



London Breed, Mayor

Department of Human Services  
 Department of Aging and Adult Services  
 Office of Early Care and Education

Trent Rhorer, Executive Director

**MEMORANDUM**

TO: HUMAN SERVICES COMMISSION

THROUGH: TRENT RHORER, EXECUTIVE DIRECTOR

FROM: JOAN MILLER, DEPUTY DIRECTOR  
 JOHN TSUTAKAWA, DIRECTOR OF CONTRACTS *Ju*

DATE: FEBRUARY 8, 2019

SUBJECT: NEW GRANT: **ALTERNATIVE FAMILY SERVICES (NON-PROFIT)** TO PILOT AND IMPLEMENT AN EMERGENCY PLACEMENT PROGRAM FOR FOSTER YOUTH

GRANT TERM: 3/1/19- 12/31/20

TOTAL AMOUNT:	<u>Total</u>	<u>Contingency</u>	<u>Total</u>		
	\$1,958,862	\$ 195,886	\$2,154,748		

  

ANNUAL AMOUNT:	<u>FY 18/19</u>	<u>FY 19/20</u>	<u>FY 20/21</u>		
	\$368,778	\$1,059,681	\$520,403		

  

Funding Source	<u>County</u>	<u>State</u>	<u>Federal</u>	<u>Contingency</u>	<u>Total</u>
\$1,958,862	\$1,958,862			\$ 195,886	\$2,154,748
PERCENTAGE:	100%				100%

The Department of Human Services (DHS) requests authorization to enter into a new grant agreement with Alternative Family Services (AFS) for the time period beginning March 1, 2019 and ending on December 31, 2020, in the amount of \$1,958,862 plus a 10% contingency of \$195,886 for a total not to exceed amount of \$2,154,748. The purpose of this grant is to pilot and implement an emergency placement program for child and youth entering foster care.

**Background**

In 2017, through Assembly Bill 403, the California Department of Social Services instituted comprehensive policy changes for placement and treatment options for California youth in foster care. This policy change, known as the Continuum of Care (CCR) Reform, is based on research that supports the belief that when children are not able to remain with their birth parents, providing a family, home-based structure enables youth to develop more successfully, thus improving outcomes for them. A primary goal of CCR is that children should not remain in group living environments. To comply with CCR, FSC must phase out the operation of the Child Protection Center (CPC) at the Edgewood campus. While the CPC is still operational, two systems will be piloted, evaluated, and then

fully implemented this spring. The first is the AFS pilot before you today for approval that will provide family care through emergency resource families for children with no identified special needs or disabilities. The second initiative will be serving high needs children through Short-Term Residential Treatment Programs (STRTPs) and coordinated care, which will be provided by a collaborative of community partners led by Seneca Family of Agencies. We hope to present this grant to the Commission soon for approval.

### **Services to be Provided**

AFS will develop, implement, coordinate, provide and support emergency short-term placements for children in immediate need of out-of-home care with resource families. AFS will do this by partnering with up to 10 resource families at any time, each with minimum one room dedicated to taking in foster youth under this pilot. The San Francisco Emergency Placement Collaborative (EPC) is an emergency shelter program designed to provide a minimum capacity of ten immediate placements within approved and licensed Intensive Services Foster Care (ISFC) approved resource family homes. AFS will provide capacity to 'flex up' to 18 beds if needed.

AFS has identified specific resource families who, for a monthly reservation fee, will be available within a two-hour timeframe (30 minutes during after-hours) to respond to an emergency placement need from FCS. AFS will recruit and provide training for all families; as well as maintain all legal and placement agreements with participating resource families. The placements are designed to be very short term, in most cases, less than 72 hours. An AFS staff member will be available 24/7 to coordinate placement details upon referral and an AFS staff member will also be present to greet the child at the home of the resource family.

AFS will provide 24/7 crisis management to the families and intensive case management to all children.

