were pregnant, 34% were victims of domestic violence, and 35% reported child or sexual abuse.

In comparison, the city of Berkeley's demographics are as follows: of a total population of 102,724, 58% are Caucasian, 18% are African American, 14% are Asian, and 8% are Hispanic,

¹BOSS Currents, Volume VI, Issue 1, p. 2.

according to 1990 Census data. However, of Berkeley's 9,225 non-student residents in poverty 37% are African American, 34% are Caucasian, 10% are Hispanic, and 18% are Asian.

The City of Berkeley's Response to Homelessness

In Berkeley, estimates of the number of homeless people range from 765 counted by the 1990 Census to approximately 1,200 as estimated by local service providers².

A policy response to homelessness that has been adopted nation-wide is the comprehensive continuum of care. This model incorporates three levels of housing: emergency shelter, transitional housing, and permanent housing, which are integrated with support services and case management. However, a continuum of care approach is not enough to solve the problem of homelessness as it cannot address the broader context in which people become homeless. Efforts at moving people out of homelessness may be hampered by the shrinking pool of affordable housing, the paucity of entry-level jobs that pay a living wage, and other related societal problems. While services that help people who have "fallen through the cracks" are vital, preventative economic development and community revitalization efforts are also necessary.

In recent years, the city of Berkeley has aggressively pursued economic and housing development efforts for community revitalization. Its efforts include funding of community-based employment training and placement organizations that target low-income residents; the City's First Source Hiring Program, which gives Berkeley residents (primarily of low-income households) first opportunity to fill the personnel needs of the Berkeley business community; the partial funding of several childcare centers; a housing trust fund to increase the number of below-market rate rental units permanently affordable to low-income people; a revolving loan fund to assist businesses and a rental rehabilitation loan program to assist rental property owners in South Berkeley, the city's poorest neighborhood.

The city's subsidized shelter capacity at all levels of the comprehensive model is not adequate to meet the housing or supportive service needs for the number of homeless people in Berkeley. Presently, there are 220 emergency shelter beds, 85 transitional housing spaces, and 109 subsidized single-room-occupancy units and apartments for formerly homeless people in the City of Berkeley³.

The city's response to homelessness includes contracts with community agencies to provide emergency shelter, transitional and permanent housing services, education, childcare,

² City of Berkeley's Conditions, Trends & Issues (1993), p. 185.

³ General Plan: Conditions, Trends & Issues, City of Berkeley 1993 and Bay Area Economics, 1995. Note that due to budget cuts, BOSS has reduced its Harrison House beds by 15, bringing the total number of emergency shelter beds in Berkeley down to 205.

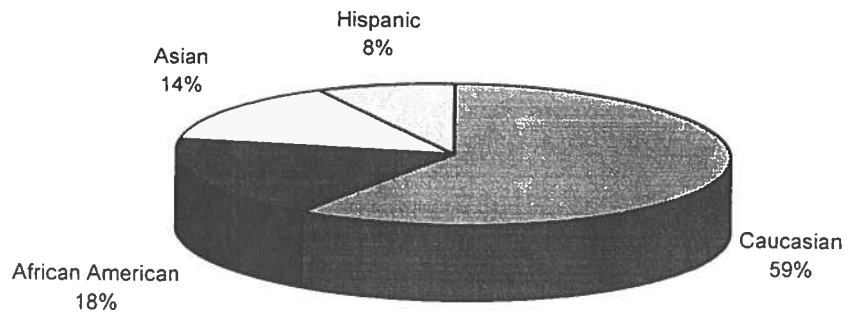
employment, food/nutrition, and daily showers. Services have been targeted toward single homeless adults, homeless adults with children and battered women.

The City of Berkeley's response to homelessness has emphasized the following elements:

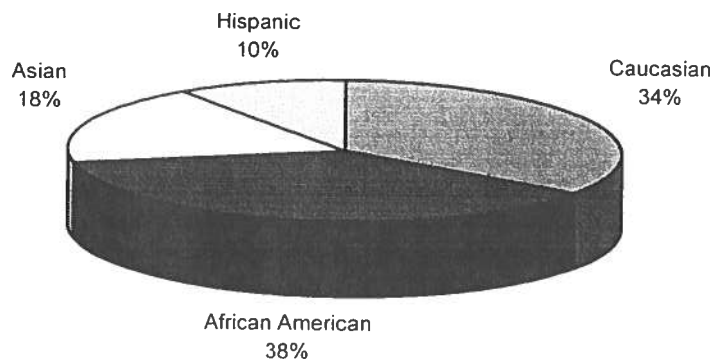
- * supporting private non-profit organizations that provide direct services to the homeless;
- * creating a broad network of public and private institutions capable of addressing the problem of homelessness from many different angles in order to formulate alternative solutions;
- * decentralizing services to elicit broad community support and participation;
- * creating vehicles for community participation (e.g., task forces, volunteer programs);
- * developing human service responses instead of resorting to the use of police power to address homelessness⁴.

⁴ Ibid.

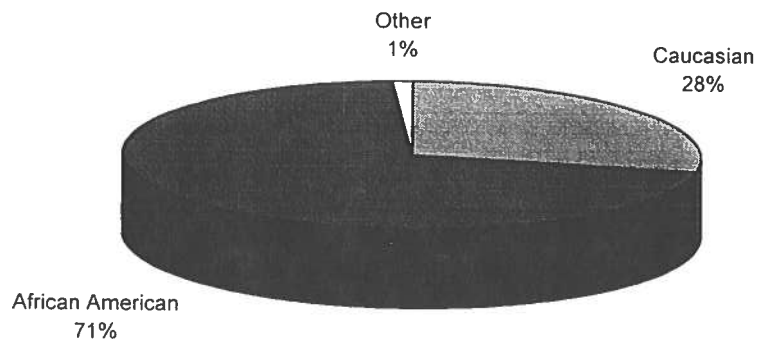
City of Berkeley:
Groups as Percent of Total Population
(N = 102,724)



City of Berkeley:
Groups as Percent of Non-Students in Poverty
(N = 9,225)



BOSS:
Countywide Client Demographics, 1994
(N = 6,552)



SUMMARY OF SERVICE DELIVERY SYSTEM

BOSS is a nonprofit agency that currently operates 14 programs for the homeless and those at-risk of becoming homeless in Alameda County. The agency has established a comprehensive model of service provision by developing and offering emergency shelter, and transitional and permanent housing programs, as well as long-term direct services to the homeless, including housing, employment, advocacy, education and other support services. BOSS collaborates and works in partnership with numerous community agencies to provide extensive support services.

As the largest such organization in Alameda County, BOSS faces the challenge of providing services to as many as possible of the county's homeless. The county's homeless population has been estimated at between 9,000-15,000 on any given day, 30,000-60,000 over the course of a year. In 1994 BOSS provided services to 6,552 persons (unduplicated).

BOSS's Multi-Service Center and Harrison House emergency shelter served 772 people in Berkeley in FY '93-'94. This number does not include 48 persons who made use of BOSS's three transitional housing sites in Berkeley in 1994, nor does it include the number of residents BOSS serves at two single room occupancy hotels: UA Homes (74) and Erna P. Harris Court (55 maximum), Berkeley participants in the Transitions Project subsidized housing program, nor non-resident clients participating in its Adult Education Program or the Homeless Employment Program. According to the City of Berkeley's Consolidated Plan (July 1995-June 2000), BOSS provided housing advocacy services to 1,035 Berkeley citizens in FY '93-'94. Housing advocacy services consist of assisting homeless and low-income persons to locate affordable housing and administer financial assistance (when available) to prevent eviction and maintain housing.

Organizational Structure

BOSS is governed by a board of directors who establish policy for the agency, control the initiation and termination of programs, and oversee agency finances. The board consists of representatives from the community including clients.

BOSS has a central administration office that oversees program implementation for its 14 components and is responsible for program development and fiscal management. Presently, BOSS administers 14 programs, employs 73.45 FTE staff members, and maintains a base of 100 volunteers.

At any one time, at least 50% of the staff, professional and para-professional, are former clients. BOSS clients are encouraged to provide input and learn the skills necessary to run these programs. This enables them to exit the cycle of homelessness and creates an intergenerational, multi-cultural, and ethnically diverse organization. In 1993, BOSS employees voted to be represented by the California Professional Employees Union Local 2345.

Administrative staff include an executive director, an assistant director, a development director, a community resources supervisor, an executive assistant, and a program services director. Fiscal staff include a fiscal manager, a bookkeeper, an accounts payable clerk, and a payroll clerk. The fiscal staff is responsible for account management, fiscal contract compliance, accounts payable and receivable, and payroll. The administrative staff develops grant proposals; oversees personnel issues and interfaces with staff and the labor union; is the central contact for information for various sources; provides basic referrals to people who call seeking services; and advocates both locally and nationally on behalf of the homeless and the accompanying social issues.

The administrative staff program components coordinate their efforts through staff meetings and information dissemination. Each program component holds a weekly staff meeting, and housing programs conduct house meetings that include the participation of clients. All program component coordinators meet weekly, and weekly meetings are held between coordinators and their line staff to problem solve and provide training. An all-agency staff meeting is held quarterly.

Information is disseminated about changes within the agency, as well as suggestions and complaints from clients, by various means, including staff meetings; an information sheet occasionally attached to paychecks with information about new hires or agency events; the quarterly BOSS newsletter; the union distributing information to employees; and informal communication amongst staff members.

BOSS depends upon volunteer labor in a number of capacities. Programs with the most extensive use of volunteers are the Adult Education Program, Hale Laulima and Harrison House. Volunteers provide tutoring and enrichment teaching at the Adult Education Project. Evening childcare for BOSS programs is performed by volunteers. Volunteers work in the kitchen at the Harrison House shelter. The paralegal program at the Berkeley Multi-Service Center, Pro Per Advocacy, is also a volunteer initiative. Individuals may volunteer on a one-time only basis for special projects, or on an ongoing basis. On average 100 volunteers participate in a typical month providing an average of 500 volunteer hours. Each volunteer receives training which is more or less formal depending upon the work to be done. There are formal training sessions for volunteers who work with children and for those that work in the Adult Education Program.

BOSS Program Components

Information for this section was gathered from interviews with BOSS program coordinators and the central administrative office. The following BOSS components were examined:

Multi-Service Centers

The Berkeley Multi-Service Center serves approximately 150 clients per day, providing a broad range of non-residential support services that include intake and assessment, benefits advocacy,

Support Service Components

The Community Organizing Team (COT) works with homeless, formerly homeless, and low-income people on projects centered around concepts of team building, empowerment, community building, education, community organizing, leadership development, and collective action. The program is designed to be an ongoing activity for BOSS clients to participate in while they receive support services from one of its 14 programs.

The Homeless Employment Program (HEP) had two primary functions: to provide employment services to homeless General Assistance (GA) recipients in Alameda County, and offer employment opportunities through its enterprise development programs including graffiti removal. However, due to Alameda County budget cuts, the GA program will no longer be funded, as of July 31, 1995.

The Adult Education Program provides remedial and enrichment educational programs for homeless adults, formerly homeless adults, and those at risk of becoming homeless.

Community Collaboration

BOSS has developed an extensive network of referrals and partnerships with community service providers. The fact that agency program components are county-wide is an added advantage in that BOSS employees are familiar with other service providers throughout the county, not just at program component sites. This information sharing network aids them in assisting clients to access services. By collaborating with over a dozen local service providers, BOSS is able to offer extensive support services, on- and off-site, to meet the various needs of its clients.

Among others, BOSS works in partnership with the following organizations: Oakland Community Housing, Inc., UA Housing, Eden Housing, Resources for Community Development, Affordable Housing Associated (*Low income housing developers*); Berkeley and Hayward Adult Schools (*Adult education classes*); Jobs for the Homeless Consortium (*Homeless employment center*); Women's Daytime Drop-in Center (*Day support services for homeless and at-risk women and children in Berkeley*); AIDS Project of the East Bay (*Support services for people with HIV/AIDS*); Second Chance (*Substance abuse recovery services*); Homeless Action Center (*Provides benefits advocacy for homeless persons*); Healthcare for the Homeless (*Mobile health care services for homeless persons*); and Berkeley Creative Living Center (*Rehabilitation program for the chronically mentally ill*).

money management, crisis counseling, emergency intervention, mail and message services and telephone access.

The South County Homeless Project Center provides similar services but emphasizes providing services to the homeless mentally ill and physically disabled that are from the cities of Hayward, San Leandro, Union City, Newark, Fremont, Pleasanton and Livermore.

Emergency Shelters

Harrison House provides emergency shelter for 65 people, including single men and women, women with children, and two-parent families.

The Oakland Homeless Project offers emergency shelter for up to 30 people per night who are classified as chronic (or at risk) homeless mentally ill.

The South County Homeless Project provides emergency shelter for 30 individuals per night; a multi-service center is located at the same location.

Transitional Housing

McKinley House provides housing for up to seven families for a period of six months to a year.

Ninth Street House provides housing for five men and five women for 18 months or more.

Tenth Street Houses offers long-term transitional housing, three to five years, for previously homeless families who reside in a two-unit home while obtaining support services from BOSS.

Hale Laulima is a new program opening in September of 1995. Hale Laulima will provide transitional housing for mothers with HIV/AIDS and their children. Each family will have their own room in this four bedroom house and share common living areas.

Pacheco Court provides 10 apartment units for mentally disabled persons and their families. Residents may reside at this site for up to two years.

Permanent Housing

The Transitions Project provides rental subsidies and support services, as part of HUD's Supportive Housing Program, to BOSS clients who are ready to move into permanent housing. This offices of this two-year-old housing program function as a drop-in housing and support services center for program participants and prospective participants.

UA Homes offers 74 private rental units to low-income and formerly homeless residents, as well as access to support services. The hotel is owned by UA Housing and managed by John Stewart Company. Support services are provided by BOSS.

Case Management: System Level of Coordination

Overview

Case management is a crucial element of a comprehensive model for homeless service provision. Case management is one means of successfully linking clients to housing and support services and ensuring that quality care is given to clients and their needs are being met (Bassuk, 1990).

Ideally, case managers provide and inform clients of appropriate services and entitlements; help to develop a client's action plan or assessment to make clients more self-sufficient; and assist clients with public program enrollment (Weinreb, 1993). The assessment determine how the client will proceed with obtaining services, and the case manager then links clients to the appropriate resources.

It is important to note that elements of case management, such as the level of staff training, duration of services, and degree of community collaboration differ from agency to agency. Effective case management includes collaborating with community service providers either by establishing an affiliation agreement or directing clients to a particular provider on a referral basis (Bassuk, 1990).

Developing training programs to enable staff to care for and effectively work with homeless families is often difficult for agencies because many programs are severely underfunded. Because homeless families have diverse needs, providers must learn about complex economic and human service topics. Proper training increases staff knowledge and skills, as well as providing support to staff, which reduces "burnout" and high turnover rates. In addition, extensive training programs are crucial to effective service provision and refresher courses should be offered as well (Bassuk, 1990).

Another crucial element to linking clients to both housing and support services is providing an on-site staff housing coordinator who has expertise with the local housing market, has developed a relationship with other public housing programs, and who will assist clients with locating and obtaining realistic housing options.

BOSS Case Management

Line staff at the various BOSS components communicate with one another about program openings, client case management, etc., by telecommunications as well as various staff meetings. According to a staff member, BOSS is planning to develop and implement a computer network system in two to three years that would enable all BOSS components to share information via computer technology. The agency is also writing a grant proposal to create a half-time information management position. This would enable the agency to build on its existing technology and monitor program components' implementation of recently developed forms and procedures.

When a BOSS housing component has a vacancy, program staff will call other components and notify them and request client referrals. A recommendation is made and an interview is set up between a case manager from both components and the client. If the client is accepted, his/her file is copied and transferred to the next component by the client's new case manager.

For example, when a vacancy occurs at McKinley House, the program coordinator informs other BOSS components to find out if there are any clients who show a concerted effort in improving their situation. After the program coordinators confer with one another, interviews are scheduled with case managers from both BOSS components and the client. A lengthy interview process takes place, and if the client is accepted into the transitional program, his/her file is copied from the original component and a new one is opened at the McKinley House.

When clients arrive at the McKinley House, their personal assessments are updated. The personal assessments determine client goals that range from housing to personal growth; these assessments are reevaluated every three months.

Every BOSS client has an initial intake and an assessment completed. An initial intake is a form that compiles basic information about a client such as name, age, education level, and an emergency contact. An assessment collects more detailed information about a client such as employment and residential, and health (including mental health and substance-abuse issues) history, and information about clients' children.

Through various interviews with BOSS program coordinators, weaknesses in the centralized case management system became apparent. For instance, two program coordinators mentioned that clients' assessment forms varied from component to component. Some forms are designed to obtain all the needed client information and portray a complete picture of the client while others do not. In addition, as information is copied and transferred via line staff, some information has gotten lost in the past.

The agency recently developed several standardized forms and procedures, which are being implemented and will be evaluated, per recommendations of a BOSS staff collaborative. This collaborative sought to develop rules, forms and staff guidelines that consistently and uniformly reflect the values and principles that guide the agency. The goal was to ensure that the guidelines for BOSS's work with clients support community and individual empowerment, create clear expectations for participation, and form an environment conducive to recovery and growth.

Program coordinators at BOSS components that do not provide some form of housing stated that they often have to conduct a great deal of outreach to other BOSS components as clients are not being readily referred. Some feel that case managers--overburdened due to fiscal cutbacks and large caseloads--do not have enough time to provide clients with extensive case management that addresses long-term needs. Both the Adult Education Program and the

Community Organizing Team have staff attend Harrison House's weekly house meeting to inform clients about services and activities offered at these components.

Most staff training is conducted on the job. Completely standardized training of all staff is difficult because each BOSS component is unique in that they serve different clientele with various needs. It is also part of BOSS's philosophy to enable components to remain somewhat autonomous. As a result, components are responsible for developing their own training curriculum. Staff training has proven difficult because there are limited resources for this type of work. BOSS has as a long-term goal additional staff training development and standardization.

Unmet Needs

Berkeley Oakland Support Services provides an integrated system of housing and services to move homeless persons from the streets to permanent housing and self-sufficiency. It depends upon a network of other social service organizations to provide many services it cannot provide internally. Despite the richness of services BOSS is able to offer, program coordinators identified areas of unmet need both internal and external to the agency.

Unmet Needs External to BOSS

A major obstacle to moving clients back into permanent housing and self-sufficiency is the lack of affordable housing in the Bay Area. Affordable rent is generally defined as rental costs of less than 30% of a household's income. Around 57% of Berkeley's low- to moderate-income renters pay more than 30% of their income towards rent. The number of low- to moderate-income households overpaying for rent constitutes 47% of Berkeley tenant households or 23% of all Berkeley households.⁵ There is a particular lack of transitional housing, especially for single adults. Without transitional housing, homeless persons do not have the means to reach the "next step" away from homelessness or learn the skills and achieve the stability necessary to return to permanent, stable housing situations.

A closely related problem is the lack of suitable employment for sub-groups of the population. While Berkeley had a 5.6% unemployment rate in 1990, the rate for African-Americans, 14%, was four times the unemployment rate for Whites (3.2%)⁶. Formerly homeless people find it particularly difficult to secure work. Even when work is available, the pay may not be adequate for self-sufficiency. Many full-time full-year positions, particularly in some branches of the service and retail trades, pay so little that persons in these trades may find self-

⁵ City of Berkeley Consolidated Plan, July 1995, Calculated from CHAS Table 1C in Attachment I-C(1).

⁶ City of Berkeley: Conditions, Trends & Issues, September 1993, p. 216.

sufficiency difficult at best. At the same time, alternative sources of income (GA, SSI, AFDC), already insufficient to meet the housing needs of the low-income, are being cut.

The high incidence of substance abuse and the relative paucity of services for low-income persons in recovery is also a problem that service providers must contend with. In 1994, fifty-two percent of BOSS clients reported that they had a drug and/or alcohol problems.⁷ One program coordinator said that by his estimation, the percentage of clients with substance abuse problems was probably closer to 80%. In addition, many BOSS clients are dual diagnosed (both substance abuse problems *and* mental disabilities). BOSS currently must refer out for all clinical services. Lack of community resources in this area, particularly in the city of Berkeley, were frustrating to many of those interviewed. They reported that when a client is ready to deal with substance abuse issues, service providers have a very small window of time to place clients in an appropriate program. If the person is not successfully placed quickly, their resolve to act dissolves. Often clients have to wait at least two weeks to be admitted to a program. Residential programs for low-income persons recovering from substance abuse were of particular concern. Several program coordinators indicated that residential programs give persons in recovery the peer support and structure that is needed to stay clean and sober. There are no low-cost or subsidized *residential* detox and rehabilitation programs in Berkeley⁸. Low-income or homeless persons in Berkeley are sometimes referred to Oakland programs by BOSS. Many service providers also expressed a need for more on-site recovery services, possibly facilitated by licensed, trained individuals, at BOSS residential programs.

