

**CITY OF OAKLAND**  
**AGENDA REPORT**

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

2008 FEB 21 PM 6:55

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Department of Human Services  
DATE: March 4, 2008

RE: **An Informational Report On The PATH Strategy To End Homelessness And A Resolution Authorizing The City Administrator To (1) Extend The End Date Of Existing Grant Agreements Under The Fiscal Year 2006-2007 Emergency Shelter Grant (\$99,335) And Emergency Housing Program (\$38,962) From January 31, 2008 To June 30, 2008; And (2) Extend The End Date Of Existing Agreements Under The Fiscal Year 2006-2007 Winter Relief Program (\$105,735) From January 31, 2008 To May 15, 2008**

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**SUMMARY**

The Alameda Countywide EveryOne Home Plan is a roadmap for ending homelessness in the county over the next fifteen years. EveryOne Home is a comprehensive plan for providing housing and wrap around support services to homeless people in Alameda County and to those people living with serious mental health illness and HIV/AIDS. Oakland's Permanent Access to Housing (PATH) Strategy is an Oakland-specific companion to EveryOne Home. Both EveryOne Home and PATH are based on a "Housing First" program model that emphasizes rapid client access to permanent housing rather than prolonged stays in shelters and transitional housing.

In recent months, implementation of the PATH Strategy has focused on several areas that are summarized in this report:

- Development of the Pipeline Process for Permanent Supportive Housing
- Capacity Building for Homeless Services Providers and Housing Developers
- Redesign of the Homeless Service Delivery System
- Expansion of Street Action Teams and Outreach Services

A Resolution has been prepared that authorizes an extension of existing homeless services contracts in the amount of \$244,932 to support the redesign of the service delivery system. This report explains the context of the contract extensions in terms of the overall PATH Strategy.

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**FISCAL IMPACT**

Sections of this report that provide an update of the PATH Strategy are informational only and have no immediate fiscal impact. The Resolution that accompanies this report authorizes an extension of existing homeless services contracts in the amount of \$243,932 to support the redesign of the service delivery system.

Resolution 80765 C.M.S., dated July 17, 2007 extended existing Winter Relief Program (WRP), Emergency Shelter Grant (ESG) and Emergency Housing Program (EHP) contracts through January 31, 2008 to allow for the development of the Oakland PATH Strategy. The resolution that accompanies this report seeks additional extensions of those contracts through the end of their respective program years. For WRP, extensions are requested through May 15, 2008. For ESG and EHP contracts, extensions are requested through June 30, 2008. **A description of currently funded contracts and evaluation reports for the programs are included as Attachment A of this report.**

Funding for the extension of current service contracts is available from the 2007/2009 approved Policy Budget. Program allocations are as follows:

<b>Agencies To Be Funded</b>	<b>2006-07 Emergency Shelter Grant Fund 2103 Project G270710</b>	<b>2007-08 Emergency Housing Program Fund 1010 Project G168410</b>
East Oakland Community Project	\$ 19,802	\$ 8,103
East Bay Community Law Center	\$ 15,313	\$ 8,750
Family Violence Law Center	\$ 17,500	\$ 4,375
St. Mary's Center	\$ 15,313	\$ 8,750
Health Care For The Homeless	\$ 9,338	\$ 2,625
Covenant House	\$ 10,063	\$ -
AIDS Project East Bay	\$ 7,438	\$ -
Anka Behavioral Health Inc.	\$ 4,469	\$ 6,359
<b>TOTAL</b>	<b>\$ 99,235</b>	<b>\$ 38,962</b>

<b>Agencies To Be Funded</b>	<b>2006-07 CDBG Allocation Winter Relief Program Fund 2108 Project G168610</b>
East Oakland Community Project	\$ 31,168
Family Violence Law Center	\$ 8,018
St. Mary's Center	\$ 26,548
Health Care For The Homeless	\$ 23,340
Anka Behavioral Health Inc. (formerly Phoenix Programs) (for OABTWS)	\$ 16,661
<b>Total</b>	<b>\$ 105,735</b>

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A key transitional step in the PATH Strategy is the reconfiguration of homeless services contracts under the Emergency Shelter Grant (ESG), Emergency Housing Program (EHP) and Winter Relief Program (WRP) to support the goals and objectives of EveryOne Home. Staff has prepared a Request for Proposals (RFP) in an amount not to exceed \$811,936 for homeless services whose specifications and performance measures have been brought into alignment with the PATH Strategy. The RFP is scheduled for publication in March 2008 for contracts effective for the period of July 1, 2008 through June 30, 2009.

