



City Council Memorandum

City of Arts & Innovation

TO: HONORABLE MAYOR AND CITY COUNCIL DATE: OCTOBER 28, 2014
FROM: CITY MANAGER'S OFFICE WARDS: ALL
**SUBJECT: COMMUNITY LIVABILITY TASK FORCE ACTION PLAN SIX-MONTH UPDATE –
SUPPLEMENTAL APPROPRIATION FROM THE GENERAL FUND RESERVES**

ISSUE:

The issues for City Council consideration are to: 1) receive a six month update on the Community Livability Task Force Action Plan; 2) Authorize a supplemental appropriation in the amount of \$792,186 for the remainder of Fiscal Year 2014/15; and 3) Direct staff to return in six months with a progress report.

RECOMMENDATIONS:

That the City Council:

1. Receive a six month update on the Community Livability Task Force Action Plan;
2. Authorize a supplemental appropriation in the amount of \$792,186 for the remainder of Fiscal Year 2014/15; and
3. Direct staff to return in six months with a progress report.

BACKGROUND:

Over the last several years, Riverside residents, staff and elected officials have perceived an increase in criminal and nuisance activities that impact the City's quality of life. This includes aggressive panhandling, vagrancy, unpermitted camping, vandalism, illegal vendors, abandoned property and the like. In order to address this situation, the City Manager's Office pulled together an internal task force including the City Attorney's Office and all City departments with responsibility for the enforcement of livability laws and the maintenance of City facilities. The resulting Community Livability Task Force was charged with reviewing existing City ordinances and establishing a roster of enhanced staffing to bring about visible and sustained change; a complimentary component included outreach and education to bring about a culture change.

On April 1, 2014 the City Council approved the City of Riverside Community Livability Task Force Action Plan (Action Plan) and authorized a supplemental appropriation from the General Fund Reserves in the amount of \$636,465 to implement the Action Plan in Fiscal Year (FY) 2013/14. The Action Plan was the culmination of this internal review process and outlines the necessary steps for implementation, measurement and reporting in order to effectuate lasting change. It

should be noted that the Action Plan was focused on those individuals who violate laws or ordinances and intended to deter criminal and nuisance activities by enforcing the City's laws and ordinances.

During discussion, staff commented that adoption of the Action Plan would reduce the General Fund Reserves to the minimum 15% established by City Council policy. At the time, the City Council report noted that an additional \$2,505,768 would be needed to fully implement the Action Plan during FY 2014/15 and that funding would be included in the proposed FY 2014/15 budget for City Council consideration. The report stated the strong concerns of the City Manager and Finance Director that the FY 2014/15 appropriation would further reduce General Fund Reserves below the 15% threshold; several Councilmembers also expressed concerns about the cost and impact to the General Fund Reserves.

Following approval of the Action Plan, the City Manager directed staff to focus implementation on the Riverside Police Department's (RPD) operations task force and to delay other expenditures in order to maximize the Action Plan's impact on the street. City staff began implementation of the Action Plan on April 9, 2014. The City Manager's FY 2014/15 Budget Letter to the City Council noted that additional funding to continue this effort was not included in the budget and that funds previously allocated would be carried forward to continue implementation into the early months of the current fiscal year. City staff committed to return to the City Council with an update on the Action Plan.

Accomplishments

In accordance with the City Manager's direction, all affected City departments coordinated their efforts to implement the Action Plan without incurring additional costs beyond those associated with the RPD. The following summarizes each department's accomplishments in the five month period from April 9 to September 9, 2014. Notwithstanding, implementation of the Action Plan continues; September 9 was chosen for reporting purposes only so as to provide five full months of performance data:

Riverside Police Department (RPD)

