



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: FY 2021-2022 Oakland Path
Rehousing Initiative (OPRI) and Local
Housing Assistance Program (LHAP)

DATE: April 12, 2021

City Administrator Approval 

Date: Apr 23, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt The Following Pieces Of Legislation:

1.) Resolution Authorizing The City Administrator:

- A.) To Enter Into An Agreement With, And To Accept And Appropriate Funds From, The Oakland Housing Authority (OHA) In The Amount Of \$3,081,093.40 For Fiscal Year (FY) 2021-2022 To Continue Implementing The Oakland Path Rehousing Initiative/Sponsor-Based Housing Assistance Program (OPRI/SBHAP); And**
- B.) To Award Grants To Specific Service Providers For The Provision Of Housing And Support Services Under OPRI/SBHAP In The Total Cumulative Amount Of \$3,081,093.40 For FY 2021-2022; And**
- C.) To Accept And Appropriate Additional Funds Made Available From OHA To The City For OPRI/SBHAP Within The Grant Term Of FY 2021-2022, Without Returning To Council; And**
- D.) To Modify The Grant Agreements Awarded Herein To Adjust The Grant Amounts, Subject To Available Appropriated OPRI/SBHAP Funds, Without Returning To Council**

2.) Resolution Authorizing The City Administrator To

- A.) To Enter Into An Agreement With, And To Accept And Appropriate Funds From, The Oakland Housing Authority (OHA) In The Amount Of \$965,400 For Fiscal Year (FY) 2021-2022 To Implement The Moving To Work Local Housing Assistance Program (LHAP); And**

City Council
May 4, 2021

- B.) To Award Grants To Specific Service Providers For The Provision Of Housing And Support Services Under LHAP In The Total Cumulative Amount Of \$965,400 For FY 2021-2022; And**
- C.) To Accept And Appropriate Additional Funds Made Available From OHA To The City For LHAP Within The Grant Term Of FY 2021-2022, Without Returning To Council; And**
- D.) To Modify The Grant Agreements Awarded Herein To Adjust The Grant Amounts, Subject To Available Appropriated LHAP Funds, Without Returning To Council.**

EXECUTIVE SUMMARY

Adoption of these resolutions will authorize the City Administrator to enter into two agreements with the Oakland Housing Authority (OHA) and accept and appropriate funds.

The first agreement is to receive Oakland Path Rehousing Initiative (OPRI) funds in the estimated amount of \$3,081,093.40 for Fiscal Year (FY) 2021-2022 and enter into grant agreements with Abode Services, First Place for Youth and Building Futures for Women and Children for the provision of permanent housing under the OPRI program for FY 2021-2022. These housing subsidy funds will be combined in grant agreements with supportive services dollars to fund the full OPRI program model of housing and social services support. The adoption of the proposed resolution would maintain housing subsidy levels for the OPRI program, serving approximately 140 homeless individuals.

Because the exact amount of funding has not been announced yet by OHA and may vary slightly from what is in the legislation, the legislation provides authorization to accept any additional funds from OHA for this program in FY 2021-22.

The total amount of housing subsidy funds are divided across three non-profit agencies, Abode Services, First Place for Youth and Building Futures for Women and Children, each serving a different population. In order to maximize the spending of all the OHA housing subsidy dollars the legislation also provides authorization to amend grant agreements and shift existing housing subsidy funds between the three OPRI agencies.

Adoption of the second resolution will authorize the City Administrator to continue to implement the Moving To Work Local Housing Assistance Program (LHAP), receive LHAP funds in the amount of \$965,400 for FY 2021-2022, appropriate said funds, and enter into grant agreements with East Oakland Community Project and Bay Area Community Services for the provision of transitional housing in FY 2021-2022. These funds will provide operating support to three Transitional Housing programs, Families in Transition, Matilda Cleveland and Housing Fast Support Network.

The amount of the LHAP award from OHA is based on the US Department of Housing and Urban Development (HUD) Fair Market Rents (FMR) for the Oakland/Alameda County area. If FMRs increase in FY 2021-22, the total amount of funds under this agreement will also

increase. Therefore, the legislation provides authorization to accept additional funds from OHA in the event that FMRs increase and provides authorization to increase grant agreements with providers.