Respite and medically-based shelters were also mentioned. Respite shelters would serve the needs of homeless persons that have recently been released from the hospital and need somewhere to recuperate. Medically-based shelters would serve the needs of homeless individuals that need long-term care. Regular emergency shelters often do not have the facilities to accommodate the needs of persons in need of ongoing medical attention.

Finally, lack of affordable childcare is a problem, particularly for single parents. Although BOSS can provide some childcare, it cannot provide enough. Respite childcare is needed for the children of homeless women with HIV/AIDS when they are unable to care for their children for medical reasons. Availability of childcare is often critical to single mothers to enable them to participate in job training programs or to work.

⁷ BOSS Currents, Volume VI, Issue 1, p.2.

⁸ The City of Berkeley does contract for up to six subsidized spaces at a residential facility run by Bi-Bett Corporation in Diablo Valley. However, only three of these beds are for homeless persons.

Unmet Needs Internal to BOSS

BOSS program coordinators would like to provide more on-site services in general. These include more literacy programs and outreach; more substance abuse recovery services; job-skills building programs for clients including economic development programs; a licensed health-care professional on-site at some programs and payee services at the Oakland Homeless Project.

Three BOSS program coordinators cited lack of funding for social and recreational activities as problematic. Homeless persons have very low incomes or no incomes and often cannot afford to participate in recreational and community activities. This leads to a growing sense of alienation and isolation and can exacerbate substance abuse problems.

Childcare was a high priority for a number of programs. Homeless parents need help caring for their children as they attempt to access the services and develop skills necessary to rebuild their lives. At present, BOSS programs are heavily reliant upon volunteers for childcare, particularly for evening activities.

Parenting skills training was also a priority for some programs. Some homeless adults with children, particular those with mental disabilities, may need assistance in learning successful parenting skills as they and their children transition to more stable living situations.

Other unmet needs internal to BOSS include better coordination and standardization of procedures between programs, especially in the area of case management. A number of program supervisors also mentioned the need for more extensive staff training and skills-building among line staff. Two program coordinators mentioned the need for more case management staff.

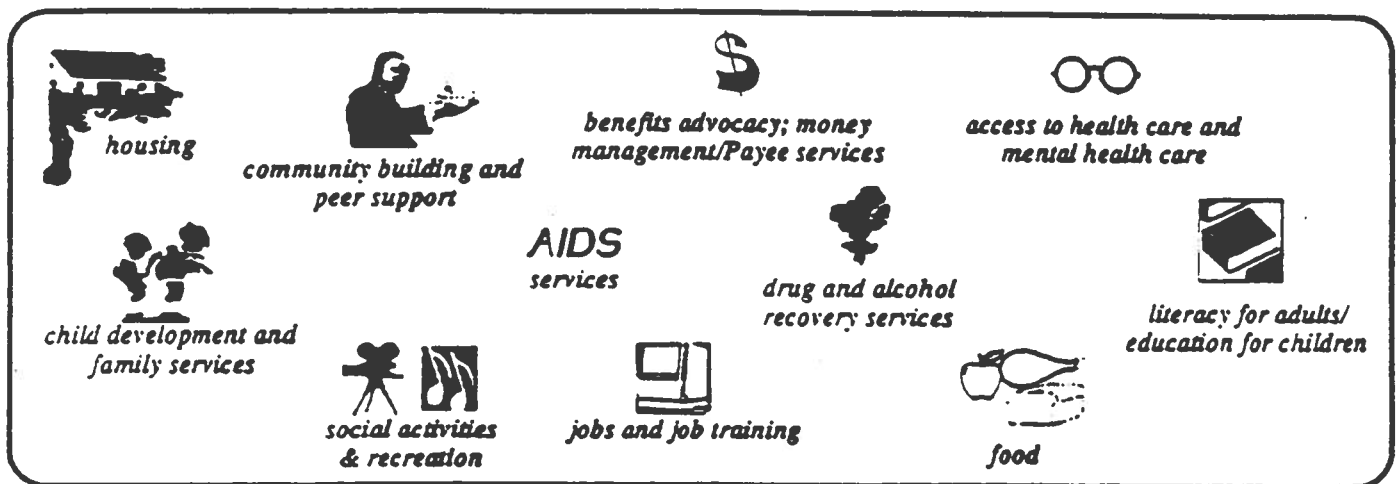
FOR THE HOMELESS: A Seamless Approach to Interdependence

Men, women and children
entering BOSS.....



multi-service centers • shelters • transitional & permanent housing

In all BOSS programs, the following array of services is available to program clients; each item in the continuum is 'fluid' – people can move between services and resources as they choose to, according to their individual needs and circumstances.....



....With ongoing advocacy and support, BOSS services are a *pathway* to financially stable, emotionally and physically healthy, *independent living in the community*



FUNDING OVERVIEW

BOSS has grown rapidly during its 24-year history and has become a multifaceted social service agency which provides housing and related social services throughout a wide geographical area. The challenge that the agency faces is how to create a constant flow of consistent service provision out of funding that is subject to change or elimination every year or two, particularly in a time of fiscal crisis in all levels of government. This is of special interest because several municipalities have come to depend upon the services that BOSS provides to the homeless.

Funding Structure

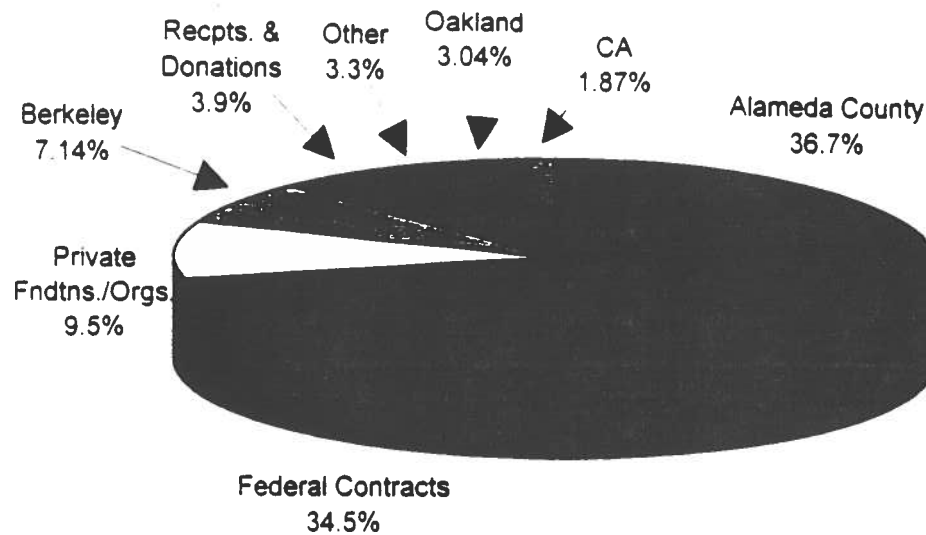
Until three years ago, Alameda County was BOSS's largest fund provider. Now BOSS relies more upon Federal money. BOSS's fiscal year runs from July 1st to June 30. In FY '93-'94, BOSS's total revenue was \$3,671,245. A breakdown of this revenue was as follows:

<u>Revenues FY '93-'94</u>	<u>Amount</u>	<u>Percent of Total</u>
Alameda County	\$1,347,545	36.70%
Federal Contracts	1,265,696	34.50%
Private Foundations/Orgs.	349,657	9.50%
City of Berkeley	262,428	7.14%
Receipts and Donations ⁹	143,082	3.90%
Other	122,127	3.30%
City of Oakland	111,925	3.04%
<u>State of CA</u>	<u>68,785</u>	<u>1.87%</u>
Total	3,671,245	100.00%

⁹ Receipts and donations specific to localities (Berkeley, Oakland, South County), as opposed to "Other", which accounts for grants and donations not tied to any on location.

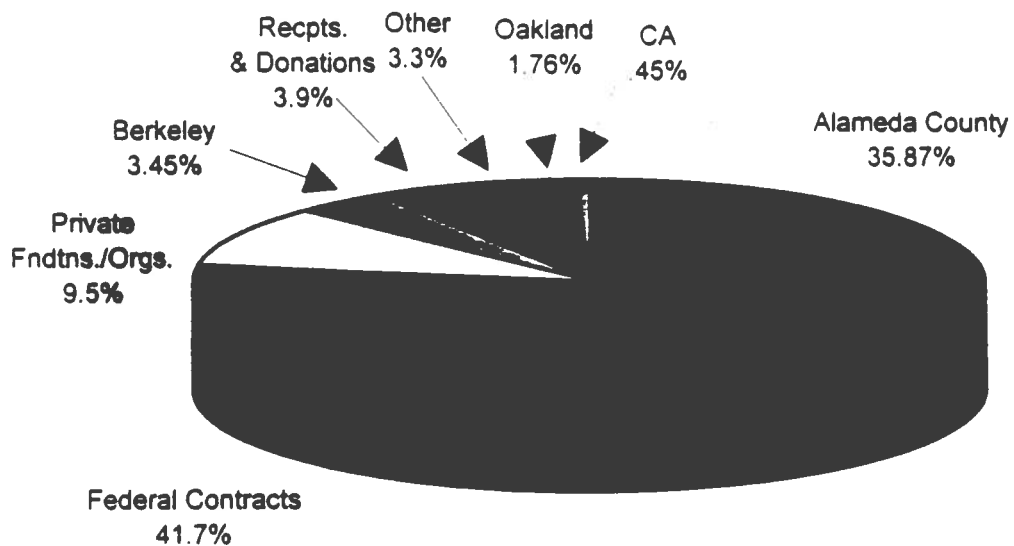
FY '93-'94 Revenues: BOSS

Break-down by allocating entity



FY '93-'94 Revenues: BOSS

Break-down by origin of funds



City, state and county amounts in this tabulation include monies from CDBG, CSBG and other Federal sources. Attributing state, county and city-controlled Federal monies to their Federal origins, the funding breakdown is as follows:

<u>Revenues FY '93-'94</u>	<u>Amount</u>	<u>Percent of Total</u>
Federal Contracts	\$1,531,480	41.70%
Alameda County	1,316,945	35.87%
Private Foundations/Orgs.	349,657	9.50%
Receipts and Donations	143,082	3.90%
City of Berkeley	126,657	3.45%
Other	122,127	3.30%
City of Oakland	64,735	1.76%
<u>State of CA</u>	<u>16,552</u>	<u>.45%</u>
Total	3,671,235	100.00%

The following is a breakdown of Federal awards by various Federal agencies for FY' 93-'94:

<u>Agency</u>	<u>Revenues</u>	<u>Percent of Total</u>
HUD	\$965,164	63.28%
HSS	156,182	10.20%
Dept. of Labor	141,639	9.05%
Other Revenue	129,327	8.44%
Dept. of Education	52,223	3.41%
Admin. Reimbursement	44,722	2.92%
<u>FEMA</u>	<u>41,242</u>	<u>2.59%</u>
Total	1,531,480	100.00%

Approximately 26% of the agency's funding comes from HUD alone.

In-Kind Assistance

BOSS depends upon receiving in-kind assistance in the form of free or reduced rent for most of its projects. BOSS pays rent only on its Berkeley administrative offices, offices for its Community Organizing Team, offices for its Homeless Employment Project, and the lease for the Hale Laulima transitional house. The Berkeley Multi-Service Center building, the McKinley House and 9th Street House are all owned by the city of Berkeley. BOSS receives about \$60,660 worth of building use from the City of Berkeley for the two transitional housing projects. The comparable rent for the Multi-Service Center offices has not yet been determined. UC Berkeley leases the Harrison House property to the City for \$1/year and the City leases it to BOSS for \$1/year. The worth of one year's lease of this property is roughly \$30-45,000. Tenth Street Houses are owned by Fantasy Records and leased by University Christian Church. The building which houses the Oakland Homeless Project and the building which houses the

South County Homeless Project are both owned by the County of Alameda. BOSS receives about \$173,497 worth of building use from Alameda County for its Oakland Homeless Project and its South County Homeless Project¹⁰. BOSS owns the buildings which comprise Pacheco Court transitional housing for the mentally disabled which it purchased as the result of a large HUD grant.

BOSS also must depend upon the work of approximately 100 volunteers¹¹ in its provision of services. This number fluctuates, making the availability of resources uncertain. Services that are highly dependent upon volunteers include childcare, paralegal services at the Berkeley Multi-Service Center, tutoring in the Adult Education Program, and the teaching of enrichment courses and workshops at a number of BOSS components. BOSS volunteers provide roughly 500 hours worth of service per month. The median wage for entry-level "human service workers" in Alameda County is \$12.30/hr, with the lowest wage being \$6.00/hr and the highest being \$48.45.¹² An estimate of the worth of yearly BOSS volunteer time might be \$36,000 if all volunteer hours were valued at the lowest wage. If volunteer hours were valued at the median for wage human service workers (\$12.30), an estimate of the worth of yearly BOSS volunteer time would be closer to \$73,800.

Funding Stability

In FY '93-'94, BOSS received 36% of its funding from Alameda County and 42% from Federal contracts. A number of BOSS programs are at risk of being discontinued due to current and pending cuts in the Alameda County budget, particularly in the area of mental health and social services funding. BOSS programs are heavily dependent upon county funding. They are even more heavily dependent upon federal funding, particularly HUD funding. HUD funds are conditional on a local match: any loss of county money risks an even greater loss of HUD funding. For example, one HUD grant requires a local match of 25% in each of the first two years, increasing to 50% in the third year of the grant.

Secured federal funding, which makes up nearly half of BOSS's budget, is at risk because of the time limit of specific grants with no guarantee of renewal and the pending loss of Alameda County money with which to leverage federal grants. Funding is further at risk due to proposed changes in HUD itself, including proposals for new formula-based allocations that

¹⁰ Conversation with Richard Conway, Alameda County Mental Health Dept., 9/18/95. This figure represents the charges to Alameda County Mental Health Department from Building and Maintenance for use of the proportion of these buildings used by BOSS programs.

¹¹ This number is the average per month.

¹² Occupational Outlook, Alameda County 1994, Alameda County Economic Development Advisory Board, p. 33.

may provide less money than before. HUD funding made up about 26% of the agency's '93-'94 budget.

The City of Berkeley does well in competitive allocations because it has effective grant writers and innovative programs. However, if and when needs-based allocations are implemented, BOSS fears Berkeley will lose money; although Oakland may stand to receive more funding. HUD grants generally run from 3-5 years. Grants from other Federal agencies are generally pass-throughs and all have a duration of one year only.

Almost three-quarters of BOSS's funding comes from sources that allocate funds either yearly or on a one-time only basis. Most of BOSS's Alameda County funding comes from the Department of Mental Health, with slightly less coming from the county's Social Services Administration and Drug and Alcohol Programs. This money is allocated yearly. BOSS has had its county funding renewed each year without an application process, and for the last 10 years the agency received steady increases. Last year its funding was decreased, but the county compensated for the decrease by giving BOSS money out of a stabilization fund. This year, there is no more money in the stabilization fund to compensate for cuts. Funding from the cities of Berkeley and Oakland from both general fund and federal block grants equalled about 7% of BOSS's budget in FY '93-'94. These funds are also allocated yearly.

As a result of the volatile fiscal environment and the uncertain state of HUD, BOSS intends to seek more foundation support. However, as a BOSS fiscal administrator maintains, the issue of homelessness is no longer as popular with foundations. Foundations often want to support new ideas and programs and continually change their priorities. It is difficult to secure ongoing support from foundations as most foundation funding is awarded on a one-time basis only. About 10% of BOSS's FY '93-'94 funding came from private foundations and organizations.

BOSS has received a small grant from the Roberts Foundation (\$25,000) to start on an economic development strategy. BOSS is conducting an analysis of the economic feasibility of developing a for-profit business entity (an "umbrella company") that offers services for profit. These services would include janitorial and residential cleanup as well as services currently offered by the Homeless Employment Program. The organization hopes that this will develop innovative revenue streams for BOSS to support its other work and to create jobs for BOSS participants. BOSS administrators are looking at the availability of contracts and will complete a business and marketing plan by late October or mid-November. Rubicon in the East Bay and the Delancey Street Project are models that BOSS is looking at presently. BOSS currently raises some revenues by contracting with cities and merchants for its graffiti and street clean-up services. As of FY '93-'94, economic development activities made up approximately 3.3% of BOSS's budget.

BOSS also depends upon fees for services and rents from clients. Up to 4% of BOSS's FY '93-'94 budget revenues came from receipts and donations. BOSS rents are based upon a set proportion of clients' incomes. Most clients' incomes are derived from entitlement programs

which are in the process of being cut. Any cuts to GA, SSI, AFDC, etc., will reduce BOSS's rental revenues. For HUD funded programs, clients are required to pay one-third of their adjusted incomes in rent. If Alameda County cuts its monthly GA payments as planned, BOSS will receive less in rent revenues unless they raise client fees.

Funding Vulnerabilities

One of the biggest threats to BOSS is the loss of county money as the agency receives one-third of its funding from this source. The County of Alameda in 1995 has a health care budget of \$215 million dollars from which it intended to cut \$27.6 million¹³. Service areas not mandated by the state to provide funding are vulnerable to being eliminated. Vulnerable programs are emergency shelters and mental health programs. The county is targeting its resources on crisis-oriented clinical mental health programs rather than on preventative and non-clinical programs.

If the county cuts had gone through as originally proposed, BOSS would have lost all of its mental health funding (over \$1 million) and \$150,000 in social service funding. BOSS would have had to close down the Oakland Homeless Program and the South County Homeless Program, which depend upon county mental health money. In addition, the agency would have been forced to reduce the number of emergency beds at the Berkeley Harrison House Shelter and scale back operating hours at the Berkeley Multi-Services Center¹⁴.

The loss of a great deal of county money would be a major problem for BOSS in terms of administrative capabilities as well as in provision of social services. The county money has allowed the agency to build its administrative support. In FY '94-'95 about 44% of BOSS's administration budget revenues came from the County of Alameda. BOSS considered cutting back on its administrative staff to avoid further cuts in services.

However, the county recently restored all but \$167,00 of the funds it had earmarked to cut from BOSS programs. The restored funds are mostly a combination of state and federal money owed to the county but are not a recurring stream of revenue and won't be available again next year.¹⁵ Additional cuts are likely. The shortfall may be mitigated by BOSS's recent receipt of a large grant from HUD's Supportive Housing Program in early July. BOSS will receive \$755,000 this year out of \$2.3 million total over a 3 year period. This grant begins October 1, 1995.

The HUD **Supportive Housing** grant for the county-wide Self-Sufficiency Program will allow BOSS to **expand services** at BOSS's Berkeley Multi-Service Center and the planned Veterans

¹³ "Boss Receives Small Reprieve", Will Harper, Berkeley Voice, June 22, 1995.

¹⁴ Ibid.

¹⁵ Ibid.

Memorial multi-agency service center in Berkeley will be expanded with this money. Social services at a South County Homeless Project will also be expanded. However, because the grant doesn't cover food and shelter, 15 beds will still be eliminated at the Harrison House Shelter.¹⁶ In addition, BOSS's GA employment program has been eliminated. BOSS's adult education program may also be eliminated or merged with the agency's enterprise development subprograms in September, unless a portion of the Self-Sufficiency grant is redirected to these components.

Two years ago, the county's Mental Health Department wanted to eliminate the money that was allocated to programs located in Berkeley because the city has its own city Health Department. At present the county mental health money for BOSS's Berkeley programs is about \$280,000 split equally between the Berkeley Multi-Service Center and Harrison House. A full one-fourth of Harrison House's funding is county mental health money. These original cuts would have had a large impact on Berkeley programs.

The City of Berkeley is unlikely to be able to fill in large gaps left by county cuts in BOSS programs. Over the next two years the city is planning to cut \$5.5 million from general fund spending to balance the budget with a 4% emergency reserve¹⁷.

