

The Regents of the University of California

**SPECIAL COMMITTEE ON BASIC NEEDS**

April 22, 2019

The Special Committee on Basic Needs met on the above date at the Activities and Recreation Center Ballroom, Davis Campus.

Members Present: Regents Anguiano, Butler, Cohen, Graves, and Pérez; Advisory members Bhavnani and Weddle; Chancellor May

In attendance: Regents Park and Zettel, Secretary and Chief of Staff Shaw, Chief of Staff and Special Counsel Drumm, Interim Vice President Gullatt, Chancellor Hawgood, and Recording Secretary Li

The meeting convened at 2:00 p.m. with Committee Chair Graves presiding.

**1. APPROVAL OF THE MINUTES OF THE PREVIOUS MEETING**

Upon motion duly made and seconded, the minutes of the meeting of March 12, 2019 were approved.

**2. RAPID REHOUSING PRESENTATION**

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Interim Vice President Gullatt introduced the presentation and speaker, Debbie Raucher, Project Director from John Burton Advocates for Youth (JBAY).

Ms. Raucher provided a background on JBAY, which was founded by former U.S. Representative John Burton to help foster youth and students experiencing homelessness. JBAY focuses on three issue areas—education, housing, and health—and provides services such as a textbook fund; technical assistance and training to colleges, universities, and other entities; and advocacy and policy work. In today’s economy, post-secondary education credentials are essential; jobs that require a high school diploma or less were lost during the Great Recession, and the number of jobs that require a bachelor’s degree or more have since grown. Youth in lowest income group have not experienced an increase in graduation rates between those born in the 1970s and those born in the 1980s, while youth from the highest wealth group have. Homelessness is one of the factors contributing to this disparity; students who experience homelessness are the most likely to drop out of college. One basic needs study from 2017 revealed that five percent of UC students, ten percent of California State University (CSU) students, and 20 percent of California Community College (CCC) students have experienced homelessness. Homelessness can range from “literal” homelessness, which means living in transitional housing, an emergency shelter, or a place

not meant for human habitation, to “couch surfing,” which means staying for short periods of time in a series of different places.

Regent Pérez asked whether living in the structured trailer park at UC Santa Cruz would qualify as homelessness or whether it belongs in a separate category. Ms. Raucher replied that she did not know the methodology used in the 2017 study and clarified that such studies were based on self-reporting. She explained that homelessness is typically described as not having a consistent, permanent shelter and distinguished this from the UC Santa Cruz trailer park, which is consistent, includes facilities, and would not be considered homelessness.

Ms. Raucher provided examples of the impact of homelessness on college students, such as increased academic concerns, poor physical or mental health, and days of inactivity, which is unsurprising given the lack of sleep, frequent moving, and not having access to a shower. She raised the example of a JBAY youth advocate who experienced homelessness and slept in her car, moving often for safety and avoiding the police. JBAY’s focus on college student homelessness stems from its belief that this is a crucial point in a young person’s life. Research has shown that up to 50 percent of chronically homeless adults experience their first episode of homelessness before the age of 25. Ms. Raucher likened this point to a fork in the road, where intervention or the lack thereof can determine whether homeless students drop out of school and remain homeless or are sent in a different direction.

Much work has been done to address college food insecurity, and less has been done to address housing insecurity. While food insecurity is easier to address, housing issues are more complicated. Thus far, the focus has been on very short-term, emergency solutions such as shelters, dormitory rooms set aside for short stays, or one-time funds for resolving a housing situation. One example of the few long-term solutions available is Jovenes in Los Angeles, which partners with four local community colleges to operate a rapid rehousing model. Ms. Raucher explained that rapid rehousing was developed and is funded by the U.S. Department of Housing and Urban Development (HUD). Jovenes provides housing search support; helps address credit or eviction history; quickly arranges for housing; provides a rental subsidy; and provides ongoing case management support focused on college and housing retention. Jovenes has a 78 percent retention rate. A 2016 HUD study on rapid rehousing at 23 sites found that less than two percent exited the program into homelessness, 90 percent of participants did not experience homelessness within a year of being in the program, and rapid rehousing is more cost-effective than long-term emergency shelters and transitional housing. JBAY believes that there are many opportunities for rapid rehousing within the student population.

Regent Graves asked how JBAY envisioned working with institutions of higher education to implement rapid rehousing. Ms. Raucher responded that, in 2018, the State launched the Homelessness Emergency Aid Program (HEAP), which makes \$500 million available for addressing homelessness. JBAY is connecting housing providers with local colleges and helping them with the HEAP application process. JBAY is confident that four of the five communities it has identified will receive HEAP funding to replicate the Jovenes model.

