

Transitional Living Environments for Recovering Residents of Cayman



Report on the Follow-up Evaluation of the Bridge Foundation Halfway House Transitional Living Programme

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Section 1: Introduction

A comprehensive evaluation of the Bridge Foundation was conducted and reported on in 2014. In this report, all aspects of the Bridge Foundation's operation (policies and procedures/standards) and management structure were detailed. The report concluded with the findings at the time of review as well as detailed suggested recommendation for what can be improved to meet regional and internationally accepted standards.

Evaluation plays a key role as a source of evidence on the achievement of planned outcome and impact (results), as well as on project, programme and institutional performance, thus supporting programme improvement and accountability. In addition, evaluation acts as an agent of change that contributes to building knowledge and organizational learning. The value of an evaluation, however, is heavily dependent on the use that is ultimately made of its recommendations, which is determined by:

- its relevance in terms of timing, to ensure that its findings are available to inform key decisions;
- its credibility, which derives from the independence, impartiality, clear methodology and quality of the report;
- the level of acceptance of its recommendations, directly linked to the involvement of internal and external stakeholders and to the quality of the recommendations, which must be implementable;
- the appropriateness of the management response, and the dissemination and use of evaluation findings to enhance organizational knowledge.

Managers and other stakeholders including donors need to know the extent to which their programmes are meeting their objectives and leading to their desired effects. Follow-up evaluations in general builds greater transparency and

accountability in terms of use of programme resources while internal follow-up alerts managers to actual and potential ongoing programme weaknesses, problems and shortcomings before it is too late. Future planning and programme development are improved when guided by lessons learned from experience. Successful implemented programmes serve as reference for future applications for funds, and from an overall sense, it avoids that the implemented programmes are forgotten with time.

The background in relations to the entity (Bridge Foundation) is restated at section 2 as well as an updated evaluation TOR and methodology at section 3 for ease of reference.

Section 2: Background and Justification

The Bridge Foundation

The Bridge Foundation is a Non-Profit, non-governmental and non-denominational, Section 80 Company Registered in the Cayman Islands. The Bridge Foundation was founded by Dr Marc Lockhart, Lem Hurlston, Terry Delaney, Charles Jennings and Frank Volinsky. It provides transitional (or "halfway house") accommodation to recovering addicts from both drugs and alcohol. Through its Anchor House Program, it has successfully transitioned male residents, year on year, back into mainstream society.

The Bridge Foundation's Vision is to restore the dignity and self-respect of the disenfranchised through transitional housing. Their Mission is to provide Transitional Housing facilities founded upon value for money, transparency and accountability. This is accomplished by means of public and private donations which they actively solicit. They also monitor and report the effectiveness and progress of their program, while promoting sober structured living, educational opportunities, life skills development, self-determination, independence, physical and mental well-being and spiritual development.

The Bridge Foundation has established a refuge for clients in need of transitional living through its Anchor House Halfway House Program. They use a three-pronged approach to achieve their mission:

- Provide a basic living area free of alcohol and drugs.
- Offer support that educates and enriches the client through 12-step program-based lifestyle.

- Aid in the provision of life skills to facilitate independence and economic stability.

Since the last evaluation (2014), the Foundation has actively expanded its housing with an aim to accommodate an additional five male clients. The newly opened women's facility (2014) with a capacity for six females has since been discontinued (August 2019). The total capacity presently number 8 male beds.

Program Justification

There is no dispute that there is a great need for transitional living solutions on the island. There is a government funded male and female residential drug treatment program; the prison operates a system of parole; employment and homelessness are the two most challenging social factors for a person coming out of prison or treatment; and there is also an active drug court program. The literature presented earlier clearly indicates that absence of treatment leads to recidivism or "relapse", which tends to arise when someone is paroled or released after time is served.

The fact that there is no active drug treatment intervention taking place at the prison makes it even harder for a new release to enter in transitional living successfully. This is because, breaking the cycle of use and learning to be abstinent is a major hurdle to accomplish without conditioned treatment approaches. If the prison is to benefit meaningfully from this facility that is available, efforts must be made to introduce some form of drug and alcohol treatment intervention in the prison—in particular, as part of a pre-release intervention for those known to be problematic drug users.

Reducing Re-offending

The Prison Service will continue to work with the Department of Community Rehabilitation and other delivery partners across the criminal justice system to embed a seamless Offender Management process; develop effective interventions that support the Reducing Re-offending Action Plan. This plan will be based on the seven pathways, Accommodation, Attitude and Behaviors, Employment, Substance Misuse, Health, Finance, Debt and Family Ties.

Section 3: Follow-up Evaluation TOR and Methodology

Rationale

The National Drug Council (NDC) through its Act (National Drug Council Law) is mandated to advise the Minister, and such persons, groups, organizations or bodies as requested it to do so, on policies and programmes related to the prevention of drug abuse, the treatment and rehabilitation of drug abusers and the care of connected persons. Additionally, the previously articulated National Anti-Drug Strategy still holds true as a national priority for treatment and rehabilitation in articulating the need to address treatment and rehabilitation in the following strategy:

Strategy III: To guarantee the delivery of treatment and rehabilitation services that meets the needs of individuals and their families..... with the following objectives:

Ensuring a system of effective and varied treatment programmes

- Establishment of a transitional/ half-way house or low-threshold facility for homeless or dis-enfranchised persons
- Provide services as required to enhance Judicial process for drug related clients

Existence of a multi-level approach to treatment services which include:

- Short/long term treatment
- Transitional housing
- Judicial support services
- Male Treatment /Rehabilitation programmes
- Female Treatment /Rehabilitation programmes

The NDC also noted that there were currently no transitional services that have been formally established that allows for services to be properly utilized and monitored. As such, it was difficult to determine the effectiveness of this process and monitor the outcomes of those [clients that uses the available services] that are transitioning through the programme to determine the benefits of such a programme to our community.

Noting also that for the period, some 62% of male clients have been referred from the formal institutional system (CHRC, HMP, Drug Court, etc.) to transitional living interventions over the past three years (2016-2018), it is incumbent on the NDC to continue to determine the extent of utilization of these services and the resulting impact if any on the individuals and community alike.

The Ministry has been assisting the Bridge Foundation with a quarterly subsistence based on their Mission, Vision and Business/ Strategic Plan, their quarterly reports and reports from DCR, the Prison and some participants' themselves as to their positive experiences in the programme.