Finally, BOSS may be affected by changes in the United Way funding allocation process. United Way funding made up only about 2% of BOSS' overall FY '94-'95 budget, but it made up one-third of the Berkeley Multi-Service Center's funding and more than a third of the funding for the Hale Laulima transitional house. Up until June 30 of 1995, member organizations like BOSS could count on yearly allocations from the Bay Area United Way and were automatically renewed if they passed an annual evaluation. As of July 1, 1996, the Bay Area United Way will no longer have member organizations but will move to a system of open competition. The United Way has already received letters of intent from 247 agencies in Alameda County for FY '97-'98 with requests for funding totalling more than \$25 million. The United Way has \$3.6 to allocate for the FY '96-'97 year. Qualifying applicant organizations will be asked to submit full proposals in November of 1995. Organizations will be funded for 2, 3 or 4 year cycles and will receive an annualized dollar amount. After that, they will need to reapply for funding. In the last several years, contributions to the United Way have decreased.¹⁸

¹⁶ "Rose House Revival", Will Harper, Berkeley Voice, July 13, 1995.

¹⁷ "BOSS Receives a Small Reprieve", Will Harper, Berkeley Voice, June 22, 1995.

¹⁸ Conversation with Gail Pearson, United Way, 9/11/95.

Program Funding:

The following section divides program components according to their primary sources of revenues. BOSS's total FY '94-'95 budget was \$4,000,056.

Alameda County:

Of BOSS' total FY '94-'95 budget, South County Homeless Project's budget constituted approximately 9%, Oakland Homeless Project 8%, Harrison House 10-12%, the Berkeley Multi-Service Center 5%, and the Administrative Offices 12%. Alameda County Mental Health Department allocates funding on a yearly basis, although they have consistently funded BOSS in the past 10 years.

1. South County Homeless Project: 95% of this emergency shelter's FY '94-'95 revenues came from Alameda County's Mental Health Department, and are therefore at risk from budget cuts in coming years. All of this program's funding comes from sources which allocate money on a yearly or one-time only basis. This program also makes use of donated building space from Alameda County worth close to \$36,010/year¹⁹.
2. Oakland Homeless Project: Total FY '94-'95 revenues for this program were \$312,310 as of 5/31/95. 81% of this emergency shelter's revenues for this period came from Alameda County's Mental Health Department. Around 9% of its '94-'95 revenues came from the City of Oakland, however, most of this money was federal in origin. All of this program's funding comes from sources which allocate money on a yearly or one-time only basis. This program also makes use of donated building space from Alameda County. The worth of the use of the two-thirds of this building for a year is \$137,487/year²⁰.
3. Berkeley Multi-Service Center: Total FY '94-'95 revenues for this project as of 5/31/95 were \$164,416. 55% of this non-residential resource center's revenues for this period came from Alameda County's Mental Health Department. An additional 26% of this program's funding came from the United Way, with 11% coming from Berkeley CDBG funding. The United Way is moving to a system of open bidding in FY '96-'97 (see previous section). All of this program's other funding comes from sources which

¹⁹ Conversation with Richard Conway, Alameda County Mental Health Department, 9/18/95. Funds for building use for BOSS are generally stable - the County would probably cut program funds first rather than risk the programs being displaced.

²⁰ Conversation with Richard Conway, Alameda County Mental Health Department, 9/18/95. Funds for building use for BOSS are generally stable - the County would probably cut program funds first rather than risk the programs being displaced. BOSS shares this building with another non-profit.

allocate money on a yearly or one-time only basis. This program is likely to have its hours scaled back as a result of further county budget cuts. The office space for this project is donated by the City of Berkeley. The building is likely to be torn down by the end of the century.

4. Harrison House: Total budgeted FY '94-'95 revenues for this project as of 5/31/95 were \$492,097. 58% of this emergency shelter's budgeted revenues for this period came from Alameda County. 28% of its revenues were from Alameda County's Mental Health Department. As a result of county budget cuts for the next fiscal year, Harrison House will have approximately 15 fewer shelter beds and will cut four staff positions including two case managers. An additional 30% of the program's '94-'95 revenues came from federal programs including CSBG & FESG funding from Berkeley and FEMA. All of Harrison House's funding comes from sources which allocate money on a yearly or one-time only basis. This program is likely to be hardest hit with the loss of Alameda County money. BOSS receives free use of the building that houses this project. The building is owned by UCB, but leased by the City of Berkeley and leased to BOSS for \$1 per year. The lease rate for this property would be roughly \$30,000-45,000/year.²¹
5. Administration: Total budgeted revenues for administration as of 5/31/95 were \$480,785. In FY '94-'95 about 44% of BOSS's administration revenues came from the County of Alameda Mental Health Department; around 25% came from private foundations; and approximately 11% of BOSS's administration budget revenues were from HUD for administration costs for Pacheco Court and the Transitions Project. The HUD grant for Pacheco Court ends 6/30/98. The HUD grant for the Transitions Project ends 2/29/98. Most of the Administration revenue is made up of funds that allocate money on a yearly basis.

HUD:

Of BOSS' total FY '94-'95 budget, Pacheco Court's budget constituted approximately 4%, the Transitions Project 23%, UA Homes approximately 2%, McKinley House 2%, 10th Street Houses .61% and the Community Organizing Team 3.5%.

1. Pacheco Court: Total FY '94-'95 revenues as of 5/31/95 were \$135,691. 89% of its funding for this period came from HUD's Transitional Housing for the Homeless Program. This grant is allocated by fiscal year and is currently starting on its third year. HUD requires matching funding of 25% for years one and two of this grant, and 50% for years three, four and five. This grant will probably not roll over past the fifth year ending 6/30/98. The additional 11% of revenues came from client receipts.

²¹ Conversation with Jackie Bernier, UCB Property Management, 9/13/95. This property occupies roughly 3/4 acre of land worth \$15/square foot.

2. Transitions Project: Total FY '94-'95 revenues for this subsidized permanent housing program as of 5/31/95 were \$960,646. 88% of its funding for this period came from HUD's Transitional Housing Program. This five year grant runs out 2/29/98 and there are no plans to renew this grant. The additional 22% in revenues came from client receipts. HUD requires matching funding of 25% for years one and two of this grant, and 50% for years three, four and five. Coming up with the 50% match presents a challenge to BOSS. The agency has applied for Oakland CDBG money and to the City of Berkeley to make up this match. They have had difficulty getting foundation funding for this project because foundations generally do not fund rental subsidies.
3. UA Homes: Total FY '94-'95 revenues for BOSS' social service component at this subsidized permanent housing program as of 10/05/95 were \$77,200. 64% of its funding for this period comes from a three year HUD Stabilization grant which is in its first year. This grant runs out on June 30, 1998. The additional 36% of revenues comes from the City of Berkeley's CDBG funding and is allocated yearly.
4. McKinley House: Total FY '94-'95 revenues for this transitional house as of 5/31/95 were \$74,474. 74% of its funding for this period came from HUD through its Supportive Housing Program. The five-year HUD grant is in its third year and will end November 30, 1998. It is unlikely to be renewed. The additional 26% of revenues came from annual client receipts. The building for this project is leased from the City of Berkeley for \$1 per year. Comparable rent for one year would be \$14,244.
5. 10th Street Houses: Total FY '94-'95 revenues for this transitional house as of 5/31/95 were \$22,524. Although all of its funding came from client receipts, residents are participants in HUD's Shelter Plus Care program. Technically, about 61% of the funding for this program originates from HUD (\$1140 in rental subsidies per month for 12 months). This \$25 million grant is administered by the Oakland Housing Authority. The grant runs from 1992 to 1997. The building for this project is leased from Fantasy Records by University Christian Church.
6. Community Organizing Team: Total FY '94-'95 revenues for this organizing and advocacy project were \$141,854. 60% of its funding for this period came from two HUD grants: part of a HUD Stabilization grant, and part of a Transitional Housing Grant awarded to BOSS' Transitions Project. COT receives a portion of the latter grant because a majority of the program's participants are Transitions Project clients. The latter is a five year grant which ends 2/28/98. The former grant which is in its first year. This grant runs out on June 30, 1998. The program also received a \$50,000 grant (35% of its revenues) from the Tides Foundation which must be re-applied for yearly. They have received it for two years now. About 8% of this program's funding comes from the County of Alameda.

Other Funding Sources:

Of BOSS' total FY '94-'95 budget, the Homeless Employment Program's budget constituted approximately 9%, the Adult Education Project 2%, 9th Street 1%, and Hale Laulima 2%.

1. Hale Laulima: Total FY '94-'95 revenues for this new transitional house as of 5/31/95 were \$83,000. 36% of its funding came from the United Way, 34% from Alameda County for AIDS services, and 30% from a large grant from the Hearst Foundation. The Alameda County funding is probably initially HUD HOPWA funds. The Hearst Foundation funding is one-time only start-up money. The United Way is moving to a system of open bidding in FY '96-'97 (see previous section).
2. 9th Street: Total FY '94-'95 revenues for this transitional house as of 5/31/95 were \$41,296. 72% of its funding for this period came from a grant from the Center for Independent Living which was a pass-through from the US Department of Labor. This is allocated to 9th Street on a year-by-year basis by CIL as the result of an informal agreement between the two agencies. It runs September through October and has been unofficially promised for a second year. The building for this project is leased to BOSS for \$1 per year by the City of Berkeley. Comparable rent for one year would be \$19,416.
3. Adult Education Project: Total FY '94-'95 revenues for this remedial education project as of 5/31/95 were \$64,967. 100% of this funding came from two grants from the California Department of Education as pass-throughs originating from the US Department of Education as part of the Adult Education for the Homeless Program. This is originally McKinney fund money. This includes two grants: one that has a calendar year cycle and one that has a fiscal year cycle. One has already run out, and the other will run out in December 1995. They have received these grants for five years now. However, no appropriations have been made this year for McKinney Adult Education funds. Part of the new HUD Self-Sufficiency grant may be allocated to the Adult Education program when funds run out in September. This program is politically popular, and they may be able to find other sources of funding.
4. Homeless Employment Program: Total FY '94-'95 revenues for this project as of 5/31/95 were \$358,397. Revenues for this program appear to come predominantly from contract revenues for street-cleaning and graffiti removal services. These have included contracts with local merchants and the city of Berkeley. About 34% of the funding for this program came from the County of Alameda as part of a contract to provide employment services to General Assistance recipients. This funding has been cut and the program will end soon. The program also received a grant of \$26,065 from the Miles Foundation (7% of its revenues).

Although the city of Berkeley is not the major funder for any one BOSS program, its support is vital to projects in Berkeley. Berkeley provides the Harrison House shelter with 27% of its

revenues; the Berkeley Multi-Service Center with 11% of its revenues; UA Homes with 18% of its revenues, and, through contracts, much of the revenues of the Homeless Employment Project. In addition, the City of Berkeley provides free use of building space for 4 BOSS programs: 9th Street, Harrison House, McKinley House and the Multi-Service Center. The City of Berkeley is also involved in two new BOSS programs: Bel Air and the Multi-Agency Multi-Service Center at the downtown Veterans Building.

Expansion Amidst Contraction

As certain BOSS programs are discontinued or scaled back due to loss of secured funding, they leave gaps in the continuum of care that the agency is able to provide. At the same time, BOSS is also planning and starting new programs as the agency seeks out and achieves new sources of funding. These new programs may or may not fill the gaps left due to the loss of the previous programs, depending upon the guidelines set by the funders. Because it is difficult to secure ongoing funding for long-term projects, agencies are compelled to initiate new projects to receive grants. As noted previously, the recent receipt of a large HUD homelessness prevention grant will help some BOSS programs temporarily survive recent cuts in funding and assist in expanding others.

BOSS is becoming more involved with HIV/AIDS housing, which it sees as a growing need in Alameda County. Upcoming projects include the Peter Babcock House which will provide transitional housing for people with AIDS/HIV. BOSS is still negotiating with the neighborhood and in the process of buying the building. In August of 1995, BOSS will be opening Hale Laulima House, which will provide transitional housing for women with HIV/AIDS and their children. Although Berkeley's Rose House project for people with HIV/AIDS is currently on hold, the project's developers, Resources for Community Development, are looking for another site due to RCD's recent receipt of \$423,377 for service support for people with HIV/AIDS.²² BOSS was to have provided the support services for this project.

Increasing transitional housing opportunities continues to be a goal for BOSS. Rosa Parks Transitional House for people with mental disabilities has been put on hold as BOSS looks for another site for the program since the previous site was denied a zoning permit by the City of Oakland. This means that BOSS's Oakland Homeless Project still lacks a transitional facility to which its residents can "graduate" from the emergency shelter to a transitional housing program for clients with mental disabilities.

Due to the recent receipt of a \$977,000 grant from HUD's Supportive Housing Program, BOSS plans to open a transitional house for people in recovery in the South County Area. This will help to address one area of unmet need that many BOSS program coordinators identified: lack of residential programs of all kinds for persons recovering from substance abuse.

As a result of recently acquired funding from the controversial Measure O and part of the new HUD grant, BOSS will be expanding services to hard-to-reach homeless persons. BOSS will be collaborating with a number of other agencies to open a multi-agency multi-service center at the Veterans' Memorial in downtown Berkeley. This center will be opening after Labor Day.

²² "Rose House Revival?", Will Harper, Berkeley Voice, July 13, 1995.

Also recently opened is Erna P. Harris Court, a former hotel which has been converted to permanent affordable housing. This program has a total of 35 units, 25 of which are designated as single-room-occupancy units intended for homeless persons; occupants of these units pay one-third of their income to rent and the other two-thirds is subsidized. The other 10 units are one-bedroom apartments intended for no more than 3 low-income or homeless persons. (Low-income is currently defined as 50% of area median income). Occupants of the one-bedroom units are charged \$468/month for rent. BOSS provides the support services for this program. The property manager is Ecumenical Association for Housing. The owner of the property is Resources for Community Development.

Also, as mentioned earlier in the Funding Summary, BOSS is planning an economic development project to provide the organization with new revenue streams and BOSS clients with job experience and training.

Despite BOSS's success in initiating projects and accessing funding, the agency must constantly contend with fluctuating funding sources which threaten the consistency with which it is able to provide support services.

CONCLUSION

Berkeley Oakland Support Services provides an integrated system of housing and services to move homeless persons from the streets to permanent housing and self-sufficiency. Housing services include referrals, listings and advocacy; emergency shelters; transitional housing; and subsidized housing programs that allow clients access to permanent housing with services for a set period of time. Along with housing services, BOSS provides an array of social services that help the homeless individuals prepare for and maintain permanent housing. These include: payee services, mail desk services, benefits advocacy, case management, adult education, employment and employment training, recovery programs, support groups, crisis intervention, parenting workshops, childcare and children's after school programs.

BOSS's size and reputation have allowed it to compete successfully for HUD grants. This funding has allowed the agency to move beyond the emergency shelter provision afforded it by city and county funding into the provision of transitional and supported permanent housing. The ability to provide an integrated continuum of care within a single agency is a rare organizational advantage. BOSS staff contend that it is easier to coordinate a large number of services within one agency than it is to coordinate the same number of services across a multitude of different agencies. The quality and consistency of services is easier to ensure within a single agency. Clients appreciate the congruity and are more likely to take advantage of services offered on-site than they are services that are offered at a number of different sites by different agencies.

Program coordinators reported that the link between housing and support services is vital to ensure that clients stay housed. If housing services are provided without social services, an individual's problems may reoccur because the reasons for the individual's homelessness are not being addressed. However, services provided without housing can be ineffectual because homeless persons are daily forced back into situations which exacerbate their problems. BOSS is able to offer a range of options to clients that can be personalized to meet the individual client's needs. The ongoing relationship BOSS provides clients as they move through its continuum of care helps to build trust amongst clients which makes service provision more successful. Homelessness causes a great deal of disruption in the lives of individuals. BOSS tries to provide homeless people with the continuity and structure to stabilize their lives.

The ability of BOSS and its collaborators to continue to offer much needed services is contingent upon funding sources that are constantly changing, as government and private grant amounts are often reduced at renewal or not refunded at all. The precarious nature of BOSS's funding sources is a concern to the City of Berkeley as it depends on the nonprofit as the city's largest provider to the homeless population.

THE UNFORTUNATE 3,500

1994 - 1995

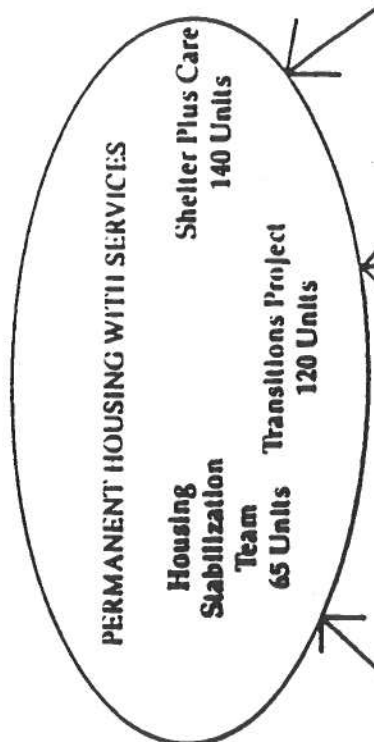
**BERKELEY
OAKLAND
SUPPORT
SERVICES**

Proposed Cuts
Mental Health
County Funds
\$1,041,883
100 % cut
County Social Services
\$260,000
100 % cut

1995 - 1996
\$4,700,000 total budget - \$1,260,000 leverages =
\$3,440,000

BOSS FUNDS THE FOLLOWING THROUGH HUD

UA Homes: 80 Units; \$36,000
Bel-Air: 25 Units; \$30,000
Berkeley Drop-In: 25 HS; \$21,960
Homeless Action Center: Benefits Advocacy; \$15,860
Women's Daytime Drop-In: 25 HS; \$24,400
AIDS Project of the East Bay: 6 HS
Solid Foundation: 6 HS
Second Chance: 4 HS



Homeless Employment
McKinley House
10th Street
MH Permanent Housing

Adult Education for Homeless
Children's Learning Center
9th Street

Pacheco Court
MH Transitional
22 Units of Housing

Adult Education for Homeless

Woolsey AIDS House
MH/DD&A:
6 people

Rosa Parks House
MD/HIV/AIDS:
22 units

Hale Laulima
AIDS House
MH/HIV/AIDS:
12 people

People Impact

3500-4000	new adults a year
2500	ongoing adults
600	children now
260	children ongoing

MD= Mentally Disabled
MH= Mental Health
DD= Dual Diagnosed
D&A= Drugs & Alcohol
HS= Housing Subsidies

Berkeley Multi-Agency Service Center

HARRISON HOUSE
MD/DD
HIV/AIDS



BERKELEY MSC
MD/DD
HIV/AIDS
other homeless

SOUTH COUNTY HOMELESS PROJECT
MD/DD
HIV/AIDS

SOUTH COUNTY MSC
MD/DD
HIV/AIDS
other

Oakland Homeless Project
MD/DD
HIV/AIDS

GA Employment

APPENDIX A

Program Component Reports

EMERGENCY SHELTERS

Harrison House

Oakland Homeless Project

South County Homeless Project

HARRISON HOUSE

PROGRAM

Harrison House, formerly the Berkeley Emergency Shelter, is a service-enriched emergency shelter program located in West Berkeley. This program offers services to single homeless men and women as well as homeless families. Basic needs of shelter, food, and clothing are provided at the Harrison House as clients begin to address the issues that contributed to their homelessness.

The shelter has separate space for 30 single men, 10 single women, and 25 family beds. In 1989, BOSS received a HUD grant that enables the shelter to provide daytime support services 24 hours a day for families with children. The area of the shelter that houses single homeless individual is open from 5 p.m. to 8 a.m. Clients are required to remain clean and sober once they are admitted to the shelter.

EXPENSES/REVENUES

Facility Costs

The site facility is owned by the University of California, Berkeley. The university leases it to the City of Berkeley for \$1/year and the city leases it to BOSS for \$1/year. The total worth of this lease for a year is approximately \$30,000-45,000.²³ BOSS pays for operating costs, which was budgeted at \$29,142 for FY '94-'95 (includes maintenance, insurance, utilities, and phone expenditures). Total budgeted expenditures equal \$422,272.

Service Costs

The cost of case management at the Harrison House is approximately \$100,000, which is half the amount budgeted for salaries, according to BOSS's bookkeeper. The FY '94-'95 sources of revenue for this program are:

City of Berkeley	\$110,616	annual CSBG monies
FEMA	\$12,613	calendar year
Alameda County's Mental Health Dept.	\$135,962	fiscal year
FESG	\$22,263	fiscal year
(Federal Emergency Shelter Grant monies are passed through the City of Berkeley)		
SSA	\$148,915	fiscal year
(Alameda County Social Services Administration)		
San Francisco Foundation	\$5,000)	one-time grant
<u>Harrison House client receipts</u>	<u>\$26,778</u>	<u>annual</u>
Total budgeted revenues	\$492,097	

²³ Conversation with Jackie Bernier, UCB Property Management, 9/13/95.