Colleges are not connected to the homeless services system and its resources, and students are not considered a priority population among homeless service providers, so JBAY is trying to highlight student homelessness and create connections. Regent Graves asked about JBAY's partnership with UC students in legislative advocacy. Ms. Raucher replied that JBAY and the UC Student Association are working with State Senator Portantino on a rapid rehousing bill for students.

Regent Cohen asked whether there is a difference between on-campus and off-campus delivery models. Ms. Raucher replied that students are likely to hide their homelessness. Key in working with students is addressing issues of stigma, such as framing a homeless program like a financial aid program and staff outreach to identify students in need. Another key approach is coupling housing and educational stability in order to ensure that students remain in housing and stay enrolled in school.

Regent Zettel asked who would provide the academic support. Ms. Raucher responded that, in the Jovenes model, the housing provider employs the case managers who provide personalized and intensive support, making referrals to mental health and employment support services when necessary. Rapid rehousing providers are accustomed to providing a higher level of support to the chronically homeless, but the University could develop such a model and provide such support if it was appropriate for the institution. Regent Zettel asked how many students Jovenes supports, what the budget is, and how many personnel are employed. Ms. Raucher replied that Jovenes has been operational for two years and has supported 48 students, approximately 30 to 35 at any single point in time. The program budgets \$11,000 per student if a student stays a full year, half of which is a housing subsidy and half for the housing search and case management by personnel.

Regent Pérez stated that there is much to learn from the Jovenes model without replicating it and noted the community college student population's lack of other resources. Raising the example of UC Santa Cruz, which sets aside ten units for rapid rehousing, he asked about the success rate of the program, as well as the measures of housing and academic stability after participating in an emergency rapid rehousing program. Ms. Raucher agreed that the UC population is very different from the community college population, adding that the UC students would likely require less case management and subsidizing. Ms. Raucher stated that setting aside dormitory rooms as a two-week, emergency intervention is a rather new model, and she did not know what the success rate is. She emphasized the importance of tailoring the model to individual students' needs—one student may need two weeks' emergency housing whereas another student may need three months. Ms. Raucher stated that housing navigation was essential and explained that students with enough income for housing still face challenges such as high deposits, finding housing, lack of credit history, and eviction history. Rapid rehousing providers have spent a decade developing relationships and building trust with landlords in the community.

Faculty Representative Bhavnani noted UC students' five percent homeless rate and asked how the Jovenes model could be scaled to accommodate UC and what resources would be required. Ms. Raucher replied that, of that five percent, some resolve housing issues on their own and do not need intervention, while others require support. Some who require

support will need more than others. Ms. Raucher estimated that approximately 30 percent of that homeless student population will require intervention. She emphasized the importance of targeting the right resources to those who need it the most and explained that the recommendation of expanding financial aid, while needed, does not necessarily help students experiencing immediate housing crises.

### 3. **UC CAMPUS BASIC NEEDS MODEL INVENTORY SURVEY**

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Interim Vice President Gullatt introduced the presentation and speakers, Systemwide Basic Needs Committee Co-Chairs Ruben Canedo and Tim Galarneau, who would review the inventory survey, as well as Assistant Director Eric Heng, who would be available to answer questions.

Mr. Galarneau stated that, since 2014–15, campuses have established crisis-level responses and have begun to develop preventive measures and share information to ensure student access to support and resources. At present, all ten campuses have provided basic needs support to current students through workshops and intervention support such as meal vouchers, food distribution, CalFresh enrollment, and crisis housing. All campuses have basic needs webpages and coordination, but most campuses have limited appointments for direct services due to current resource allocations. The Inventory indicates that campuses are building the infrastructure for coordination of interventions; research, evaluation, and analysis; and timely responses to policy and advocacy inquiries. Future resources will determine the extent to which the basic needs model can become fully operational.

Mr. Canedo provided a history of funding for systemwide basic needs, stating that the majority of campuses had no research, strategy, or funding prior to President Napolitano's funding allocation and support. The Systemwide Basic Needs Committee then pursued State Hunger Free Campus funding. Aside from the two-year allocation from the President for FY2017–18, the rest has been one-time funding. Ongoing funding is needed to sustain current campus efforts and continue building the full UC basic needs model. Ongoing State funds will allow mid- to long-term planning, evaluation, and metric development, which will allow the Systemwide Basic Needs Committee to track impact from pre-college to graduation. UC is the first institution in the country to have a basic needs model with peer-reviewed publications on its efforts.

Regent-designate Weddle asked whether campuses have staffing and infrastructure needed to grow their basic needs programs. Mr. Galarneau responded that, at the last basic needs subcommittee meeting at UC Merced, discussions of budget and the model were focused on mid- to long-term impact. Mr. Canedo added that campuses are scaling based on available resources, and the lack of guaranteed, ongoing funding has hindered campuses from scaling further. At UC Davis, Chancellor May asked for full assessment of what was needed at UC Davis, and his support helped the campus scale basic needs services further.