Given that the current NDC Law gives them the mandate to monitor and evaluate such programmes, they are tasked with having continuous monitoring and evaluation done. As a key stakeholder, the Ministry viewed the process as extremely important in that having an evaluation/follow-up evaluation done will help to justify their continued support of the programme and or enabling justification for additional support.

Terms of Reference for the Evaluation – (this is a follow-up evaluation for the period 2014 to 2018 with specific emphasis on the three-year period 2016-2018)

The following broad categorization will be used to make major assumptions about the Bridge Foundation Halfway House:

- the agency strategic position within the conceptual framework of treatment and rehabilitation
- the programme management/coordination process
- implementation issues
- linkages to the continuum of care
- service delivery issues
- monitoring and reporting

Issues To Be Studied

The main activities to be pursued during this evaluation/review are as follows:

- i. Review of the implementation achievements based on the recommendations of the 2014 evaluation report*
- ii. Based on all relevant background documents, technical and financial progress reports and other reports relating to The Agency operations:
 - a. review the achievements of activities under each output,*
 - b. analyse to what extent the overall outputs in the specific areas have been met;**
- iii. Assess the present relevance of the agency's original concept of services as well as its contribution to the achievement of treatment and rehabilitation mandates; (i.e. assess whether the assumptions in the original conceptualization of the agencies' mandates are still relevant;*
- iv. Review the processes of implementation in all essential areas particularly with respect to coherence to the acceptable standards of operation; and efficiency and effectiveness;*
- v. Assess the achievements derived from the Agency efforts to date within the framework of the strategy defined in the treatment continuum;*
- vi. Assess the degree of effectiveness and efficiency of the various management structures, delivery structures, and coordination structures in achieving outcomes. It would be important to analyse the management capabilities in the programme implementation phases in relation to individuals.*
- vii. Undertake an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) and the sustainability of the essential components of The Agency;*
- viii. Provide recommendations on any adjustments to the direction,*

management and operation of the agency that may be required to ensure the full achievement of objectives and outputs.

The general evaluative criteria areas will be the following:

Relevance

- ❑ In respect of the real need related to the strengthening of the capacity of The Agency to respond to the drug treatment demand
- ❑ Degree of flexibility and adaptability of The Agency programme to facilitate new developments and emerging priorities in the area of institutional strengthening in response to the changes in drug policy direction or activities
- ❑ Complementarities between The Agency mandate and other national initiatives in the continuum of care

Efficiency

- ❑ How has The Agency implemented activities with respect to the management, financial accounting, reporting and responding to problems and challenges encountered in relation to achieving its stated mandate;
- ❑ What has been the absorptive capacity for funds made available and what has been the value for money spent;
- ❑ What indicators, systems and practices are in place (and planned) to measure management performance and the outputs, outcomes and impact of The Agency;

Effectiveness

- ❑ What direct results have been achieved by The Agency under each of the areas of output and about the support to other stakeholder agencies;
- ❑ What indirect benefits or unplanned results have been achieved as a result of the implementation of activities by The Agency;
- ❑ To what extent were problems and challenges encountered at the management and implementation levels responded to in a prompt and effective manner;

- ❑ To what extent has the adoption of work plans within the Agency stimulated more effective implementation;
- ❑ Have the planned benefits been delivered and received from the standpoint of the beneficiaries and relevant stakeholders;

Outcome

- ❑ To what extent has The Agency activities influenced broad policy decisions and programmes in reducing the impact of drug abuse on the island;
- ❑ Have the activities undertaken over time enhanced the capacity of individual clients (beneficiaries) to effect behaviour change in response to their drug abuse;

Sustainability

- ❑ To what extent is there support at the policy-making level for the objectives of The Agency to ensure that it remains a priority resource for treatment and rehabilitation;
- ❑ What organizational arrangements exist or are being devised to ensure that the implementation of relevant programmes will be sustained technically, financially and managerially;
- ❑ What is the present policy environment at The Agency that will enhance the achievement of long-term benefits?

Format of the Evaluation

1. *This is a follow-up process evaluation*
2. It was be done using a mixed methodology including,
 - a. Desk review of pertinent documents
 - b. Interviews with key stakeholders (Ministry, NDC, Bridge Foundations, past and present clients, others as determined)
 - c. Site visits
 - d. Analysis of service processes and utilization pattern

Persons reached and interviewed, and sites visited during the evaluation included:

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1. Directors and staff of the Bridge Foundation
2. National Drug Council
3. Past and present clients of the Bridge Foundation Anchor House programme
4. Visit to male facility and the Beacon Farm facility

Documents or excerpts of documents reviewed during this Evaluation:

1. Portfolio of documents from the Bridge Foundation
2. Recommendation made in the 2014 seminal evaluation report

Section 4: Follow-up Evaluation Findings

Findings and Analysis of Key Evaluation Questions¹

This section reports on:

- i. The outcome of the recommendations made in the original evaluation report
- ii. Current findings on service utilization
- iii. Innovations and activities currently undertaken by the Bridge Foundation Halfway House Programme located at their Anchor House facility
- iv. Efforts at incorporating activities with the Beacon of Hope Foundation in the Partners for Recovery Services.

Outcome of Recommendations of Initial Evaluation

1. Financial support should be tied to a Memorandum of Understanding (MOU) and Service Level Agreement (SLA) with the NDC or some other responsible agency (RA). This will:
 - *This suggested recommendation has not yet been implemented*
2. Have the RA provide oversight to the programme implementation through the RA's own capacity or through agency capacity identified by the RA. In this regard, it is my suggestion that the Department of Community Rehabilitation should be integral in this process of monitoring and oversight of the BF programme.
 - *Agreement in principle but initiative not yet in place*
3. Develop reporting criteria to facilitate monitoring of the SLA
 - *BF agrees to submit twice yearly reports containing utilization statistics. A simple format to be agreed between Bridge Foundation and NDC and or the responsible agency.*