As a result of Alameda County budget cuts for the next fiscal year, BOSS will receive \$100,000 less from the county's Mental Health Department. According to BOSS' bookkeeper, the majority of the Mental Health cuts hit Harrison House. BOSS was forced to reduce the number of beds it can provide to homeless individuals at this shelter. In addition, the three and 1/2 staff positions were cut: two case managers and 1.5 program aides.

SOCIAL SERVICES

Staff

The Harrison House staffs 15 people; nine of which work with the single clients and six of which work with women with children. Of the 15 staff members, there are eight case managers; four of them serve the single clients and the other four assist the families.

Range of Services

Services are provided through one-on-one meetings with clients and a case manager. On-site services include case management; drug and alcohol counseling; adult education; children's learning center; mental health services; employment services; and housing advocacy.

Harrison House clients pay a fee for obtaining services. Fees are based on adjusted income and a sliding scale. Client income ranges from no income to GA benefits. As of July 15, monthly GA benefits have been reduced from \$300 to \$221 a month. According to the new guidelines, \$31 of a recipient's monthly total can be spent on "pocket incidentals," the rest of money is sent directly to the shelter program the recipient is enrolled in. If a GA recipient is not enrolled in a shelter program, he/she will receive \$15 for "pocket incidentals" and food stamps. Case managers assist clients with obtaining more public assistance or finding employment.

Case Management

Staff members act as facilitators to ensure that the various needs of our residents are identified and successfully addressed. Case management consists of helping residents develop both short and long-term goals, encouraging them to realize that they have the power to provide their own solutions.

Drug & Alcohol Counseling

Harrison House maintains a clean and sober environment. According to program supervisors, staff realize that many homeless people turn to the use of chemical substances to temporarily alleviate the stress and depression which is part of homelessness and provide various substance-abuse services. The program combines education, individualized counseling, and access to Alcoholics/Narcotics Anonymous meetings and peer support groups.

Adult Education

Adult education is provided at Harrison House in a large private trailer where residents attend basic education and literary classes, as well as receive individual tutoring, access to computer learning, and referrals to educational resources in the community. One of the program goals is to increase client literacy and vocational skills, as well as build self-esteem.

Children's Learning Center

The Learning Center provides children who are residing in the Harrison House with a safe, daily environment for educational, social and emotional support, increasing their ability to participate fully in local schools. A credentialed teacher provides assessments, individual educational plans, skills development, and recreational activities geared around building self-esteem and parent/child relationships.

Harrison House staffs a full-time child care worker and the extent of child care services are determined by shelter activities. This program has approximately 8-10 volunteers who help with child care needs on a regular basis.

Mental Health Services

This support service offers specialized casework that assists residents with establishing and maintaining SSI benefits. The mental health advocate provides crisis counseling, referrals to outside treatment, and advocacy with the Social Services Administration. The advocate also provides Payee and money-management services, helping residents to set up a budget and ensuring that all of their expenses are paid.

The mental health advocate is a BOSS staff member and is paid out of the budget for BOSS's Multi-Service Center. This advocate works out of the Multi-Service Center and works with clients from other BOSS components. Clients arrange appointments with the advocate and services are provided through individual, face-to-face meetings. There is another mental health advocate at the South County Homeless Project, and BOSS will be opening a second Multi-Service Center at the Veterans Memorial Building and two mental health advocates will work from that site.

Employment Services

Residents of the Harrison House can access many employment services through the Jobs For the Homeless Consortium (JFHC), of which BOSS is a member agency. Services include training in interviewing skills, helping to create a resume, access to job listings, job search counseling and placements. These services are separately funded and located elsewhere.

Health Care

Through partnerships with other community programs, Harrison House offers a variety of health care services. Other community agencies come to shelter site to provide services to health care services to clients. These agencies include: Berkeley Primary Care Access Clinic; a City of Berkeley Public Health Nurse; West Berkeley Health Center; Suitcase Clinic; Berkeley Mental Health; and the Alameda County Health Care for the Homeless health van.

Housing Advocacy
(see section on Housing Services)

Service Demand

The ultimate goal for BOSS clients is to obtain and maintain permanent housing. However, for this goal to become a reality, clients must address the issues that attributed to their homelessness, starting in the emergency shelter. If these issues are not addressed at this point in the comprehensive delivery system, their ability to move beyond homelessness is greatly reduced, according to BOSS program coordinators.

Of the clients who enter the Harrison House, one-third of them "graduate" to other BOSS components. Of this one-third, a majority of them move to transitional programs while some are ready for permanent housing. However, since the turnover in transitional programs isn't as high or as frequent as emergency shelters, there is a shortage of transitional housing spaces for clients to move into. Of the two-thirds who do not graduate from the emergency shelter, these persons either find their own housing, live on the streets, or move to another city, according to the program supervisor.

Harrison House clients who are prepared to move from the emergency shelter to permanent housing are negatively affected by the lack of affordable housing, especially in safe neighborhoods that aren't engulfed by violence and drugs.

Generally, Harrison House clients are referred to this BOSS program by word of mouth.

Follow-Up Services

This program does not have a formal follow-up program. However, clients are linked to other BOSS programs, or clients remain in contact with Harrison House on their own accord. In addition, 50 percent of BOSS staff were former clients at the agency.

Harrison House clients are encouraged to participate in BOSS's Community Organizing Team (COT). COT enables clients to come together to target problems faced by homeless and low-income people and set collective goals. This program functions as a built-in follow-up mechanism for tracking the progress of BOSS clients who decide to participate in COT after they leave a particular housing program.

HOUSING

Residents of Harrison House work with a BOSS Housing Advocate to plan a housing strategy that can consist of transitional housing, shared housing, or permanent housing. Services include access to affordable housing lists, advocate on behalf of clients with landlords and

property managers, and provide education about tenant rights. When funds are available, residents can get help with move-in costs such as deposits and first/last month's rent.

The housing advocate visits the site once a week and clients can access services on a drop-in basis or schedule an appointment to meet off-site. The housing advocate also screens clients for other housing programs such as BOSS' Transitions Project.

The housing goal is to obtain and secure permanent housing. Often the path to reaching this goal involves a few steps. There are some clients who have multiple issues, such as substance-abuse problems and mental disabilities, to contend with before they will be capable of successfully moving through BOSS' comprehensive service-delivery system.

If clients are ready to progress into housing beyond emergency shelters and if there are no transitional spaces available, housing advocates try to place clients in shared housing arrangements.

SERVICE DELIVERY SYSTEM

Stressing the importance of providing both housing and social services, program coordinators explained that when people enter the emergency shelter, they have hit bottom and the shelter is a starting point to restabilizing themselves. Case management and advocacy in both service areas enables them to assess their current situation, the reality of where they can go from that point, and how they are going to get there.

As mentioned, the Harrison House works with a core group of 8-10 volunteers who assist staff with a range of duties such as child care, yard work, front desk administrative duties. According to the program supervisor, volunteers could be better utilized if they had more training; however, the program has a small staff, especially after the budget cuts, and volunteer training is limited.

Advantages of this System

The service delivery system at Harrison House provides a continuity between the issues clients are working on. Rather than traveling to different agencies to receive a variety of services, most of a client's needs are met on-site by staff case management, other BOSS components, and community partnerships providing services on-site. In addition, these services and shelter are provided in a stable environment, which is beneficial for clients when they're trying to rebuild their lives.

Obstacles facing the System

Lack of funding; building proactive relationships with landlords; discrimination; bad credit among clients; lack of low-cost housing; lack of jobs; lack of resources to thoroughly address mental health and substance-abuse issues were identified by program coordinators as major obstacles deterring the provision of housing and social services to Harrison House clients.

Unmet Service Needs

- * Provide more transitional housing
- * Establish more programs for families with children, especially ones with older boys and grandparents with children
- * Expand operating hours for single homeless individual to encourage more participation in workshops
- * Expand child care services
(Presently, child care is heavily contingent on help from volunteers.)
- * Expand ability to address substance-abuse issues by establishing additional residential programs and detoxification programs.

Presently, when a Harrison House client is ready to deal with these types of issues, the shelter has a very small window of time to place these clients in the appropriate program. According to a program coordinator, if staff can't act right away and successfully place clients, then clients' resolve to act dissolves. Often clients have to wait at least two weeks to be admitted into one of these programs, and by that time they often are no longer interested in a recovery program or they have left the shelter altogether.

OAKLAND HOMELESS PROJECT

PROGRAM

The Oakland Homeless Project is an emergency shelter for mentally disabled adults. The shelter can accommodate 30 people: ten single women and twenty single men. The length of stay is officially thirty days, but there are individuals who have stayed at the shelter for up to one year. The thirty day limitation applies to individuals who are not actively working towards a goal of independent living.

The shelter space is centered around a large common area. To one side are staff offices which are intended to be integrated into community living but at the same time are not too intrusive. This is intended to give staff maximum contact with residents. There are two dorms off the common area, one for women and one for men. Dormitories are divided into cubicles to give residents more privacy. There are generally two bunks or a total of four beds per cubicle. OHP could provide 10 additional shelter beds on-site, but they lack funding to do so.

In order to be eligible to stay at the shelter, an individual must be mentally disabled. He or she must have received mental health services, usually from Alameda County Mental Health Services. Often individuals are referred by hospitals or clinics, although they occasionally seek assistance on their own.

EXPENSES/REVENUES

The total FY '94-95 budget for this program was \$326,751. Sources of funding for this program include the County of Alameda (78%), the City of Oakland (10%), FEMA (Oakland)(1%), receipts for services (6%) and a very small amount of donations. Funding for this program is heavily dependent upon Alameda County Mental Health funding, which is susceptible to large budget cuts in coming years.

Property Ownership

The property is owned by a non-profit organization called Housing for Independent People. HIP has leased this property to Alameda County for 10-year period, commencing May 1995. Alameda County allows BOSS to use the building as part of BOSS's contract with the county.

Total cost to the County of Alameda for the building lease is \$197,004 per year, or \$16,417 per month. This includes PG&E, garbage, janitorial, maintenance and amortization of tenant improvements.²⁴ BOSS's portion of building use costs charged to Alameda County Mental Health is \$137,487 (the shelter uses two-thirds of the space). The funding to support this

²⁴ Conversation with Candace Fitzgerald of Alameda County Real Property Division.

building use comes from Alameda County Mental Health's budget, but originates predominantly from two sources: State Mental Health Re-Alignment Funds passed down to the county in the form of a block grant (previously the Short-Doyle Program); and money from the county General Fund. The funding for the facility use is fairly stable. Alameda County is likely to cut program funds first rather than risk displacing these programs.²⁵

Housing

Maintenance costs to BOSS for FY '94-'95 were budgeted at \$1,868. Utilities were budgeted at \$0 per, but cumulative costs were \$153.59 as of 5/31/95. Space rental for the year was budgeted at \$0, but cumulative costs were \$50 as of 5/31/95. This comes to a total of \$2,071.59.

Services

Operating costs to BOSS for FY '94-'95, excluding maintenance costs, were budgeted at \$324,883. (for a detailed breakdown, see attached revenue/expenditure statement).

SOCIAL SERVICES

Staff

The on-site staff at Oakland Homeless Project comprises nine persons. There are a total of five case management staff: four case managers and one supervisor who is primarily a case manager. There is one additional supervisor, two overnight staff, and a cook.

Range of Services

Shelter services are provided from 4 p.m. to 10 a.m. daily. Case managers meet with clients on both an individual and group basis. Case managers start by interviewing potential residents to determine if they are eligible for the program. The process includes an assessment of the person's mental health, drug & alcohol, health, benefits, employment, education and housing history. It also includes an assessment of the person's goals including employment, educational and housing goals. The case manager and the resident work together to create a service plan with weekly goals. Residents are required to meet once weekly with their case manager, but they generally meet on a more informal basis more than once a week, often daily. Case management includes referrals, and advocacy, as well as crisis intervention and management. Case managers help clients develop a plan towards greater independence and self-sufficiency, and sometimes establish a target date for completing the program. Advocacy includes benefits

²⁵ Conversation with Richard Conway, Alameda County Mental Health, 9/18/95. This represents the charges incurred by Mental Health for building and maintenance costs.

advocacy and housing advocacy. Residents may be referred to other BOSS programs such as transitional housing, if appropriate.

OHP also provides educational and peer support groups. Group meetings focus on educating clients about aspects of their disability. Topics include drugs and alcohol abuse and mental health. There are also workshops on independent living skills. These groups are facilitated by case management staff.

Residents must achieve most of their service needs through outside referrals. BOSS collaborates with a number of different organizations. Since they are not able to provide clinical services, clients must seek those services elsewhere. Case managers provide referrals to and advocacy with other service providers.

Most of the residents are on SSI because they are mentally disabled. If they are on GA, OHP offers a public assistance workshop on transitioning from GA to SSI for those who are eligible.

Service Demand

Because OHP serves a target population, the demand for their services is not as overwhelming as the demand for spaces in non-targeted shelters. However, they have to turn away at least as many people as they accept, according to the program coordinator. There is a need for more shelters of this type, as well as for additional transitional housing programs. At the present time, there is not a transitional house connected to OHP, although they are trying to get one established.

Follow-Up Services

This program does not have the resources to provide formal follow-up services. If OHP had more staff, a follow-up program would be implemented. It depends upon the initiative of the individual client to contact them and ask for services. OHP has had clients recontact them for support, and case managers encourage clients to remain in contact with the program.

HOUSING

Residents are required to pay one-fourth of their monthly income to participate in the program. If they are on SSI, they are required to pay \$150 per month. If they are on GA, they will be required to pay \$75 dollars per month. OHP recommends that residents save as much money as possible so they are financially prepared to secure permanent housing.

OHP tries to create a sense of community and trust between staff and residents and amongst residents. Staff have found this to be most successful in helping residents break down the sense of isolation and alienation that they may have and in helping them to learn to relate to

others. Although it can be challenging to have to live with others, the experience helps residents learn and reinforce independent living skills and reach a balance between community and independence. This is something OHP would like to do more of through creating a daytime socialization model. But with the upcoming budget cuts, they will probably have to stop their daytime services.

At least a third of the people leave for more stable housing after staying at the shelter. Residents may be referred to other BOSS services. Case managers may try to help people get into specialized housing like senior housing or board-and-care housing. OHP is especially concerned about the setbacks with the Rosa Parks House project, which has been indefinitely delayed by the Oakland City Planning Commission and council, according to the program coordinator. This program would be a next step for many of OHP's residents, but it meeting resistance from both the Oakland's city government and certain community neighborhoods.²⁶

SERVICE-DELIVERY SYSTEM

This program is targeted towards the homeless mentally disabled. It receives a great deal of its funding from the County of Alameda Mental Health Services. This funding is now at risk due to budget cuts. According to the Mid-County Coordinator, it is especially important that people with mental disabilities receive both housing and services rather than either of the two alone. Mentally disabled people need long-term assistance in eliminating homelessness. It is not enough for them to receive housing without other services, or mental health care without housing and other services.

At OHP, they attempt to link people with needed services. They also try to provide them with peer support and a sense of community, which they see as vital to helping residents build interpersonal skills and self-esteem.

Advantages of This System

One of the advantages to this form of service provision is that it gives the homeless mentally disabled more than just food and shelter. It encourages them to plan for the future and for a more stable living situation. It works by developing a sense of community and building the relationship between the staff and the residents. Some services are provided on-site and residents may participate on a voluntary basis. According to the mid-county coordinator, this is important because it otherwise takes persons an inordinate amount of time and energy to travel around the county to access mental health services, vocational rehab, and health care. This can mean that residents do not access many needed services.

²⁶ See separate sections on political climate and community opposition.

Another advantage to this service provision system is that it is integrated with other BOSS programs that can provide further steps and services for individuals trying to move out of a crisis situation.

Finally, there is the opportunity for clients to become staff at BOSS. Up to 50% of BOSS's staff are former clients. This can build trust between staff and clients because clients can work with someone who understands their situation because they have experienced it.

Obstacles Facing This System

Often it is hard to get people involved at the program level. Once they have achieved stable housing, people think they no longer need services. When they stop receiving support services, many become homeless again. Client resistance is a major problem.

Another obstacle can be lack of relationship between staff and residents. There needs to be a real relationship built up rather than just a relationship built on "service needs," and this takes time to develop. Staff can get locked into a routine and find it difficult to feel creative everyday. There also needs to be a community relationship built up amongst residents because this gives residents a sense of belonging and a support network.

Lack of funding is problematic in that OHP would like to provide many more on-site services so that residents could build a relationship with service providers and not have to travel all around the county to access services. At present OHP has enough staff to provide the current level of services. However, if they had the new programs mentioned above, they would need more staff.

Finally, a major obstacle to residents achieving independence, as identified by the program coordinator, is the lack of transitional housing in Oakland for clients to "graduate" to at the end of their shelter stay.

Unmet Service Needs

The following were identified as particular needs:

- * Twice as many shelters, preferably small, high-quality and targeted to specific populations
- * A **transitional** house for every emergency shelter
- * **Additional** housing for people with more intensive medical and mental health issues
- * A **medical-based** shelter and respite care for people who have been released from hospitals who do not have permanent housing
- * Expansion of OHP community-building services and its daytime support services
- * Provision of payee services and a payee representative to help people manage their money
- * Further specialized training for OHP staff
- * More on-site services at OHP

OHP would like to provide more focused on-site services in a number of areas. An example would be having a mental health doctor come to the shelter once a week at a pre-set time to meet with individuals that wanted to participate in these services. This way residents would have an easier time accessing needed services and build a relationship with the provider. Other possibilities would be having a vocational rehabilitation trainer visit periodically instead of requiring residents to travel to San Leandro for services.

Current OHP staff needs further training. This is especially important because many are former clients who need to learn how to work as professional service providers. They need specialized training from professionals in the mental health field as well as general practical training.

SOUTH COUNTY HOMELESS PROJECT

PROGRAM

The South County Homeless Project is an emergency shelter for mentally disabled homeless adults with an attached multi-service center which provides resources and referrals. The shelter can accommodate 25 people: ten single women and fifteen single men. The length of stay varies according to the needs of the individual resident, with the average being three months. For instance, one person stayed for 14 months because of medical problems (he had a broken ankle that was slow to heal).

The shelter space is centered around a large common area with cooking facilities. There are two dormitories, one for women and one for men.

In order to be eligible to stay at the shelter, an individual must be homeless and mentally disabled. They do not have to be diagnosed as mentally disabled for this program; if their behavior indicates that there is some disorder, they are still eligible to stay at the shelter. Individuals may be referred by hospitals or clinics, although they frequently seek assistance on their own. The multi-service center does not have any eligibility requirements.

EXPENSES/REVENUES

The total budget for this program for FY '94-'95 was \$357,449. About 6% of this money came from client rental and service receipts, about 93% from County of Alameda Mental Health funding, and a very small proportion from a small grant from W&E Haas Foundation (less than 1%). This program may receive additional funding in the next fiscal year for expansion of its comprehensive daytime classes and workshops due to BOSS's receipt of a \$2.4 million HUD self-sufficiency grant. However, it may also face substantial loss in its county funding due to ongoing budget cutting.

Property Ownership

The property is owned by Alameda County. BOSS pays no rent on the building, but is allowed to use it as part of its contract with the county. The funding to support this building use comes from Alameda County Mental Health's budget, but originates predominantly from two sources: State Mental Health Re-Alignment Funds passed down to the county in the form of a block grant (previously the Short-Doyle Program); and money from the county General Fund. The funding for the facility use is fairly stable. Alameda County is likely to cut

program funds first rather than risk displacing these programs.²⁷ The total worth of one year's use of the building is \$36,010.

Housing

Maintenance costs to BOSS for FY '94-'95 were budgeted at \$810.

Services

Operating costs to BOSS for FY '94-'95, excluding maintenance costs, were budgeted at \$356,639. (for a detailed breakdown, see attached revenue/expenditure statement).

SOCIAL SERVICES

Staff

The on-site staff at South County Homeless Project comprises nine persons. This number includes the staff at the multi-service center. There are a total of five case management counselors. The on-site benefits advocate and the housing counselor also perform some case management functions.

Range of Services

Shelter services are provided 24 hours a day. The multi-service center is cutting back on its hours of operation because of budget cuts in BOSS's funding from the County of Alameda. It is currently open to walk-in traffic Monday through Friday from 9-12 noon, and then on an appointment-only basis from 1-4 pm.

