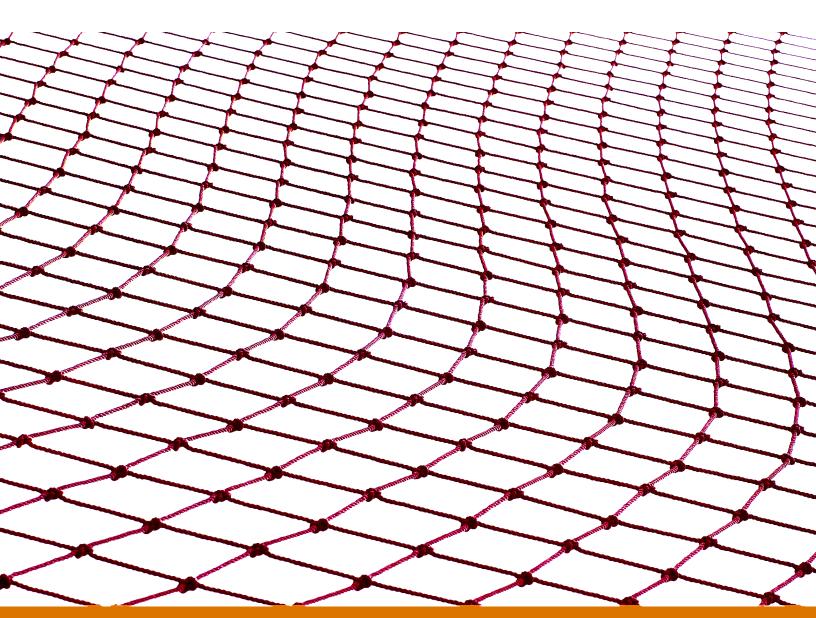
Strengthening the Safety Net

Bay Area Philanthropy's Response & Early Lessons



Dear Reader,

The 2008 "Great Recession" hit families and individuals hard throughout the Bay Area in the form of lost jobs, foreclosed homes, and support services stretched thin. In response, Bay Area philanthropy looked for ways to make an impact. Many foundations and corporate funders expanded our grantmaking to nonprofit safety net service providers, and some of us began exploring opportunities to invest in systems change efforts that could improve safety net policies and structures.

Realizing that we could enhance our safety net grantmaking by learning together and from each other, a group of Bay Area foundations—Walter and Elise Haas Fund, The San Francisco Foundation, Y & H Soda Foundation, and United Way of the Bay Area—launched the Safety Net Funders Network in September 2009, and subsequently invited additional members to join.

Our goal is to enhance the impact of our individual and collective safety net grantmaking by sharing knowledge about needs, community-based organization capacities, and funding strategies. In the short-term, this work informs our current grantmaking priorities. Over the longer-term, the Network also seeks to identify advocacy and systems change strategies to strengthen the safety net system as a whole.

To date, the Safety Net Funders Network has engaged in a series of integrated activities to inform our grantmaking, including:

- In-depth, interactive briefings with key providers, policy advocates, and funders around specific safety net topics;
- Coordinated mobile site visits to safety net service providers in particularly impacted neighborhoods; and
- · Discussion of successful safety net grantmaking strategies and systems change opportunities.

One of our objectives is to compile and share the knowledge we gain; hence this report, outlining the current scope of and promising practices in Bay Area safety net grantmaking. We will follow this overview report with a series of issue briefs that describe specific opportunities and strategies for philanthropic investment in safety net areas including food security, homelessness prevention, domestic violence, crisis intervention, and information and referral services.

Ultimately, we hope these efforts will strengthen our own safety net grantmaking and inspire more strategic, collaborative and aligned investment to create a stronger safety net for low-income communities in the Bay Area and beyond.

Sincerely,

Pamela H. David

Executive Director, Walter and Elise Haas Fund

Sandra Hernández, M.D.

President & CEO, The San Francisco Foundation

Bob Uyeki

Executive Director, Y & H Soda Foundation

Anne Wilson

President & CEO, United Way of the Bay Area

Executive Summary

The "Great Recession" that began in 2008 has had a dramatic impact on the economic well-being of individuals and families both locally and nationally. As more people have turned to social service organizations for help, the strain of the recession has also impacted nonprofit safety net providers. Demand for services has increased at the same time that revenues have declined due to public funding cuts and reduced private donations.

In response to this crisis, foundations across the country have increased their grantmaking to safety net organizations. In the Bay Area, a group of foundations launched the Safety Net Funders Network in September 2009. The Network's goal is to inform members' current safety net grantmaking priorities and to identify longer-term advocacy and systems change goals to strengthen the safety net system, while also sharing knowledge gained through tools such as this report.

As defined by the Safety Net Funders Network, "safety net" services include food, housing assistance, financial assistance, and supportive services for low-income and disadvantaged populations. The Network also includes domestic violence and mental health crisis services as part of the safety net.

National & Statewide Safety Net Grantmaking Overview

Independent, community, and corporate foundations nationwide have responded to the economic downturn in a variety of ways. Grantmaking budgets overall have mostly declined. However, grantmaking to safety net organizations has increased during the recession, as foundations have redirected grant dollars from other program areas and launched one-time safety net initiatives.

According to data collected by the Foundation Center, from 2008 to the end of November 2009, **nearly** \$170 million in grants was distributed nationally to almost 1,500 safety net organizations working in the areas of human services, housing/shelter, agriculture/food, and mental health/crisis services. Patterns of safety net grantmaking in California largely parallel national trends, with the exception that community foundations are responsible for the largest proportion of safety net grants in California, while independent foundations played the larger role in this area nationally.

San Francisco Bay Area Safety Net Grantmaking Overview

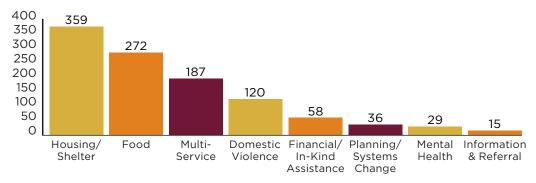
Methodology

The San Francisco Bay Area has received a substantial proportion of the safety net grantmaking dollars in California. In order to better understand the current scope of and practices in safety net grantmaking in the Bay Area, the Safety Net Funders Network initiated in-depth research on grantmaking practices in the region, collecting detailed information from 24 funders, including community foundations, independent foundations (mostly family foundations), corporate funders, and the United Way of the Bay Area. **More than 1,000 grants, most to Bay Area organizations but some for statewide projects, totaling more than \$47 million, were included in this study.**

Agency Type

Nearly all safety net grants made by the funders examined were made to direct service nonprofits that operate shelters or food pantries or provide other types of basic needs services. A few grants went to other types of organizations, such as advocacy groups, technical assistance providers, and umbrella organizations (e.g. statewide membership organizations for food banks or domestic violence agencies). The distribution of grants by type of safety net category is represented in the chart below.