## **BACKGROUND**

Both EveryOne Home and PATH are based on a "Housing First" program model that emphasizes rapid client access to permanent housing rather than prolonged stays in shelters and transitional housing. Parts of the following overview of the "Housing First" program model are adapted from the National Alliance to End Homelessness.

Housing First is an approach to ending homelessness that centers on providing homeless people with housing quickly and then providing services as needed. What differentiates a Housing First approach from traditional emergency shelter or transitional housing approaches is that it is "housing-based," with an immediate and primary focus on helping individuals and families quickly access and sustain permanent housing. This approach has the benefit of being consistent with what most people experiencing homelessness want and seek help to achieve.

Housing First programs share critical elements:

- There is a focus on helping individuals and families access and sustain permanent rental housing as quickly as possible and the housing is not time-limited;
- A variety of services are delivered primarily following a housing placement to promote housing stability and individual well-being;
- Such services are time-limited or long-term depending upon individual need; and
- Housing is not contingent on compliance with services – instead, participants must comply with a standard lease agreement and are provided with the services and supports that are necessary to help them do so successfully.

While all Housing First programs share these critical elements, program models vary significantly depending upon the population served. For people who have experienced chronic homelessness, there is an expectation that intensive (and often specialized) services will be needed indefinitely. The vast majority of homeless individuals and families do not experience chronic homelessness. Most often they have experienced a housing or personal crisis that led them to seek help from the homeless shelter system.

Implementation of a Housing First approach will not necessarily result in an immediate elimination of emergency shelter and/or transitional housing services. The Housing First approach is commonly implemented through four primary stages:

- **Crisis Intervention and Short-Term Stabilization:** This phase includes helping clients access emergency shelter services and/or short-term transitional housing and address crisis needs.
- **Screening, Intake and Needs Assessment:** The "needs assessment" results in an action plan for clients, which includes short- and long-term goals and objectives with concrete action steps. This can occur immediately or after clients are stabilized in emergency services.
- **Provision of Housing Resources:** After the completion of screening and assessment, the next phase involves assisting clients in moving into permanent, affordable housing in a safe neighborhood. This is accomplished by helping them overcome various barriers to obtaining permanent housing.
- **Provision of Case Management:** Before the move into permanent housing, case management services help to identify clients' needs and to ensure individuals and families have sources of income through employment and/or public benefits. After the move, time-limited case management services focus on helping clients solve problems that may arise and to connect individuals and families with community services to meet longer-term needs.

In order to implement these four stages, the PATH Strategy focuses on both housing development activities to provide needed housing resources, and realignment of the service delivery system to support the transition to a Housing First approach. The general thrust of the PATH Strategy can be summarized as follows:

#### **PATH Strategy Implementation Priorities**

- 1) **Housing Resources:** Expand the inventory of appropriate housing opportunities as a direct exit from homelessness.
- 2) **Rapid Re-Housing Services:** Activities that clearly lead to permanent housing outcomes and services that help people obtain and maintain permanent housing.
- 3) **Preventing Homelessness:** Activities that prevent people from becoming homeless.

#### **PROGRAM DESCRIPTION**

In recent months, implementation of the PATH Strategy has focused on several areas:

- Development of the Pipeline Process for Permanent Supportive Housing
- Capacity Building for Homeless Services Providers and Housing Developers
- Redesign of the Homeless Service Delivery System

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- Expansion of Street Action Teams and Outreach Services

Further detail on these program areas is as follows.