Much of the work at the multi-service center is over the phone resource and referrals as well as advocacy, although clients do also meet with counselors one-on one. Advocacy includes benefits advocacy and housing advocacy. Residents may be referred to other BOSS programs such as transitional housing, if appropriate. Through the multi-service center they provide a payee service and a maildesk service. Those using the maildesk service must pay a fee of \$5 per month. Clients that are staying at the shelter and/or making use of the payee service can use the maildesk service for free.

At the shelter, case managers meet with clients on both an individual and group basis. In addition to regular one-one-one case management, SCHP also has a number of educational and peer support meetings and workshops. BOSS's employment program has a component at the

²⁷ Conversation with Richard Conway, Alameda County Mental Health, 9/18/95. This represents the charges incurred by Mental Health for building and maintenance costs.

project. There is a weekly job club meeting on Thursday from 9-4 pm. These meetings are generally attended by 5-15 people. After the workshop, a counselor will work with residents on a one-to-one basis helping them to prepare resumes or work on a job-search strategy. There are two on-site drug and alcohol groups on Tuesdays and Thursday. There are community meetings on Monday nights. BOSS's Adult Education program also has a component on-site at the project in collaboration with the Hayward Adult School. They hope to be able to provide more on-site workshops and services starting in October of 1995 as the result of BOSS's receipt of a \$2.4 self-sufficiency program grant from HUD.

Other service providers offer on-site services at the project. Healthcare for the Homeless comes out twice a month and does on-site work with SCHP. This also provides a site for other homeless people who are not staying at the shelter to come and use the healthcare services. They also have a USDA food/commodities distribution out of the shelter once per month.

Despite the number of on-site services, residents must achieve many of their service needs through outside referrals. SCHP collaborates with a number of different organizations such as Healthcare for the Homeless, Hayward Adult Education, Eden Mental Health, the Crisis Response Team, Second Chance, the County of Alameda and others. Since they are not able to provide clinical services, clients must seek those services elsewhere. Case managers provide referrals to and advocacy with other service providers. Frequently clients from north county BOSS components and other service providers are referred to SCHP. All clinical services must be referred out. They do their own substance abuse work on-site, but they will refer people out to the Second Chance program, which is close to their shelter, because this program can do a lot more with issues of substance abuse and with domestic violence issues. They also refer out for parental stress and counseling around coping with raising children.

Service Demand

South County Homeless Project receives five to seven calls a day for shelter beds. They generally have only one to two openings per day. There is an incredible demand for services that they cannot fill according to the regional coordinator.

Follow-Up Services

This program does not have the resources to provide formal follow-up services. It depends upon the initiative of the individual client to contact them and ask for services.

HOUSING

There are three basic levels of fees for use of the shelter. If the resident is on SSI, he/she is required to pay \$150 per month. If he/she is on GA, he/she will be required to pay \$75 dollars per month. If the client has no income, then she/he is not required to pay any fee.

There is also an on-site housing counselor who can assist clients in accessing transitional or permanent housing. The counselor can assist clients in Shelter Plus Care, and Season of Sharing applications, eviction prevention, client assistance deposit money and referrals to any other programs that she is aware of in the county. Clients can be placed in BOSS's Transitions Program from this project. The Transitions Project provides temporarily subsidized permanent housing with services similar to the Shelter Plus Care program. Clients are also provided with extensive affordable housing listings. The housing coordinator has an ongoing relationship with a number of landlords that she can refer clients to. They are also currently working on trainings around share rentals so that clients can build the necessary interpersonal skills to share housing with others that they could not afford to rent on their own. They hope to do more work with share rentals in the future.

SERVICE-DELIVERY SYSTEM

This program is targeted towards the homeless mentally disabled. It receives a great deal of its funding from the County of Alameda Mental Health Services. This funding is at risk due to budget cuts, although this risk has been somewhat mitigated by the receipt of money from a recently received homelessness prevention grant from HUD.

Advantages of This System

BOSS can offer a range of options to clients that can be individualized to meet the individual client's needs. It is unusual for one agency to be able to offer clients a whole range of housing options, from emergency shelter to permanent housing assistance, including specialized emergency and transitional housing for particular target populations.

BOSS has the added organizational advantage of being large enough to provide an integrated continuum of care. It is easier to coordinate a large number of service within one agency than it is to coordinate the same number of services across a multitude of different agencies. The quality and consistency of services is easier to ensure within a single agency. The difficulty in referring clients out to other service providers is that it is difficult to know exactly what services are provided or what materials are covered in classes and workshops. It is a better system to get clients motivated because it offers this continuity and congruity. Clients are also more likely to take advantage of services that are offered on-site than they are services that are offered at a number of different sites by a number of different agencies.

The fact that BOSS program components are spread out throughout Alameda County is an advantage in that it means that BOSS employees are familiar with all of the service throughout the county, not just in at program component sites. This information sharing network helps them help clients access services better.

Another advantage to BOSS's size is that it has the resources and reputation to successfully apply for HUD grants. It makes it more feasible for them to provide a lot of innovative programs.

Obstacles Facing This System

They see an increasingly difficult clientele. They have a number of clients with severe mental disabilities, particularly dual-diagnosis clients with both mental disabilities and drug and alcohol problems. Clients are generally in denial about these problems. Forty to fifty percent of clients self-report themselves as substance abusers, but realistically, the figure is probably 80%. There are just not enough substance abuse programs in Alameda County. It is hard to get people off of the streets without getting them off of drugs and alcohol.

Unmet Service Needs

There are a number of services the program coordinator would like to see provided if he had more staff and resources.

The following were identified as particular needs:

- * More workshops and comprehensive daytime classes that would be mandatory for shelter residents.
- * More on-site services including nutrition and cooking classes.
- * Many more substance abuse services.
- * More transitional housing for people in the South County Area.
- * Residential programs for persons with substance abuse histories.

TRANSITIONAL HOUSING

Hale Laulima
McKinley House
Ninth Street
Pacheco Court
Tenth Street

HALE LAULIMA

PROGRAM

This program is new and will be opening in August 1995. Hale Laulima will provide transitional housing for mothers with HIV/AIDS and their children. This is a four-bedroom house in the Adams Point Area of Oakland. Up to four families at a time can live here. Resident families each have their own room and share the common kitchen, living area and children's sun room. Hale Laulima may receive funding in the future to provide two additional units. The length of stay is three to eighteen months depending upon the needs of the individual family.

Individuals that are eligible for this program are women who have been diagnosed with HIV or AIDS and their dependent children under 12 years old. At least one child must reside with the mother for the family to be eligible for the program. They must be low-income and homeless or at risk of homelessness. Families will be referred from BOSS programs as well as from other homeless, HIV and medical providers. At the present time they are still conducting outreach to other service providers to introduce the program, but eventually they expect to be able to depend upon referrals when they are more established.

REVENUES/EXPENDITURES

Property Ownership

BOSS is in a partnership with a housing developer in this project. Eden Housing owns the building, and BOSS leases it from them for \$100 per month.

Social Services

The total net revenue for FY '94-'95 as of 5/31/95 was \$83,000. Of this, \$80,688 was operating costs. The sources of this funding included contract revenue of \$30,000 from the United Way (36%), \$28,000 from the County of Alameda AIDS Services (34%), and \$25,000 from the Hearst Foundation (30%). However, this budget refers to a time period when the program was not yet open. When the program is up and running, some expenditures will be funded by client rents.

Housing

Of the total budget of \$83,000 for FY '94-'95, \$2,312 was allocated towards utilities. According to a conversation with the program coordinator, BOSS leases the building from Eden Housing for \$100 per month. This lease and some of the liability insurance for the program is covered by the United Way funding.

SOCIAL SERVICES

Staff

There will be two on-site staff: the program coordinator and a parent and child advocate. Both will be responsible for case management, especially the program coordinator. The parent and child advocate is responsible for designing and implementing family activities and children's activities with an educational and recreational focus. S/he will also work in conjunction with BOSS's Community Resources Supervisor to coordinate volunteers.

Range of Services

Due to the nature of the project, the project coordinator would like to have as many on-site services provided as possible. For families where the parent is ill and has childcare responsibilities, travelling around town for social services is exhausting and sometimes impossible.

On-site services provided by BOSS include case management and advocacy, including benefits advocacy, recreational and educational activities for adults and children. Both the program coordinator and parent and child advocate will meet weekly with families to discuss their long and short term needs and goals. They will give support for obtaining medical case management, childcare, advocacy in the schools and permanent housing.

BOSS will also provide a money management component. Families will be required to put a minimum amount into savings each month in preparation for the transition to permanent housing. They also receive counseling on budgeting.

Other on-site services will be provided by volunteers. This includes services provided by both individuals and groups. For instance, a group called InRoads is coming to help the staff prepare the house for the opening. Individuals will do practical support like laundry and shopping. Some have volunteered to conduct parents' groups. One person has volunteered to lead women's self-esteem groups.

There will also be pro bono assistance from other HIV providers. These services will be provided on-site month-to-month at first and on a quarterly basis thereafter. These services include nutritional support, legal support and drug and alcohol support programs. The goal for these services includes staff education as well as resident support. The staff will eventually be able to do this sort of work themselves on-site.

Outside services to which residents will be referred include any sort of technical information like clinical counseling, medical treatment.

Service Demand

This is a new program that is yet to be opened. There were a number of people lined up for this program, but the opening date was pushed back due to some technical difficulties and they have had to start outreach for this program again. Homeless families tend to seek other options quickly, and the delay in the opening date meant that some of the families originally contacted for the program had moved on.

In terms of overall demand, the program coordinator referred to reports that indicate that women, teens, adolescents and children are the new wave of HIV+ persons. She also indicated that there is a growing need for HIV-oriented housing in general.

Follow-Up Services

Hale Laulima will provide three months of follow-up. However, they intend to provide intensive services while their clients are in the program and provide a lot of on-site case management so that when the family is transitioning out of the project they have already planned in advance and set up a support network for themselves.

HOUSING

Families are required to pay 30% of their monthly adjusted income for rent. They are also required to pay monthly deposits of \$50 that will be held against damages or unpaid fees. At the end of the stay, if there are no problems they will get their deposit back.

Families are given help and advocacy in finding permanent housing. They may be referred to BOSS's Transitions Project, Section 8 housing, Shelter Plus Care or other permanent housing. The goal of this project is to help people build a support network and plan so that they can move on to permanent housing and maintain their independence while learning to manage their illness.

SERVICE DELIVERY SYSTEM

This program strives to work with the needs of two different but related populations at one time: HIV+ mothers who are not yet symptomatic, and mothers who are symptomatic or diagnosed with AIDS and need medical help, but are not yet in need of hospice services. This is transitional housing that attempts to strengthen the family bond in this time of crisis so that the family can establish and maintain independent living.

Advantages of This System

One of the strong points of this program is that it relies upon a family model of service provision. All of their activities are aimed at creating and maintaining family bonding. They are proactive in their case management strategy.

Another strength of this system is that the HIV services network is well coordinated and developed at this time. The ability of the Hale Laulima staff to link family services, HIV and homeless providers allows them a very comprehensive service delivery system.

Finally, this program can depend upon a great deal of volunteer and community support. Hale Laulima is much more popular with volunteers than BOSS's other transitional programs because it involves mothers who are ill and children. The immediate neighbors of this project are also very supportive of Hale Laulima. In general it is seen as a positive addition to the neighborhood. The Hale Laulima was previously run by another non-profit, which in some ways helped to clear the way for acceptance of the BOSS-run incarnation. It has not run into the sort of community opposition that similar AIDS-related housing has encountered in Berkeley and Oakland. BOSS has been careful to maintain community support. In this instance they had considered adding two more units to the existing four, but they realized that they would have to hold a public meeting to do that and delay and possibly jeopardize the project, so they are holding off on this for now. They may try to build the additional units when they are better known and accepted in the neighborhood.

Obstacles Facing the System

The program coordinator would like to see more HIV sensitivity in the larger community. It is difficult for people to disclose that they are HIV positive. It can be even more difficult for homeless persons to do so because there is already enough stigma attached to being homeless. Sometimes people do not receive the services that they are eligible for because of the fear of stigmatization.

Another problem is simply the lack of transitional housing in general for people coming out of emergency shelters.

Unmet Service Needs

There is a great need for affordable childcare in general, both long and short-term. The coordinator would like to see a respite childcare component to this program. This means a place for children to be cared for away from their mothers for reasons of maternal stress, fatigue, or medical care. Most respite childcare programs are targeted at children who are victims of abuse or neglect. Mothers that are experiencing medical problems and fatigue do not necessarily have access to such programs. There is also a need for long-term childcare when single parents must be hospitalized.

MCKINLEY HOUSE

PROGRAM

The McKinley House is one of four transitional housing programs administered by BOSS. The transitional programs are one tier in the three-tier program approach towards eliminating the cycle of homelessness. These programs serve individuals and families moving from emergency situations to stable living conditions. The program goal is to ensure residents have the opportunity to learn the life skills necessary to maintain ongoing stable jobs, housing, and care for their children.

McKinley House is specifically designed to serve seven families at any one time (total capacity of 24 people), and families may reside in the house for up to 18 months. Participants must have one or more children and be clean and sober for 60 days prior to being accepted into the program. If participants already had a case manager, whether in BOSS or with another agency, McKinley House case managers request a copy of case files so the program to build upon the plan previously established.

By providing a comprehensive network of services, McKinley House aids homeless families in their efforts to become independent and self-sufficient within the context of a safe and secure environment. In addition, the program offers specialized programs geared towards maintaining or rebuilding family stability, such as a children's program and parenting skills and stress workshops. The McKinley House provides a secure, supportive, semi-restrictive environment for residents to build their confidence and help them move towards independent living.

Participant Statistics

In 1994, this transitional program housed 3 men, 11 women, and 17 children. According to the program's HUD progress report, of these clients, 9 of the adults had chronic alcohol or other drug abuse. Most families receive some form of public assistance, usually AFDC or SSI, and others either receive unemployment benefits or are employed.

Prior to residing in the transitional program, 74 percent of these clients were living in and were referred from an emergency shelter. Of the 26 percent who did not come from an emergency shelter, three of these clients lived on the streets prior to the transitional program; one had resided in a different transitional program; two had lived with relatives/friends; one was a newborn; and another was transferred from foster care.

During this operating year, four families successfully completed this program and all of them exited to permanent housing. In addition, three of the adults were asked to leave the program because of non-compliance with supportive service requirements.

EXPENDITURES/REVENUES

Property Costs

The transitional housing site is located at 2111 McKinley Ave and the property is owned by the City of Berkeley and leased rent-free to BOSS. The site has seven units; six of which are one bedroom units and the other is a two bedroom unit. The yearly median rent for comparable units in the area is \$41,244 (as determined by figures used from Rent Comparability of Section 8 Units in Berkeley). Maintenance and utility costs total \$6,400.

Service Costs

Case management costs were budgeted at \$17,421 for the FY '94-'95. Total operating costs for this period are \$68,074, excluding maintenance and utility costs. Budgeted revenue sources for this fiscal year include a \$55,187 HUD contract through HUD's Supportive Housing Program, and \$19,287 from clients' rental receipts. The three-year HUD grant is in its second year and will end November 30, 1996. BOSS bookkeeper Miriam Berg says the chances of getting the grant completely renewed or renewed at all are unlikely given HUD's unknown future. As a requirement of the HUD guidelines, clients who reside at the McKinley House are required to pay 30 percent of their adjusted income.

SOCIAL SERVICES

Staff

One case manager and one parent-child worker make up the staff at the McKinley House, and all three administrators work on-site. In addition, the program relies on five to six volunteers to assist with childcare while parents attend workshops and support groups.

Range of Services

Housing and support services are provided through mandatory one-on-one meetings with case managers and scheduled group meetings, which consist of parenting skills and stress management workshops. Families are required to cook one meal a month for all residents and to attend mandatory house meetings.

The types of services offered at the McKinley House are the same as the Harrison House emergency shelter. These support services are not offered on-site McKinley House, but clients may utilize them at the emergency shelter. These services include drug and alcohol counseling, adult education, children's learning center, mental health services, employment services, health care, and housing advocacy (for more details about these services, please see the Harrison House report).

Case Management

Resources, referrals, and case management help residents meeting their goals of obtaining safe, affordable housing and jobs, and to overcome the problems that caused their homelessness, including specialized services when appropriate. The McKinley House has one case manager and one parent-child worker to work with 24 clients who are required to meet with line staff once a week, sometimes more often depending on an individual's current situation.

Follow-Up Services

An informal follow-up mechanism is built into BOSS components as clients often continue through the agency's comprehensive system of services and many BOSS graduates participate in mentoring programs. In addition, the transitional programs provide up to three months of follow-up services to ensure that former residents are successfully adapting to permanent housing, and provide ongoing resources and support as needed to help individuals apply their independent living skills and maintain their new lifestyles.

Service Demand

Due to the lack of affordable housing, especially in safe neighborhoods, case managers and the housing advocate are often unable to place clients into permanent housing once they have successfully completed the transitional programs. If this situation occurs, case managers often extend a client's length of stay, but the extension is limited because there is such a high demand for transitional housing. The McKinley House does not maintain a waiting list; however, there is never a lack of prospective clients that can be referred to the transitional program from various BOSS components or other community service providers.

If clients haven't secured permanent housing and their extension has ended, they are sometimes sent back to the emergency shelter. Clients view this move as a setback and can detrimentally effect a client's morale.

HOUSING

The housing goal for McKinley residents is to secure permanent, affordable housing. Housing services, which are provided by the case managers and the housing advocate, include listings; site visits; lease negotiation; and assistance with move-in costs.

Current McKinley clients are working on a proposal to purchase an apartment building. As a resident in the transitional program, clients are required to start a savings account and regularly put money in this account. The proposal calls for pooling all of the current clients' savings and using it as a down payment on an apartment building so they can establish equity. Clients would reside in the building for a period of time until families could accrue enough equity to buy their own home. Apartment residents would turn over their portion of the agreement to another entering family coming from BOSS.

SERVICE DELIVERY SYSTEM

This transitional housing program gives families additional time and resources to address their individual needs and problems, as well as the resources and to secure permanent housing. The 18-month length of stay in the program enables case managers to establish trust with their clients. With this trust, clients feel more comfortable addressing more of the issues affecting their lives, which improves their success rate of graduating from the program.

Since these clients were previously receiving services from another BOSS component, a majority of them were residing in the Harrison House, an initial intake and an assessment have been completed. An initial intake is a form that compiles basic information about a client such as name, age, education level, and an emergency contact. An assessment collects more detailed information about a client such as employment and residential history, information about children, mental health and substance-abuse issues, and basic health care history.

When there is an opening at the McKinley House, the program coordinator informs other BOSS components to find out if there are any clients who show a concerted effort in improving their lifestyle. After the program coordinators confer with one another, interviews are scheduled with case managers from both BOSS components and the client. A lengthy interview process takes place, and if the client is accepted into the transitional program, his/her file is copied from the original component and a new one is opened at the McKinley House.

When clients arrive at the McKinley House, their personal assessments are updated. The personal assessments determine client goals that range from housing to personal growth; these assessments are reevaluated every three months.

Advantages of This System

The most effective component of the McKinley program is the extensive case management, which focuses on parenting skills, job search, and education.

Obstacles Facing the System

Lack of funding; developing proactive relationships with landlords; discrimination; bad credit among clients; lack of low-cost housing; lack of jobs; lack of resources to thoroughly address mental health and substance-abuse issues were all identified by program coordinators as major obstacles **detering** the provision of housing and social services to McKinley clients.

Unmet Service Needs

- * more comprehensive drug and alcohol services on-site
- * an additional transitional housing site with more units
- * more access to permanent housing
- * Section 8 certificates for families graduating from transitional programs

9TH STREET HOUSE

PROGRAM

Ninth Street Transitional House provides transitional housing for six single men and three single women. The house is divided into two 3-bedroom flats; an upstairs flat for women residents and a downstairs flat for men residents. Residents share bedrooms and communal living areas and cooking facilities in each flat. Each resident cooks his/her own meals and is responsible for her/his own food. This program is about ten years old. Technically the length of stay is one year, but this time limit is flexible.

In order to be eligible for this program, an individual must be at least three months clean and sober. They must be referred by their case manager from a shelter or another program such as a recovery program or jobs program. Most are referred from BOSS shelters or from the Jobs for the Homeless Consortium, of which BOSS is a member. Persons participating in this program must be actively working towards a goal of independence, whether that be through employment, school or specialized training, or a combination of these paths. They must attend weekly house meetings and perform weekly chores as assigned at house meetings. They are required to pay their rent and be considerate of neighbors and other residents.