Number of Safety Net Grants by Category



Agency Focus Area

Funders tended to support a broad spectrum of safety net organizations—such as food banks, homeless shelters, anchor institutions, and domestic violence providers—within their general geographic focus area, although a few funders targeted their grants to more specific geographic areas that had been particularly impacted by the recession. The majority of funders supported a broad range of safety net organizations, but a small number of funders focused on a single safety net area, such as food or domestic violence.

Grant Type

In terms of the type of support, funders most commonly provided project support, restricted to specific programs or costs directly related to meeting basic needs. The next most common type of funding was core operating support for vital direct service agencies. A few grants were also awarded for capacity-building projects at direct service agencies, mostly in cases where the funder had a long-standing relationship to the grantee.

Grant Amounts

Annual safety net grantmaking budgets and specific grant amounts varied greatly among Bay Area funders with some funders providing small grants to many organizations; others awarding grants in the \$25K to \$50K range; still others gave large grants of \$100K or more to a smaller number of grantees; and a few made a handful of \$1M-plus signature gifts.

Selection Criteria

In terms of selecting the specific grantees receiving safety net support, most funders looked for familiar organizations with solid administrative infrastructure and strong reputations. Proposals were mostly solicited by invitation only, and many

Bay Area Safety Net Grantmaking Amounts

- Safety net grantmaking annual budget range: \$246K to \$5.2M
- Median annual safety net grantmaking budget: \$1M
- Safety net individual grant range:
 \$200 to more than \$1.5M
- Median grant size: \$25K

funders distributed grants primarily or exclusively to prior grantees. Some funders focused on organizations with clear capacity to add services in response to the recession. Financial health was another important consideration in selecting grantees, reflecting concerns about nonprofit financial sustainability, but exceptions were often made for specific situations.

Innovations and Emerging Best Practices

Collaboration was a key theme in much of the promising safety net grantmaking practices identified among Bay Area funders. In terms of revenues to support safety net grantmaking, some funders successfully leveraged donations from corporate partners or individual donors. Several funders supported projects designed to promote networking and collaboration to enhance efficiency among safety net service providers. Some funded projects focused on nonprofit collaboration with the purpose of advocacy, particularly related to public funding cuts to human services.

Public-private partnership was another key theme in innovative approaches to safety net grantmaking among the funders examined. A small number of funders partnered directly with public agencies to administer and/or jointly distribute safety net funds. In addition, several foundations supported projects designed to help local governments and safety net nonprofits successfully access the federal economic stimulus dollars made available through the American Recovery and Reinvestment Act.

Systems change safety net grantmaking was targeted to three main areas. First was advocacy to promote the prioritization of public funding for human services, particularly at the state level in the face of the California state budget crisis. Second was the expansion of the 2-1-1 comprehensive phone and online information and referral system for safety net services. Finally, several funders supported projects designed to improve outreach and systems for enrollment in public benefit programs, particularly Food Stamps.

Funders also supported a variety of *miscellaneous capacity-building projects* for individual safety net providers and broader safety net sectors.

Gaps and Opportunities in Bay Area Safety Net Grantmaking

The research reveals that many Bay Area funders share interests and have used common strategies in approaching support for the safety net. Certain areas also emerge as possible gaps where increased grantmaking focus could be impactful, specifically:

- A few types of safety net services received very little support from Bay Area funders, despite being identified as areas of increased need due to the recession, such as mental health crisis services and child abuse and neglect.
- Multiple funders cited an emerging interest in safety net systems change efforts. The three emphases of initial safety net systems change grantmaking—advocacy for public funding, development of the 2-1-1 system, and improving enrollment in Food Stamps and other benefits—are all possible continuing targets of philanthropic investment.
- **3** Coordination with the public sector is another area of opportunity in safety net grantmaking, whether by more closely aligning the allocation of philanthropic grants and public funds, or by providing direct or indirect philanthropic support to enhance safety net services provided by public entities.
- Support for advance planning for safety net responses to economic crises could help nonprofits become more prepared to respond strategically to future economic downturns. Safety net funders could also develop "economic crisis preparedness" strategies for the philanthropic sector.
- **6** Core operating support is critical to help nonprofit safety net service providers address the double impact of the economic downturn: agencies face both an increase in demand for services, as well as a decrease in public and private funding. Funder support for core operations, administrative capacity building, and establishment of operating reserves can help nonprofits mitigate the effects of lost operating revenues so that they are positioned to meet increased demands.
- **6** Finally, the common safety net grantmaking interests and strategies across many funders suggest an **opportunity for increased collaboration and alignment of investment** among Bay Area safety net funders.

Looking forward, most funders stated that they intend to continue to prioritize safety net grantmaking in the upcoming year, as the impact of the recession continues to be felt. Building on these findings of common practices and emerging interests, this is an opportune time to further develop and coordinate Bay Area safety net grantmaking over the immediate and longer-term.

Introduction

The "Great Recession" that began in 2008, fueled by the subprime mortgage crisis and subsequent failure of the banking industry, has had a dramatic impact on the economic well-being of individuals and families both locally and nationally. Many of those affected are working poor individuals who have lost jobs or had their work hours reduced, consequently facing severe economic hardship for the first time. Others are victims of the foreclosure crisis, including homeowners—often low-income—with unaffordable loans, as well as renters living in foreclosed properties. Chronically poor families and individuals have also been impacted by cuts to public benefit programs and reduced availability of support services.

As more people have turned to social service organizations for help, the strain of the recession has also impacted the social safety net. Nonprofit service providers have seen a dramatic increase in demand for safety net services. At the same time, many nonprofits are struggling to cope with reduced revenues due to public funding cuts and reduced private donations. In response to this crisis, many foundations in the San Francisco Bay Area, as well as across the country, have increased their grantmaking to safety net organizations or have launched special one-time safety net grantmaking initiatives.

In the Bay Area, a group of four foundations—Walter and Elise Haas Fund, The San Francisco Foundation, Y & H Soda Foundation, and United Way of the

Bay Area—recognized a need and opportunity to enhance the impact of their individual and collective safety net grantmaking by sharing knowledge about needs, community-based organization capacities, and funding strategies. They formally launched the Safety Net Funders Network in September 2009 and then invited additional foundations to join.