### **Development of the Pipeline Process for Permanent Supportive Housing**

As outlined in the PATH Strategy, the Pipeline Process supports the housing development goals of the Direct PATH Program. A pipeline is a structure and process wherein the funders that are needed to create supportive housing (suppliers of capital/development, rental subsidy and services funding) coordinate their funding processes and priorities to create a steady flow of quality, permanent supportive housing units. Direct PATH is Oakland's housing creation program designed to provide direct access to appropriate permanent housing for people who have been homeless for the long-term. The Pipeline group was initially convened in 2006 by staff and includes Alameda County Public Health, Behavioral Health Care Services, Housing and Community Development, and Social Services Agency, along with City of Oakland's Department of Human Services and Housing and Community Development, the Oakland Housing Authority and the Executive Director of the Alameda County EveryOne Home Committee. The California Hotel was identified as an opportunity site during early 2007, and proposed as a project to the Oakland City Council during the 2007 Budget Process and now serves as a pilot project and test case for the Pipeline group.

Pursuant to the Council/Agency's direction to staff in June 2007 to explore the transition of the California Hotel to a permanent supportive housing site, both Housing and Human Services staff worked with Oakland Community Housing, Inc. (OCHI) and a number of supportive services providers to determine the most viable scenario. In late August, OCHI indicated that it no longer wanted to operate the Hotel and issued a Request for Proposals (RFP) for the acquisition and conversion of the Hotel to a permanent supportive housing site targeting homeless and/or formerly homeless individuals. OCHI received one submittal, from the East Bay Asian Local Development Corporation (EBALDC). EBALDC and City staff brought together a project team to discuss and negotiate the physical configuration and the fiscal, management and supportive services structure for the project. The team included EBALDC, OCHI, City Housing Development, City Human Services, Oakland Housing Authority (OHA), Corporation for Supportive Housing (CSH), Enterprise Community Partners, Alameda County Behavioral Healthcare (Alameda County) and LifeLong Medical Care, all key partners in developing the California Hotel into a successful permanent supportive housing model.

For the California Hotel project, the City is pursuing a vision of providing housing and on-site supportive services in a rehabilitated facility. Ongoing discussions with EBALDC are outlining that organization's partnership with a service provider (or multiple service providers) to offer in-depth services to residents through funding mechanisms such as the Mental Health Services Act (MHSA), which is administered through Alameda County. The County would likely provide Shelter Plus Care and Housing for Persons With AIDS (HOPWA) programs to qualified tenants and the OHA would provide housing vouchers through its Family Self-Sufficiency (FSS) program. In addition, OHA has tentatively proposed a "Housing First" Demonstration Project

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for the California Hotel, which would provide Project Based Section 8 vouchers for a large portion of the units.

In recent months service providers and housing developers have joined together at the invitation of East Bay Housing Organizations (EBHO) and EveryOne Home Plan to form a broad based joint committee, called the EBHO/Permanent Supportive Housing Committee to bring together the two critical arms of creating permanent supportive housing: services programming and housing development.

In conjunction with the Direct PATH program, it should be noted that an important component is the utilization of the existing rental stock to provide housing for homeless persons, through the use of rental subsidies, master leasing or other mechanisms. Since the timeline for development of housing projects such as the California Hotel is at least a year or more in the future, the best opportunity for immediate implementation of a Housing First approach is through placement of homeless clients into existing rental units.

### **Capacity Building for Homeless Services Providers and Housing Developers**

As an adjunct to the development of permanent supportive housing units, CSH and the City, including Housing and Human Services, have been working with EBALDC and other service partners in the Pipeline group to build organizational capacity and coordination. There are two components in the capacity-building approach:

- Building supportive housing partnerships: outreach to potential supportive housing project sponsors (including developers), service providers and property managers with the goal of brokering project partnerships capable of successfully competing for available funding to develop and operate supportive housing in Oakland and Alameda County.
- Supportive housing training: CSH will identify training topics and deliver training to potential partners to strengthen their ability to succeed in creating permanent supportive housing for the target population.

Partnership building has been integrated into NOFA meetings, ensuring that a broad representation of agencies has been present for "matching". Supportive housing training opportunities have been limited to date, but have been squeezed in to convening as feasible. In addition, several opportunities have been provided for agencies to make site visits to successful operating supportive housing sites in San Francisco.