REVENUES/EXPENDITURES

Total net revenue for FY '94-'95 as of 5/31/95 was 41,296. The source of this revenue included receipts and donations (27%) and a large grant (72%) from the US Department of Labor's Job Training Partnership Act as a Center for Independent Living pass through. The CIL money has been promised for a second year as the result of an informal agreement between CIL and BOSS.

Property Ownership

The building itself is owned by the City of Berkeley. BOSS leases the house for a dollar per year. As there are data for only five three bedroom units in the entire city of Berkeley, it is difficult to estimate the comparable rent for 9th Street House.²⁸ The median rent for a three-bedroom unit was \$850 and the mean rent was \$809 with a standard deviation of \$195. Therefore, the yearly rent for the entire building based on the mean rent could be as low as \$14,736 and as high as \$24,096 (midpoint = \$19,416).

²⁸ Rent Comparability of Section 8 Units in Berkeley, 5/01/95, Program Planning, Management, and Budget Division, Community Development Department, City of Berkeley.

Housing

BOSS leases this building from the city for a dollar a year. BOSS covers maintenance and operating costs. Total maintenance costs for FY '94-'95 were \$9,161 including maintenance costs budgeted at \$3,155 and \$5,595 in renovation. Utilities were budgeted at \$0 for this period, but cumulative expenditures as of 5/31/95 for this item were \$3,839.18.

Services

Total operating costs budgeted for FY '94-'95 were \$43,258.

SOCIAL SERVICES

Staff

The one on-site staff member at Ninth Street House is the program coordinator, Nancy Jordan. She is the case manager for all of the residents is there about twenty-four hours per week. There is also a resident house manager who is a program participant. He performs maintenance tasks and helps with conflict resolution.

Range of Services

Residents can generally come and go as they please in this program. However, they are allowed only two nights out per week without prior permission. The one on-site service for residents is case management. They meet weekly with the case manager to discuss goals and other issues. They receive assistance with money management and job-search strategies. Occasionally they have had outside agencies present workshops on-site. This includes a workshop on AIDS prevention presented by the City of Berkeley, and conflict resolution workshop. They have also had former residents participate in weekly house meetings and talk to current residents about their experiences obtaining permanent housing and living on their own. Residents are provided off-site referrals for most services. They can access other BOSS programs such as the BOSS employment program, workshops and activities at Harrison House, and eventually, the Transitions Program for permanent housing. The on-site coordinator especially emphasizes participation in recovery programs, whether that be twelve-step groups or Highland Hospital out-patient recovery services.

Service Demand

There is a great demand for transitional housing, especially transitional housing for single people. The on-site coordinator gave an example in which one resident had moved on to permanent housing and within one week she had 25 applications for the one available space. Although there is a great demand for the spaces at Ninth Street House, the coordinator believes that it is important not to move current residents out until they are truly ready to move on. If

forced to move on too early, all of the work that has been done building residents' self-esteem, savings and skills is lost.

Follow-Up Services

The follow-up services for this program are informal. The case manager gets the address and phone number of every resident that moves on from Ninth Street House. She tries to keep in touch with them every two to three months for at least the first six months after they leave. This depends upon the cooperation of the resident. Many former residents do return for advice.

HOUSING

Residents are screened very carefully before they are allowed to participate in this program because it is vital that they be able to get along with one another. It is also of concern to them that they have a good relationship with their neighbors. This is especially important because they are located next door to a Montessori School. The school has been very supportive and has written them letters of support.

Residents are required to pay \$200 per month to stay at Ninth Street House. Of this amount, \$150 goes to rent, and \$50 goes into a savings account for tenants to use when they eventually move on to permanent housing. The resident house manager pays \$200, all of which goes directly into savings for him. He also gets \$50 per paycheck.

Many Ninth Street residents take part in BOSS's Transitions Project after leaving Ninth Street House. This is a program that helps low-income homeless or formerly homeless persons obtain permanent housing. Participants receive a rental subsidy which lasts for eighteen months. They also receive social services and case management which extends six months beyond the end of the rental subsidies. At present, three of the residents at Ninth Street are looking for housing through this program.

SERVICE DELIVERY SYSTEM

This program is targeted towards single homeless persons that are clean and sober and ready to make preliminary steps towards independent living. Transitional housing is an important link between emergency shelters and permanent housing. It is especially important for people that are coming out of recovery programs. Many homeless people reach the point where they are ready to leave shelter living, but are not yet ready to go into permanent housing on their own. They need structure, but they do not need to be in the shelter. People with recovery problems in particular need a next step after the shelter to get their lives together before moving on. In the shelters, a person must leave during the days and go back out on the street. This makes it hard for people with a drug or alcohol problem to stay clean and sober. Being on the street can

negate or undue all of the work that social services provide. This is why stable housing is a vital component in the success of social service provision.

Advantages of This System

Most of the time when people first come to Ninth Street House, they do not have employment and are living on General Assistance. It is very hard for them to look for work while they are staying at the shelter. When they are at Ninth Street, they are able to have a stable schedule, phone number and address. They then can then enter school and/or get a job. The program recently had a donation of voicemail with 10 lines, which helps residents receive work-related messages.

At Ninth Street House, residents can also concentrate on their sobriety. The added advantage of this type of group of living is peer support. Household members can help each other through the recovery process.

Ninth Street House provides residents the opportunity to face the real world and still have structure and help in making decisions. This program helps them build self-esteem, confidence and skills before embarking on their own. The coordinator says that very few people that go through this program have ever had to come back through the Harrison Street Shelter again.

Obstacles Facing the System

Lack of funding, or the possibility of funding cuts in the near future, is an obstacle to service provision and planning. Although Ninth Street House is unlikely to be directly affected by the Alameda County cuts in mental health funding, it is likely to be adversely affected if GA benefits are cut. Most new residents in this program depend upon GA benefits for their incomes. If these cuts go through, they will have to charge residents less rent. This means less income for BOSS, and it means that residents will not be able to save as much while in the program. It will take longer for them to build the funds necessary to move on to permanent housing. It also means that it will be harder for people in the shelters to move on to transitional housing if they are only receiving \$210-250 per month to live on.

Unmet Service Needs

In general, **there** is not enough transitional housing to meet the demand, especially for single people. **There** need to be more recovery programs for low-income people. Another problem that this program faces is the lack of jobs for people with few job skills who want to get off of the street.

For this program in particular, the coordinator would like to see more recreational group activities. They need more money for community building activities like excursions to the beach

or plays, or cooking classes. It is hard for residents to afford a lot of leisure or recreational activities because they have so little income. People seem to forget that Ninth Street exists, perhaps because the emergency shelters serve a need that seems so much more dramatic.

Ideally the coordinator would also like to have someone visit once a month to hold a recovery program on-site.

PACHECO COURT

PROGRAM

Pacheco Court provides transitional housing for twelve to fifteen people, including families. The program consists of ten housing units in a number of different buildings: six studio apartments, two one-bedroom units, a two bedroom house and a three bedroom house. Generally speaking single persons are allocated studio apartments and families are allocated the larger units, although upon one occasion three mothers with young babies shared the three bedroom house. Technically the length of stay is up to 24 months, but generally speaking the average length of stay is 10-12 months with the longest stay being around 16 months.

In order to be eligible for this program, an individual or adult family member must have a clinical diagnosis of mental disability and some indication that this disorder gets in the way of the person's getting permanent housing. This person must also have an income, whether it be through government benefits or employment. Most are referred from BOSS shelters although some are referred from other Alameda county shelter providers. Over the last year they have had residents referred to them from BOSS's Oakland Homeless Project and from the Harrison House shelter in Berkeley. They have also had two individuals referred from the Veteran's Assistance Program in Berkeley. They have also previously had referrals from the San Leandro Shelter, ESP in Hayward, FESCO and the Tri-City Homeless Coalition.

REVENUES/EXPENDITURES

The net revenue for FY'94-'95 totalled \$135,691 as of 5/31/95. The sources of this revenue were client rental receipts (11%) and part of a Transitional Housing for the Homeless Supportive Housing Program grant from HUD (89%).

The HUD grant is a five year grant which is starting on its third year. This grant is on fiscal year schedule. This grant presents something of a problem for BOSS in that it must match the HUD funding by 25% for the first two years, and by 50% for years three, four and five. This grant will probably not roll over past the fifth year.

Property Ownership

The property is owned by BOSS and was purchased with a large grant from HUD. It is currently the only property that BOSS owns outright.

Housing

Maintenance and utilities costs for FY '93-'94 came to a total of \$26,021. A portion of the program's \$7,644 insurance expenditures for this year went to fire and property insurance as

well as other types of insurance, but a breakdown is not available at this time. Including all insurance costs as property costs, approximately one-quarter of the project's FY'94-'95 costs went towards property expenses.

Services

Total social services costs budgeted for FY '94-'95 were \$112,037, minus maintenance, utilities and insurance. This equals approximately three quarters of the \$145,702 budget for FY'94-'95.

SOCIAL SERVICES

Staff

The on-site staff includes one full and one half-time staff member. The South County coordinator also has an office at the project and is on-site part-time. The full-time staff person provides case-management for the residents of the project.

Range of Services

Residents can generally come and go as they please in this program. However, there is a ten o'clock curfew on week nights and a slightly later curfew on weekend nights. There are exceptions, but the staff want to make sure that if residents are not back by this time that there are not any problems preventing their timely return.

On-site services include case management and group activities. There are mandatory house meetings on Tuesday nights. There is one-on-one counseling and groups on substance abuse issues. There are occasionally cooking classes and social gatherings like movie rentals and game nights. Every month or two they have a potluck dinner for the entire project.

If clients require payee services, they can use the payee service at the South County Homeless Project multi-service center.

Services to which clients must be referred out include any clinical services, including intensive mental health counseling or medications. They do their own substance abuse work, but they will refer clients to the Second Chance residential program. They also refer clients to groups and services that deal with the issues of parental stress and counseling on how to cope with raising children.

Service Demand

Currently there is one space open at Pacheco Court and one due to open in another month. They have four people waiting for those two slots. However, they are very selective about who is eligible for this program, otherwise there would be many more people on the waiting list.

Follow-Up Services

Pacheco Court is committed to providing follow-up services for up to a year including money management assistance and case management. For the first four months outside of the program, there is generally a lot of contact with clients by phone and in person. Generally after three to four months, however, clients are generally making connections with their own support network and do not need as much follow-up care.

HOUSING

Residents are screened very carefully before they are allowed to participate in this program because it is vital that they be able to get along with one another. The project usually only takes people that have been in a shelter for several months, and they work with those people over that time period to determine if they are right for the program. Pacheco Court staff work on building good relationships with other shelter providers so that they can get an honest assessment of the behavior of shelter residents that are potential Pacheco Court residents.

The potential resident must go through a two to three stage interview process. First they must go through an initial screening and fill out an application. Next the case manager from Pacheco will conduct an in-depth interview with the applicant. Finally, the applicant is invited to a Pacheco Court community meeting where they can meet the other residents and get to know them. It is a slow process.

HUD requires that residents pay one-third of their incomes adjusted for eligible deductions. Clients can claim a deduction for their mental disabilities and for any children they might have.

Pacheco Court residents have taken part in BOSS's Transitions Project after leaving Pacheco Court. This is a program that helps low-income homeless or formerly homeless persons obtain permanent housing. Participants receive a rental subsidy which lasts for eighteen months. They also receive social services and case management which extends six month beyond the end of the rental subsidies.

SERVICE DELIVERY SYSTEM

This program is targeted towards homeless persons with diagnosed mental disabilities. Transitional housing is an important link between emergency shelters and permanent housing. Many clients with mental disabilities need help with general life skills and a place to stabilize their life situations before moving on to permanent housing.

Advantages of This System

BOSS can offer a range of options to clients that can be individualized to meet the individual client's needs. It is unusual for one agency to be able to offer clients a whole range of housing

options, from emergency shelter to permanent housing assistance, including specialized emergency and transitional housing for particular target populations.

BOSS has the added organizational advantage of being large enough to provide an integrated continuum of care. It is easier to coordinate a large number of service within one agency than it is to coordinate the same number of services across a multitude of different agencies. The quality and consistency of services is easier to ensure within a single agency. The difficulty in referring clients out to other service providers is that it is difficult to know exactly what services are provided or what materials are covered in classes and workshops. It is a better system to get clients motivated because it offers this continuity and congruity. Clients are also more likely to take advantage of services that are offered on-site than they are services that are offered at a number of different sites by a number of different agencies.

The fact that BOSS program components are spread out throughout Alameda County is an advantage in that it means that BOSS employees are familiar with all of the service throughout the county, not just in at program component sites. This information sharing network helps them help clients access services better.

Another advantage to BOSS's size is that it has the resources and reputation to successfully apply for HUD grants. It makes it more feasible for them to provide a lot of innovative programs.

Obstacles Facing the System

They see an increasingly difficult clientele. They have a number of clients with severe mental disabilities, particularly dual-diagnosis clients with both mental disabilities and drug and alcohol problems. Clients are generally in denial about these problems. Forty to fifty percent of clients self-report themselves as substance abusers, but realistically, the figure is probably 80%. There are just not enough substance abuse programs in Alameda County. It is hard to get people off of the streets without getting them off of drugs and alcohol. They also find that many parents that come to the Pacheco Court program simply do not know how to parent effectively.

Unmet Service Needs

There are a number of services the program coordinator would like to see provided if he had more staff and resources. The following were identified as particular needs:

- * More consistent on-site services including nutrition and cooking classes.
- * Many more substance abuse services.
- * More transitional housing for people in the South County Area.
- * Residential programs for persons with substance abuse histories
- * More on-site, BOSS-coordinated classes and workshops on parenting skills

10th STREET HOUSES

PROGRAM

The two 10th Street Houses, a long-term transitional program, are two-bedroom homes in which two families with children may reside for three to five years. The original length of stay was one year, but it was determined that clients who participated in this program needed additional time in a stable environment to become financially and socially independent. By providing long-term transitional housing for residents, the program enables clients to become self-sufficient and to live independently, and to continue to obtain support services from other BOSS programs.

Client eligibility is based upon Shelter Plus Care (SPC) criteria and guidelines, which were implemented a year and a half ago. Clients must be recovering from a substance-abuse problem, diagnosed as HIV positive/AIDS, or possess a mental health disability, as part of the SPC criteria. Clients must meet two of three above-mentioned criteria to be eligible for this long-term transitional program.

EXPENDITURES/REVENUES

Property Costs

The property is owned by Fantasy Records who leases the property to the University Christian Church of Berkeley for one dollar a year. The church renovated one house and the other one was refurbished by members of Women Empowering Women, an organization that teaches women trade skills. The church is responsible for property management and operating costs, which are covered by rental subsidies that are collected from Shelter Plus Care funding. BOSS is responsible for utility costs, which were budgeted at \$4,080 for FY '94-'95.

Detailed information about the agreement between Fantasy Records and the University Christian Church, including property and operating costs, was requested of Fantasy Records in early July. However, as of August 9th, the company has been unable to provide this information and reports that it will take another month to look for the information. The contact at Fantasy Records is Mr. Tim Noonan.

Service Costs

The 10th Street Houses project is part of a five-year \$25 million grant from HUD under its Shelter Plus Care program. The grant time period is from 1992 to 1997. The Oakland Housing Authority administers the Shelter Plus Care portion of the project. (Currently, the Shelter Plus Care program within the City of Berkeley is being negotiated with the city's attorney, according to a BOSS supervisor.)

BOSS receives \$1,140 a month from Shelter Plus Care funding for rental subsidies and program participants contribute 30 percent of their adjusted income to pay for the other portion of rental costs. Total revenue to BOSS is approximately \$20,000/year, according to a BOSS bookkeeper; over half of this revenue is used to pay for case management and support services for 10th Street clients. In FY '94-'95, BOSS budgeted approximately \$12,672 for case management and support services.

SOCIAL SERVICES

Staff

One supervisor and one case manager make up the off-site staff for the 10th Street Houses; staff do not reside or provide support services on site.

Range of Services

Thus far, program participants have been referred from BOSS emergency shelter programs and have already gone through the agency's centralized intake process. As clients proceed through BOSS' comprehensive service-delivery system, these clients continue to access the agency's support services at other BOSS programs. When future vacancies occur in this program, SPC clients will also be considered.

A clients self-sufficiency plan is created and assessed every three months. Services are offered on-site at BOSS' transitional programs as well as at various agencies that BOSS collaborates with. Support services referrals may be obtained from the case manager by phone or during the bi-monthly visits. The case manager assists these clients with a variety of problems, ranging from guiding clients through the process of purchasing a car to dealing with a child's delinquency at school.

Service Demand

According to the program case manager, there is a high demand for transitional programs because most clients aren't prepared financially or socially to successfully segue from an emergency shelter to permanent housing. However, there is an insufficient supply of transitional housing because of the cost of running these up-step, service-intensified programs. There is a wait list for SPC sites; and, thus far, the families participating in this program have been successful in reaching goals set in their self-sufficiency plans.

Follow-Up Services

This program doesn't have the resources to provide formal follow-up services. Once clients are placed into permanent housing, it is difficult to maintain contact with them because of the small staff, according to the case manager.

HOUSING

Clients are required to pay one-third of their income, regardless of what it is, for rent. As previously mentioned, subsidies from HUD's Shelter Plus Care program provides most of the rental costs.

Housing goals are established in a client's three-month self-sufficiency plan and the ultimate goal is for the client to obtain permanent housing. Clients work with housing advocates at BOSS' Transitions Project to obtain assistance and listings.

SERVICE DELIVERY SYSTEM

This program is intended to serve clients who have reached a point in their recovery where they can begin to function more independently. According to the case manager, it is critical to provide both housing and social services, and establish a stable environment that is conducive to promoting client independence and self-sufficiency. The homes are located in a light industrial area that does not contain a high number of homes. This is seen as an advantage by the case worker because the families are not surrounded by a high-crime, drug-infested neighborhood; yet the homes are located close to public transportation.

Advantages of This System

In this program, service providers are able to develop a relationship with clients, which is crucial to the well-being of a client who lacks supportive relationships with family or friends. In addition, with an extensive length of participation in the program, clients come to trust the service providers and the system. The most effective component of this program is the length of time that clients are allowed to reside in the houses.

Obstacles Facing the System

One of the biggest obstacles, according to this case manager, is the lack of affordable housing, especially for women with children. Another obstacle is a clients' lack of medical care, specifically for drug and alcohol rehabilitative services. BOSS requires clients to remain clean and sober while they obtain services from its various components. Fifty-three percent of BOSS's clients have drug and alcohol problems, and program supervisors recognize the need to provide more rehab service to these clients.

Unmet Service Needs

- * Acquire additional homes to house more clients
- * Address specific needs of women with children, especially regarding medical needs and substance-abuse rehabilitation programs
- * Establish transitional programs with nearby community support services

PERMANENT HOUSING
The Transitions Project
UA Homes

THE TRANSITIONS PROJECT

PROGRAM

The Transitions Project provides rental subsidies and BOSS support services clients who are ready to move into permanent housing. This two-year-old housing program functions as a drop-in housing and support services center and does not provide shelter. This program was designed to help individuals who are sequeing from a shelter to permanent housing.

The program is open to individuals who are homeless and currently participating in a BOSS program, including residents of BOSS shelters and transitional houses, and clients of the Jobs for the Homeless Consortium (JFHC) and BOSS's Multi-Service Center. Transitions Project is primarily funded by HUD's McKinney Act and provides funds for 150 housing subsidies. Presently, 60 subsidies have been issued and thus far the program served 150 people.

There are two primary program requirements: client participation in recovery services, if applicable; and establishment of a stable income and money management. Clients with drug or alcohol problems must be clean and sober for three months and participate in a recovery program. Before entering the program, clients must establish a stable source of income, either employment or public assistance benefits. They must also follow a money-management plan and save money for their moving costs and security deposit.

HUD guidelines require potential clients to meet one of the following criteria: diagnosed with a mental health disability and/or a substance-abuse problem, diagnosed with HIV or AIDS, a victim of domestic violence, or have children. Clients must also make a two-year commitment to the program. Housing subsidies are provided for an average of 18 months during the two-year commitment (subsidies are extended to 24 months if needed), and support services are provided for the entire 24 months.

FUNDING

Total FY'94-'95 revenues for this project as of 5/31/95 were \$960,646. Sources for this revenue were HUD's Supportive Housing Program (88%) and client receipts (22%).