The Network's goal is to inform initial safety net grantmaking priorities as well as to identify longer-term systems change goals to improve and strengthen the safety net system as a whole. To date, the Safety Net Funders Network has engaged in a series of integrated activities to inform its grantmaking, including:

- · In-depth, interactive briefings with key safety net providers, policy advocates, and funders
- Coordinated mobile site visits to safety net service providers in particularly impacted neighborhoods
- Discussion of successful safety net grantmaking strategies and systems change opportunities

An information clearinghouse is also being established for this work, to compile and share information on safety net grantmaking strategies, investments, and results in the Bay Area.

As defined by the Safety Net Funders Network, "safety net" services include food, housing assistance, financial assistance, and supportive services for low-income and disadvantaged populations, particularly those residing in under-resourced neighborhoods. In addition to services related to basic needs, the Network also includes domestic violence and mental health crisis services as part of the safety net, as there has been an upsurge in stress, depression, and domestic violence directly due to the poor economic climate. The Network is particularly concerned with safety net services that have been doubly stressed by

Safety Net Definition

Programs that address the need for:

- Food
- Housing/Shelter
- · Financial and In-Kind Assistance
- Domestic Violence Shelter
- Mental Health Crisis Intervention
- Information & Referral

the economic downturn—those that have experienced both an increase in client demand and a decrease in public and private funding.

Other funders and policymakers have employed broader definitions of the safety net, incorporating services in areas such as basic health care, child abuse, legal assistance (e.g. foreclosure prevention), job seeking or job training, and permanent affordable housing. Though these areas are touched on in the following report, they are not included in the Network's primary focus.

National & State Overview of Safety Net Grantmaking

Independent, community, and corporate foundations nationwide have responded to the economic downturn in a variety of ways. As endowments have declined in value, many foundations nationally have reduced their operating expenses. Others have stopped accepting unsolicited proposals, restricted current grantmaking to prior grantees only, and/or intensified scrutiny of the balance sheets of grantees for indicators of financial sustainability. More foundations have emphasized providing core operating support. Recognizing the increased need for support among nonprofits, some foundations have increased their payout percentages, but grantmaking budgets overall have mostly declined.

Though overall grant dollars have decreased, grantmaking to safety net organizations has increased during the recession. Many foundations nationally have augmented ongoing safety net grantmaking, redirected grant dollars from other program areas, or launched special one-time safety net initiatives. Much of the high-visibility safety net grantmaking nationally has been accomplished at the local or regional level through collaborative groups of funders, often led by community foundations or the United Way.

National and state data on the scope and direction of safety net grantmaking in response to the economic recession has been compiled by the Foundation Center¹, drawing from a variety of sources. The Foundation Center data for this report was downloaded at the end of November 2009.

According to the Foundation Center, from 2008 to the end of November 2009, **nearly \$170 million** in grants was distributed nationally to almost 1,500 safety net organizations, when using a safety net definition that largely parallels that of the Network. Of this total, the largest proportion of grants were for Human Services, followed by Housing/Shelter, then Agriculture/Food, and finally, at a much lower level, Mental Health/Crisis Services. Additional grants were made in response to the economic downturn in areas outside of the Network's definition of safety net, including Community Development, Health, and Employment. At the national level, independent foundations have contributed the most to safety net grantmaking, followed by company-sponsored foundations and corporate giving programs, then community foundations, and finally public charities.

Compared to other states, **California ranked second nationally** in the dollar amount of safety net grantmaking using the Network's definition, **with \$17.7 million in grants awarded to 281 recipients** according to Foundation Center data. Paralleling the national trends, safety net grantmaking in California has emphasized Human Services, followed by Housing/Shelter, Agriculture/Food, and at a much lower level, Mental Health/Crisis Services. In California, in contrast to the national statistics, community foundations are responsible for the largest proportion of safety net grantmaking. Company-sponsored foundations and corporate giving programs follow in dollars awarded, then independent foundations.

According to data from the Foundation Center, the Bay Area received a substantial proportion of safety net grantmaking dollars in California from 2008 through the end of November 2009. Of the six counties statewide with more than \$1 million reported in safety net grants, five are located in the Bay Area:

- Santa Clara (\$3.4 million in grants)
- San Mateo (\$2.2 million)
- San Francisco (\$1.5 million)
- Marin (\$1.2 million)
- Alameda (\$1.1 million)

Independent research for this Report demonstrates that the Foundation Center offers a very conservative picture of the scope of safety net grantmaking in the Bay Area, as a substantial number of Bay Area safety net grants collected for this Report were not captured in the Foundation Center data.

San Francisco Bay Area Safety Net Grantmaking

In order to better understand the current scope of and practices in safety net grantmaking in the Bay Area, the Safety Net Funders Network initiated in-depth research on safety net grantmaking practices with a diverse group of Bay Area funders. Detailed information about safety net grantmaking was obtained from 24 funders, including seven community foundations, 16 independent foundations (mostly family foundations), seven company-sponsored foundations or corporate giving programs, and the United Way of the Bay Area. Of these funders, 13 participated in interviews, answered written questionnaires, and/or provided other detailed information about their safety net grantmaking. For 11 additional funders, detailed safety net grantmaking information was gathered from funder websites and/or annual reports.

More than 1,000 grants, most to Bay Area organizations but some for statewide projects, totaling more than \$47 million, were included in this study.

(Note that these figures differ from the Foundation Center data due to differences in definitions and the more complete grant lists provided by funders participating in the research for this report). Participating funders are listed in the following table.

Bay Area Funders Included in Study

Community Foundations

- East Bay Community Foundation*
- Marin Community Foundation
- Napa Valley Community Foundation
- Community Foundation Sonoma County
- The San Francisco Foundation*
- Silicon Valley Community Foundation*

Company-Sponsored Foundations and Corporate Giving Programs

- Applied Materials
- Blue Shield of California Foundation
- Chevron
- Kaiser Permanente Northern California*

Independent Foundations

- The California Endowment
- S.H. Cowell Foundation
- Richard & Rhoda Goldman Fund*
- Grove Foundation*
- Evelyn & Walter Haas, Jr. Fund
- Walter & Elise Haas Fund*
- Jewish Community Endowment Fund*
- Koret Foundation
- Dean & Margaret Lesher Foundation*
- Thomas J. Long Foundation
- David & Lucile Packard Foundation*
- Charles & Helen Schwab Foundation*
- Y & H Soda Foundation*

Other

• United Way of the Bay Area*

^{*} Funder actively participated in research by providing detailed information. Information for other funders listed was gathered from websites, press releases, and annual reports.