### **Redesign of the Homeless Service Delivery System**

Although funding for homeless services comes from a number of funding sources, a primary funding instrument is the Emergency Shelter Grant (ESG) program. The Emergency Shelter Grant (ESG) program is a federal entitlement grant administered through the U. S. Department of Housing and Urban Development (HUD). ESG provides homeless persons with basic shelter

and essential supportive services. It can assist with the operational costs of the shelter facility, and for the administration of the grant. ESG also provides short-term homeless prevention assistance to persons at imminent risk of losing their own housing due to eviction, foreclosure, or utility shutoffs.

ESG funds are available for the rehabilitation or remodeling of a building used as a new shelter, operations and maintenance of the facility, essential supportive services (i.e., case management, physical and mental health treatment, substance abuse counseling, childcare, etc.), homeless prevention, and grant administration. Note that ESG funds cannot be used to build housing, or to provide wrap-around services dedicated solely to permanent supportive housing. In this sense, the restrictions of the ESG grant prevent the funding stream from directly supporting the permanent housing objectives of the PATH Strategy. However, the programs and services funded under ESG can be tailored to increase housing-related outcomes for clients. For example, a shelter services contract can have performance measures that maximize housing linkages and housing placement services.

Grantees, except for state governments, must match ESG grant funds dollar for dollar with their own locally generated amounts. These local amounts can come from the grantee or recipient agency or organization; other federal, state and local grants; and from "in-kind" contributions such as the value of a donated building, supplies and equipment, new staff services, and volunteer time. The City of Oakland provides matching funds for the ESG grant from the General Purpose Fund through the Emergency Housing Program (EHP) and from Community Development Block Grant (CDBG) funds through its Winter Relief Program. Other funds used as match for ESG include the Oakland Army Base Winter Shelter program and CDBG rental subsidies for the East Oakland Shelter, operated by East Oakland Community Project.

Development of the new RFP was undertaken by the Department of Human Services in the Fall of 2007 and included a half-day workshop with the homeless services provider community and several outside agencies such as the Alameda County Social Services Agency. The intent of the workshop was to inform the provider community of the proposed shift in service delivery system emphasis, and to build consensus around the new direction brought about by the PATH Strategy. Ideas and suggestions from the workshop were integrated into the new RFP.

The RFP proposed for release in March 2008 has been reconfigured from prior years to emphasize a Housing First approach that includes homeless prevention and/or services and activities that lead to or are linked to permanent housing - such as housing placement, shallow-rent subsidies, and move-in assistance. In prior years, a greater emphasis has been placed on shelter programs. Under the new RFP, there will be continued support for shelter based programs, but in those cases the performance measures for shelter programs will be modified to call for positive housing outcomes at the conclusion of the shelter intervention. Attachment B of this report provides information on the performance and outcome measures of the new RFP. Attachment C shows the ranking criteria used in the RFP.

Although the City of Oakland has traditionally allocated homeless services and emergency housing dollars through a Request for Proposal process every two years, staff recommends that

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the current RFP be limited to one year of services only, ending on June 30, 2009. This will bring the contracts back into alignment with the City's two year budget cycle for fiscal years 2009/2011. This will also provide a timely evaluation period for assessment of the effectiveness of the realignment of the service delivery system. Funds for the proposed 2008/2009 Request for Proposals (RFP) for homeless services are available from the following sources:

SOURCE	FUND	AMOUNT
2006-07 Emergency Shelter Grant -HUD ESG Grant	2103.78111.G270710	\$ 97,721
2006-07 Emergency Housing Program-City General Fund	1010.78111.G168410	\$ 1,590
2006-07 Winter Relief Program-HUD CDBG Funds	2108.78111.G168610	\$ 18,565
<b>Subtotal</b>		<b>\$ 117,876</b>
2008-09 Emergency Shelter Grant - HUD ESG Grant (Less City Admin.\$18,634.70)	2103.78111.G309210	\$ 354,060
2008-09 Emergency Housing Program-City General Fund	1010.78111.G168410	\$ 115,000
2008-09 Winter Relief Program - HUD CDBG Funds	2108.78111.G168610	\$ 225,000
<b>SUBTOTAL</b>		<b>\$ 694,060</b>
<b>TOTAL FUNDS AVAILABLE FOR 2008-09 RFP</b>		<b>\$ 811,936</b>

In order to maintain existing homeless services in place until the new contracts are executed, staff recommends extending the terms of existing contracts through the end of the current program years. A resolution has been prepared authorizing the City Administrator to allocate \$243,932 in available grant funds for this purpose, and to extend the end dates of existing homeless services contracts under the Emergency Shelter Grant and Emergency Housing Program through the end of the current fiscal year, and extend the Winter Relief Program contract end dates through May 15, 2008.