It is planned that the EPC will begin the pilot program at half capacity for the first three months of the grant and move to full capacity when the CPC closes. The Department and AFS will be monitoring capacity of the program closely to ensure maximum use of foster care placement funds.

### **Location and Time of Services**

Services can be anywhere in or near San Francisco where children are located and in the homes of approved Resource Families.

### **Selection**

The San Francisco Administrative Code allows for a sole source for pilot projects for up to 24 months. Grantee was designated as a sole source because AFS is one of the two Foster Family Agencies (FFA) operating in San Francisco and the only one with the fiscal and programmatic capacity to pilot this program. The other FFA is Trinity Foster Family Services of the Bay Area. They are fully involved with the program as a sub-contractor and will be providing at least one of the homes after the initial pilot period.

It is the Department's intention to competitively bid this program in FY 19/20 before the close of the pilot period.

### **Funding**

Funding for this grant is provided by local City General funds. An additional \$418,630 will be provided outside the grant agreement through foster care placement funds.

### **ATTACHMENTS**

Appendix A-Services to be Provided

Appendix B-Calculation of Charges

**Appendix A – Services to be Provided**  
**Alternative Family Services**  
**Emergency Placement Collaborative (EPC)**  
**March 1, 2019 to December 31, 2020**

**I. Purpose of Grant**

The purpose of this pilot program is to develop, implement, coordinate, provide and support up to 10 emergency short-term placements for children in immediate need of out-of-home care with resource families. The San Francisco Emergency Placement Collaborative (EPC) is an emergency shelter program designed to provide a minimum capacity of ten immediate placements within approved and licensed Intensive Services Foster Care (ISFC) approved resource family homes. The goal of the program will be to provide immediate emergency placement for foster children who have no identified special need or disability in family care, in alignment with the goals of CCR.

**II. Definitions**

BFFS	Back up Fee for Service Homes
CCR	Continuum of Care reform outlined in Assembly Bill 403, based on research that indicates family care is essential for foster children to develop successfully and improve outcomes.
CARBON	Contracts Administration Reporting, and Billing Online, the online billing system used by HSA
CCL	Community Care Licensing, a division of the California State Department of Social Services.
CPM	Core Practice Model
CFT	Child and Family Team Meetings
EPC	Emergency Placement Collaborative
FFA	Foster Family Agency
FCS	Family and Children’s Services Division, Human Services Agency
Grantee	Alternative Family Services
HSA	Human Services Agency, City and County of San Francisco
ISFC	Intensive Services Foster Care
Resource Family	California caregivers who provide out-of-home care for children in foster care
PSW	Protective Services Worker

**III. Target Population**

San Francisco children 0-18 who have been removed from their families by FCS due to abuse and/or neglect and are in need of immediate out-of-home care with a resource family. All referrals will come from FCS. At time of referral, FCS and Grantee will vet all referrals to ensure child meets target population as defined by the criteria below.

Eligibility criteria: Placement will not be appropriate for children whose recent clinical presentation includes:

- A. History of fire setting
- B. Active and current substance issue with risk for physical withdrawal symptoms
- C. Physically aggressive/danger to others
- D. Actively suicidal/danger to self
- E. A threat to family/community
- F. Weapons possession
- G. Psychosis, Acute mental health issues
- H. Sexual abuser/any child who poses a substantial security or safety risk to themselves and Resource Family
- I. History of significant property destruction
- J. Medically Fragile
- K. Non-Ambulatory
- L. Intellectual or developmental disability that significantly interferes with the ability to perform ADLs (activities of daily living) or ability to take direction.

If disagreements arise, final decision on youth and child placement to be made by FCS respective program directors.

#### IV. Description of Services

**Timeline: Pilot period is expected to be March 1, 2019 through June 30, 2019 with full implementation expected by July 1, 2019.**

- A. Develop and maintain adequate emergency resource home capacity by creating and maintaining a large and flexible pool of San Francisco-based families. AFS will provide capacity for a minimum of 10 beds but have the availability to 'flex up' to 18 beds if needed. AFS will retain all documentation legally required by CCL. The majority of these beds are to be in San Francisco or close proximity, such as South San Francisco, Daly City and Pacifica. If outside the direct area, FCS Program Director is required. AFS agrees to all transportation under those conditions, to be provided within timeframes outlined below. All placements are to be made based on the needs of the child.