Preparation for Safety Net Grantmaking

In order to shape their safety net grantmaking in response to the recession, many Bay Area funders surveyed their past or ongoing safety net grantees. In most cases, the survey was conducted relatively informally, through phone conversations with agency Executive Directors. The San Francisco Foundation conducted a more formal survey of safety net organizations that had received prior grants. Their findings, which paralleled those of other foundations that conducted similar informal information gathering, are summarized in the following section.

Findings from Survey of Safety Net Grantees by The San Francisco Foundation.

In-depth interviews [were conducted] with 44 safety net grantees that have historically been funded by [The San Francisco Foundation]... Respondents include the leadership of food banks, pantries, shelters, family resource centers, crisis support services, and domestic violence shelters in San Francisco, Alameda, and Contra Costa [Counties]. All of the organizations, without exception, report an increased demand for services, staff that are stretched thin, and reduced funding from local and state government, foundations, and individual donors.

Although many nonprofits are not cutting services, they do not have the capacity to increase delivery without increased funding. Food banks report double-digit demand, and some pantries report decreasing the amount of food they distribute to each client to meet the increased need. The demand for mental health crisis support is especially noteworthy, with one provider citing an increased suicide rate, as well as seeing clients that are more distressed and hopeless. Many clients are requesting help for domestic violence, substance abuse, and mental health. As people's economic situation worsens, the demand for crisis support services goes up.

Other major themes/observations that emerged from the interviews include:

- Increased stress on nonprofits as local government reduced services due to their own budget crises, resulting in more clients turning to nonprofits to fill the gaps in service;
- Organizations that relied more on government funding than private donors, such as domestic violence providers, shelters, and multi-service centers, were hardest hit;
- An increase in two-parent families requesting food, shelter/housing, and other services due to job loss and foreclosures, as well as renters evicted because their landlords went into foreclosure;
- Fear that 2010 will be worse, as many of the newly unemployed are using savings and/or relying on family and friends before becoming homeless;
- A lack of sufficient shelter beds, both short-term and long-term;
- · Uncertainty of foundation support going forward; and
- Concerns that the economy hasn't hit bottom yet. "

Structure of Safety Net Grantmaking Programs

Funders structured their safety net grantmaking in a variety of ways, ranging from expansion of existing programs to launching of new initiatives. Program Structure was guided, in large part, by whether the grantmaker was an independent, community or corporate foundation.

Independent Foundations

Some funders with existing safety net programs continued to make grants in this area with no particular change in emphasis in response to the recession, such as the S.H. Cowell Foundation and Thomas J. Long Foundation. Other funders with major ongoing safety net grantmaking programs made larger or additional grants or otherwise augmented their safety net grantmaking in response to the recession.

For example, the David & Lucile Packard Foundation and the Charles & Helen Schwab Foundation increased their grantmaking budgets by more than \$1 million in their Food & Shelter and Homeless Prevention/Housing First portfolios respectively, making additional and/or larger grants to ongoing grantees. Similarly, the Evelyn & Walter Haas, Jr. Fund increased the size of their annual grant to the Season of Sharing in 2008 to support direct financial assistance for emergency needs. At the Koret Foundation, food security is an ongoing focus, and in response to the recession two special \$1 million grants were made to the Jewish Emergency Assistance Network (JEAN) and to Jewish Family and Children's Services to assist individuals and families impacted by the economic downturn.

- As a long-time investor in the safety net, we convened our partners to create a shared understanding of how the economic crisis was affecting the East Bay social services safety net and how both providers and funders were responding.
 - Bob Uyeki, Executive Director,Y & H Soda Foundation

In addition to making grants, the Y & H Soda Foundation, a long-time funder of safety net services, hosted convenings for safety net grantees and for other safety net funders to discuss the impact of the recession and to strategize responses. The convenings resulted in a deeper understanding of the economy's effect on both nonprofit providers and grantmaking foundations and encouraged additional collaboration between all parties involved. In fact, it was at the final convening that the foundations that now comprise the Safety Net Funders Network Steering Committee began discussion about formalizing their collaboration and creating an ongoing vehicle for funder education and alignment of safety net investments.

Some independent foundations, where safety net grantmaking is not a major ongoing focus, have small-scale holiday or year-end grantmaking programs focused on safety net support. They then used these contacts as the basis for developing a larger safety net initiative in response to the recession. For example, the Richard & Rhoda Goldman Fund awards \$5K holiday grants to a variety of safety net organizations in San Francisco, and in 2008 conducted a special food initiative where larger grants, of \$75K to \$250K, were made to five San Francisco food security organizations, overlapping with their holiday grantees.

The Walter & Elise Haas Fund followed a similar trajectory but on a much larger and broader scale. The Fund has historically made small annual year-end grants to a number of safety net organizations but has not otherwise been a major safety net funder. However, in response to the recession, the Fund developed a special strategic grantmaking initiative, awarding a series of safety net grants in 2009 for direct services, related to housing/homelessness prevention, domestic violence, food security, and multi-service agencies, as well as grants for several safety net planning and systems change projects, totaling more than \$1M.

Community Foundations

Community foundations have traditionally been strong supporters of the safety net organizations in their geographic focus areas. Recently, however, some community foundations have restructured their grantmaking into targeted strategic initiatives that typically include some, but not all, types of safety net services. In response to the recession, however, some of these same community foundations held over or revived their traditional support for the broader range of safety net organizations.

Silicon Valley Community Foundation was one of the first community foundations (in fact, one of the first Bay Area funders overall) to respond to the recession with a major safety net funding initiative. The Foundation recently reorganized their grantmaking into four primary strategic focus areas—economic security, immigrant integration, middle school education, and regional planning—selected as a result of in-depth research and a comprehensive planning process. However, very early in the recession the Foundation saw a need to respond to the impact of the economic downturn on vulnerable residents and nonprofit service providers. Thus, it announced a safety-net focused Community Opportunity Fund, which provided a structure for supporting key organizations that do not fall into their more specific strategic focus areas. Through strategic publicity and outreach to donors, the Foundation secured substantial additional funding for its safety net initiative. In 2008 and 2009, Silicon Valley Community Foundation distributed \$4 million in safety net grants through the Community Opportunity Fund.

- economic downturn has been swift and steep. Unfortunately, the crisis is far from over. The community foundation is pleased to be able to provide a quick infusion of financial support, but it is going to take more than dollars alone to alleviate this crisis. In the coming months, we must all work together to advocate for new policies that will ensure help for those who are hungry and homeless.
 - Emmett D. Carson, Ph.D., CEO & President, Silicon Valley Community Foundation

Similarly, the East Bay Community Foundation had moved from previously broad grantmaking to restructure into two strategic areas: support for children to succeed and economic development. With the downturn, the Foundation responded by establishing an Emergency Relief Fund, with a seed grant from Bank of America, to support safety net nonprofits that fell outside of their ongoing strategic grantmaking areas. In addition, the Foundation advised Chevron on the corporation's major year-end giving to East Bay safety net organizations.