Property Costs

The Transitions Project is located in the California Hotel at 2463 San Pablo Ave in Oakland. The hotel is owned by Chaon Associates, and BOSS rents office space from this company and pays approximately \$1,213 in monthly rent (\$14,556 annually). Transitions Project budgets \$2,000 for annual maintenance costs and \$10,400 for phone and utility costs.

Chaon Associates, a limited-partnership investor, collaborated with Oakland Community Housing, Inc. (OCHI), a low-income housing developer, to receive a tax credit to use the hotel as an SRO. OCHI staffs a full-time resident manager at the hotel who provides information and referrals to residents; case management is not offered at the hotel, nor does BOSS provide support services to hotel residents. OCHI also is responsible for property management at the hotel. The University Health study, a project of University of California, Berkeley, provides various medical services at the hotel. Other on-site service providers include Alcoholics Anonymous and Alameda County Food Bank.

Presently, OCHI staff is addressing problems of drugs and prostitution at the hotel, which temporarily has effected the placement of BOSS clients at this housing site. Originally, Transitions Project intended to place 40 people in the hotel; only six clients were placed there and presently only one BOSS client resides at the hotel. However, BOSS maintains an effective working relationship with hotel management and often uses the hotel's conference rooms to hold support groups and various activities, according to BOSS program supervisor. In addition, BOSS staff has been working with residents of OCHI properties to help them assess their housing-related needs and to facilitate community organizing activities.

Service Costs

This year the Transitions Project is budgeted to receive \$840,000 from its five-year grant from HUD through the Supportive Housing aspect of the McKinney Act. The grant is currently in its third year; no plans have been made thus far for renewing the grant, according to the services supervisor.

SOCIAL SERVICES

Staff

The on-site staff consists of one service supervisor, five housing/service advocates who work directly with the clients, one to two volunteers, and assistance from BOSS' housing coordinator.

Range of Service

Services are provided through individual client appointments. On-site services include counseling, job search assistance, money-management assistance, computer skill training, art classes, and a public assistance workshop. Partnerships with community agencies include Second Chance, Jobs Consortium, and Solid Foundations. Program participants are also entitled to utilize support services provided through other BOSS programs.

Follow-Up Services

This program does not offer formal follow-up services, although clients often stay in touch with the program on their own accord. Graduates of the program can still access advocates and obtain referrals.

Service Demand

The Transitions Project is unique in that it isn't burdened by excessive demand for services, and, at this time, does not have to turn clients away. This program is relatively new, in the middle of its third year, and participants must meet specific requirements and be financially, as well as mentally, prepared to search, obtain, and maintain permanent housing.

According to the program's service supervisor, it is often difficult to encourage clients to segue from shelters, usually transitional shelters, to the Transitions Project as they are reluctant to loose the security that these housing programs provide and some are not motivated to move through BOSS' comprehensive system. Shared housing is one alternative for those clients who need the security of a group setting, and is a successful option for GA clients.

To better prepare clients to be able to maintain permanent housing, more emphasis on a client's self-sufficiency. As of the week of July 10, BOSS received a three-year HUD grant, totaling \$755,00/year, through Supportive Housing/McKinney Act monies to establish an agency-wide self-sufficiency program that will provide services that will enable clients to remain independent, such as extensive time-management, motivation, and peer support groups. The grant is effective October 1, 1995 and BOSS is in the process of designing the program that will have a staff of 15 employees.

In addition, the participation agreements between clients and BOSS are going to be made more restrictive, according to the Service Supervisor. Presently, BOSS's philosophy focuses on a client's empowerment and self-esteem to improve their situations and does place many mandatory requirements on clients. However, BOSS staff is considering implementing mandatory requirements for certain issues such as substance abuse and putting more emphasis on clients upholding their participation agreements.

According to the Service Supervisor, clients need to constantly revisit issues, such as substance abuse, to obtain growth, and follow-up services are key for working with the homeless population. In order for clients to develop and grow, the ratio of clients per case managers should be smaller and they should meet weekly rather than twice a month with clients. Presently, there are 15-20 percent of the clients who are perpetually in crisis and they take time away from clients who are doing well but need assistance.

This BOSS staff person also noted that some homeless people are not going to be saved because too much damage has already been done and the best they can do is provide support services.

The Transitions Project serves more clients who receive GA than what was anticipated in its original plan. In this program, GA clients, who do not receive enough assistance to live on alone, have two options: to actively seek employment or transition into SSI benefits.

HOUSING

This program functions as a drop-in center and does not provide shelter at the site. Clients who are in the transitional step of the continuum of care model and no longer require emergency-level assistance utilize services from this program. Housing services include listing referrals, application and lease assistance, and site visits (both before and during occupancy).

Once housing is obtained, clients are required to pay 30 percent of their rent. The other two-thirds of a client's rent is subsidized by HUD. During the first two years of the grant, HUD monies were earmarked to pay for two-thirds of a client's rent and the client was responsible for paying for one-third of his/her rent. For the third through fifth year of the grant, the HUD rent match is 50 percent of monthly rent. Client contribution remains one-third of rent and BOSS pays one-sixth of clients' rent. Through its partnership agreements with JOB Consortium, East Bay AIDS Project, Second Chance, and the Solid Foundation, BOSS will provide one-sixth of clients' rent with in-kind support service fees of \$15,000 for this fiscal year.

The Transitions Project does not distribute rental-assistance certificates to clients. Rather, the program is responsible for collecting clients' rent and paying landlords directly with a combination of HUD grant monies, the BOSS rental match, and clients' contributions.

SERVICE-DELIVERY SYSTEM

Clients are primarily referred from BOSS emergency shelters; advocates at these shelters determine and recommend clients to the Transitions Project. Clients are required to fill out an application and meet the HUD criteria mentioned in the program description.

After an application is completed, the prospective client will interview with the service supervisor. After the interview, the client will meet with an advocate and will devise a 90-day service plan, which will include a housing search strategy. The client and the advocate will create separate plans and then work together to formulate one comprehensive plan that meets the needs of the clients. The objective of the program is to move clients incrementally through the system. Once the plan is created, the client first obtains the necessary support services and then begins looking for housing.

Once housing is located, with assistance from an advocate and the housing coordinator through listings and referrals, the advocate assists the client with the lease process by reviewing it for legal ramifications. The advocate will then go to the housing site and conduct a walk-through and document the conditions of the unit; however, advocates do not sign leases for clients. The program also provides household items and assists with the move-in process.

The client continues to meet with the advocate at a minimum of twice a month, including one house visit, and the service plan is reevaluated to determine the length of continued service provision.

Benefits to the System

According to the services supervisor, if housing services are provided without social services, reoccurring problems will arise because the reasons for the individuals homelessness are not being addressed. The most significant benefit of this program is that support services and advocacy are integrated into the program. The component that works most effectively for the Transitions Project is that criteria exist for holding participants responsible for staying sober and paying rent on time, which acts as a leverage for successfully moving people through the continuum of care model.

Obstacles facing the System

One of the obstacles faced by this program is the difficulty of establishing trust with the clients as many of them distrust "the system." The services supervisor emphasized the fact that many clients are resistant and oppositional. Another obstacle faced by this program is that it is difficult to create a community setting because services are provided on a drop-in basis. In addition, it is felt that supplementary support services should be provided on site.

Unmet Service Needs

- * mentoring group
- * literacy workshops/education training
- * staff training and skill building
- * additional case managers
- * stable baseline systems of operations that supports the program's objective of moving people from homelessness to self-sufficiency, which includes a standardized file system; an assessment tool for a service plan; and a systematic method of revising service plans.

UA Homes

PROGRAM

UA Homes is a permanent housing program located in West Berkeley and offers private studio units to low-income and formerly homeless residents. The single-room occupancy (SRO) hotel rents 74 units to individuals who can reside there for an unlimited amount of time.

UA Homes is a collaborative effort of BOSS, UA Housing, and the John Stewart Company. BOSS provides on- and off-site support services; UA Housing developed the facility and owns the property; and the John Stewart Company manages the property. UA Housing is a housing developer in Berkeley that develops and manages projects for low-income individuals.

Residents are required to pay 30% of their adjusted income towards rent. The BOSS program supervisor works with UA Housing staff on neighborhood and community outreach and community organizing. The BOSS program supervisor provides on-site case management on a drop-in basis and residents have access to services offered by all other BOSS program components.

Individuals who are homeless or at-risk of being homeless are eligible for this permanent housing program. Residents must sign a clean and sober agreement that is enforced if a resident continues to come into the facility under the influence of drugs or alcohol. The agreement gives BOSS leverage if these situations arise as the agency can use the terms of the agreement to encourage residents to participate in a treatment program. A majority of residents are referred to UA Homes by the Harrison House component of BOSS, as well as agencies other than BOSS.

FUNDING

Facility Costs

The site is owned by UA Housing and the property is managed by the John Stewart Company. The total cost of the site development, including rehabilitation and relocating commercial tenants, is \$5.4 million. Annual operating costs for UA Homes is \$80,000; annual utility costs are approximately \$42,000. Rents, parking fees, laundry facilities, as well as five commercial stores located near the hotel, generate revenue to cover operating costs. BOSS does not pay for any facility costs.

Service Costs

BOSS's estimated budget for this project for FY '95-'96 as of 8/01/95 was \$77,200. The cost to provide case management at the UA Homes is approximately \$36,000. The source

of revenue for this program to cover the cost of case management is \$50,000 from a HUD Stabilization grant. Another \$27,200 of projected budget is from City of Berkeley's CDBG fund. The latter amount includes the provision of client assistance monies, transportation vouchers, food, and community events for residents²⁹. UA Homes does not receive funding from Alameda County and will not be effected directly by the county's budget cuts.

SOCIAL SERVICES

Staff

UA Homes staffs seven people, including one BOSS program supervisor, who is on-site five to six days a week and varies office hours to accommodate residents' different work schedules.

Range of Services

Basic case management is offered on-site, clients meet with the program supervisor on their own omission as it is not a requirement. Other on-site services include counseling; money-management assistance; and basic health care. A counselor from Berkeley Mental Health comes by based on residents' needs and schedules individual appointments with residents. Health Care for the Homeless, a nonprofit agency in Berkeley, sends a health van to UA Homes once a month to provide health care services to residents. The community room on the third floor of the SRO is used for various resident activities that are facilitated by the program supervisor such as money-management training, substance-abuse recovery groups, Bible study, and arts and crafts.

In an effort to increase community involvement with UA Homes, the program supervisor advocates on behalf of the program and its residents with local merchants and businesses to encourage merchants to employ residents. The program supervisor also works with city employment agencies to assist residents with job opportunities.

As mentioned, residents of UA Homes have access to support services offered at or by other BOSS components.

According to the program supervisor, providing housing without support services is ineffective. He cites two reasons why support services need to be provided in conjunction with housing:

1. Support services are beneficial to UA Homes tenants because a lot of services are not easily accessible to an individual unless they are part of a program, especially when numerous

²⁹ Conversation with boona cheema, Director, Berkeley Oakland Support Services, October 1995.

services are being cut back.

2. Providing support services to clients is beneficial to local merchants because residents are having their basic needs met, which creates stability in their lives and helps them function in society, enabling them to create a better impact around the immediate neighborhood.

Service Demand

There is a waiting list to reside in UA Homes, some people have been waiting over a year for an opening. According to the program supervisor, there aren't a lot of alternatives for people seeking low-cost, permanent housing. The total number of single-room occupancy units in the City of Berkeley is 444; only 105 of those units are subsidized, including the 74 at UA Homes.³⁰ The other 35 units are located at the recently opened Bel Air site on University Avenue. BOSS will provide support services at the Bel Air, as well.

The program supervisor reported that people often seek residence at UA Homes when they can't get into a transitional program. However, they haven't received extensive case management at this point and many aren't ready to live independently. According to the program supervisor, most people think they are ready to live independently, but are encouraged to seek a program that has case management and more support services provided on-site.

Once people find out that there is a waiting list and that it will take longer than one week to get into UA Homes, they try to seek shelter at the Harrison House for the short-term. However, there is often a waiting list at the emergency shelters, such as the Harrison House, so some try to stay with friends or relatives and others end up on the streets or in a park, according to the program supervisor.

Follow-up Services

Follow-up services are not conducted for residents in this program.

HOUSING

Residents do not actively look for future housing needs, and may reside in the UA Homes indefinitely. The program supervisor tries to help change resident focus from one of dependency to one of self-reliance and self-sufficiency by offering basic case management and support activities.

³⁰ General Plan Conditions, Trends & Issues Report, City of Berkeley, Bay Area Economics, 1995.

Most of UA Homes residents are receiving GA benefits, a small percentage receive SSI, so the incentive to move to their own apartment is low because they can't afford it, according to the program supervisor. According to Michael Greenwood, UA Homes Site Supervisor, 40% of these residents receive GA benefits; 30% receive SSI; 10% are employed part-time; and 20% have zero income.

As of July 15, monthly GA benefits have been reduced from \$300 to \$221. According to the new requirements, \$31 can be spent on "pocket incidentals," and the rest of the public assistance is sent directly to the shelter program in which the recipient is enrolled in. If a GA recipient is not enrolled in a shelter program, he/she will receive \$15 for "pocket incidentals" and food stamps, according to Joyce Morton, program supervisor of the BOSS's Harrison House.

UA Homes is a Section 8 program, therefore, as determined by HUD guidelines, residents are required to pay 30% of their adjusted income to rent. The Berkeley Housing Authority is required to subsidize the remaining portion of residents' rent, and this agency subsidizes the complete rent of residents who have no income, at least until they obtain jobs or public assistance. Berkeley Housing Authority determines fair market share of rent, and residents pay rent directly to UA Homes.

Providing housing services is not a high priority as most clients reside there for extended periods of time. However, if a client does want to pursue other housing opportunities, then the program supervisor will assist them in locating and obtaining other housing options.

Obstacles Facing the System

- * Developing partnerships with local merchants.
- * Lack of coordination with Berkeley social services.

The UA Homes program supervisor suggested more information and education should be disseminated to the community about how this SRO functions and the city's role in this SRO. More visible support from the city and council members, perhaps on-site visits, would help legitimize the program and would encourage merchants to get involved in the program.

Challenges for the Future

Currently BOSS, in partnership with the City of Berkeley Mental Health Department, is actively pursuing both onsite and offsite clinical resources for residents.

SUPPORT SERVICES

Adult Education Project
Berkeley Multi-Service Center
Community Organizing Team
Homeless Employment Project

ADULT EDUCATION PROGRAM

PROGRAM

The Adult Education Program at BOSS provides remedial and enrichment educational programs for homeless adults, formerly homeless adults, and those at risk of becoming homeless.

The program is implemented at three different locations: Harrison House emergency shelter in Berkeley, South County Homeless Project in Hayward and at the Berkeley Adult School. The program does not have caps on the number of people it can serve. Currently the Harrison House program, a computer lab located in a trailer on-site, serves about 10 people a session, three nights and one afternoon per week. The Berkeley Adult School program has classes four days a week and about 25 persons per class. The South County program has three classes per week with about 7 persons per class. The offices for this program are located on-site at the Harrison House shelter. In any given year they serve about 400 people (unduplicated). The program provides about 100 instructional hours of per month. Their ADA (Adult Daily Attendance: number of person times number of class hours) is about 2800 hours per quarter.

To use the South County or Harrison House programs, students must reside in the shelter.

Any homeless, formerly homeless, or at-risk adult can use the Berkeley Adult School program. Most students in the latter program are BOSS clients, but some are not.

FUNDING

Building Ownership

The trailer at Harrison House is on land owned by UCB, which the City of Berkeley leases from the University. The trailer itself is leased from a private distributor. This expenditure may be accounted for through the budget for Harrison House, which includes \$3,183 in space rental.

Funding

In FY '94-95, the program received \$51,067 in contract revenue from the State Department of Education. They also received \$13,000 in grant revenue from the same source bringing the total to \$64,967. This is McKinney Act money and originated from the US Department of Education as a pass-through. Of this amount, \$1,720 was budgeted for utilities. Other than this, the budget did not indicate any other building related expenses. The grant for this program runs out in September of 1995 when the program will probably be merged with the

BOSS employment program. However, it is possible that a portion of the new HUD self-sufficiency grant that BOSS has recently received will be used to continue this program.

The program also receives considerable in-kind donations of food from local fast-food franchises including McDonald's, Burger King and Taco Bell. This food is served as pre-class lunch at the Berkeley Adult School program as an incentive for students to attend classes. The program at one time received free short-term bus passes from the City of Berkeley Homeless Coordinator's office, but lately they have had to purchase the passes themselves and spend about \$100 per month on them.

SOCIAL SERVICES

Staff

There are eight persons on staff. The coordinator position is half-time, as are all of the five teaching positions and program assistant position. The outreach worker is one-quarter time. One of the teachers is employed through Berkeley Adult School as part of a collaborative effort that came about as a result of the grant from the State Department of Education. The South County teacher is paid for through the Hayward Adult School. One of the teachers, a health educator, works through the City of Berkeley and is paid for through CDBG funding.

This program is very dependent upon volunteers, perhaps more than any other BOSS program. On average around ten volunteers a week assist as teachers or more commonly as tutors or computer lab assistants. Volunteers currently teach two enrichment courses: African American History and a drama workshop. There are also two student-lead classes in art and Spanish.

Range of Services

Educational services are provided through formal courses, tutoring, labs and workshops both on-site at two of the BOSS emergency shelters and at the Berkeley Adult School. Classes range from specialized enrichment classes to more skills-oriented subjects. Basic computer skills courses are very popular. Many students use the program to obtain their GED.

There are no fees for these services. Students may be encouraged to seek further educational opportunities through the local junior college, Vista College. Students have also been referred to the courses in family literacy and adult literacy at the local library. For some students, this program is their first link to BOSS programs, and some persons have been referred to BOSS's housing programs through their contact with Adult Education.

Incentives are offered to get students to come the Berkeley Adult School program, which runs from 1-4 pm several days a week. Students are offered a free lunch, provided by local fast-food restaurants, if they will stay for classes. They may also be offered free short-term bus passes for the trip to and from the program.

Service Demand

In general, the coordinator is happy with the numbers of students currently making use of the program. Sometimes they have to break their computer lab sessions into shifts because there are not enough computers to go around.

The classes at Berkeley Adult School are very popular and are the largest component of this program. The BOSS classes for homeless adults started at the at the Berkeley Adult School at a time when the school was facing declining enrollment and have helped to boost the enrollment. Sometimes they do not have enough lunches to go around at the Berkeley Adult School if too many students show up.

Students are referred to the program predominantly through word-of-mouth, or through the program's outreach worker. Sometimes BOSS case managers refer clients to the program. The outreach worker visits places where homeless persons are likely to congregate, often soup kitchen lines at churches, and distributes handbills to advertise the program. He also makes presentations at Harrison House meetings to promote the on-site program to residents.

Follow-Up Services

This program does not have a formal follow-up program. However, student participation is often ongoing and long term. Students that are not already making use of other BOSS services are encouraged to do so. The program does hold graduation services for GED graduates.

HOUSING

This program does not provide housing, although it may provide informal referrals to housing services. In two instances, it provides on-site services to individuals residing in emergency shelters.

SERVICE DELIVERY SYSTEM

This program has a lot of community support because, as the program coordinator explains, it represents the hopeful, or "up", side of homelessness. Education helps homeless people to help themselves, whether it be through brushing up on reading and writing skills, learning to use a computer, writing a resume, or learning self-esteem. Students tend to be very enthusiastic about the program. One main reason is that they feel that it will help them become employable. Another reason is that it gives homeless people something to focus on and a goal.

Advantages of This System

BOSS programs have the capacity to treat the whole person, not just one aspect of a person's needs. Homeless people need more than housing to work their way back into the mainstream.

Challenges Facing This System

Sometimes coordination within the growing BOSS umbrella is difficult and communications have not quite caught up with the size and complexity of the organization. Case managers at BOSS programs would ideally refer clients through to the education program to brush up on remedial and job skills. Unfortunately, that doesn't happen enough. Case managers are perhaps overburdened due to cutbacks and do not have enough time to do a lot of individual work with clients. Therefore, the program itself has to do a lot of outreach.

Another problem has been the possible duplication of services due to fragmentation on the part of BOSS programs. Oakland Homeless Project wanted to start its own adult education program rather than have the adult education program that already exists coordinate a program for them. The workers at OHP believed that they would better understand their clients, mentally disabled homeless persons, than would the staff from the Adult Education Program. However, persons from OHP now do come up to the classes at the Berkeley Adult School.