¹ Questions from the Terms of Reference

4. Programme must be subjected to annual performance evaluation – (Is the programme successfully meeting its objectives? Is there value for money? Is there justification for repeat budgetary funding?)
 - *Agreement in principle. Internal evaluation (administrative in nature) can come from within the NDC*
5. Bridge Foundation can be seen as a transitional housing facilitator supporting the need for ‘safe’ housing created when clients are transitioning from the Caribbean Haven treatment programme and need somewhere to live for a sufficient period to allow for re-integration to society. This can also be translated into an offering of transitional living through a referral system to all clients determined to need safe housing. Clients however must have underlying substance abuse issues.
 - *Not yet in place but is a very viable option and must be further explored.*
6. Ongoing intake assessment must be done at the prison and long-term treatment centre for potential candidate to enroll in the programme. This can be done through a referral agency or by the BF themselves.
 - *In Place. The prison facilitates regular visits from Bridge Foundation to identify with and prepare potential clients for intake. Visits to the Bridge Foundation by personnel from the conditional release board are also facilitated.*
7. Encourage advocacy for the BF programme as an essential part of the treatment continuum.
 - *In Place. This is accomplished through on-site visits by all referring partners.*
8. Sustainability and success of the BF programme can be significantly improved if the Foundation is provided with interagency support with respect to housing and employment needs of the clients they serve. Possible collaborating agencies are the Department of Children and Family Services and the Department of Employment Relations.
 - *Alliances have been formed with agencies such as NWDA, NAU, Drug Court and CHRC*

9. As previously indicated, this should be done in conjunction with the recommendation that the BF should be encouraged as a stakeholder partner to carry out structured and periodic needs assessment at the prison to determine suitability of 'soon to be released prisoners' for placement into their halfway house rehabilitation programme.
 - *Achieved. Bridge Foundation works closely with the Conditional Release Board*

10. To garner community support and overall understanding of the benefits of providing transitional living as a modality in the continuum of care for recovering addicts and released offenders, an awareness campaign supported by town-hall meetings can be implemented.
 - *BF is currently organizing a robust fundraising and awareness campaign.*

Of the ten (10) recommendations from the 2014 Evaluation Report, two have not yet been implemented, three (3) have agreement in principle with the necessary agencies for implementation while five (5) or 50% have been fully implemented.

Findings - General Items

- **The Bridge Foundation's strategic position within the conceptual framework of treatment and rehabilitation**
- **The programme management/coordination process**
- **Implementation issues**
- **Linkages to the continuum of care**
- **Service delivery issues (staffing/competencies, finance, participation of clients, support from relatives, etc)**

There is evidence that these findings are still in place and relevant with respect to the 2019 Follow-up Evaluation.

1. *There is no disputing that the Bridge Foundation Halfway House Programme is importantly positioned within the island's continuum of care and presently does and will continue to play a key role in providing a safe transitional living environment to support the clients that are in need of Halfway House accommodation. The literature supports this specific type of initiative as an essential ingredient in the re-integration process.*

2. *Enough evidence also exists to support the positioning of Halfway Houses in the continuum of care process. The Bridge Foundation (BF) assumes the third step or stage in the intervention process for a client in need of this service (stage one is identifying and accepting that problematic drug use exist – stage two is successfully completing treatment – and stage three is participating in a transitional living environment to support re-integration).*
3. *The programme has an acceptable management structure in place. There is a named Board of Directors for the Foundation that provides the strategic direction, oversight and provides for accountability. The programme is managed by an Operations Manager with responsibility for the overall day to day operations and resident manager and administrator who provide the on-the-ground oversight for the in-house clients.*
4. *The programme is part government (support year on year since 2016) and part donor funded. The main activities are:*
 - *Self supporting/self fulfilling environment including family support for re-integration*
 - *Provides shelter/housing for clients as they transition back to society – “clean bed and sufficient food”*
 - *Employment – on site and now at the Beacon Farms*
 - *Finances – food vouchers, enough ‘seed money’ to maintain a bank account*
 - *A guarantee of post graduation contact – whether through opportunities to continue to participate in groups sessions or being mentors to programme inmates who have not yet graduated*
 - *Operation of a clubhouse (group meeting and mentoring activities for inmates and past graduates)*
 - *Temporary housing solution for transitioned clients.*

Logistical challenges

- *Providing for and sustaining the food voucher component of the programme provides some challenges.*

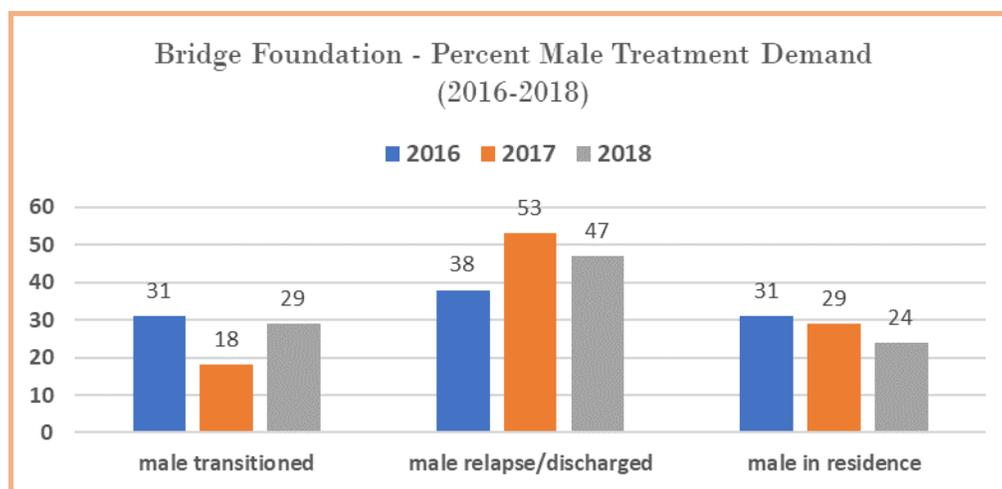
Specific to Outcomes and Potential Impact

Assess the present relevance of the Agency’s original concept of services as well as its contribution to the achievement of treatment and rehabilitation mandates; (i.e. assess whether the assumptions in the original conceptualization of the agencies’ mandates are still relevant.

The service has documentation to support that it has continued offering this type of modality to clients in need of its service and has been doing it with a notable degree of success.

Synopsis of the treatment demand for the periods 2016 through 2018- Male Treatment

On average, about 17 male clients were registered yearly during the period under review. At the end of each year some four to five (24-31%) clients were still in residence and going through their recovery activities. In 2016, five of sixteen (31%) had transitioned compared to three of seventeen (18%) in 2017 and 29% (five of seventeen) in 2018. **The overall transition rate over the period was 26%.** Relapse and or discharge rate were 38% in 2016, 53% in 2017 and 47% in 2018. **The overall relapse/discharge rate over the period was 34%.**



The Table following shows the main sources of referral for male in recovery at Bridge Foundation 2016 through 2018. Self-referrals and those from the Drug Court/CHRC were the predominant sources for male clients entering the Bridge Foundation for rehabilitation during their recovery process.