In the North Bay, the Marin Community Foundation distributed a total of \$1 million in two rounds of safety net grants, the first focused on food security and the second with a broader focus. Community Foundation Sonoma County also initiated a special safety net fund in response to the recession. Napa Valley Community Foundation distributed nearly \$800,000 in safety net grants from their discretionary and donor advised funds, with an emphasis on grants to prevention-focused programs serving families.

The San Francisco Foundation provides funding in a broad range of areas, including grants to safety net organizations through its Community Development and Community Health focus areas. In addition to this ongoing grantmaking, the Foundation developed two special grantmaking initiatives in response to the recession. First, the Foundation launched a Nonprofit Transitions Fund to help nonprofits "rethink and regroup in response to the downturn in the economy." Organizations applied to the \$700K fund for planning grants for projects such as back-office collaborations, mergers, dissolutions, and joint ventures. Then The San Francisco Foundation established a more general Safety Net Impact Fund, seeded with almost \$2M, to support direct safety net services, and has solicited donations to the fund from donor advisees and other community funders.

- been resilient, the scale and scope of the current downturn is clearly different. Given the tumultuous economy, many organizations are rethinking operations in order to continue delivering mission related programs. The San Francisco Foundation seeks out regional nonprofits that are restructuring to preserve the delivery of services and programs that are so vital to our community.
 - Denny Martin, Program Officer,
 The San Francisco Foundation

Corporate Funders

The United Way of the Bay Area (UWBA) raises significant dollars from corporations and their employees to benefit the community. It makes ongoing safety net grants through its Bay Area Community Fund, and recently established a special Road to Recovery Fund to augment safety net grantmaking in basic needs as well as areas such as job training, youth career development, and community schools. UWBA also distributes federal funding for the FEMA Emergency Food and Shelter Program (EFSP), and the EFSP budget was greatly increased in 2009 due to a larger funding allocation for the Bay Area from the federal government as well as new stimulus dollars for Homelessness Prevention and Rapid Re-Housing.

Some corporate funders, in response to the recession, have temporarily redirected a portion of their grantmaking or corporate giving from their usual focus areas into safety net support. At Kaiser Permanente Northern California, for example, more funds have been redirected into basic healthcare access and coverage, particularly health clinics that serve poor and uninsured clients. Kaiser also launched a special "Essential Services" initiative in 2009 to fund selected safety net organizations in communities disproportionately impacted by the recession. Bank of America also redirected some of their usual grantmaking into support for safety net services.

Common Practices in Bay Area Safety Net Grantmaking

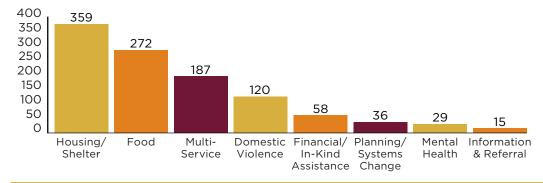
Grantmaking to safety net organizations followed similar patterns at many Bay Area funders in terms of impetus and rationale, as well as types of organizations funded and types of support provided. More variation was found, however, in the structure of grantmaking programs and grant size.

Grantmaking Scope

Nearly all safety net grants for the funders examined were made to direct service nonprofits that operate shelters or food pantries or provide other types of basic needs services. A few grants went to other types of organizations, such as advocacy groups, technical assistance providers, and umbrella organizations (e.g. statewide membership organizations for food banks or domestic violence agencies).

The largest number of grants were directed to organizations providing housing/shelter, food, and multi-service organizations (typically neighborhood anchor institutions or family resource centers). Next in number were organizations addressing domestic violence and those providing financial/in-kind assistance, such as funds for rent or utility payments. Fewer grants were distributed in the area of mental health. A relatively small number of grants were made for projects other than direct services, such as information and referral and planning/systems change. Some of the funders surveyed made safety net grants in areas outside of the definition used by the Bay Area Safety Net Funders Network, such as health, employment, or child abuse.





Most funders' safety net grantmaking was shaped by an overarching geographic focus. Funders tended to support a broad spectrum of safety net organizations—such as food banks, homeless shelters, anchor institutions, and domestic violence providers—within their geographic focus area. Thus the geographic focus of specific listed grants largely reflects the geographic distribution of Network members, with the largest number of funders making grants in the East Bay (Alameda and Contra Costa Counties, and to a lesser extent Solano County); followed by San Francisco, the Peninsula (San Mateo County), and the South Bay (Santa Clara County); and far fewer in the North Bay (Marin, Sonoma, and Napa Counties).

Napa Valley Community Foundation specifically articulated their strategy for supporting a variety of safety net agencies within their community. Food programs received support as a core area of need, with high return for investment due to low program costs; family resource centers were supported as prevention-focused access points for a variety of services for families; housing programs received grants in order to help families and individuals avoid homelessness; and mental health services were supported in recognition of the increase in depression, marital conflict, and family violence resulting from mounting economic pressures.

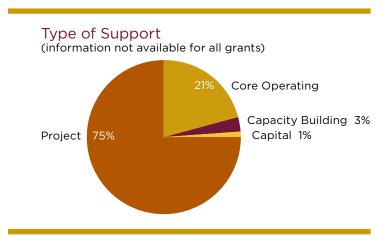
A few funders, typically those with regional or statewide geographic interests, targeted their grants to more specific geographic areas that had been particularly impacted by the recession. Kaiser Permanente Northern California, for example, made grants in communities where economic indicators such as employment and foreclosure rates showed disproportionate hardship.

While most funders supported a broad range of safety net organizations, a small number of funders focused on a single safety net area, such as food or domestic violence. Often the particular focus represented an established strategic grantmaking area for the funder.

Types of Support

In terms of the type of support, **funders most commonly provided project support**, **with grants restricted to a specific program or cost directly related to meeting basic needs**—e.g. the shelter program at a domestic violence agency or food purchase at a food bank. Some grants were specifically directed to program costs related to expanding services in order to meet increased demand or provide services to those newly impacted by economic hardship, with funds intended to augment (not supplant or backfill) existing funding. The next most common type of support was core operating support for vital direct service agencies.

A few funders provided a combination of project and core operating grants. At The San Francisco Foundation, for example, nearly all safety net grants were for core operating support. However an exception was made for grants to large anchor organizations, which were awarded funding for direct financial assistance for rent or other emergency needs with Foundation funding restricted to those direct costs. The Foundation noted that these anchor institutions had strong bottom lines, making core operating support a less compelling investment.