- The RPD established the Community Livability Task Force (CLTF) which was comprised of teams of uniformed officers and a supervisor deploying seven days a week in both the daytime and nighttime. Two teams of officers were initially deployed per day; this was reduced to one team per day in an effort to control costs and maximize the team's impact.
- The constitutional policing strategy of the CLTF has included direct enforcement of livability laws and providing extra patrols to prevent aggressive panhandling and vagrancy on City streets and freeway exits, habitation in City parks after hours, property crimes from public agencies and private businesses, urination and defecation in public places and occasional crimes of violence.
- In the first five full months of operation, the CLTF made 2,623 contacts. Over time, the number of contacts decreased from 857 in the first month to 116 in the fifth month. Among the contacts, 147 felony arrests and 2,076 misdemeanor arrests occurred.
- Of the total contacts, 748 were single contacts, 960 were multiple contacts (2 – 9 contacts with the same individual) and 915 were frequent contacts. The 915 frequent contacts represent 42 individuals, each with ten or more contacts in the five month period.
- RPD Records staff has processed over 2,000 additional police reports.
- In addition to RPD staff, the California Highway Patrol (CHP) has collaborated with RPD, focusing on highway infrastructure within the City. During this five month period, the CHP

has made 106 enforcement contacts.

Code Enforcement

- Assigned two existing staff members and associated equipment to a Community Livability Team with each officer dedicating approximately 75% of their time to projects related to community livability issues.
- Each staff member worked an assignment comprised of both weekday and weekend duty and concentrated on transient/homeless issues, park patrol and nuisance-type violations in the right-of-way or public spaces. This effort resulted in the investigation of 64 cases.

Homeless Outreach

- During the five month period, the Homeless Outreach Team served an average of 28 unduplicated clients per month, which represents a slight decrease from the previous year.
- The Access Center served a total of 377 unduplicated clients during the five month period, an average of 75 per month. This represents a slight decrease from 87 in January 2014.

City Attorney Municipal Prosecution (CAMP) Division

- The City Attorney's Office (CAO) has taken on the responsibility of reviewing police reports, determining whether to file cases, coordinating the filing of cases and staffing the courts with a combination of Deputy City Attorneys and volunteer attorneys.
- The CAO hired a temporary employee to handle the administrative work associated with implementation of the Action Plan, totaling \$10,000 over the past quarter; this cost was absorbed by the CAO budget.

Public Works

- The work performed by Public Works Department staff included removal of trash and debris left by homeless individuals from public property. In total, staff responded to 17 requests for service and dedicated approximately 460 man hours which resulted in the removal of 41.42 tons of trash and debris. The majority of the trash and debris resulted from the cleanup of a homeless encampment near Fairmount Park.

Parks, Recreation and Community Services (PRCS)

- A Parks Supervisor was assigned the task of coordinating with the RPD CLTF to report and address livability issues that occur at City parks. A total of 29 requests for assistance were made for issues at multiple park locations.
- PRCS Department staff continue to lock-up restrooms and parking lot gates at specific park locations as well as remove graffiti and repair park amenities when they are vandalized.

Education and Awareness

- The "Give to Positive Change" campaign was advertised in the Explore Riverside Summer 2014 edition.
- The Walk to End Homelessness event drew 331 walkers and raised \$26,544 for the proposed shower and laundry facility at the Riverside Homeless Service Campus.

For more detailed information, please refer to the City of Riverside Community Livability Task Force Action Plan Six Month Update – October 2014 (Attachment 1).

Recommendations

In reviewing the accomplishments to date and with the knowledge that has been gained through implementation of the Action Plan, City staff recommends that the City Council continue funding RPD at the current level for the remainder of the current fiscal year (will require an additional \$570,240). In addition, in order to complement the work of the RPD CLTF, it is recommended that the City provide funds for the City Attorney’s Office to prosecute municipal code violations, provide funding to increase the Homeless Outreach Team by 0.5 (FTE) positions, provide the funding for a Mental Health Worker to partner with the RPD Community Outreach Officer and Homeless Outreach Team, and provide \$25,000 to pay for in-patient substance abuse rehabilitation when needed. A breakdown of the costs is listed below:

Department	Remainder of FY 2014/15	FY 2015/16
Riverside Police Department	\$570,240	\$823,680
City Attorney’s Office	\$145,831 (7 Months)	\$250,000
Mental Health Worker	\$37,864 (7 Months)	\$64,909
Homeless Outreach Worker (0.5 FTE)	\$13,251 (7 Months)	\$22,716
Substance Treatment Fund	\$25,000	Replenish as Needed
TOTAL	\$792,186	\$1,161,305

FISCAL IMPACT:

The cost to fund implementation of the Action Plan for the remainder of the FY 2014/15 totals approximately \$792,186. There are sufficient funds in the General Fund Reserves to cover these costs. To date, \$181,000 has been appropriated from the General Fund Reserve during Fiscal Year 2014/15. Consistent with the FY 2013/14 year-end General Fund financial results, the June 30, 2014 General Fund Reserve Balance was \$38,438,826. The General Fund Reserve balance would be reduced to \$37,465,640 as a result of the \$792,186 supplemental appropriation requested in this report and the \$181,000 previously approved earlier this fiscal year.