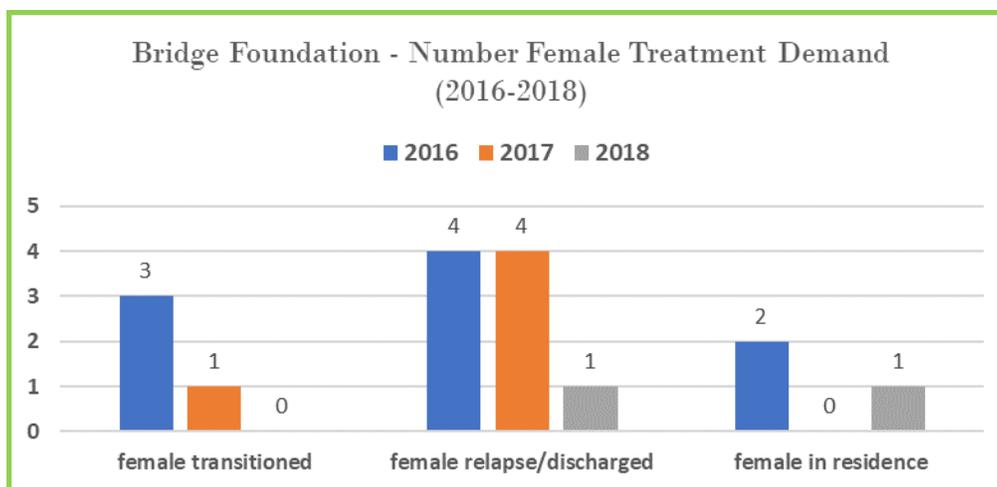
Sources	2016	2017	2018	*Percent of all referrals
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Caribbean Haven (CHRC)	3	2	5	10/50 (20%)
Her Majesty's Prison (HMP)	2	1	1	4/50 (8%)
Mental Health	3	-	-	3/50 (6%)
Self-referrals	8	6	5	19/50 (38%)
Drug Court/CHRC	-	8	6	14/50 (28%)

Synopsis of the treatment demand for the periods 2016 through 2018 - Female Treatment

Efforts at rehabilitation for female clients took place 2016 through 2019 and up to August of 2019 when activities were discontinued (rental of property and housing of female clients). This discontinuation resulted from the financial burden of trying to provide services for only one or two clients at any one time. There was no steady demand for female treatment/rehabilitation.

During the period under review, the highest number of female clients housed was in 2016 with nine (9) clients. At the end of the year (2016) only one client was still in residence and going through her recovery activities. Three (33%) had transitioned. This compares to one of five clients transitioning in 2017. **The overall transition rate over the period was 31%**. Relapse and or discharge rate were 44% (4 of 9) in 2016 and 80% (4 of 5) in 2017. **The overall relapse and or discharge rate over the period was 56%**. There were only two clients in 2018 – one relapsed and the other was in residence at the end of 2018.



The Table following shows the main sources of referral for female in recovery at Bridge Foundation 2016 through 2018. Her Majesty's Prison and those from

CHRC were the predominant sources for female entering the Bridge Foundation for rehabilitation during their recovery process.

Sources	2016	2017	2018	*Percent of all referrals
Caribbean Haven (CHRC)	2	1	2	5/16 (31%)
Her Majesty's Prison (HMP)	3	1	-	4/16 (25%)
Mental Health	-	2	-	2/16 (12.5%)
Self-referrals	2	1	-	3/16 (19%)
Dept. of Community Rehab (DORC)	2	-	-	2/16 (12.5%)

Review the processes of implementation in all essential areas particularly with respect to coherence to the acceptable standards of operation; and efficiency and effectiveness.

This follow-up review indicates that the operations are still in conformity with acceptable standards of operation. There are set residency guidelines and expectations as well as confidentiality requirements that conform to international standards, such as: the clients must be drug and alcohol free; subjected to random drug and alcohol testing at any time, with or without cause; attendance at weekly house meetings; be employed or actively seeking employment, etc. See appendix 2 in initial evaluation report 2014 for residency guidelines and expectations.

The accounts of the Bridge Foundation continue to be audited annually, and a report submitted for scrutiny. From a Governance perspective, one of the hallmarks of this programme is its transparency policy ..."the policy of the company in relation to its financial affairs are that; (1) nobody should profit from its activities, and (2) interested parties should be entitled to see, and if necessary have explained to them its then-current financial conditions and details of its income and expenditure. In other words, the finances of the Foundation are fully transparent".

Relevance

- ❑ **In respect of the real need related to the strengthening of the capacity of The Bridge Foundation to respond to the drug treatment demand**
- ❑ **Degree of flexibility and adaptability of the agency programme to facilitate new developments and emerging priorities in the area of institutional strengthening in response to the changes in drug policy direction or activities**
- ❑ **Complementarities between The Agency mandate and other national initiatives in the continuum of care**

The Bridge Foundation presently credits their service as being able to guarantee clients:

- *Self supporting/self fulfilling environment including family support for re-integration*
- *Provides shelter/housing for clients as they transition (community re-integration) – “clean bed and sufficient food”*
- *Employment – on site (partnering with the Beacon Farm)*
- *Finances – food vouchers, sufficient ‘seed money’ to maintain a bank account*
- *A guarantee of post graduation contact – whether through opportunities to continue to participate in groups sessions or being mentors to programme inmates who have not yet graduated*
- *In partnership with Beacon Farms, the Bridge Foundation sober living operation is enhancing its residents’ experience through a variety of entrepreneurial business activities. Beacon Farms provides a cost-effective rent and an environment for continued growth and commitment to sobriety.*

Continuous dialogue and a good working relationship with the Partnering Agencies listed below are essential to the continued success of the Bridge Foundation mission. Not only is the client base derived from among these agencies but the client’s welfare with respect to employment opportunities for example, can also be influenced by some of these agencies.