**Expansion of Street Action Teams and Outreach Services**

Expansion and enhancement of outreach services are critical components of the Oakland PATH Strategy. During the budget process of June 2007, the City Council approved an appropriation of \$256,752 for FY 2007/2009 for the Homeless Mobile Outreach Program (HMOP) to increase the scope of services of HMOP by expanding service days from three days per week to five days per week, and enhancing the blight abatement and field coordination activities of the program. This expansion has had several immediate effects:

- Faster response time to citizen complaints regarding homeless encampments
- More service time on the streets to engage persons who are chronically homeless
- Greater service capacity to provide housing placements and services referral

Expansion of service time also brings the capacity to partner with the new pilot program to provide employment to homeless persons to aid in blight abatement activities at homeless encampment locations. The new program will be operated by Goodwill Industries, and is funded



by the Redevelopment Agency and the Department of Human Services in the amount of \$50,000. Operation Dignity will enter into a Memorandum of Understanding with Goodwill to coordinate field outreach for the pilot program.

## **KEY ISSUES AND IMPACTS**

### **Shelter Economics and the Oakland Army Base Shelter**

A key element of the PATH Strategy is the transition from emergency shelter to permanent supportive housing. To illustrate the issues involved in transitioning from a shelter-based system to a permanent housing-based system, it is useful to compare the economics of two typical examples, one of each type: the existing Oakland Army Base Shelter and the pending California Hotel project, currently in development.

The Oakland Army Base Temporary Winter Shelter provides 100 beds for single men and women for five months (150 nights) at a total cost of \$300,000. On a bed/night basis (100 beds x 150 nights = 1500 bed/nights), the cost per client (\$300,000 total cost divided by 1500 bed/nights) is \$20 per night.

When the \$20 per night cost per client is expressed on a monthly basis (30 days x \$20 per day), this yields a possible monthly rent subsidy stream of \$600 per month. This monthly subsidy could be used for permanent housing rather than shelter. The \$600 monthly subsidy is within the approximate rental range of a unit at a typical market-rate Single Room Occupancy residential hotel in Oakland.

When additional subsidy streams other than client rents are taken into consideration, the economics of permanent housing can be made more favorable. The California Hotel project is working to coordinate such funding mechanisms as the Mental Health Services Act, Section 8 and Shelter Plus Care, among others, which combined may have the effect of reducing the client subsidy required for rent well below market rate. When combined with such subsidies, the \$600 client subsidy currently provided through the emergency shelter system could be leveraged to serve more clients or to underwrite the services package associated with permanent supportive housing.

This comparison is especially relevant to the developing situation with the Oakland Army Base Temporary Winter Shelter (OABTWS). Human Services staff has recently been informed by the City Real Estate Department that the building that currently houses the Army Base shelter is scheduled for demolition in Spring 2008. The building will not be available as a shelter for Winter 2008/2009.

Staff is currently working with City Real Estate to identify a substitute building for use as a shelter for next winter. However, if a suitable replacement building cannot be identified, it may be necessary to move towards converting the shelter dollars to housing subsidies. Staff will address the shelter issue during the next several months and develop a housing plan for Winter 2008/2009 and return to Council with recommendations.

**The Challenge of Services Funding in Permanent Supportive Housing**

One of the major challenges in the development of permanent supportive housing is to identify ongoing, permanent funding sources for supportive services. A typical project like the California Hotel requires a services subsidy of \$800,000 to \$900,000 per year, depending on the mix of resident populations. A number of federal, state and local sources are available for acquisition of real property and/or building rehabilitation, such as HOME, CDBG, Redevelopment Agency Low and Moderate Housing Funds, Proposition 1C, tax credits, and other mechanisms. Likewise, funding sources such as Section 8, Shelter Plus Care and others are available for rental subsidies and operating expenses. However, supportive services generally are not an eligible use of these funds. As noted previously in this report, the federal ESG grant can be used for provision of shelter and related services only, and the provision of support services dedicated to permanent supportive housing is not an eligible activity under the ESG grant. Other possible sources of services funding have similar constraints. Several Alameda County funding streams, including behavioral health and substance abuse grants as well as Social Services and Health Care Services funding have restrictions that are not, in many cases, readily adaptable for use in conjunction with permanent supportive housing.