##### 1. Availability homes

- a. These primary resource family homes will meet ISFC training requirements and specialized emergency shelter training requirements. These homes will be on-call 24 hours per day/7 days per week. Homes will be selected according to their ability to work with a diversity of children and youth, presenting a wide range of behaviors. Availability homes may be AFS certified resource families or other participating FFAs.
- b. To be eligible for program, all homes must have at least one stay-at-home parent to be available when child is in placement. Parents must be able to:
  - Be reachable 24/7 via cell phone while on duty
  - Be available for placement: within 30 minutes 8 pm to 8 am, Monday to Friday; within 2 hours 8 am to 8 pm, Monday to Friday; and within 30 minutes on holidays and weekends.

- Agree to all necessary transports (school, therapy, medical/dental, court, visitation).
  - Obtain medical clearance if placement continues beyond 14 days, or if necessitated by urgent medical needs that arise during placement.
  - Meet all supervision needs of child unless otherwise approved time away.
  - Attend regular AFS Support/Training meetings as needed. If family misses due to child related supervision commitments, AFS can train individually.
- c. Average length of stay is predicted to be up to 72 hours; however children may remain in home for up to 30 days at discretion of FCS.
- d. Rooms will be approved for a minimum of one child, but under certain circumstances, may be approved for two or more children.
- e. Overall capacity during full implementation will include (at a minimum) (*Pilot rooms will be brought on line as they come available*)
- 1 room for 0-2 year old infants (this includes crib in foster parent room)
  - 7 rooms for 3-17 year olds (this includes as broad a spectrum age, language, race, gender as possible)
  - 1 room for 3-17 year olds (Spanish speaking clients)
  - 1 room for large sibling groups (three or more siblings)
- f. Active available families may not refuse a placement that meets the target population criteria unless the safety of the household is endangered.
- g. If a child can no longer be maintained at this level of placement, AFS will contact FCS on a case by case basis to arrange for placement change. AFS can move an emergency placement and inform FCS of the move.

## **2. Backup Fee For Service (BFFS) Homes**

- a. These secondary homes will constitute a waiting list of resource families to accept emergency placement when "Availability Homes" take vacation or become unavailable. BFFS homes may also be activated when Availability homes reach capacity.
- b. All BFFS homes receive both ISFC and Shelter training from Grantee.
- c. When activated, meet all the parental requirements of Availability homes.
- d. When utilized, BFFS homes will receive an Augmented Emergency Placement Fee of \$160 per day. Once activated with a placement, BFFS homes maintain same responsibilities as Availability homes

## **3. Collaborating FFAs**

At FCS direction, contractor may include resource family homes from other Foster Family Agencies. All included homes must meet state licensing requirements and all requirements specified in this Agreement. All fees due to this externally utilized Foster Family Agency except for the payment to that agency for actual nights of care will be negotiated between that agency and contractor and will come from the Contractor's funds under this agreement. Placement of children into the externally utilized Foster Family Agency will be made directly by FCS to the externally utilized Foster Family Agency. Payment to the externally utilized Foster Family Agency for actual nights of care for foster children will be made directly by FCS to the externally utilized Foster Family Agency.