- *Caribbean Haven*
- *Dept. of Children & Families*
- *Dept. of Counseling Services*
- *Dept. of Community Rehabilitation (Probation)*
- *Dept. of Employment Relations*
- *Dept. of Prisons (Conditional Release Board and the Fresh Start Programme)*
- *Drug Rehabilitation Court*
- *National Drug Council*
- *Beacon of Hope Foundation*
- *UCCI – chemistry department (for soil testing)*

Presently the staff complement of the Bridge Foundation is made up entirely of

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recovering addicts who are devoting their time to 'giving back' to society through the provision of this service to the addicted population. This model is common throughout the jurisdictions and can lend itself to be a successful approach.

A significant effort is made to integrate clients who have completed their placement at Bridge Foundation into the day-to-day administrative, supervisory or management functions of the Partners for Recovery Services (a coalition between the Bridge Foundation and the Beacon for Hope Foundation – trading as Beacon Farms). This initiative has seen many successfully transitioned clients being given employment with the Foundation in various capacities – farm supervisor, mechanic/heavy equipment operator, horticulture supervisor, senior administrative assistant and resident manager bookkeeper. Other positions at the farm presently are chief operations officer, agriculture processing manager and farm labour. All positions at the farm, apart from one individual, are active in the recovery program.

Following is a short case study of a success story for the recovery community.

With a college degree in Hospitality, Emma Powell (presently serving as, senior administrative assistant and resident manager bookkeeper as well as a Board member of Bridge Foundation) has extensive experience in working with a diverse workforce and a passion for helping people. Emma grew up in Grand Cayman, and is from the Breakers district originally, but has called West Bay home for several years. Growing up in Cayman, Emma became aware of the challenges of the country's less fortunate citizens, and this sparked her commitment to helping the less fortunate in her community. Emma has dedicated herself to service to others through her work at The Bridge Foundation and Beacon Farms and considers herself blessed and rewarded daily by the continued successes of those whom with she has worked. "The people I work with make it easy," she says. Emma is very proud to be part of The Bridge Foundation and Beacon Farms, working in her own unique way to help change the lives of others who have made the difficult decision to embrace sobriety. "There is nothing as rewarding as seeing a person successfully accomplish a desired change for a better life" she says.



Caption: Emma Powell, Administrator Bridge Foundation

My involvement throughout the recovery community. - Testimonial From Transitioned Client

1. *Caribbean Heaven. As a past client I maintain a good relationship with the institution, I do assessments on the women prior to entry of our Transitional home, I make donations, and support their community events.*
2. *Drug Court, I maintain relations with lawyers of potential clients, the clients themselves, correctional services, counselling center. I support and attend graduation, taking the Swedish Interns along if one should occur while they are here. Occasionally one of our clients present or past is graduating. I love what they do for the community. Judges are amazing.*
3. *Every other Sunday two males from the program along with myself, take a one hour N.A meeting into the prison at 7pm. Another group alternates with us. We have tried taking N.A into the female prison with little to no interest. We are trying to expand on this to include the Juvenile Center and find a way to create a greater interest at the female prison. Unfortunately, the N.A. recovery community is not that large when it comes to service volunteers. So those that do volunteer do become thinly spread.*
4. *I sponsor women and I have a sponsor, and I am available to any fellow recovering substance abuser who reaches out for my help, and the addict that's still out there struggling as well.*
5. *I attend several 12 step group meetings and have always been involved with service work.*
6. *I work in the recovery community and my co-workers are my chosen family. We sometimes don't see eye to eye but always there when one of us needs the other. It is a unique work environment and has its challenges, but we help keep each other clean. We know we are only as strong as our weakest link, so we are always trying to strengthen each other, because which one of us has the right to judge who that weakest link may be.*
7. *I volunteer with the NDC and will be doing workshops under their supervision with female*

Efficiency

- ❑ How has The Agency implemented activities with respect to the management, financial accounting, reporting and responding to problems and challenges encountered in relation to achieving its stated mandate;
- ❑ What has been the absorptive capacity for funds made available and what has been the value for money spent;
- ❑ What indicators, systems and practices are in place (and planned) to measure management performance and the outputs, outcomes and impact of The Agency

The Bridge Foundation continue to demonstrate good fiscal prudence with respect to implementing activities and managing the affairs of the Foundation utilizing the funding provided through the donor community and the government grant. The absorptive capacity for funds made available was very satisfactory. The management, financial accounting and reporting was also satisfactory.

Effectiveness

- ❑ What direct results have been achieved by The Agency under each of the areas of output and regarding the support to other stakeholder agencies;
- ❑ What indirect benefits or unplanned results have been achieved as a result of the implementation of activities by The Agency;
- ❑ To what extent were problems and challenges encountered at the management and implementation levels responded to in a prompt and effective manner;
- ❑ Have the planned benefits been delivered and received from the standpoint of the beneficiaries and relevant stakeholders;
- ❑ Have the activities undertaken over time enhanced the capacity of individual clients (beneficiaries) to effect behaviour change in response to their drug abuse

Complementary to the findings indicated on page 18 of this report under the caption – “Assess the achievements derived from the Agency efforts to date within the framework of the strategy defined in the treatment continuum”, the testimonials of past graduates and those presently in residents serves to highlight their expectations and benefits derived from participation in the Halfway House transitional living programme. In every instance the perception of the clients interviewed was that “they were being given a passport back into society....being treated as equal citizens”.

Successful clients maintain contact with the Bridge Foundation where they provide support for holding groups and mentoring clients. The recovering community as a whole view these successes as important in providing hope to other addicted individuals who are struggling with maintaining abstinence and or re-offending. The opportunity to enroll in and participate in transitional housing either by self referral or by mandate is a tremendous plus for prospective clients given the high degree of social disconnectedness associated with drug abuse and criminal offending.

The following testimonials speak about client’s expectations and feelings about what the transactional living programme means personally – Abstracted from satisfaction survey conducted among clients in the programme in March 2017.

One person said that his perspective has changed since being enrolled in the programme. There was a time where he felt that he could have been treated more fairly, but he realized that’s just an unjustified feeling of entitlement. He understands that it is more about being grateful for this project – that he has free transport, that the programme lends itself to some amount of flexibility and there

Sustainability

- ❑ To what extent is there support at the policy-making level for the objectives of The Agency to ensure that it remains a priority resource for treatment and rehabilitation;
- ❑ What organizational arrangements exist or are being devised to ensure that the implementation of relevant programmes will be sustained technically, financially and managerially;
- ❑ What is the present policy environment at The Agency that will enhance the achievement of long-term benefits;

Some amounts of funding have been provided to the Bridge Foundation by government as well as significant amounts and community commitments from donors to support their activities. It stands within reason to expect that future commitment would be easier to justify and as such prospects for sustainability is more positive than negative.