BACKGROUND / LEGISLATIVE HISTORY

The Oakland Path Re-Housing Initiative (OPRI):

The OPRI program has two components, the housing subsidies provided through funding from OHA and the supportive services to assist people in obtaining and maintaining housing which is funded by other sources discussed below. These two components come together in the OPRI grant agreements to form the full program model. This proposed legislation authorizes the housing subsidy component of the program. The services components are authorized through other legislation specific to the funding source. Resolution No. 88160 provides authorization for the City Administrator to enter into grant agreements for the services component of OPRI with Abode and First Place for Youth. The authorization for agreements using Measure Q funding which will provide authorization to enter into a grant agreement for the services component with Building Futures for Women and Children will be considered by the City Council on April 20, 2021 (see Table 1 below).

Since 2010, the OPRI strategy has successfully housed more than 462 formerly homeless Oakland residents with subsidies provided by the OHA, and services and program administration provided by service providers pursuant to grant agreements with the City of Oakland. OPRI assists individuals who are homeless living in encampments or on the street, youth 18-24 who are exiting the foster care or juvenile justice systems, homeless families, and young adults ages 18-35, who are at high risk of being perpetrators or victims of violence and who are homeless, imminently homeless or unstably housed. First Place for Youth provides services to homeless youth, Abode Services assists homeless single adults, and Building Futures With Women and Children provides services to families.

The City selected OPRI providers through the Human Services Department's Permanent Access to Housing (PATH) Request for Proposal (RFP) process in March 2018. This RFP process occurs every three years. The RFP solicited proposals from agencies on the provision of housing and supportive services to homeless youth and adults. The agencies selected under the 2018 RFP are nonprofit organizations with experience in the provision of housing and supportive services in the community.

On June 16, 2020 the City Council adopted Resolution No. 88160 C.M.S, which authorized the City Administrator to accept Federal Housing and Urban Development (HUD) Emergency Solutions Grant (ESG) funds and Community Development Block Grant (CDBG) funds and to enter into grant agreements with First Place for Youth and Abode Services, respectively, to provide supportive services for the OPRI program.

Due to the success with First Place for Youth and Abode Services, OHA expanded the OPRI program in FY 2020-21 to provide housing subsidies for up to 40 homeless families.

On December 15, 2020, the City Council adopted Resolution No. 88451 C.M.S. which authorized the City Administrator to allocate Measure Q funds to provide supportive services to

approximately 40 unsheltered families in the OPRI program through a grant agreement with Building Futures with Women and Children.

Building Futures will serve 20 families at minimum during the first operating year, FY 2020-21 as they ramp up to serve the full 40 families starting in FY 2021-22. In addition to the normal performance outcomes included in prior agreements with the other service providers, new education outcomes were implemented to target educational goals for the children who are assisted within the program. These performance outcomes include getting the children enrolled in school (if they are not currently enrolled) and other educational programs.

During FY 2016-2017 the OPRI program began a new process called Step Down. This process allows those individuals who have been successful in the program to "step down" their level of intensive case management and receive an OHA Housing Choice Voucher (HCV) for rental subsidy instead of using OPRI subsidy funds. The program has had twenty-four individuals Step Down since the process began in 2016. The Step Down process has opened more spots for new clients to become enrolled in the original OPRI program with intensive case management and rental subsidy.

FY 2019-2020 proved to be a year of both challenges and successes for the program due to COVID-19. The Alameda County Shelter in Place Orders required major shifts and changes in the way services were provided. Despite these changes, OPRI was still able to exceed most of the performance measures. COVID-19 did have an impact on measures such as employment due to the decline in the job market, however, the OPRI Collaboration was able to maintain housing for the clients served and was still able to bring new placements into the program.

Oakland Housing Authority Moving to Work Local Housing Assistance Program (LHAP):

In 2016 the City of Oakland responded to a Request for Proposals from the Oakland Housing Authority requesting operating subsidies for eighty-five (85) Transitional Housing units – sixty-two (62) units at the Henry Robinson Multi Service Center (also known as Housing Fast Support Network (HFSN)), fourteen (14) units at Matilda Cleveland (MC) Transitional Housing Program and nine (9) units at the Families in Transition (FIT) Program. All three projects provide transitional housing and supportive services for low-income, homeless individuals and families with the goal of moving into permanent housing. All facilities are owned or leased by the City of Oakland.