Unmet Service Needs

Given more resources, the coordinator would like to do more outreach in general and perhaps hire another outreach worker. She would especially like to have more outreach and have literacy programs aimed at illiterate or semiliterate adults. In order to reach adults with literacy problems, an educator must first build a relationship with them because illiterate persons will usually try to hide their problem rather than seek educational solutions. This takes specialized outreach. She has found that her clients do not make use of the literacy programs offered through the local libraries.

The program coordinator would also like to see more skills training classes offered. She is especially interested in linking the BOSS employment program with the education component. Most of her students would like to gain or improve skills that will prepare them for the work world.

She would **also** like to see BOSS develop some type of economic development program that could provide BOSS clients with job skills and training. Several ideas might be a cafe or a desktop publishing business. She mentioned Delancey Street as a model. An economic development program might be a long term solution for many of the problems her students face in getting work experience and work skills.

BERKELEY MULTI-SERVICE CENTER (MSC)

PROGRAM

The Berkeley Multi-Service Center provides a variety of services and emergency referrals for homeless people. The facility is not a drop-in center, but is geared towards providing information, direct services and referrals.

The building is centrally located on the corner of Martin Luther King, Jr. Way and Addison Street. Clients enter into a main office where they are greeted by emergency needs counselors. There is a bulletin board with information about resources in the area. Also in the front office is the mail desk where clients can receive mail. There are several back offices for staff and where clients may receive individual benefits, money management and housing counseling.

There are no eligibility requirements to receive services at MSC. Most of the people who use the services are homeless, although some are housed and very low-income. Other programs that MSC works with do have eligibility requirements, however. For instance, MSC does food referrals and intakes for persons wanting emergency food supplies from the Berkeley Food Pantry. To receive food from this program, a person must be a Berkeley resident and have proof of residency (PG&E bill, rental receipt, etc.)

FUNDING

Property Ownership

The property is owned by the City of Berkeley and is used by BOSS free of charge. The total worth of this space use is as yet undetermined. The Multi-Service Center shares this building with the Berkeley Mental Health Court Project and Berkeley Place.

Housing

BOSS pays no rent on this building. BOSS covers maintenance and operating costs only. Maintenance costs for FY'94-'95 were budgeted at \$1,000, although cumulative costs as of May 31, 1995 for this item were \$1,260.76. Five to six years ago, BOSS renovated the building, using its own funds. The building is due to be torn down in 1997.

Services

The total FY '94-'95 net revenue for this program as of 5/31/95 was \$164,416. Sources of revenue for this program include Berkeley CDBG money (11%), the United Way (26%), the County of Alameda Mental Health Department (55%), and receipts (8%). According to the

program coordinator, client receipts go directly back into service provision costs excluding salaries. The CDBG money is used entirely on salaries. The United Way Funding pays for the program coordinator's salary and one-half of the housing advocate's salary.

SOCIAL SERVICES

Staff

There are five staff persons at this location. These include one emergency needs counselors, a program supervisor who is also responsible for benefits advocacy and money management for clients, a housing advocate, a mental health advocate and a person who serves as an emergency needs counselor and runs the mail desk. Only three of these people are responsible for case management duties. These are the program supervisor, the mental health advocate and the housing advocate.

Range of Services

This office is open Monday through Friday from 9 am to noon for drop-in services and 1 pm to 4 pm for appointments only except for Thursdays when the office is closed for a weekly staff meeting. The center has recently had to cut back on its drop-in hours due to budget cuts.

The mail desk serves homeless and marginally housed persons by providing them with a safe place to receive their mail. This is especially vital to persons receiving government assistance checks. The mail desk currently serves about 1,300 persons. Approximately 350-400 people receive SSI or GA checks at this address on the first of every month. The fee for this service is one dollar for the first five months and five dollars per month for every month thereafter. They do not deny anyone services if they are unable to pay.

Emergency needs counselors are always on hand to speak with walk-ins and handle phone inquiries. All persons requesting services must complete an intake process. Emergency needs counselors are able to refer people to other BOSS programs and to outside agencies. They do all of the intakes for the Berkeley emergency shelter, Harrison House. They can help people apply for emergency food boxes from the Berkeley Food Bank. They do a special intake with people who want to apply for this program. They may provide some ad hoc advocacy for individuals. They can give passes to the transport bus or help people with the money to get an identification card. They have some money for client assistance, which they do not advertise.

MSC also has a volunteer-run paralegal program called Pro Per Collective which comes in every Monday to help homeless persons with legal issues. They have helped people with eviction issues, child custody, bankruptcy, etc.

The program supervisor and the mental health advocate together work on a number of related projects requiring case management. They can assist clients with applications for Social Security Disability and/or SSI benefits and other benefits programs. They handle all of the appeals and all of the paperwork and gather medical evidence. They can provide resources and referrals to a number of other mental health organizations. They also run a money management program that acts as a representative payee for Social Security and SSI benefits. They have about 65 clients that are deemed by the Social Security Administration to have a third party manage their funds due to substance abuse problems and 8 or 9 due to being very mentally disabled. They have sliding scale fees for this service. Anytime a person's check goes down because of government cuts or other circumstances, they lower the fee. If a person is housed, they are charged \$9 per month for this service. If a person is in a board and care home, they are charged \$4 per month. If a person is homeless, they are charged \$24 a month. This is because homeless people have less expenses compared to housed low-income people. This money goes directly back into payee service program expenses.

The housing advocate can help individuals find permanent housing. Individuals can enroll in the Shelter Plus Care program through this office. She can also help individuals negotiate with their landlords and has some funds for eviction prevention. Occasionally they have access to hotel/motel vouchers. The housing advocate compiles and distributes verified low-income housing listings. MSC may add another half-time assistant to this program.

Service Demand

There is a high demand for the services that they offer. About 1,300 people currently receive mail through the MSC mail desk. Around 350-400 of these persons show up on the first of every month to pick up their SSI or GA checks from the mail desk. From forty-five to sixty persons per week apply for emergency food supplies through the MSC office. They have 73-74 ongoing clients for their money management program.

Follow-Up Services

Because most of the services at MSC are emergency services, there is really no way to provide follow-up. Some of the services are ongoing, like the payee service and the mail desk. There is more extensive case management involved in the Mental Health Advocacy and money management program, and with the Shelter Plus Care program run by the Housing Advocate. There is a lot of follow-up for the Shelter Plus Care program because clients continue to receive services after they find housing.

HOUSING

This program primarily provides non-residential support services. However, it does help provide housing in a number of different ways.

Emergency counselors provide referrals to the Harrison House shelter and to BOSS's Transitions Program which assists homeless persons in finding permanent, temporarily subsidized housing. This program performs all of the intakes for the Harrison House Shelter.

Clients are not referred directly to transitional housing programs from the Multi-Service Center. BOSS requires that they have stayed at a shelter first so that they can be referred by case managers.

The MSC housing Advocate not only refers clients to affordable housing in the private market, but assists clients in eviction prevention and negotiating with their landlords. She can occasionally provide clients with emergency hotel/motel vouchers. She also assists clients in applying for the Shelter Plus Care Program for subsidized housing with services. One problem with the Shelter Plus Care Program is that if a person is staying in a shelter, they are technically considered "housed" and therefore not eligible. In fact, a person must have been "unhoused" for a number of weeks before they are eligible.

SERVICE-DELIVERY SYSTEM

This program is targeted towards the general homeless population in Berkeley. This program is the first step that many homeless persons take towards achieving emergency and/or permanent housing. This office, beyond providing services, gives them a place to go and talk to someone who wants to help them and is not going to judge them.

Advantages of This System

The component of this system that works most effectively is the staff. Many homeless people become isolated, alienated and suspicious of human contact while living on the street. The human connection is often vital for them. Individuals can use these services whether they are marginally housed, homeless but looking for shelter or persons who prefer to remain on the street.

Overall, the BOSS system works well because it has enough resources to move people beyond shelter to permanent housing. They feel that they are really able to change people's lives rather than simply deal with symptoms. They are able to do a lot of overall service coordination rather than simple case management.

Obstacles Facing This System

Over the last four to five years the homeless population has changed. They see more and more people with serious substance abuse problems. The program supervisor estimates that about 80% of the people that he sees have serious substance abuse problems, particularly alcoholism. This has made him re-evaluate his vision of service provision. People with these problems need different sorts of services, and there do not appear to be the resources to provide them. His staff can spend a lot of time and energy helping a person access vital services, but all it takes is for the individual to go out and start drinking again and all of the hard work is wasted. The program supervisor is concerned about the number of local shops and stores that sell cheap, high-alcohol content malt-liquor and wine. He sees this as contributing to the substance abuse problems of the homeless and at-risk.

Another problem that MSC faces is the amount of time that it takes to process Social Security claims. Sometimes the staff will spend many hours filling out paperwork for a client who will disappear and never return, or return months later and have to start the whole process over again.

Unmet Service Needs

There is a particular need for low-cost substance abuse treatment for homeless persons. Berkeley needs a residential detox program for homeless and low-income people, perhaps a sub-acute residential program akin to Cronin House in South County. At the present time the City of Berkeley Mental Health Department contracts with an organization called Bi-Bett for several bed spaces at a residential treatment center in Diablo Valley. There is one program for homeless people that provides about three beds at a time, and one program for low-income persons living in subsidized housing which provides about three beds at a time. According to the MSC program coordinator, there is generally a long waiting list for these slots. At the current time, BOSS often has to refer Berkeley clients to Oakland programs like First Step.

At MSC they would like to have trained, certified personnel either there or at Harrison House to run substance abuse recovery programs. They had such a person in at one time.

Right now they are not doing representation at administrative law hearings for clients trying to get SSI and disability benefits. They have done this very lengthy process in the past and they would like to do it again if they had more staff.

COMMUNITY ORGANIZING TEAM

PROGRAM

The Community Organizing Team (COT) works with homeless, formerly homeless, and low-income people on projects centered around concepts of team building, empowerment, community building, education, community organizing, leadership development, and collective action. The project strives to impart these concepts to participants as tools to enable them to stay housed and stable as well as become leaders for social change in their communities. The program also intends to eliminate the isolation of homelessness and encourage people to become involved in their community. Staff do not provide case management in this program, but participants may utilize all support services offered by BOSS's various components.

The program is designed to be an ongoing activity for BOSS clients to participate in while they receive support services from one of its 14 programs. There is no limit to the number of people who can join this program; presently, there are approximately 80 participants that work on one or all five of the current projects.

Currently, all BOSS clients are eligible to participate in the program; however, the agency plans to expand memberships to all low-income and formerly homeless people in Alameda County. Most COT participants are active in one of BOSS's homeless family programs. The hours of operation at the Community Organizing Team office are from 10:00 a.m. to 6:00 p.m. Monday through Friday, plus community organizers make weekly shelter visits in the evenings.

FUNDING

Facility Costs

The Community Organizing Team office is located at 1853 Ashby Street, and BOSS pays \$8,880 a year to rent office space. Annual phone, utility, and supply costs are budgeted for approximately \$5,000.

Social Service Costs

Staff salaries, including a program coordinator, three full-time and one half-time community organizers, are budgeted at \$107,280. The sources of revenue for this program include a portion (\$26,938) of a HUD grant (Transitional Housing Program) that was awarded to BOSS's Transitions Project. COT receives a portion of this grant, which consists of McKinney Act monies, because a majority of COT participants are clients at Transitions Project. In addition, COT receives monies from a HUD Stabilization grant (\$53,876) that BOSS was awarded; a \$50,000 foundation grant from the Tides Foundation; and \$11,040 from the County of Alameda, which remain intact after the budget cuts.

SOCIAL SERVICES

As mentioned, this program does not provide case management, basic necessities, or housing services. This program teaches BOSS clients self-sufficiency skills and job-oriented skills such as learning how to organize projects and give demonstrations. The Community Organizing Team focuses on such concepts as leadership development, education, community building, and community organizing, which form the foundation for participants to create social change. Recently, COT staff started holding monthly meetings with all BOSS case managers to discuss problems and successes of recruiting and working with BOSS clients in this newly developed project. The objective of the meetings is for COT staff to build relationships with BOSS line staff and to share information. (See section on Centralized Case Management for more information.)

Community Organizing Team's Objectives

Leadership Development

A process which empowers people to develop and enhance skills, and enables people to take on increasing levels of responsibility and initiative as leaders. This process gives people the opportunity to lead and direct projects and activities.

Education

The educational process is based on a democratic practice by which the program creates conditions for full and equal participation in discussion, debate and decision-making. This process empowers participants to act for social change.

Community Organizing

The strategic process that brings people with a common problem to work collectively to make concrete and tangible changes in societal institutions (BOSS, churches, city council, state and national legislature, HUD, etc.)

Community Building

The process in which people break their isolation by building and maintaining supportive networks; this includes peer support groups, recreational and educational activities, social events, and cooperatives, etc.

An example of a Community Organizing Team project is the Speaker's Bureau. This project was conceived by a COT participant and the objective is to conduct public seminars that dispel the myths and educate the public about the issues of homelessness. Thus far, the Speaker's Bureau has spoken at elementary schools and at the University of California, Berkeley. COT

staff assist participants with content and curriculum development and teach participants how to conduct library research. This project also enables participants to develop public speaking skills. The presentations consist of a question-and-answer panel.

The Community Organizing Team also has developed a project that involves lobbying on behalf of welfare recipients. The grassroots action to stop legislative cuts on GA, SSI, and AFDC is a comprehensive strategy that involves voter education, letter writing campaigns, and testimonials in which constituents have protested the cuts of federal aid. For instance, COT participants held a phone conference with Senator Feinstein to discuss welfare reform.

COT has also developed an agency-wide newsletter, which is created by participants, to improve the flow of information within all BOSS components and help instill a sense of community.

Follow-Up

There is a built-in follow-up mechanism in this program as participants remain active in this program after they obtain independent housing. However, there is not formal system to track former clients.

HOMELESS EMPLOYMENT PROGRAM

PROGRAM

Until July 31, 1995, The Homeless Employment Program (HEP) had two primary functions: to provide employment services to homeless General Assistance (GA) recipients in Alameda County, and offer employment opportunities through its enterprise development subprograms. However, due to Alameda County budget cuts, the GA program will no longer be funded.

Originally, pre-employment, employment, and post-employment services were offered to GA recipients. Participants in the GA program were offered employment and support services that are essential to breaking the cycle of unemployment and homelessness. Participants had access to other BOSS program components and were encouraged to utilize its support services, including housing assistance, case management services, drug and alcohol counseling, and other peer support groups.

HEP contracted with Alameda County to provide comprehensive employment services to GA clients for eight weeks, and county agencies referred clients to HEP. Participants were also recruited from BOSS shelters who had been participants for 30 days. In 1994, HEP enrolled over 650 participants, 481 of whom completed the employment workshops. Over 50 percent of the participants who completed the eight-week program obtained employment.

FUNDING

One HEP site was located in the same building as the Oakland Homeless Program, which is located at 1820 Jefferson Street. The second HEP facility is located in Hayward at the same site as the South County Homeless Project, which is located at 258 West A Street. The Oakland property is owned by Alameda county and BOSS's leases the space for \$1 a year. The enterprise development subprograms are run out of BOSS's Multi-Service Center; detailed subprogram budgets are pending at this time.

SOCIAL SERVICES

In the GA program, clients were offered comprehensive employment services, which include individual counseling and employment workshops. The workshop provided job search assistance; training referrals and job placement; pre- and post-employment counseling.

Stabilization services were also available to participants, which are key elements in assisting homeless individuals in obtaining and maintain employment. Stabilization services included access to emergency shelter, food, clothing, transportation, mental health counseling, benefits counseling and advocacy, and housing advocacy.

Enterprise Development Subprograms

In 1992, HEP began establishing enterprise development programs that provide paying jobs for program participants. These programs were developed to enable clients to obtain job experience. Workers in Graffiti Masters, Clean Streets, and Streetscape are paid between \$7.57 - \$8.65 an hour, and most positions are short-term (six-month) and provide on-the-job training. These subprograms are also up for bid this summer.

Workers who are capable of performing physical work and meeting the responsibilities of maintaining a job are referred to the subprograms by BOSS case managers. In addition to providing needed income to BOSS participants, these jobs serve as "stepping stone" employment opportunities for GA clients looking for permanent employment. The "stepping stone" jobs generate self-esteem and critical re-introduction into the work force for those who have been unemployed a long time, according to the program coordinator. Furthermore, since these jobs are visible to the community at large, businesses, city officials, residents, they help to develop positive attitudes towards homeless people.

Workers in BOSS's enterprise development programs have access to the agency's support services and its network of community service providers, which helps them to sustain employment with BOSS and successfully move on to other jobs when their short-term contract is completed.

HOUSING

HEP also links clients to housing services. HEP clients have access to BOSS housing listings and may apply for financial housing assistance, as well as receive direct assistance from BOSS's housing advocate. Housing services are offered off-site at BOSS's Multi-Service Center and Transitions Project. Thirty percent of GA participants were using these housing services, and 85 percent of enterprise development workers utilize these services.

SERVICE DELIVERY SYSTEM

GA Program

All participants were assessed to determine the individual's level of job readiness. This assessment was necessary to place the participants in the appropriate phase of the employment program. Assessment profiles indicated the levels of literacy and education, work history, skills and experience, interests, and aptitudes.

The job workshop covered both topics related to individual issues and necessary job skills, and also offered peer support groups and a Job Club. The workshops discussed reality training (responsibilities of performing a job); how to prepare one's self physically; how to get through the first day; building up self-esteem; identifying skills; motivation; role modeling; the importance of time management; how to cope with substance abuse and work; and general job

stress. Communication skills, interview techniques, and identifying participant skill areas were also reviewed in the workshops.

The first three days of the eight-week workshop were devoted to addressing the issues of why participants became homeless; why their current situation isn't working; and what they can do to make a change in their lives. According to the program coordinator, many clients think the first couple of days of addressing the basic issues of homelessness is as important as learning how to write a resume and pursuing job opportunities. In the second part of the workshop, efforts were focused on showing participants that jobs do exist and staff members share success stories of HEP graduates.

Participants had access to job listings that the program staff have screened. Staff prepared individual job descriptions on separate pieces of paper that include additional information, rather than simply providing clients with newspaper classified sections. According to the program supervisor, this presentation process made participants more confident about pursuing job leads because psychologically it is less intimidating to apply for a job when the ad is specifically prepared for HEP participants rather than responding to a newspaper ad.

The peer support groups enabled participants to compare experiences and identify self-defeating and self-validating feelings in a non-threatening environment. These groups were beneficial to participants because they listened to the feedback from their peers who are going through the same process.

The Job Club, which met weekly, consists of four sections: self-esteem and motivation; resume writing; job search tips and strategies; and video-taped interview techniques. According to the program coordinator, the dual conditions of homelessness and unemployment frequently produce or reinforce emotions that make it difficult to become employed. Typical emotional side-effects are depression, low self-esteem, lack of motivation, and apathy from constant rejection. It is believed that the workshops, Job Club, and support groups were essential to program and client success.

Post-employment services included one-on-one job coaching and support. Employer expectations were reviewed, such as standards of behavior on the job and the importance of timeliness and attendance. Newly employed clients were encouraged to attend job support groups so that job experiences and self-doubts could be shared in a mutually supportive environment. These clients were also given food vouchers for lunch, assistance for transportation and in obtaining tools and uniforms. After thirty days of employment, participants received free tickets to local entertainment and sporting events.

Advantages of this System

The most effective component of HEP is that it encouraged and enabled clients to become self-sufficient. In addition, its ability to provide paying jobs to clients was also a critical component to clients' success as they could earn income and leave the program with more experience and skills.

Another distinction among BOSS's employment program was that it is open to all homeless and low-income people, even if they weren't receiving GA or in another BOSS program. According to the program supervisor, prospective participants weren't forced to go through hoops of proving they are homeless, etc., as many other employment programs require. HEP, and BOSS as a whole, tries to eliminate barriers to service provision. For example, the first day of the workshop, clients are able to receive listings without requiring them go through a lengthy process or attend the workshop for a minimum amount of time before they are given employment listings.

Obstacles Facing the System

According to the program supervisor, lack of funding is the program's largest obstacle. As of July 31, 1995, HEP will no longer receive funding by Alameda County and will discontinue providing employment services to homeless GA recipients in Alameda County.

Unmet Service Needs

- * Increase the level of training for jobs that provide future opportunities.
- * Provide additional housing services directly linked to the workshop. (The program supervisor used CETA as an example. As an incentive to participants, ideally an employment program should provide housing subsidies, such as Section 8 vouchers and certificates, to those participants who obtain employment while in the program. Some participants would receive stipends for working at a particular job as they learn and develop skills.