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Attachments: City of Riverside Community Livability Task Force Action Plan Six-Month Update – October 2014

City of Riverside

Community Livability Task Force

Action Plan

Six Month Update

October 2014

Introduction

On April 1, 2014 the City Council approved the City of Riverside Community Livability Task Force Action Plan and authorized a supplemental appropriation from general fund reserves in the amount of \$636,465 to implement the plan in FY 13/14. It was noted that this action would reduce General Fund Reserves to the minimum 15% established per City Council policy.

The City Council report noted that an additional \$2,505,768 would be needed to operate the Plan during FY 14/15 and noted that funding would be included in the proposed FY 14/15 budget for City Council consideration. The report noted the strong concerns of the City Manager and Finance Director that the FY 14/15 appropriation would further reduce reserves below 15%. During the City Council discussion, several Councilmembers also expressed concerns about the cost and the impact on General Fund reserves.

Staff began implementation activities on April 9, 2014. Following approval of the Action Plan, the City Manager directed staff to focus implementation on the Riverside Police Department's operations task force and to delay other expenditures in order to maximize the impact on the street.

Furthermore, the FY 14/15 budget letter to the City Council noted that additional funding to continue the Livability Program in FY 14/15 was not included in the budget and funds from the original allocation would be carried forward to continue the program into the early months of the fiscal year. The report further noted that staff would be returning with a program update in the new fiscal year.

Accomplishments

In accordance with the City Manager's direction, departments coordinated their efforts to implement the Action Plan without incurring additional costs beyond those associated with the Riverside Police Department. The following details each department's accomplishments in the five month period from April 9 to September 9, 2014. Implementation work continues however September 9, 2014 was chosen for reporting purposes in order to provide five full months of performance data.

Summary. In the first five full months of operation, the Riverside Police Department Community Livability Task Force (CLTF) made 2,623 contacts with a steady decrease in the number, from 857 in the first month to 116 in the fifth month. Among these contacts, 147 felony arrests and 2,076 misdemeanor arrests occurred.

Furthermore, contacts can be broken down into 748 single contacts, 960-multiple (2-9) contacts and 915 frequent contacts. The 915 frequent contacts represent 42 individuals each with ten or more contacts in the five month period, an average of 22 contacts amongst this group or approximately one per week. It can be deduced from the reduction in the number of monthly contacts along with the large number of single contacts that the CLTF has successfully deterred future behaviors amongst this group. Furthermore, identification of the group of frequent offenders allows for the development of a focused strategy for this group.

Along with the steady decrease in contacts, the team has also observed that many of the chronic panhandlers have moved on and there has been a steady decrease in criminal issues at the Hulen campus. There have also been individual success stories such as family members being reunited as a result of the program.

Following is a discussion of each Department's experience in implementing the program:

Riverside Police Department. In April 2014, the Riverside Police Department (RPD) established a Community Livability Task Force (CLTF) made up of teams of uniformed officers and a supervisor, deploying seven days a week, during a varied combination of both daytime and evening hours. These teams of officers have devoted their full attention to responding to public complaints and service requests regarding crime and quality of life issues related to the behavior of problematic "street people" and others in a variety of public venues throughout the city. The constitutional policing strategy of the CLTF has included directed enforcement of livability laws and providing extra patrol to prevent aggressive panhandling and vagrancy on city streets and freeway exits, habitation in parks after hours, property crimes from public agencies and private businesses, urination and defecation in public places and occasional crimes of violence. It should be noted that initially two teams were deployed per day; this has been reduced to one team per day in order to reduce the cost impact while making a significant impact on the issue.

RPD officers continue to work with their colleagues at the Parks, City Attorney's Office, Code Enforcement, Public Works and the Homeless Outreach Team in a unified and strategic way to abate and eliminate problematic behaviors and conditions.