B. Training

AFS will provide both Availability and BFFS homes with 1) Training that meets ISFC requirements for families who are not already ISFC approved and 2) Training specific to specialized emergency shelter. AFS will provide regular support and training meetings. Families approved for infant care will be required to go through the SF County infant care training program prior to infant placement. AFS will provide both AFS and Non-AFS families with ISFC and Shelter training on an ongoing basis

C. Referral process

1. FCS staff will contact an AFS ESC Program Director when a child is in need of placement. AFS team to be available **24 hours a day/7 days a week/365 days** per year to receive call.
2. AFS will identify and contact available resource family and send FFA emergency/intake placement staff to the home for the placement transfer.
3. FCS will provide all placement paperwork to AFS

D. Case Management/Crisis Intervention

1. AFS Case Managers will provide intensive case management services with families caring for emergency shelter children including:
  - a. Placement stabilization and transition planning services
  - b. Crisis response and referral services.
  - c. CFT meeting participation when appropriate
  - d. Client documentation information/reports/documents as requested in order to facilitate a smooth transition both to the AFS emergency home and the next placement.

E. Other:

1. AFS worker will meet FCS staff at SF General Hospital to stay with and supervise a child who needs medical attention from 8pm-8am Monday to Friday, and weekends and holidays, as needed.

2. Case Managers will meet with families within 24 hours of placement (assuming child is still in placement) and be available to resource families 24 hours a day/7 days a week.

#### **V. Grantee Responsibilities**

- A. Ensure that all known or suspected instances of child abuse and neglect are reported as required by law. Employees are mandated reporters for suspected child abuse or neglect.
- B. Report significant incidents immediately including but not limited to mental health crises, incarcerations, and hospitalizations and work as necessary with FCS to ensure appropriate assessment and intervention.
- C. Follow FCS runaway/AWOL procedures.
- D. Grantee will ensure all confidentiality requirements regarding client information are maintained.
- E. Grantee is responsible for collecting and managing client data in a secure, encrypted database and must be able to accurately report on services provided.
- F. Ensure all employees are TB tested and retain information on tests in their personnel files.
- G. Provide culturally and linguistically competent services to meet the diverse needs of San Francisco families.
- H. Be familiar with FCS practices and policies such as the California Core Practice model. Information on the CPM can be found here: <http://calswec.berkeley.edu/California-child-welfare-core-practice-model>.
- I. Conduct criminal background checks/fingerprinting on all employees interacting with clients and arrange to receive subsequent criminal notifications if the employee is convicted of a crime during the time of his or her employment.
- J. Ensure all legal and placement agreements between AFS and all participating Resource Families are completed, signed and documented.

#### **VI. HSA Responsibilities**

- A. HSA is responsible for all referrals and provided medical release for treatment through City Form 107
- B. Initiate, schedule and facilitate regular meetings with Grantee during pilot period to refine, develop and evaluate model.
- C. Ensure all placements meet placement eligibility requirements
- D. Provide alternative placement resource for clients whose behavior escalates outside program eligibility parameters within 12 hours of notification

#### **VII. Service Objectives**

During the term of the grant, Grantee will report on progress towards achievement of the following service objectives. Service Objectives are annual goals unless specified.

- A. Accept all referrals within agreed time frames; except if referral does not meet agreed upon eligibility criteria
- B. Be available 24 hours a day/7 days a week/365 days per year
- C. Maintain 10 child capacity for emergency placement.

#### **VIII. Outcome Objectives**

- A. Place 100% of children referred within agreed on time frames

- B. Maintain children successfully in placement until more permanent placement is secured.

**IX. Grantee Reporting Requirements**

- A. Grantee will provide daily occupancy report to FCS Placement staff, with both child information and number of available beds.
- B. Grantee will track the time calls were received by FCS for placements, and the time a child/youth is transferred to AFS custody.
- C. Grantee will provide monthly reports for the number of referrals received and completed. Grantee will submit monthly reports on CARBON by the 15<sup>th</sup> of the month following the end of the reporting period.
- D. Grantee will submit quarterly reports on CARBON. The report will include, but not limited, to a summary of progress towards achieving grant activities per the reporting period as well as cumulatively for the grant year to date, for each service and outcome objective listed in Section IV, Description of Services; Section VII, Service Objectives; and Section VIII, Outcome Objectives.

Quarterly reports are due 15 days after the close of the reporting period.

Quarterly reports will capture progress toward identified numerical and outcome objectives as well as challenges and successes during pilot and implementation phase.

