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**Summary of Community-Based Internships
with Homelessness Programs in Berkeley**

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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
Institute of Urban and Regional Development
Bay Area Community Outreach Partnership Center

Background¹

Homelessness has been increasing in the United States since the early 1980s. Homeless individuals are now estimated to comprise between 1 percent and 1.5 percent of the total population in urban areas. In Berkeley, a recent survey has concluded that there are approximately 1,200 homeless people, 1.14 percent of the total population of 105,000 residents. The fastest-growing segment of the homeless population nationwide is homeless families. In the Bay Area the number of homeless families has increased by 23 percent between 1992 and 1994. Compounding this growing social problem is a lack of available shelter space. For example, in 1993, 10,000 people per month were denied access to shelters in Alameda County because the shelters were full (Homebase, 1994).

Homelessness in Berkeley is a growing problem despite the success the City and its community agencies have had in obtaining funding. According to the *Berkeley Homeless Continuum of Care Plan*, the City of Berkeley (FY 1997-98) has allocated \$4.9 million towards homeless services through the Community Development Block Grant and the Emergency Shelter Grant. Nevertheless, an interdepartmental team from Health and Human Services has delineated six reasons why previous approaches to serving the homeless population have floundered. These reasons are:

1. A highly mobile and fluid homeless population
2. Significant service gaps and a lack of affordable housing
3. Insufficient funding for comprehensive service delivery and supportive housing
4. Multiple funding sources with mandates which are difficult to coordinate
5. Lack of legislative and/or fiscal incentives to provide homeless services
6. Community resistance to the siting of services

What Is Being Done?

The Bay Area Community Outreach Partnership Center (BACOPC), created in 1994, is a consortium of three Bay Area universities -- the University of California at Berkeley, San Francisco State, and Stanford University. It has been funded for three

¹Background information acquired from Jonathan Prince's "Evaluation Plan for the Homeless Outreach Team." 1998.

years by the Office of University Partnerships of the U.S. Department of Housing and Urban Development.

BACOPC was instrumental in helping homeless provider organizations in the city of Berkeley to improve program evaluation and information management capabilities. These services helped to facilitate collaboration between the City of Berkeley, the University of California at Berkeley, and local human service organizations to improve the services provided to homeless individuals. Through BACOPC, the Institute of Urban and Regional Development created multi-faceted approaches to improving plans and programs that address homelessness in Berkeley.

Jonathan Prince, a M.S.W. student at U.C. Berkeley, set up an evaluation plan to measure the effectiveness of the Berkeley Mental Health's Homeless Outreach Team (HOT) projects. HOT targets service-resistant homeless individuals who do not have the level of functioning, motivation, or knowledge necessary to access needed services on their own (Prince, 1998). In working towards linking homeless individuals to services, HOT collaborates with Berkeley citizens and community-based organizations including shelters, medical clinics, and the police department. HOT also addresses longer-term client improvement in areas such as money management, substance abuse treatment, mental health services, and stable housing through intensive follow-up.

HOT's main objective is to refer homeless clients to the following services/systems when they are needed to prevent more disabling or chronic outcomes:

- 1) Emergency/Crisis Intervention
- 2) Medical Inpatient/Outpatient Services
- 3) Psychiatric Inpatient/Outpatient Services
- 4) Alcohol/Drug Treatment
- 5) Shelter
- 6) Temporary Housing
- 7) Permanent Housing
- 8) Welfare Benefits
- 9) Job Training/Development
- 10) Legal/Advocacy Services
- 11) Law Enforcement/Judicial and Penal Systems

Throughout his evaluation, Prince was particularly concerned with the following questions: How well does HOT accomplish the goal of connecting homeless individuals to the community resources listed above? How could HOT systematically measure its social effectiveness? In order to pursue this inquiry, the first question was broken down into three more specific questions:

1. How many homeless individuals are connected to services through outreach efforts? What are these services? Which services are easily accessible? What resources are limited?
2. How many homeless individuals progress in their stated service objectives and improve their functioning through connection with services? Which objectives are being met? How does the level of functioning change over time?
3. Which efforts by outreach workers are effective in connecting clients with services?

Prince attempted to answer these questions by interviewing key stakeholders. These included the Homeless Policy Coordinator, Director of Health and Human Services, U.C. Berkeley Community Affairs Office, Manager of Mental Health, Planner for Mental Health, and Berkeley Police Department, just to name a few.

In the evaluation plan, Prince has established a set of measures and procedures for studying program effectiveness. The dependent variable is outcomes, or accomplishment of client-service objectives and improvement/change in functioning. The independent variables are utilization of community resources and homeless outreach interventions. His hypothesis is that clients who access more community resources through outreach efforts will show greater accomplishment of service objectives and improvement in functioning when compared to homeless individuals who access fewer services (Prince, 1998). (See Notes on Methodology.)

In addition to the evaluation of HOT, Alfred Round, a graduate student in the Department of City and Regional Planning at U.C. Berkeley, helped coordinate the development of an electronic database for the HOT Team and the City of Berkeley. This allowed them to maintain current and accurate records of all their homeless clients. In order to determine the information needs and information currently collected, Round interviewed the program supervisor for the HOT Team, the Manager of Mental Health, Management Information Services Manager of the Mental Health Division, and the

Homeless Policy Coordinator. Further evaluation was done out of the need for both ad hoc and programmed reports. Documentation of the database, training of staff in data entry, and database management were also included in the project.