During the budget process of 2007/2008 the Council set aside a two year appropriation of \$300,000 per year in Redevelopment Agency Low and Moderate Income Housing Funds for the provision of services in permanent supportive housing projects such as the California Hotel. This type of support services set-aside will be needed in the future as a benchmark for the permanent supportive housing development goals of PATH. These funds will need to be leveraged with other sources to fully fund the services requirements of permanent supportive housing projects. Other communities, including San Francisco, have funded supportive services through a combination of General Fund dollars and CDBG public services funds. In the future, the funding of supportive services in permanent supportive housing projects in Oakland may require set-asides of General Fund or CDBG public services dollars or both.

The joint Pipeline funders group, comprised of City of Oakland Housing and Human Services and Alameda County representatives from the Social Services, Health Care Services and Behavioral Health Care Agencies is meeting regularly to identify possible funding sources for supportive services in permanent supportive housing. In addition, the EveryOne Home Committee, the county-wide implementation body for the EveryOne Home Plan, has established the EveryOne Home Permanent Funding Source Task Force, dedicated to identifying and coordinating funds to help realize the permanent housing vision of the Plan. These funding sources may include future bond issues, dedicated set-asides from State revenues, local initiatives similar to Measure Y, or other mechanisms. The EveryOne Home Committee will also explore with HUD the possible reconfiguration or restructuring of the Supportive Housing Program (SHP) to bring the supportive housing resources of that grant into alignment with the goals of EveryOne Home.

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## **SUSTAINABLE OPPORTUNITIES**

**Economic:** Programs and services for homeless and low-income persons provide a stable environment that permits them to more readily access employment opportunities.

**Environmental:** The provision of housing for homeless persons is intended to address the environmental degradation caused by homeless encampments.

**Social Equity:** The expenditure of City funds upon the most needy in the community provides for the most basic of human needs and assists the homeless to become reintegrated into society.

## **DISABILITY AND SENIOR ACCESS**

The programs and services recommended for funding in this report are accessible to disabled persons and seniors.

## **RECOMMENDATIONS AND RATIONALE**

Accept this informational report on the PATH Strategy and adopt a Resolution authorizing the City Administrator to (1) Extend the end date of existing grant Agreements under the Fiscal Year 2006-2007 Emergency Shelter Grant (\$99,335) and Emergency Housing Program (\$38,962) from January 31, 2008 to June 30, 2008; and (2) Extend the end date of existing Agreements under the Fiscal Year 2006-2007 Winter Relief Program (\$105,735) From January 31, 2008 to May 15, 2008.

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**ACTION REQUESTED OF THE COUNCIL**

Accept this informational report on the PATH Strategy and adopt a Resolution authorizing the City Administrator to (1) Extend the end date of existing grant Agreements under the Fiscal Year 2006-2007 Emergency Shelter Grant (\$99,335) and Emergency Housing Program (\$38,962) from January 31, 2008 to June 30, 2008; and (2) Extend the end date of existing Agreements under the Fiscal Year 2006-2007 Winter Relief Program (\$105,735) From January 31, 2008 to May 15, 2008.