At no additional cost, during the normal course of their duties, Patrol and Problem Oriented Policing Officers have continued to address livability complaints to the degree possible with the existing resources which were in place prior to the formation of the task force. Since the inception of this effort, RPD Records staff has processed over 2,000 additional police reports, many of them requiring preparation for prosecution by the City Attorney's Office.

In addition to RPD staff, the California Highway Patrol (CHP) has collaborated with RPD to focus on homeless outreach and community livability impacts on the freeway infrastructure within the City. From April 9 to September 9, 2014, the CHP Riverside Area made approximately 106 enforcement contacts resulting in verbal warnings, the issuance of citations and arrests focused on vagrancy, loitering and aggressive panhandling within CHP's jurisdictional area.

Code Enforcement. Code Enforcement was able to assign two existing staff members and associated equipment to a Community Livability Team with each Officer dedicating approximately 75% of their time to projects related to community livability issues. In addition, in order to create a perception that Code Enforcement has a presence in parks and neighborhoods, the Code Enforcement vehicle fleet was re-designed with graphics that clearly identify them as Code Enforcement and not another City department. Code Enforcement staff did not charge back any of the associated costs to the allocation for the Community Livability Team. Each staff person works an assignment comprised of both weekday and weekend duty and concentrates on transient/homeless issues, park patrol and nuisance type violations in the right-of-way and public spaces. Most if not all of the duties that this team carries out are already a regular part of the Code Enforcement Division's responsibilities. In addition, this staff participates regularly in the weekly shelter resistant homeless project.

Homeless Outreach. The Homeless Outreach Team and Access Center continued to provide services and assist with livability issues involving homeless individuals. During the five month period, the Homeless Outreach Team served an average of 28 unduplicated clients per month which was a slight decrease from the prior year. The Access Center served 377 unduplicated clients during the five month period, an average of 75 per month which was a slight decrease from 87 in January 2014.

Additionally, the City participated in a collaborative partnership between the Riverside County Housing Authority, County Department of Social Services, County Department of Mental Health and Loma Linda Veteran's Affairs to house homeless individuals. Known as the 25 Cities Initiative, this effort ran from June 1 through September 29 of this year and the team conducted 335 assessments resulting in 35 participants successfully housed.

City Attorney Municipal Prosecution (CAMP) Division. The City Attorney's Office (CAO) has taken on the responsibility of reviewing police reports, determining whether to file cases, coordinating the filing, and staffing the courts with a combination of deputy city attorneys and volunteer attorneys. The CAO hired a temporary employee to handle the administrative work associated with the program. This has been paid at a rate of \$17/hour to a temporary agency at a cost to date totaling approximately \$10,000 for the past quarter. The duties of this temporary employee have included the following tasks: preparing cover sheets for review by attorneys, copying and scanning rejected cases, preparing complaints, preparing folders and labels for hearings, preparing department sheets for hearing, logging/tracking all filed misdemeanors in logbook, preparing filing cabinets for future dates and transferring over files, creating and preparing all forms and copies for program, sorting citations by date as received from the police department, going to the court house to file the complaints and filing received case copies from courthouse.

No funding was allocated to the CAO for Fiscal Year 2014-15 and the cost of the temporary employee was absorbed within the CAO Budget. However, the City Attorney's Office is no longer able to absorb this cost. It should be noted that this cost does not reflect the additional hours – reviewing police reports and citations, preparation and filing of complaints, appearing in court and conducting follow up – incurred by existing staff (including Deputy City Attorneys) to prosecute the misdemeanor citations. The City Attorney's Office also desires a dedicated prosecutor to manage the criminal cases stemming from this program.

Public Works Department. The Public Works Department serves in a support role to help implement the Community Livability Action Plan. The work performed by Public Works staff included removal of trash and debris left by homeless individuals from public property. During the period from April 2 to September 9, 2014, staff responded to seventeen (17) requests for assistance, dedicating 460 man hours to support the program which resulted in the removal of approximately 41.42 tons of debris. The majority of the trash and debris resulted from the cleanup of a homeless encampment near Fairmount Park. For large clean up events, staff were pulled from both the Refuse and Street Maintenance Divisions to complete the needed work. The total cost of activities during this period was \$24,752 which was absorbed within the existing budget.