Finally, a few funders awarded grants for capacity-building projects at direct service agencies. In most of these cases, the funder had a long-standing relationship to the grantee.

Grantmaking Budgets & Grant Size

Annual safety net grantmaking budgets varied greatly among Bay Area funders, ranging from a lower limit of \$246K to an upper limit of \$5.2M. The median annual grantmaking budget for safety net grants was just over \$1M.

Grant size was also highly variable among safety net grantmakers in the Bay Area, with individual grants ranging from \$200 to more than \$1.5M. Some funders provided small grants of less than \$20K each to many organizations; others made grants in the \$25K to \$50K range; still others gave large grants of \$100K or more to a smaller number of grantees; and a few made a handful of very large signature gifts, such as two \$1 million grants from the Koret Foundation.

Grant size largely reflected the overall size of the foundation and whether safety net grantmaking was a primary or secondary

focus. Average grant size was larger for capacity building and capital grants, as compared to project and core operating

support. Grants for planning/systems change also were substantially larger on average than those for direct services. Among grants for direct services, the largest average grant size was for financial/in-kind assistance.

Bay Area Safety Net Grantmaking Amounts

- Safety net grantmaking annual budget range: \$246K to \$5.2M
- Median annual safety net grantmaking budget: \$1M
- Safety net individual grant range:
 \$200 to more than \$1.5M
- Median grant size: **\$25**K

Funders that conducted special safety net initiatives in response to the recession took a variety of approaches with respect to grant size. For example, the Walter & Elise Haas Fund awarded grants of \$25K to \$50K each to a range of safety net organizations, because the foundation was not an ongoing funder in this area and felt that larger grants might destabilize the agencies. The San Francisco Foundation also made grants in the \$25K to \$50K range to most of their safety net fund grantees. At Napa Valley Community Foundation, grant size was roughly proportional to the number of individuals served and the agency's size; most nonprofits received grants equivalent to 5 to 10% of their annual operating budgets.

In contrast, the Charles & Helen Schwab Foundation made special large grants, of up to \$200K, to ongoing grantees in their rapid re-housing grantmaking area, with grants directed to expanding services to additional clients who would not otherwise be served. The Schwab Foundation also made a few large grants (more than \$100K) for food security, an area in which they do not make ongoing grants, and in regions where the Foundation does not typically fund, such as the Central Valley, that have been especially hard-hit by the recession. Silicon Valley Community Foundation took a combined approach, making \$100K+ grants in their first round to key large grantees such as the food bank along with many at lower levels, while their second round comprised grants primarily in the \$25K to \$50K range to a variety of organizations.

Grantee Selection

In terms of selecting the specific grantees receiving safety net support, most funders looked for familiar organizations with solid administrative infrastructure and programmatic track records. The majority of funders accepted safety net grant proposals by invitation only or otherwise pre-selected the grant recipients. **Many funders distributed grants primarily or exclusively to ongoing or past grantees.** These practices facilitated quicker turn-around of grants by limiting the time required for proposal review and due diligence, enabling the foundations to deploy their safety net resources rapidly to meet the urgent community needs.

Only two funders explicitly stated that they had issued open requests for proposals for safety net grants. Silicon Valley Community Foundation issued an open RFP because they felt doing so was important in their role as a community foundation. They found that it was challenging to evaluate the large volume of proposals received quickly enough to respond to the immediate need they were intending to address, but they successfully marshaled their resources to do so. Ultimately, the majority of nonprofits funded through Silicon Valley's process were past grantees. United Way of the Bay Area also issued an open RFP for the FEMA Emergency Food and Shelter Program, which was legally required to distribute these federal funds.

With respect to general grantee characteristics, some funders focused on organizations with clear capacity to add services and meet increased need in response to the recession. The number of clients served was another measure used; at Silicon Valley Community Foundation, for example, one criterion used to identify food pantries for support was the volume of food distributed as reported by the regional food bank.

Financial health was another important consideration in selecting grantees. Many funders were concerned about financial sustainability, particularly given the uncertain fundraising environment for nonprofits, and prioritized organizations with diversified and solid bases of financial support. However, exceptions were often made for specific situations, such as support for key domestic violence providers with large revenue shortfalls due to the unexpected loss of state funding.

Innovations and Emerging Best Practices

The in-depth examination of the safety net grantmaking by Bay Area funders led to identification of a number of innovative grantmaking approaches by funders with both established safety net programs and recent special initiatives. Innovations in a range of areas, from systems change grantmaking to promoting cross-agency and cross-sector collaboration, are highlighted below.

Collaboration

Collaboration was a key theme in much of the innovative safety net grantmaking. Funders engaged in direct collaboration to leverage grantmaking resources, and also distributed funds to support collaboration among nonprofit grantees.

Leveraging Revenue

In terms of revenues to support safety net grantmaking, some funders successfully coordinated partnerships between corporate and philanthropic funders. East Bay Community Foundation, for example, leveraged a major seed grant from Bank of America for their Emergency Response Fund, to which other businesses subsequently contributed. EBCF also partnered with Chevron to distribute their corporate giving funds to East Bay safety net organizations. Similarly, United Way of the Bay Area administered the funds from Applied Materials to support South Bay safety net organizations, an effort toward which the David & Lucile Packard Foundation also contributed \$250K.

Early announcement and effective publicity of safety net initiatives was important for leveraging participation of corporations and individual donors. Challenge grants and matching opportunities also helped leverage additional support. At Silicon Valley Community Foundation, for example, the foundation launched a well-publicized safety net initiative near the beginning of the recession, and found that their "early big splash" helped educate the public about poverty and need close to home and presented the community foundation as a leader. The Foundation also pledged to match contributions to their safety net fund, resulting in more than \$1 million in additional gifts within less than two months. The San Francisco Foundation is another example of a funder that has successfully leveraged substantial outside contributions for safety net funding through donor advisors and other community funders. Currently the Foundation is conducting a campaign to raise \$500K from donors to augment the \$2 million already distributed to safety net organizations.

Fostering Programmatic and Administrative Collaboration

Several funders supported projects designed to promote networking and collaboration among safety net service providers. To enhance the efficiency of grantmaking, some safety net grants were awarded to nonprofit collaboratives rather than to individual organizations. For example, United Way of the Bay Area, for its FEMA Emergency Food and Shelter Program, made a grant to the Food Bank of Contra Costa and Solano Counties on behalf of 30 food pantries that distribute food in their local communities. The pantries received the grant as a credit at the Food Bank. Through this arrangement, the smaller food pantries did not have to prepare grant proposals or handle reporting requirements, administrative activities for which they often have limited capacity as faith-based and/or volunteer-run programs. The process was subsequently replicated in San Francisco and Alameda County.