The NDC is a key stakeholder in the evaluation. These follow-up evaluation findings generally demonstrate support for the programme and indicates a reasonable degree of sustainability of the programme once government funding support continues. The programme can be generally seen as having additive value to the continuum of care in that this type of programme is identified as a key component of any recovery initiative among offenders and addicted individuals.

The literature supports this intervention and its success for the Cayman Islands can only continue and be enhanced if the Bridge Foundation continues to be recognized as a key participating agency in the continuum of care for the treatment and rehabilitation of addicts through its transitional living provision. It might even have value in other ways as well – for example, related to providing transitional living for mentally ill clients. This must be investigated as a future element that can be developed if persons with the correct competencies can be engaged to support this type of initiative.

In an effort to enhance prospects of sustainability for the Bridge Foundation, and in the context of other organizational arrangements that are being devised to ensure that the implementation of relevant programmes will be

sustained technically, financially and managerially, the Bridge Foundation has solidified a partnership arrangement with the Beacon of Hope Foundation as described following.

Partners in Recovery Services -

Since 2017, efforts are being made to ‘wed’ the activities of the Beacon Farms (Beacon of Hope Cayman Foundation Limited) and those of the Bridge Foundation into a Partner in Recovery Services. *“The Beacon seeks to pursue a strong partnership with the Bridge Foundation. The cooperative engagement of the two organizations through calculated press and public relations will raise awareness to our common mission. Our alliance at the Director level will be like none other in Cayman, focused on the rehabilitation of addicts. Joining together also brings greater relief to the financial insecurity of both organizations”* – comments from Beacon of Hope Cayman Foundation Limited Proposal, 2017.

Beacon Farms is located on Frank Sound Road in Northside. An active agricultural production facility, it is part of the Beacon of Hope Foundation Cayman, a local non-profit dedicated to supportive sober housing and farm based educational and employment opportunities.

It offers a supervised, supportive sober living and working environment that seek to enhance and improve the quality of life for its residents as they enhance their knowledge and skill sets through a variety of agriculturally focused educational and vocational opportunities. Beacon Farms provide cost effective housing, employment and a safe environment in which to practice positive life skills and recovery knowledge combined with agricultural skills.

The unique recovery programs and employment opportunities provided by Beacon Farms are focused on recovery-based learning and life skills development. Literacy and computer skills programs are available, as are vocational opportunities in heavy equipment maintenance and repair, crop production, and coconut oil processing.

Beacon Farms is deeply committed to growing and enhancing the quality of life through planting “Seeds of Change” to enhance physical, spiritual and emotional health.

Philosophy of the Beacon of Hope Foundation

- Provides employment for the recovering clients of the Bridge Foundation
- Part of the wider sustainable recovery maintenance efforts for the continuum of care
- Activities seek to engender career paths for the clients (agriculture, vehicle maintenance, small business development and technical expertise (soil testing, composting, etc.)
- Provides low cost housing solution of clients (Bridge Foundation clients benefit from this initiative)
- Financial proceeds from farming activities are used to support the special needs of other 'helping agencies' on the island. For example, 100% of the financial proceeds from tobacco growing and cigar production is donated to support recovery efforts on the island.
- Farm produce are used to supplement food supplies for the recovering clients

Section 5: Conclusions, Suggested Recommendations

General Comments

1. Fragmentation still exists with respect to services offered in the continuum of care and the placement of clients. The Bridge Foundation have been “self-seeking” with respect to a) getting clients and b) getting finance to support its programme. After more than five years of successful operation and notwithstanding the fact that it is a non-governmental charity, it can be viewed and must be recognized as a key component of the continuum of care. Efforts must be made to establish the Bridge Foundation, despite its non-governmental status, as an institution within the continuum of care. It has provided sterling service to the prisons and the treatment and rehabilitation community alike. Sustainability of a successful service delivery service in the context of transitional living on the island depends almost wholly on the efforts of the Bridge Foundation. It is my assessment and determination that the Bridge Foundation services must be supported whole-heartedly and used effectively to improve/guarantee outcomes within the continuum of care.
2. This follow-up evaluation provides a unique opportunity for a comparative analysis of the operation of transitional living support within the continuum of care on the island and it is my conclusion that there is a great and urgent need for standardization of this practice but more importantly defining which agency does what. This is a good time for a stakeholder analysis of the two key agencies providing this service to look for overlap in roles and propose measures to strengthen weaknesses that only serve to diminish the potential of agencies to serve their clients in the most appropriate way for efficacy (value and worth).
3. I would strongly suggest that the findings of this evaluation be used as a means by government to determine the context of Service Level Agreement (SLA) with agencies needing funding for Halfway Houses or other client-centered services. This would provide information as to the level of expected results for efficiency, effectiveness, and sustainability. It will also provide guidance on

- minimum standards to adhere to. A template for a simple SLA is provided in appendix 1.
4. Agencies must be subjected to ongoing monitoring and formalized evaluation. This provides for a culture of oversight and accountability.
 5. These questions were asked in the last evaluation - *What would be the minimum standards that an agency would have to adhere to in keeping with regional or international standard operating procedures and practices? Are these already articulated by the responsible agency and available for the present and prospective agency or agencies; and what would be the key performance standards?* It is important to note that there now exist a comprehensive set of minimum standards tailored for the Cayman Islands that provides sufficient guidance for successful day-to-day operations of transitional living facility that can be adopted across the island by any interested or prospective agency.
 6. As with any evaluation or follow-up, several questions come to mind that were not a part of those agreed to in the Terms of Reference. Since these process evaluations are targeted at agencies that depends on collaboration and on partnering agencies, it is incumbent on the evaluator to raise the questions that have come about as this evaluation was carried out. The following are the questions that need to be addressed:

Additional Questions

Is there a need for two independently operating halfway houses on the island? If yes, then, how can the services be rationalized to provide better/more consistent service to the population to be served? If no, then can the services of be managed operationally by the agency with the best chance of getting successful outcomes?

Which monitoring agency should have the overall oversight responsibility for the transitional housing services? What is the true need for transitional living – who determines that need? Would it make good sense to have a system of referral for utilization of services of the transitional houses – meaning that one single agency on the island determined the availability of clients and there is only one door to the service? Even a self-referred client must go through that one door (a referral office/agency). So, the real question is, “Is there a referral service that supports the placement of persons at halfway houses”?