Parks, Recreation & Community Services Department. The Mobile Recreation Unit and Special Programs Unit included in the Community Livability Action Plan under the Parks, Recreation and Community Services Department (PRCSD) have not been implemented. However, an existing staff person (Parks Supervisor) was assigned the task of coordinating with the RPD task force to report and address livability issues that occur at the parks. Requests for RPD assistance were made on 29 occasions since April for issues at multiple park locations. The responses from RPD have been rapid and most issues were addressed in a very timely manner. For example, RPD in conjunction with the Corona PD, was able to make an arrest of someone believed to be responsible for tagging the La Sierra Community Center.

PRCSD continues to send a crew to lock-up restrooms and parking lot gates at specific park locations and continues to remove graffiti and repair park amenities that are vandalized. Chain link covers were installed above trash receptacle at Hunt Park and La Sierra Park to prevent vagrants from climbing into these receptacles.

Education and Awareness. The Give to Positive Change campaign was advertised in the Explore Riverside Summer 2014 edition that was sent out to all Riverside residents. The campaign was also advertised during the Walk to End Homelessness event, which drew 331 walkers and raised \$26,544 for the proposed shower and laundry facility at the Riverside Homeless Service Campus. The current fund balance is \$53,137.

Summary of Response Indicators

Riverside Police Department (RPD): Public Safety/Enforcement of RPD Title 9 (Peace, Safety, Morals) and CVC 22520.5 citations (Panhandling on Freeways):

- Monthly average prior to CLTF (8/2013 to 2/2014) = **75** per month
- Monthly average after CLTF (4/2014 to 9/2014) = **480** per month
- **Felony Arrests:** 147
- **Misdemeanor Arrests:** 2,076
- **311 Service Requests:** 97
- **Extra Patrol Citywide Totals:** 4,282 additional patrols/1200 hours dedicated on-site
- **Extra Patrol in Parks/Libraries:** 1,084 additional patrols/222 hours dedicated on-site
- **CHP:** 106 contacts

Code Enforcement: 64 Code Enforcement cases that would be categorized as Community Livability issues (transient issues, homeless camps, illegal vending in parks, etc.) were investigated.

City Attorney's Office: As of September 17, the City Attorney's Office has received and reviewed 820 police reports from the Riverside Police Department. Out of those reports, 420 were filed but only 23 defendants appeared in court (approximately 5 percent); 95 percent of defendants have failed to appear. The City Attorney's Office believes that the proper disposition for those who are transient is to get the defendants to agree to be referred to the City's Homeless Outreach Center for the purpose of assessing compatibility for services. However, only 8 persons were suitable for referrals.

Parks, Recreation and Community Services:

- 29 requests for RPD assistance at various park locations.
- Large amounts of graffiti are abated monthly at multiple park locations. On average 480 hours per month are dedicated to graffiti abatement for 48 parks (estimated 0.5 hrs./day/park).
- Several incidents of vandalism occur each month requiring repairs (some examples are highlighted below):
 - One tree was vandalized and pulled out of the upper turf area at Doty-Trust Park.
 - Repaired broken window, through which the vandals entered the building and stole a computer monitor and binoculars at the Fairmount Golf Course Pro Shop.
 - Vandals cut and pulled wire from the electrical system at Martha McLean Anza Narrows Park twice during the five month period. Parks Maintenance Specialists fabricated and installed steel boxes over the exposed conduit at the electrical boxes and new wire was pulled in by the Parks Maintenance Electricians.
 - The Murdock drinking fountain was pulled from the corner of Victoria Avenue and Mary Street at Washington Park after vandals stole the brass bowls.
 - A concrete picnic table was moved and broken into pieces at Mountain View Park, a wooden bench was broken and graffiti was found throughout the park.
 - 224 Requests for Services for PRCSO generated through the 311 call center.

Riverside Fire Department.