Similarly, for direct emergency financial assistance, FEMA Emergency Food and Shelter Program (EFSP) grants are made to the lead agencies that administer the San Francisco Chronicle's Season of Sharing funds to provide additional resources to the collaborative of agencies that distribute those funds. The EFSP dollars enable the agencies to serve clients who do not fit the general Season of Sharing criteria, such as single and non-disabled individuals.

Other grantmaking activities designed to enhance program-related collaboration by nonprofits included:

the Napa Valley Community Foundation, which reserved \$15K of their relatively small initial safety net grantmaking budget for proposals from nonprofits wishing to collaborate to increase efficiency; and the Grove Foundation, which is exploring ways to encourage safety net organizations to partner more closely with organizations working in the area of immigrant support, one of their strategic grantmaking areas.

The San Francisco Foundation's Nonprofit Transitions Fund also incentivized nonprofit collaboration, by providing planning grants to enable nonprofits to adapt to the economic downturn through back-office collaborations, mergers, and joint ventures. In addition, at the request of San Francisco Mayor Gavin Newsom, the Foundation helped lead a Community-Based Organizations Task Force to analyze the relationships between the City's two principal safety

Through the distribution of grants to multi-agency collaboratives, we were able to support more organizations, minimize grantees' administrative burden, and ultimately reach more low-income people.

Eric McDonnell, Executive Vice
 President, United Way of the
 Bay Area

net contracting agencies (Department of Public Health and Department of Social Services) and their nonprofit contractors. The result was a report, *Partnering with Nonprofits in Tough Times*², that included recommendations for enhancing the efficiency and effectiveness of the city's nonprofit safety net sector.

Supporting Collaborative Advocacy Efforts

Some projects funded through safety net grantmaking portfolios focused on nonprofit collaboration with the purpose of advocacy, particularly related to public funding cuts to human services. For example, The California Endowment specifically funded organizations to coordinate nonprofit advocacy around state budget cuts. Blue Shield of California Foundation supported a networking gathering for leaders from domestic violence organizations and health clinics, two of its strategic grantmaking areas, to encourage cross-field coordination of public awareness efforts around major state human services budget cuts. Similarly, a Food and Shelter Summit for nonprofit human service leaders was sponsored by Silicon Valley Community Foundation, with United Way of the Bay Area and the David & Lucile Packard Foundation, to encourage discussion about how to publicize the impact of the economic and state budget crises and coordinate advocacy for public policy solutions.

Public-Private Partnership

Another key theme in innovative approaches to safety net grantmaking among the funders examined was public-private partnership. A small number of funders partnered directly with public agencies to administer and/or jointly distribute safety net funds. United Way of the Bay Area, for example, administers federal FEMA Emergency Food and Shelter Program grants through a long-standing collaborative relationship. On the Peninsula, Silicon Valley Community Foundation worked with the County of San Mateo to issue a joint Request for Proposals with a single grant application for safety net organizations to distribute funds from the Foundation's Community Opportunity Fund and the County's Economic Urgency Assistance Program.

Several foundations supported projects designed to help safety net nonprofits successfully access the federal economic stimulus dollars made available through the American Recovery and Reinvestment Act (ARRA). The Walter & Elise Haas Fund funded the Foundation Center to create a webinar for nonprofits about accessing ARRA funds, and the East Bay Community Foundation developed an interactive database of ARRA funding opportunities for nonprofits. ARRA funds were also distributed by United Way of the Bay Area as part of their administration of the FEMA Emergency Food and Shelter Program.

- By helping nonprofits and local governments access federal economic stimulus funds, we were able to leverage our philanthropic investment and ultimately increase the impact of our grants.
 - Amanda Feinstein, Senior Program Officer, Walter & Elise Haas Fund

The San Francisco Foundation also partnered with East Bay Community Foundation and the Walter & Elise Haas Fund to

provide a loaned executive to the Oakland Mayor's Office to help the city pursue opportunities to secure ARRA funds for local projects. The California Endowment funded specific projects to help rural communities and Native American tribes to access ARRA funding.

Finally, both the Walter & Elise Haas Fund and the Y & H Soda Foundation funded a planning process, conducted by EveryOne Home, a regional homeless planning organization in the East Bay. The goal of the project was to redesign homelessness prevention services in the East Bay to be more accessible, serve more people, have longer-lasting impact, and thereby position the community to optimize access to and use of ARRA funds for homelessness prevention and rapid re-housing.

Systems Change

Safety net grantmaking related to planning and systems change was focused in three main areas. The first was advocacy to promote the prioritization of public funding for human services, particularly at the state level in the face of the California state budget crisis. Many of these grants took the form of support for nonprofit collaboration in coordinating publicity and advocacy, as described above. Some more targeted advocacy projects were also funded, such as grants from The San Francisco Foundation and the Walter & Elise Haas Fund to support advocacy for protecting state funding for In-Home Support Services for elderly and disabled populations

Another systems improvement focus was expansion of the 2-1-1 comprehensive phone and online information and referral system for safety net services. United Way of the Bay Area and other local Information & Referral providers administer the 2-1-1 system in some but not all Bay Area counties. Several foundations made substantial grants to support 2-1-1 development, including the Grove Foundation (with a 5-year commitment to bring 2-1-1 to San Mateo County), The San Francisco Foundation, Koret Foundation, Walter & Elise Haas Fund, and Kaiser Permanente Northern California.

Systems Change Efforts Funded

- Advocacy for public funding for safety net services
- Development of the 2-1-1 information and referral system
- Increasing enrollment in Food Stamps and other public benefits

Finally, several funders supported projects designed to improve outreach and systems for enrollment in public benefit programs, particularly Food Stamps. The Walter & Elise Haas Fund and The San Francisco Foundation both funded projects to promote increased enrollment of eligible individuals in Food Stamps, as did The California Endowment, with a special focus on families and agricultural workers. The California Endowment also funded projects aimed at improving access to and enrollment in WIC, MediCal, and SSI, particularly focusing on immigrants, single individuals, and residents of rural communities. Kaiser Permanente Northern California supported a project specifically designed to increase SSI enrollment of disabled young adults exiting the foster care system.

Capacity-Building Grants

Funders also supported a variety of miscellaneous capacity-building projects for individual safety net providers and broader safety net sectors. The most comprehensive investment in capacity building was a four-year initiative by Blue Shield of California Foundation, which focused on building leadership, supporting networking and providing technical assistance for domestic violence agencies throughout California. Blue Shield conducted a similar capacity-building initiative centered on community health clinics.