Regent Anguiano commended the comprehensive appendix provided. She asked about progress at the rest of the campuses. Mr. Galarneau stated that, about three years ago, the Systemwide Basic Needs Committee started discussion about building campus-level basic needs leadership. Recently, more headway has been made, but campuses are proceeding with caution until there is broader support. Mr. Canedo added that campus leadership are aware of basic needs, but the understanding and commitment vary due to competing priorities on every campus. On the other hand, leadership have begun to attend basic needs meetings and have candid conversations about budgets. Other institutions have not made the same amount of progress in basic needs that UC has made, and UC is inspiring them.

Regent Cohen thanked Mr. Canedo and Mr. Galarneau for the presentation and appendix but reiterated the Committee's previous request for data regarding CalFresh and an allocation mechanism. He asked how close the Systemwide Basic Needs Committee was to knowing the dollar amount it needs. Mr. Canedo responded that he had conversations about population data with the Office of the President (UCOP). The Systemwide Basic Needs Committee is now considering how many students are in need per campus and what it would take to serve these students based on differing eligibilities for services. As an example, Mr. Canedo distinguished CalFresh funding from campus funding for food assistance based on student eligibility. Questions of population and budget are being clarified. Mr. Galarneau added that the Systemwide Committee wants to prepare most informative materials before sending them to Regents and are working with multiple partners. The Systemwide Basic Needs Committee is building on an existing financial aid model for higher education that has not included basic needs considerations.

Regent Butler raised a recent incident at Columbia University where a student was racially profiled and aggressively engaged by campus police. She asked how the basic needs paradigm was being designed such that it supports campus police and minimizes the potential for a similar incident happening at UC. Mr. Canedo responded that the Systemwide Basic Needs Committee has addressed these concerns with campuses. Other considerations include a commitment to a dignity-centered approach with students, as well as prioritizing service over finding students at fault for their need. Aside from intervention and budgets, there needs to be a culture shift on campuses in this regard. Furthermore, adjusting basic needs interventions based on total cost of college is inaccurate, because some students are more likely to be profiled and need additional support; many basic needs support centers are close to security and police. Regent Butler asked whether campus police are stakeholders in campus basic needs committees, and she asked Ms. Gullatt whether campus police are included in the basic needs paradigm. Regent Butler was concerned that UC was one incident away from something similar to the Columbia incident. Mr. Canedo stated that campus police are included in meetings and part of protocols. Mr. Galarneau added that basic needs task forces are working with student leadership about safety and identity.

Staff Advisor Klimow asked whether there has been a discussion about the impact of additional programming to existing staff. Mr. Galarneau responded that financial aid, student affairs, and basic needs leaders are partnering with each other on their own. Much of the communication about basic needs services has come to students through financial

aid offices, and financial aid literacy workshops have been promoted alongside basic needs workshops. Mr. Canedo added that UC Merced has completed an operational budget exercise to determine the resources and staff currently needed and needed on an ongoing basis. A majority of campuses operate with year-to-year funding, and the most popular response to questions about basic needs staffing is “it depends.”

Regent Graves asked Ms. Gullatt how her office was able to manage all these different interests and whether there has been discussion about adding a basic needs staff member at UCOP. Ms. Gullatt responded that more staffing has been considered in the very small Student Affairs office at UCOP to support student wellness, which is at the intersection of basic needs and mental health. Student Affairs is committed that basic needs get the attention and direction it needs from the systemwide office. She recognized the work of Mr. Heng, Mr. Canedo, and Mr. Galarneau.

Regent Graves requested meeting separately to discuss upcoming items so that they can be shared with the Committee in advance. He also mentioned Regent-designate Um’s request for more information regarding financial literacy training on campus for students.

**4. TOUR OF THE UC DAVIS BASIC NEEDS CENTER AND FOOD PANTRY**

[Background material was provided to Regents in advance of the meeting, and a copy is on file in the Office of the Secretary and Chief of Staff.]

Leslie Kemp, Director of the Aggie Compass Basic Needs Center at UC Davis, introduced the Center and led a tour of both the Center and Associated Students, UC Davis food pantry. Aggie Compass opened on June 14, 2018 and, along with the food pantry, has assisted over 3,000 students. Its three-tier service model provides 1) basic needs skills and CalFresh assistance, 2) emergency food and housing resources, and 3) crisis solutions in partnership with case managers onsite.

The meeting adjourned at 4:05 p.m.

Attest:

Secretary and Chief of Staff