OHA selected the City of Oakland's three transitional housing (TH) programs and awarded funding via the Moving to Work Local Housing Assistance Program (LHAP), for a term of up to 15 years. Moving to Work (MTW) is a demonstration program for public housing authorities (PHAs) that provides them the opportunity to design and test innovative, locally-designed projects. Funding is provided on a reimbursement basis per transitional housing unit and is dependent on the unit meeting Housing Quality Standards (HQS) as set by HUD and is dependent on the individual or household in the unit meeting OHA's eligibility standards.

All three TH programs receive HUD Continuum of Care funding as their base funding and LHAP provides supplemental funding to the program for each eligible unit/family. All three TH programs provide up to six months of aftercare (subsidies and supportive services) to clients who exit to permanent housing. This support is crucial in helping the household maintain their housing. The addition of the LHAP funds allows the programs to provide this aftercare support.

Although the LHAP funds were allocated for the HFSN, it is located in an older building that needs significant repairs to pass the Housing Quality Standards (HQS) set by HUD. Therefore, this program has not yet been able to receive LHAP funds. However, the Human Services Department has recently identified funding to make repairs to the building which will meet HQS and staff expects to be start receiving LHAP funds for this building sometime in FY 2021-22.

ANALYSIS AND POLICY ALTERNATIVES

The Oakland Path Re Housing Initiative (OPRI):

In FY 2021-22, the OPRI program will continue to deliver housing, targeted services and subsidies for persons living in encampments or on the streets, youth 18-24 who are exiting the foster care or juvenile justice systems, young adults ages 18-35 who are at high risk of being perpetrators or victims of violence, and homeless families. The program's goal remains to assist these populations in obtaining stable housing and to provide the resources necessary to maintain housing.

To implement OPRI, the City proposes to enter into grant agreements with Abode Services, First Place for Youth and Building Futures for Women and Children for the provision of permanent housing subsidies and support services. Failure to accept and appropriate these funds will result in over 140 households losing their housing subsidies

Oakland Housing Authority Moving To Work Local Housing Assistance Program (LHAP):

The LHAP program provides operating support to up to three TH facilities (FIT, Matilda Cleveland, HFSN). These three programs receive the majority of their funding from the Housing and Urban Development (HUD) Continuum of Care Program (CoC) grant program. HUD CoC programs exclusively serve literally homeless individuals and families, which are defined as people living on the street, in cars, in places not meant for human habitation or in an emergency shelter. This means that the LHAP funds help house, by necessity, a portion of Oakland's 3,210 literally homeless individuals and families reported in the 2019 Homeless Point-In-Time Count and Survey.

The City proposes to enter into grant agreements with East Oakland Community Project and Bay Area Community Services for the provision of TH services with these funds. Failure to accept and appropriate these funds will result in a reduction of permanent housing placements from the three impacted TH programs.

FISCAL IMPACT

The Oakland Path Re Housing Initiative (OPRI):

Services Funded through PATH

In FY 2021-2022, Oakland will allocate approximately \$638,336 for OPRI supportive services. HUD Emergency Solutions Grant (ESG) funding provides supportive services to homeless youth in the OPRI program, HUD Community Development Block Grant (CDBG) funds provide supportive services to homeless adults in the OPRI program, and Measure Q funds provide

supportive services to families in the OPRI program. Together, this \$638,336 in funding will leverage over \$3 million in housing subsidy funds from the Oakland Housing Authority.

Housing Subsidy funded through OHA

Approval of the proposed resolution authorizes the acceptance of an estimated \$3,081,093.40 from OHA which is included in the FY 2021-2022 Proposed Budget and appropriated in the HUD-ESG/SHP/HOPWA Fund (2103), Community Housing Services Org (78411), OPRI/SBHAP OHA FY 2021-2022 Project (1005612), Fostering Safe and Healthy Communities Program (SC22). These funds will be used for housing subsidies.