Grantee will maintain supporting documentation for reports.

- E. Grantee will submit a Final Report covering the term of the agreement. This report shall provide cumulative results for each objective as outlined above. The final cumulative report is due no later than 30 days from the end of the term of the agreement.
- F. Quarterly and Annual Reports will be entered into the CARBON System. For assistance with reporting requirements or submission of reports, contact:

Tracy Burris, Program Director  
Family & Children's Services  
[Tracy.Burris@sfgov.org](mailto:Tracy.Burris@sfgov.org)

Johanna Gendelman, Contract Manager  
Office of Contract Management  
[Johanna.Gendelman@sfgov.org](mailto:Johanna.Gendelman@sfgov.org)

**X. Monitoring Activities**

- A. Program Monitoring: Program monitoring will include a review of documentation to demonstrate completion of service and outcome objectives. Program monitoring may also include surveys and interviews with clients, county social workers, and other service providers regarding their experiences with the program's services.
- B. Fiscal Compliance and Contract Monitoring: Fiscal monitoring will include review of the Grantee's organizational budget, the general ledger, quarterly balance sheet, cost allocation procedures and plan, State and Federal tax forms, audited financial statement, fiscal policy manual, supporting documentation for selected invoices, cash receipts and disbursement journals. The compliance monitoring will include review of Personnel Manual, Emergency Operations Plan, Compliance with the Americans with Disabilities Act, subcontracts, and MOUs, and the current board roster and selected board minutes for compliance with the Sunshine Ordinance



	A	B	E	H	K
1	<b>HUMAN SERVICES AGENCY BUDGET SUMMARY</b>				Appendix B, Page 1
2					2/13/2019
3	<b>ALTERNATIVE FAMILY SERVICES, INC.</b>				
4					
5	(Check One) New <input checked="" type="checkbox"/> Renewal <input type="checkbox"/> Modification <input type="checkbox"/>				
6	If modification, Effective Date of Mod.		No. of Mod.		Term
7	Program: Emergency Placement Collaborative (EPC)				3/1/2019-12/31/2020
8	Budget Reference Page No.(s)	Emergency Placement Collaborative	Emergency Placement Collaborative	Emergency Placement Collaborative	TOTAL
9	Program Term	3/1/2019-6/30/2019	7/1/2019-6/30/2020	7/1/2020 - 12/31/2020	3/1/2019 -12/31/2020
10	Expenditures				
11	Salaries & Benefits	\$143,997	\$430,004	\$215,996	\$789,996
12	Operating Expense	\$168,129	\$491,458	\$245,225	\$904,811
13	Subtotal	\$312,126	\$921,461	\$461,220	\$1,694,807
14	Indirect Percentage (%)	15%	15%	15%	
15	Indirect Cost (Line 13 X Line 14)	\$46,819	\$138,219	\$69,183	\$254,221
16	Capital Expenditure	\$9,834			\$9,834
17	Total Expenditures	\$368,778	\$1,059,681	\$530,403	\$1,958,862
18	HSA Revenues				
19	Foster Care Rate Revenue	\$76,892	\$230,893	\$110,845	\$418,630
20	H.S.A.General Fund	\$368,778	\$1,059,681	\$530,403	\$1,958,862
21					
22					
23	TOTAL HSA REVENUES	\$445,670	\$1,290,574	\$641,248	\$2,377,492
24	Other Revenues				
25					
26	Total Revenues				\$1,736,334
27	Full Time Equivalent (FTE)				
28					
29	Prepared by:	Martha E. Duarte, CFO; Jay Berlin CEO			Date:
30	HSA-CO Review Signature:				11/14/2018
31	HSA #1				
32					

**SF CITY & COUNTY HUMAN SERVICES AGENCY**  
**ALTERNATIVE FAMILY SERVICES, INC.**  
 Program Name: Emergency Foster Care Placement Collaborative