- Incident responses by Riverside Fire Department (excluding fires): 538 from February 1, 2014 to August 31, 2014 = 79 a month; an average of 2.5 per day. Note: each month since February 1, 2014, there has been a decline in responses to the transient population, from 106 in February to 64 responses in July and 32 in August.
- Fire responses by RFD: Fourteen fires between February 1, 2014 to August 31, 2014 = average of 2 per month which is the same rate as prior to program implementation

County of Riverside Resources

As noted in the Plan, the County of Riverside (County) has responsibility for certain programs that have a direct impact on the City's ability to monitor nuisance activities and provide resources to those in need. The actions recommended to be undertaken by the County and the actions taken to date are as follows:

- Prioritize recruitment of the funded Clinical Therapist to work with RPD
 - *Update:* The County has been unable to fill the position but remains committed to hiring a qualified clinician.
- Seek funding to assign a full-time Behavioral Health Specialist to partner with the City's Homeless Outreach Team
 - *Update:* The County is not willing to provide half the cost of a Clinical Therapist at this time.
- Adopt a resolution authorizing Laura's Law within Riverside County and provide appropriate resources to County Department of Mental Health for implementation
 - *Update:* The County is unable to implement Laura's Law at this time.
- Instruct the Environmental Health Department to study the issue of public feedings and determine the appropriate methods to ensure that all food is safe for consumption
 - *Update:* The County Environmental Health Department (EHD) requires permits when individuals are using hot plates at public feedings. For safety purposes, the public is encouraged to provide nonperishable foods at public feedings. To report concerns with food handlers, the public can submit a complaint online at <http://www.rivcoeh.org/Complaint> or by phone at (951) 358-5172

Recommendations

In reviewing the accomplishments to date and the knowledge that has been gained through implementation, the Community Livability Task Force recommends that the City Council continue funding RPD at the current level for the remainder of the current fiscal year, which will require an additional \$570,240. In addition, in order to complement the work of the RPD team, it is recommended that the City provide funds for the City Attorney's office to prosecute municipal code violations, provide funding to increase the Homeless Outreach Team by .5 positions, provide the funding for a Mental Health Work to partner with the RPD Community Outreach Officer and Homeless Outreach Team, and provide \$25,000 to pay for in-patient substance abuse rehabilitation when needed.

As noted previously, the team believes that the 42 high-rate offenders can benefit from a mobile crisis response unit staffed by RPD, Homeless Outreach and Mental Health. This team will seek out and contact the high-rate offenders, in an effort to contribute to the prevention of crime by providing repeat offenders with the means to change their problematic behavior. The team will connect these offenders with the appropriate resources and outreach services provided by mental health clinicians, Veterans Affairs, Substance Abuse / Dependency, housing specialists and a variety of other services provided by County Mental Health and the Homeless Resource Center.

In addition to the Community Livability Task Force, the Parks, Recreation and Community Services Department will be issuing smart phones to their lock-up crews so they are able to use the 311 App to report Municipal Code violations observed within the parks – such as graffiti and parking after hours. PRCSO will work with Code Enforcement staff to draft a standard notification that will be placed on vehicles that are illegally parked when lock-up crews do their rounds.

Lastly, the Fire Department is looking at amending the City's fire code to strengthen the City's enforcement of no burning in hazardous areas. For example, the Santa Ana Riverbed area was not included as part of the very high fire severity zone mapping in the fire code. The City has the ability to declare it and other areas as a high or moderate fire hazardous area zone. In doing so, the City can require permits or declare no burning in all the hazardous area zones due to climatic conditions in the area. A separate recommendation will be forthcoming from the Fire Department in this regard.

The City will feature an article on the Community Livability Task Force in the first quarter (January 2015) issue of Explore Riverside and will periodically provide information on the Community Livability Task Force through social media.

Funding

On April 1, 2014 the City Council appropriated \$636,465 from reserves to initiate the Community Livability Program.

Total Appropriations	\$636,465
FY 13/14 Expenditures	<u>[\$318,926]</u>
June 30, 2014 Balance	\$317,539
FY 14/15 YTD Expenditures (9/11/14)	<u>[216,934]</u>
Remaining Appropriation	\$100,605

The current expenditure rate is approximately \$15,840 per week to fund the RPD Community Livability Task Force. Therefore, the remaining funds should last through the pay period ending October 23, 2014.

Summary of New Funding Recommendations

	<u>Remainder of FY 14/15</u>	<u>FY 15/16</u>
RPD:	\$570,240	\$823,680
City Attorney's Office:	\$145,831 (7 months)	\$250,000
Mental Health Worker:	\$37,864 (7 months)	\$64,909
Homeless Outreach Worker:	\$13,251 (7 months)	\$22,716
Substance Treatment Fund	\$25,000	Replenish as needed
TOTAL	\$792,186	\$1,161,305