Funding will be allocated toward grant agreements up to the following amounts to the agencies listed in **Table 1** below. The proposed resolution also authorizes the City Administrator to amend the grant agreements by adjusting the amounts without returning to Council, with the condition that the combined total of the grant agreements does not exceed the City's OHA grant amount.

TABLE 1: OPRI AWARD SOURCES			
GRANTEE	PROJECT	OHA FUNDING	SERVICES FUNDING
ABODE	OPRI	\$1,684,823.95	\$195,500 (Reso No. 88160 C.M.S.)
FIRST PLACE FOR YOUTH	OPRI	\$267,669.45	\$165,488 (Reso No. 88160 C.M.S.)
BUILDING FUTURES FOR WOMEN AND CHILDREN	OPRI	\$1,128,600.00	\$277,348 *
TOTAL OPRI AGREEMENTS		\$ 3,081,093.40	\$ 638,336

*Authorization for agreements using Measure Q funding for FY 2021-22 was passed by the City Council on April 20, 2021.

Furthermore, if additional grant funding becomes available from OHA for the same purpose within the existing grant term, staff is seeking authorization to accept and appropriate funds and amend the grant agreements with ABODE Services, First Place for Youth, or Building Futures for Women and Children up to the OHA grant amount without returning to the City Council within the duration of the grant terms of July 1, 2021 - June 30, 2022.

Oakland Housing Authority Moving To Work Local Housing Assistance Program (LHAP):

Approval of this resolution authorizes the acceptance and appropriation of \$965,400 from OHA in year one (FY 2021-2022). Approval of this resolution will also authorize the City Administrator to adjust the appropriation during FY 2021-2022 without returning to Council. Funds will be appropriated in the HUD-ESG/SHP/HOPWA Fund (2103), Community Housing Services Org (78411), Third Party: Grant Contracts Earned Account (54912), FY2019-2020 Project (1004888)

and FY 2020-2021 Project (1004590), Fostering Safe and Healthy Communities Program (SC22). These funds will be used for transitional housing operating support.

Funding will be allocated towards grant agreements up to the following amounts to the agencies listed in **Table 2** below. However, the proposed resolution also authorizes the City Administrator to amend the grant agreements by adjusting the amounts to increase or decrease the grant amounts up to the actual OHA grant amount without returning to Council.

TABLE 2: OAKLAND HOUSING AUTHORITY AWARD SOURCES		
PROJECT	AMOUNT	SUB-GRANTEE
FIT LHAP	\$176,820	East Oakland Community Project
MC LHAP	\$200,928	East Oakland Community Project
HRMSC LHAP	\$587,652	Bay Area Community Services
TOTAL LHAP Contracts	\$965,400	

Furthermore, if additional grant funding becomes available from OHA for the same purpose within FY 2021 – 2022, staff is seeking authorization to accept funds and amend the grant agreements with East Oakland Community Project and Bay Area Community Services to increase the grant amounts up to the OHA grant amount without returning to Council within the duration of the grant term July 1, 2021 - June 30, 2022.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures

COORDINATION

This report and resolution have been reviewed by the Office of the City Attorney, Budget Bureau, and OHA.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The Oakland Path Re Housing Initiative (OPRI):
Initiated in 2010, OPRI has successfully housed 462 formerly homeless Oakland residents with subsidies provided by OHA and services and program administration contracted by the City of Oakland (see **Table 3**).

Encampment Referred:	112
Behavioral Health Encampment Referred:	62
Reentry Referred:	105
Senior Shelter Referred:	19
Households with Children:	9
Homeless Youth:	155
Total as of June 30, 2020	462

The agencies recommended for OPRI funding under this report have exceeded expected outcomes and performance measures. Approval of this report and resolution will maintain level, if not greater success compared to the outcomes references below, for the OPRI Program.

The performance measures for FY 2019-2020 year is as follows:

- 134 households received housing subsidies.
 - 27 of those households are Targeted At-Risk Youth, 86 percent of clients served are Black or African-American, 14 percent of clients served are Hispanic/Latinx,
 - 107 of those households are adults between the ages of 25-74, 89 percent of clients served are Black or African American, 3 percent are White, and 7 percent are Multiple Races
- 100 percent of households placed have been housed for a year or more and 96.5 percent for three years or more.
- Of those placed at least 12 months before the contract end date who had no income on placement, 23 out of 50 (or 46 percent) gained income within 12 months.