What are the present barriers to offering this service within the continuum of care (is it funding, human capacity)?

To what extent will the Agency (BF) activities influenced broad policy decisions and programmes in reducing the impact of drug abuse on the island?

Conclusion

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This is a follow-up evaluation of the Bridge Foundation that was conducted based on review of previous evaluation findings as well as present implementation capacity of its programme in achieving what it has stated to be its objectives (based on the Mission, Vision, business/ strategic plan, etc.). It can be concluded from the evaluation findings that the Bridge Foundation continue to be successful in its efforts at providing transitional living. It has achieved an acceptable level of success within the population it serves. Individuals have remained clean for extended periods of time and can speak to their now successful re-integration into mainstream society (having a bank account, full or part-time employment and national identification and considers themselves as “equal citizens”). The programme management is working hard at making the programme successful and has a keen interest in progressively moving into offering more opportunities to potential clients given that funding becomes available to sustain those efforts.

Suggested Recommendation

Recommendations coming out of this follow-up evaluation are contained in the suggestions following.

1. For prospective clients, in need of transitional living accommodation, to obtain the best chance of a successful placement and transition, significant stakeholder analysis is needed to identify the agency best suited to provide operational oversight of such facilities. It is my suggestion that all transitional living facilities be place under one day-to-day management structure. This would serve to bring about standardization of operation, reposition responsibilities and resources to where they

are more likely to provide better outcomes and overall impact for the population to be served.

2. Financial support should be tied to a Memorandum of Understanding (MOU) and Service Level Agreement (SLA) with the NDC or some other responsible agency (RA).
3. Have the RA provide oversight to the programme implementation through the RA's own capacity or through agency capacity identified by the RA.
4. Develop reporting criteria to facilitate monitoring of the SLA
5. Programme must be subjected to annual performance evaluation—
(Is the programme successfully meeting its objectives? Is it value for money? Is there justification for repeat budgetary funding?)
6. Bridge Foundation must be the **principal** transitional housing facilitator supporting the need for 'safe' housing created when clients are transitioning from the Caribbean Haven treatment programme and need somewhere to live for a sufficient period to allow for re-integration to society. This can also be translated into an offering of transitional living through a referral system to all clients determined to need safe housing.
7. Data on utilization patterns must be sent to the NDC on a yearly basis to inform the National Drug Information Network (a reporting format must be developed to facilitate this).
8. Encourage advocacy for the BF programme as an essential part of the treatment continuum.
9. Sustainability and success of the BF programme can be significantly improved if the Foundation is provided with consistent government funding, enough for day-to-day operations. This should be indicative of their importance and placement as the primary agency for transitional housing on island.

Appendices

Appendix 1

Funding and Service Agreements Halfway House

Service Definition

Introduction

Halfway Houses provide community rehabilitation service for discharged addicted clients, after a period of residential treatment to facilitate re-integration into the community; or for released inmates after a period of incarceration (with minimum drug and alcohol treatment intervention) to facilitate re-integration into the community.

Purpose and Objectives

The overall objective of halfway houses for discharged clients/offenders is to provide a transitional period of residential care to facilitate residents to achieve an optimal level of functioning for the purpose of community re-integration by:

- establishing a reasonably stable pattern of life, alleviating the effects of institutionalization and developing their capacity to cope with daily living; and
- providing a supportive environment conducive to personal development and independence

Nature of Service

The services provided by Halfway Houses include:

- a) accommodation
- b) provision of food and meals
- c) developing understanding of and ability to cope with addiction
- d) development and training of life skills such as:
 - i. self-care skills
 - ii. social and communication skills
 - iii. community living skills
 - iv. work habits
 - v. domestic skills
 - vi. group living skills

- vii. positive use of leisure time
- e) facilitation of the re-alignment of relationship with family members
- f) preparation for discharge from the halfway house (identification, bank accounts, ATM cards, etc)

Target Group

- Discharged recovering addicts who need a period of transitional residential care in the community.
- Discharged inmates on probation/parole

Eligibility Criteria (these can be determined according to the continuum needs)

- Be Caymanian, a Caymanian Status holder, or a permanent resident.
- Have undergone treatment for alcohol and/or drug addiction.
- Be participating in an aftercare counselling program.
- Have a sincere desire to pursue a clean and sober lifestyle.
- Be committed to abide by the Residency Guidelines and Expectations.
- Have a written reference from one or more of the Partnering Agencies.
- Be screened and interviewed by The Bridge Foundation Admissions Board for final approval prior to entry.
- Etc

Performance Standards

The service operator will meet the following performance standards:

Output		
Standard	Output indicator	Agreed Level
1	Average enrollment rate within one year	xx%
2	Percentage of residents successfully discharged within one year	XX%
3	Average length of residency before transition	Xx days
4		

5		
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Essential Service Requirements

Staff on shift duty to provide 24 hours service per day

- Provision of sufficient and varied food appropriate to the age and health condition of the residents
- Staffing requirement includes registered social worker (for Purpose-built Half-way House, staffing should include registered social worker with recognised degree in social work)
- XXXXXXXXX
- XXXXXXXXXXXXXXXXX

Quality

Service operators will meet the requirements of the Service Quality Standards

(SQSs) for example,

The service unit has an up-to-date handbook, information leaflet or brochure describing its purpose, objectives, target group, approach to service delivery and service entry and leaving mechanisms	
Where appropriate, the service unit should circulate its service description to potential service users, staff, and relevant local services or community groups.	
The service unit has a mechanism to review and update its policies and procedures	
Accurate and current records of service operations and activities of the service unit are maintained	
Accurate and current statistical reports are produced for reporting	
Periodical statistics and reports on the service unit's performance are accessible to the public	
Job description and duty statements form part of the information accessible to all staff, service users and other interested parties	
The roles, responsibilities and membership of the Management Committee and/or the Board or other decision-making bodies are clearly defined and documented	

Obligations of the Responsible Agency (RA) - Ministry/ NDC/or which ever agency is given the responsibility for oversight of the Halfway House Service Operators)

The RA will undertake the duties set out in the General Obligations of RA to service operators. In addition, the RA will meet the following service-specific standards of performance. The actual performance of the department in relation to these obligations is expected to affect the ability of the service operator to meet its required standard of performance.

- 1) To provide an appropriate referral from the Partnering Agencies Referral System within 28 days (or some other time frame) of written notification of vacancy, provided that a referral with updated and complete information is in hand. Should a referral not be in hand, RA will negotiate with the service operator as appropriate.