As part of their strategic grantmaking related to family resource centers, S.H. Cowell Foundation funded leadership development activities for staff of multi-service anchor institutions within the Foundation's place-based areas of interest. Others targeted specific nonprofits, such as The Dean & Margaret Lesher Foundation's grants for capacity-building projects at the food bank that is one of their long-standing grantees; projects included solar panels for a food distribution center, resulting in substantial annual utility savings, and pay-down for the agency's mortgage, to enable the agency to reduce annual space costs. Similarly, Y & H Soda Foundation also funded capacity-building projects such as business plan development for several specific safety net grantees. Finally, Kaiser Permanente Northern California made a grant to support development of a publication specifically designed for food security nonprofits.

Gaps and Opportunities for Investment

The research reveals that many Bay Area funders share interests and have used common strategies in approaching support for the safety net, leading to potential opportunities for greater collaboration and alignment. In addition, certain areas emerge as possible gaps where increased grantmaking focus could be impactful.

- A few types of safety net services received very little support from Bay Area funders, despite being identified as areas of increased need due to the recession, such as mental health crisis intervention services and child abuse.
 - Mental health crisis services, in particular, received relatively few grants, although safety net funders
 noted that demand for crisis intervention services had increased as a result of increased economic
 stress. Response to child abuse and neglect was another area that was not identified as a core safety
 net service by the Network and did not receive substantial support from funders, although the need
 for such services increases during times of economic hardship in ways similar to the increased need
 for domestic violence and mental health services.
 - More broadly, safety net organizations and fields vary greatly in their sophistication; food banks, for example, often belong to well-established state and national networks with significant administrative and fundraising infrastructures, while domestic violence agencies are more typically small, independent, grassroots organizations, often with more limited administrative capacity. Consequently, it is possible that organizations with less capacity to measure, articulate, and publicize increased need, such as small-scale domestic violence agencies or crisis counseling organizations, may receive disproportionately less philanthropic support than more sophisticated organizations such as regional food banks.

2 Multiple funders cited an emerging interest in safety net systems change

efforts. For many of these funders, interest in systems change followed from making responsive direct service grants to a desire to address root causes and invest in sector-wide coordination and public policy solutions.

- Some funders had already begun or planned to pursue systems change directly through grantmaking, while others were more interested in further exploration through convenings, briefings, research, and partnership with counties and community leadership.
- The three emphases of current safety net systems change grantmaking advocacy for public funding, development of the 2-1-1 system, and improving enrollment in Food Stamps and other benefits are all possible continuing targets of individual or coordinated philanthropic investment.
- Nearly all funders noted, however, a strong intention to continue to prioritize support for direct safety net services as well as indirect systems change efforts.

② Coordination with the public sector could facilitate more effective deployment of resources. The Safety Net Funders Network explicitly identified public sector coordination and collaboration as an interest, yet few funders had pursued in-depth partnership with public agencies.

- In terms of funding to support safety net services, Silicon Valley Community Foundation's model of a joint RFP to distribute county and foundation funding could be replicated.
- More broadly, further coordination between philanthropy and public funders to identify gaps and match funding sources to community needs would be productive.
- The public sector is also a major direct provider of safety net services; some types of services, in fact, are almost exclusively provided by public agencies, such as benefit enrollment for unemployment or emergency response to child abuse. Clearly, the economic crisis has exacerbated state and local government budget problems, with direct impacts on these publicly provided safety net services. Thus, some funders might want to explore ways of directly or indirectly supporting public safety net service provision as well. The San Francisco Foundation's participation in the Community-Based Organizations Task Force with the City of San Francisco is one model for directing philanthropic expertise to support the public safety net. Marin Community Foundation also awarded some direct grants to county agencies as part of their safety net grantmaking.

◆ Support for advance planning for safety net responses to economic crises could help nonprofits and funders become more prepared to respond strategically to future downturns. In developing their safety net grantmaking strategy, the Walter & Elise Haas Fund noted parallels to the Fund's grantmaking in disaster preparedness, as safety net organizations were ramping up to address increased need from the economic crisis in ways similar to how [disaster response organizations] respond after an earthquake or health crisis. Thus, disaster preparedness might be a productive way to think about investment in safety net advance planning. The San Francisco Foundation's Disaster Preparedness Project which involves advance training and coordination for community- and faith-based safety net agencies, as well as philanthropy and local government, to prepare vulnerable communities for disasters might serve as a productive model.

- Funders could explore support for activities related to economic disaster preparedness by safety
 net service providers to enable them to better respond quickly and flexibly. Such activities might
 include developing systems to publicize increased need, establishing operating reserves, or designing
 responsive programs that can be quickly scaled up or down.
- Safety net funders could also develop economic crisis preparedness strategies for the philanthropic sector such as advance agreements for coordination with other philanthropic and/or public funders in the case of a future economic crisis.

- Ocre operating support is critical to help nonprofit safety net service providers address the double impact of the economic downturn: they face both an increase in demand for services, as well as a decrease in public and private funding. Many funders have made grants to help safety net providers increase service provision to meet demand, but fewer funders explicitly targeted support to help nonprofits deal with the general loss of operating funding. Yet for an organization struggling to cover basic operating costs, it may not be realistic or prudent to expand services even if demand has increased.
 - Core operating grants were awarded by several safety net funders to enable nonprofits to use funds
 where needed most while limiting administrative workload for both grantor and grantee. In this
 way, the funders provided their key nonprofit partners long-term grantees and/or well-established
 organizations with significant programmatic and track records and financial sustainability with flexible
 funds that allowed the nonprofits to be responsive to current and emerging needs.
 - Grants or in-kind support for nonprofit administrative capacity building, made before or during an economic downturn, could also help service providers build fundraising capacity and respond to shrinking budgets with more strategic financial management.
 - Support to help nonprofits establish operating reserves and grantmaking policies that reward, rather than penalize, nonprofits that hold reasonable reserves could also help safety net providers deal with lost income in the event of an economic downturn.
- © Finally, the common safety net grantmaking interests and strategies across many funders suggest an opportunity for increased collaboration and alignment among Bay Area safety net funders.
 - Activities might include joint research on needs and service providers; streamlined applications, coordinated RFPs and/or pooled funds; strategic outreach to encourage corporate and individual investment in safety net support; and collaboration on systems change efforts.

Looking forward, most funders surveyed stated that they intended to continue to prioritize safety net grantmaking in the upcoming year, as the impact of the recession continues to be felt throughout the Bay Area. Building on these findings of common practices and emerging interests, this is an opportune time to further develop and invest in effective and impactful Bay Area safety net grantmaking over the immediate and longer-term.

The Safety Net Funders Network

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