Oakland Housing Authority Moving To Work Local Housing Assistance Program (LHAP):
The performance measures for each HUD CoC program, for FY 2019-20 year is as follows:

- Housing Fast Support Network - Served 243 single adults, 74 percent of exits were to permanent housing.
 - Race and age of clients served during the grant period March 1, 2018 to February 28, 2019: 79 percent were Black or African American, 14 percent were white, 9 percent were Latinx; 4 percent reported multiple races; 5 percent were 18 to 24 years old; 16 percent were 25 to 34 years old; 19 percent were 35 to 44 years old, 29 percent were 45 to 54; 19 percent were 55 to 61 years old; 14 percent were 62 and over.

- Families in Transition - Served 60 individuals, 25 adults and 35 children; 84 percent of exits were to permanent housing.
 - Race and age of clients served during the grant period April 1, 2017 to March 31, 2018: 83 percent were Black or African American; 10 percent were white; 7 percent were of multiple races. 25 percent of 60 clients served were under 5 years old; 32 percent were 5 to 12 years old; one individual was between 13 and 17 years old; one individual was between 18 and 24 years old; 28 percent were between 25 and 34 years old; 10 percent were between 35 and 44 years old; one individual was between 45 and 54 years old.
- Matilda Cleveland Transitional Housing Program - Served 60 individuals; 20 adults and 40 children; 81 percent of exits were to permanent housing.
 - Race and age of clients served during the grant period October 1, 2017 to September 30, 2018: 77 percent were Black or African American, one individual was white, 7 percent were Asian; 13 percent were Latinx; 13 percent reported multiple races; 25 percent were under 5 years old; 26 percent were 5 to 12 years old; 15 percent were 13 to 17 years old; 3 percent were 18 to 24 years old; 22 percent were 25 to 34 years old, 5 percent were 45 to 54 years old.

SUSTAINABLE OPPORTUNITIES

Economic: All funds identified in this report are for the purpose of providing housing and services to the homeless to eliminate and prevent homelessness.

Environmental: The provision of permanent housing and support services is intended to address the environmental degradation caused by homeless individuals precariously housed or living on the streets.

Social Equity: The expenditure of these funds is targeted to the most vulnerable and at-risk populations in the City and is providing essential and basic human services, housing and support.

Race and Equity: In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. Ending homelessness in Oakland must be defined by what works for African Americans first and foremost in order to reduce the racial disparities. These drivers of homelessness include:

- Structural racism
- Insufficient controls on the rental housing market that create vulnerability and housing instability for tenants
- Insufficient housing units that are affordable to households with the lowest incomes, including particularly those whose incomes are below 20 percent of Area Median Income (AMI)
- Systematic barriers that often prevent residents who are returning home from incarceration from living with family members and/or accessing both public and private rental housing and employment opportunities

- Inadequate pay and benefits for many of the jobs that are available in the community, and insufficient access to quality employment opportunities that pay wages that meet the cost of housing

One of the goals of Oakland's Permanent Access to Housing (PATH) Plan is to eliminate racial disparities in the rates at which people experience homelessness, and in exits to stable housing. The City utilizes data from the Homeless Management Information System (HMIS) to track client demographics and outcomes. A project to disaggregate outcome data by race is currently underway.

According to the 2019 Point In Time count for Oakland, 70 percent of the population experiencing homelessness in Oakland identifies as Black or African American; however this demographic is only 24 percent of the general population. The data that is currently available shows that 86 percent of the clients served through OPRI are African American.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends the City Council Adopt The Following Pieces Of Legislation:

1. Resolution Authorizing The City Administrator:
 - A. To Enter Into An Agreement With, And To Accept And Appropriate Funds From, The Oakland Housing Authority (OHA) In The Amount Of \$3,081,093.40 For Fiscal Year (FY) 2021-2022 To Continue Implementing The Oakland Path Rehousing Initiative/Sponsor-Based Housing Assistance Program (OPRI/SBHAP); And
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For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services Manager, at 238-6187.

Respectfully submitted,



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