A third program initiated by BACOPC, through the Institute of Urban and Regional Development was the Telegraph Avenue Research Project (TARP). The Telegraph Avenue Research Project, coordinated by Carrie Graham and at U.C. Berkeley's Institute for the Study of Social Change and Fried Wittman, is interested in the relationship between the availability of alcohol, such as fortified wines and malt liquor, and street drunkenness among the homeless population in Berkeley. TARP collected data on the availability and price of fortified wines and malt liquors in seven stores in Berkeley (five along Telegraph Avenue between Parker and Bancroft and two in the McKinley-Allston-Addison-Grant Neighborhood Association area) and compiled store profiles. TARP discovered that 30 percent of all alcohol stock in the stores was malt liquor.

In addition, TARP members interviewed homeless outreach workers such as the HOT Team, Mobile Crisis Team, and Health and Human Services. TARP was particularly interested in the types of fortified wines and malt liquors that were bought and consumed by homeless clients. They discovered that of the homeless who buy alcohol, the majority prefer inexpensive malts/beers in 40 oz. containers that are usually priced between \$1.89 to \$2.65 each.

TARP is also busy setting up an Alcohol Sensitive Information Planning System (ASIS) with the help of a geographical information systems program. They are hoping to analyze the location of alcohol- and drug-related police calls involving homeless individuals during the summer of 1997.

Finally, TARP is planning to make recommendations to HOT, the City of Berkeley, and the Mobile Crisis Team so that they can improve their services. Recommendations to be made include setting up detoxification services, establishing homeless treatment programs and sober housing, as well as encouraging the City of Berkeley, the HOT Team, and the Mobile Crisis Team to keep better documentation of their homeless clients' records.

Malo Hutson, a graduate student in the Department of City and Regional Planning at U.C. Berkeley, coordinated the Homeless Youth Arts Program for the Chaplaincy to the Homeless. The Homeless Youth Arts Program had three main objectives. (1) build

unity and understanding between the Telegraph/Southside community and the University of California at Berkeley; (2) teach art skills to homeless youth and U.C. Berkeley students through the work of skilled professionals; and (3) establish institutional linkage between the University of California and homeless youth in hopes of providing them with the critical resources needed to help them out of their situation.

The Art Program for homeless youth was a 12-week program in which homeless youth met at the First Presbyterian Church in Berkeley every Tuesday from 5-8 p.m. to work on various art projects or to have personal dialogues. The art projects consisted of leather working, silk screening, clay sculpting, painting, and a mural workshop. The personal dialogues enabled the youth to discuss issues that were pertinent to them and were held during the first six weeks of the program so that the Chaplaincy staff could assess their needs. These workshops included topics like police brutality and harassment, body piercing, tattooing, and the need for a homeless youth drop-in center in the Telegraph/Southside area.

The youth that participated in the program ranged from ages 13 to 25. They were originally from all parts of North America, such as Alaska, Las Vegas, Tennessee, and Montreal. During the program many of the youth claimed that societal problems such as broken families, mental, sexual, or physical abuse, socioeconomic problems, and alcohol/substance abuse were key factors as to why they are homeless and living on the streets. By the end of the program, many youth had obtained various information on where to get health and shelter services, how to obtain a G.E.D., and find a job, just to name a few.

Finally, the last program that attempted to address homelessness in Berkeley was the Berkeley Shelter Plus Care Program, through the Department of Health and Human Services. This was coordinated by Anthony Harris, a student at San Francisco State University. As the Shelter Plus Care Program volunteer coordinator, Harris matched homeless clients with volunteers to assist in the client's housing search. He did this by placing ads in local newspapers to recruit volunteers and registered the Shelter Plus Care Program with local volunteer agencies. Harris was also responsible for explaining to all new volunteers their role in the organization and conducting the new volunteer orientations. During orientation, volunteers were given information about the Shelter Plus Care Program and were matched with Shelter Plus Care clients.

Homeless clients and their volunteers were provided with up-to-date housing lists every week during their housing search. In addition, once clients and volunteers were conducting their housing search, they were monitored periodically to ensure that the client was being properly served. This was done by checking in with clients and the clients' case manger.

METHODOLOGY²

Subjects

32 service-resistant homeless clients and any other homeless individuals which HOT can locate. The majority of the 32 people have been homeless for at least 5 years.

Procedures

HOT staff will assist subjects in completing self-report measures of service objectives and recent use of the 11 community resources. Immediately following this self-report, staff will rate the severity of subject's mental and physical health problems. These self- and staff-report measures will be repeated during the follow-up with clients to assess change over time. Measures will be administered every three weeks over the next six months. Only clients who sign a standard consent form will be allowed to participate in this study.

Measures

Outcomes: This variable contains two components. The first is attainment of service objectives, which will be measured using the Target Outcomes Assessment (TOA), developed by the Larimer Outcomes Project Committee (Larimer Mental Health Center, 1997). The second outcomes component is change in functioning, which will be measured using the Functional Assessment Rating Scale (FARS) (adapted from the Colorado Client Assessment Record by Ellis, Wackwitz: & Foster, 1991).

Utilization of Community Resources and Outreach Interventions: This survey has been termed the Community Resource Utilization Survey (CRUS). It contains four basic demographic questions, two questions regarding current and past use of community services, and one (three-part) question concerning the referral process. This questionnaire was designed for this study and no reliability or validity data is available.

Bibliography

- City of Berkeley. 1998. Berkeley Homeless Continuum of Care Plan (Draft).
Graham, Carrie. 1998. Personal communication. February.
Prince, Jonathan. 1998. Evaluation Plan for Homeless Outreach Team.

²Prince, 1998.