Basis of Subvention/Grant

The basis of subvention is set out in the offer and notification letters issued by the RA to the agency. The service provider is required to comply with the rules on the use of the social welfare subventions in accordance with the letters in force issued by the RA on subvention/grant policies and procedures.

Executive Summary

Follow-up Evaluation of the Bridge Foundation 2019

A comprehensive evaluation of the Bridge Foundation was conducted and reported on in 2014. In this report, all aspects of the Bridge Foundation's operation (policies and procedures/standards) and management structure were detailed. The report concluded with the findings at the time of review as well as detailed suggested recommendation for what can be improved to meet regional and internationally accepted standards.

Evaluation plays a key role as a source of evidence on the achievement of planned outcome and impact (results), as well as on project, programme and institutional performance, thus supporting programme improvement and accountability. In addition, evaluation acts as an agent of change that contributes to building knowledge and organizational learning. The value of an evaluation, however, is heavily dependent on the use that is ultimately made of its recommendations.

The main activities to be pursued during this follow-up evaluation/review are as follows:

- i. Review of the implementation achievements based on the recommendations of the 2014 evaluation report.*
- ii. Based on all relevant background documents, technical and financial progress reports and other reports relating to The Agency operations:
 - a. review the achievements of activities under each output,*
 - b. analyse to what extent the overall outputs in the specific areas have been met;**
- iii. Assess the present relevance of the agency's original concept of services as well as its contribution to the achievement of treatment and rehabilitation mandates; (i.e. assess whether the assumptions in the original conceptualization of the agencies' mandates are still relevant;*
- iv. Review the processes of implementation in all essential areas particularly with respect to coherence to the acceptable standards of operation; and efficiency and effectiveness;*

- v. *Assess the achievements derived from the Agency efforts to date within the framework of the strategy defined in the treatment continuum;*
- vi. *Assess the degree of effectiveness and efficiency of the various management structures, delivery structures, and coordination structures in achieving outcomes. It would be important to analyse the management capabilities in the programme implementation phases in relation to individuals.*
- vii. *Undertake an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) and the sustainability of the essential components of The Agency;*
- viii. *Provide recommendations on any adjustments to the direction, management and operation of the agency that may be required to ensure the full achievement of objectives and outputs*

Summary Findings

1. *Of the ten (10) recommendations from the 2014 Evaluation Report, two have not yet been implemented, three (3) have agreement in principle with the necessary agencies for implementation while five (5) or 50% have been fully implemented.*
2. *There is no disputing that the Bridge Foundation Halfway House Programme is importantly positioned within the island's continuum of care and presently does and will continue to play a key role in providing a safe transitional living environment to support the clients that are in need of Halfway House accommodation. The literature supports this specific type of initiative as an essential ingredient in the re-integration process.*
3. *The service has documentation to support that it has continued offering this type of modality to clients in need of its service and has been doing it with a notable degree of success.*
4. *This follow-up review indicates that the operations are still in conformity with acceptable standards of operation.*
5. *The accounts of the Bridge Foundation continue to be audited annually, and a report submitted for scrutiny. The Bridge Foundation continue to demonstrate good fiscal prudence with respect to implementing activities and managing the affairs of the Foundation utilizing the funding provided through the donor community and the government grant. The absorptive capacity for funds made available was very satisfactory. The management, financial accounting and reporting was also satisfactory.*
6. *A significant effort is made to integrated clients who have completed their placement at Bridge Foundation into the day-to-day administrative, supervisory or management functions of the Partners for Recovery Services (a coalition*

between the Bridge Foundation and the Beacon for Hope Foundation – trading as Beacon Farms). This initiative has seen many successfully transitioned clients being given employment with the Foundation in various capacities – farm supervisor, mechanic/heavy equipment operator, horticulture supervisor, senior administrative assistant and resident manager bookkeeper. Other positions at the farm presently are chief operations officer, agriculture processing manager and farm labour. All positions at the farm, apart from one individual, are active in the recovery program.

General Comments

1. Fragmentation still exists with respect to services offered in the continuum of care and the placement of clients. The Bridge Foundation have been “self-seeking” with respect to a) getting clients and b) getting finance to support its programme. After more than five years of successful operation and notwithstanding the fact that it is a non-governmental charity, it can be viewed and must be recognized as a key component of the continuum of care.
2. Efforts must be made to establish the Bridge Foundation, despite its non-governmental status, as an institution within the continuum of care. It has provided sterling service to the prisons and the treatment and rehabilitation community alike.
3. Sustainability of a successful service delivery service in the context of transitional living on the island depends almost wholly on the efforts of the Bridge Foundation. It is my assessment and determination that the Bridge Foundation services must be supported whole-heartedly and used effectively to improve/guarantee outcomes within the continuum of care.
4. This follow-up evaluation provides a unique opportunity for a comparative analysis of the operation of transitional living support within the continuum of care on the island and it is my conclusion that there is a great and urgent need for standardization of this practice but more importantly defining which agency does what. This is a good time for a stakeholder analysis of the two key agencies providing this service to look for overlap in roles and propose measures to strengthen weaknesses that only serve to diminish the potential of agencies to serve their clients in the most appropriate way for efficacy (value and worth).

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Conclusion

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etc.). It can be concluded from the evaluation findings that the Bridge Foundation continue to be successful in its efforts at providing transitional living. It has achieved an acceptable level of success within the population it serves. Individuals have remained clean for extended periods of time and can speak to their now successful re-integration into mainstream society (having a bank account, full or part-time employment and national identification and considers themselves as “equal citizens”). The programme management is working hard at making the programme successful and has a keen interest in progressively moving into offering more opportunities to potential clients given that funding becomes available to sustain those efforts.

Recommendations coming out of this follow-up evaluation are contained in the suggestions following.

1. For prospective clients, in need of transitional living accommodation, to obtain the best chance of a successful placement and transition, significant stakeholder analysis is needed to identify the agency best suited to provide operational oversight of such facilities. It is my suggestion that all transitional living facilities be place under one day-to-day management structure. This would serve to bring about standardization of operation, reposition responsibilities and resources to where they are more likely to provide better outcomes and overall impact for the population to be served.
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programme and need somewhere to live for a sufficient period to allow for re-integration to society. This can also be translated into an offering of transitional living through a referral system to all clients determined to need safe housing.

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