**Salaries & Benefits Detail**

						3/1/2019-6/30/2019	7/1/2019-6/30/2020	7/1/2020 - 12/31/21	3/1/2019 -12/31/2020	
		Agency Totals		HSA Program		ANNUAL	Emergency Placement Collaborative	Emergency Placement Collaborative	Emergency Placement Collaborative	
	POSITION TITLE	Annual Full Time Salary for FTE	Total FTE	% FTE funded by HSA (Max 100%)	Adjusted FTE	Budgeted Salary	Budgeted Salary	Budgeted Salary	Budgeted Salary	
11	Director of Foster Care	\$130,000	0.13	100%	0.13	16,250	4,843	14,461	7,264	26,567
12	Director of Resource Family Approval, Intake	\$98,000	0.13	100%	0.13	12,250	3,651	10,901	5,476	20,028
13	Shelter Services Coordinator	\$90,000	1.00	100%	1.00	90,000	26,820	80,090	40,230	147,140
14	Assistant Shelter Services Coordinator	\$83,000	1.00	100%	1.00	83,000	24,734	73,861	37,101	135,696
15	Case Manager	\$55,000	1.00	100%	1.00	55,000	16,390	48,944	24,585	89,919
16	On-Call Intake	\$52,000	1.00	100%	1.00	52,000	15,496	46,274	23,244	85,014
17	Clinical Services Specialist	\$52,000	0.50	100%	0.50	26,000	7,748	23,137	11,622	42,507
18	Administrative Assistant	\$49,000	1.00	100%	1.00	49,000	14,602	43,605	21,903	80,110
19					-					-
20					-					-
21	<b>TOTALS</b>		5.75		5.75	383,500	114,283	341,273	171,425	639,167
22										-
23	FRINGE BENEFIT RATE	26%								-
24	EMPLOYEE FRINGE BENEFITS					99,710	29,714	88,731	44,571	166,183
25	<b>TOTAL SALARIES &amp; BENEFITS</b>	\$0				483,210	143,997	430,004	215,996	877,348
26	HSA #2									

	A	C	F	I	L
1	ALTERNATIVE FAMILY SERVICES, INC.				Appendix B, Page 3
2	Program: Emergency Placement Collaborative (EPC)				
3					
4	<b>Operating Expense Detail</b>				
5					
6					
7	Expenditure Category	Emergency Placement Collaborative	Emergency Placement Collaborative	Emergency Placement Collaborative	Total
8		3/1/2019-6/30/2019	7/1/2019-6/30/2020	7/1/2020 - 12/31/20	3/1/2019 -12/31/2020
9					
10	Guaranteed Availability Fee (payment to foster families)	62,580	213,574	106,568	382,721
11	Vacant Bed Fee direct to AFS	28,360	139,485	69,599	237,444
13	Foster Parent In-Service Training Stipend	8,046	24,027	11,989	44,062
14	2nd Tier Emergency Bed Aug. Fee	1,192	3,560	1,776	6,528
15	Family Furnishings	6,146	2,937	1,465	10,548
16	Children & Family Placement Supplies	17,337	11,127	5,552	34,016
17	Resource Family Training Stipends and Trainers	4,470	3,827	1,909	10,206
18	Other Expenses:				-
19	Rental of Property	16,092	48,054	23,978	88,124
20	Utilities(Elec, Water, Gas, Garbage)	715	2,136	1,066	3,917
21	Office Supplies, Postage	966	2,883	1,439	5,287
22	Building Maintenance Supplies and Repair	1,341	4,005	1,998	7,344
23	Expendable Equipment	9,834	2,848	1,421	14,103
24	Rental of Equipment (Copier & Postage)	834	2,492	1,243	4,569
25	Telecommunications	2,262	6,754	3,370	12,386
26	Staff Travel-(Local & Out of Town)	1,696	5,063	2,527	9,286
27	Ongoing Family Recruitment	4,470	13,348	6,660	24,479
28	Staff Training	1,788	5,339	2,664	9,792
29					-
30	<b>TOTAL OPERATING EXPENSE</b>	168,129	491,458	245,225	904,811