Respectfully submitted,



**ANDREA YOUNGDAHL**  
Director, Department of Human Services

Reviewed by:  
Susan R. Shelton, Manager  
Community Housing Services

Prepared by:  
Mike Church, Program Analyst II  
Department of Human Services

**ATTACHMENTS:**

- A- Client Services Statistics
- B- Performance and Outcome Measures
- C-RFP Ranking Criteria

APPROVED AND FORWARDED TO THE  
CITY COUNCIL:



**OFFICE OF THE CITY ADMINISTRATOR**

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CLIENT SERVICE STATISTICS  
COMMUNITY HOUSING SERVICES  
July 1, 2006 - June 30, 2007

ATTACHMENT A  
EMERGENCY SHELTER GRANT (ESG),  
EMERGENCY HOUSING PROGRAM (EHP)  
WINTER RELIEF PROGRAM (WRP) 2006-2007

PROVIDER	FUNDING SOURCE	TOTAL AWARD	SCOPE OF SERVICE	CLIENTS / SERVICE UNITS	
				CONTRACTED	PROVIDED
Aids Project East Bay	ESG	\$ 17,001.00	Provide eviction prevention to unduplicated low-income families/individuals living with HIV/AIDS	18	20
Covenant House	ESG	\$ 23,001.00	(1) Youth to receive emergency shelter services at Youth Crisis Shelter with one or more nights of food/shelter	135	110
			(2) 100% of youth staying more than 2 nights will create a case plan with Shelter Case Manager	67	67
			(3) One-third of shelter clients will obtain employment	45	35
			(4) 65-75% of shelter residents will receive employment assistance	88-101	110
			(5) 30-35 shelter residents will receive financial literacy and money management education once a week	30-35	20
East Bay Community Law Center	ESG	\$ 35,101.00	Housing Advocacy Program will provide 390 Oakland residents with housing assistance through (1) Evening tenant workshops (2) Pro per legal assistance and (3) Direct in-house representation	390	1948
	EHP	\$ 20,001.00	Outreach to 360 homeless clients in community locations (including parks, Alameda County Welfare Office) offering brief legal intake, legal advice and referrals	360	354
Saint Mary's Center	ESG	\$ 35,001.00	(1) Homeless seniors will obtain or maintain stable housing	15	33
			(2) Conduct initial unduplicated intake with homeless seniors	40	36
			(3) Assessment and entry into Recovery 55 program	28	13
			(4) Obtain initial access to at least one vital service for homeless seniors	15	58
			(5) Provide case management for homeless seniors	28-40	40
	EHP	\$ 20,001.00	Service objectives and statistics combined with ESG above.		
Saint Mary's Center	WRP	\$ 46,956.00	(1) Provide 25 winter shelter beds	25	25
			(2) Provide not less than 1,032 bed-nights of shelter plus dinner and breakfast to homeless seniors	1,032	2,416
			(3) Provide shelter and services to not less than 100 homeless seniors	100	113
			(4) Shelter clients to receive temporary or permanent housing or will enter residential treatment	50	27
			(5) Provide case management	75	113
			(6) Shelter clients will participate in Recovery 55 and/or Coaching Elders	25	22
Family Violence Law Center	ESG	\$ 39,999.00	(1) Provide legal services for victims of domestic violence to enhance their safety and prevent homelessness	88	352
			(2) Provide crisis intervention services for victims of family violence	175	438
	EHP	\$ 9,999.00	Service objectives and statistics combined with ESG above.		

CLIENT SERVICE STATISTICS  
COMMUNITY HOUSING SERVICES  
July 1, 2006 - June 30, 2007

ATTACHMENT A  
EMERGENCY SHELTER GRANT (ESG),  
EMERGENCY HOUSING PROGRAM (EHP)  
WINTER RELIEF PROGRAM (WRP) 2006-2007

PROVIDER	FUNDING SOURCE	TOTAL AWARD	SCOPE OF SERVICE	CLIENTS / SERVICE UNITS	
				CONTRACTED	PROVIDED
Family Violence Law Center	WRP	\$ 14,181.00	Provide Winter Relief services to Oakland victims of family violence (adults and their children) including overnight emergency shelter and relocation services and emergency food (including basic necessities) vouchers during the winter months.	78	80
East Oakland Community Project	ESG	\$ 45,261.00	Provide shelter and services to 750 unduplicated homeless persons, including 3 meals per day, case management services, job development & career counseling, substance abuse counseling and provision of health care opportunities	750	629
	EHP	\$ 18,523.00	Service objectives and statistics combined with ESG above.		
	WRP	\$ 55,127.00	Provide 1,289 bed-nights during the winter months inclusive of the array of supportive services this homeless population needs to achieve a level of stability	1,289	1,777
Anka Behavioral Health, Inc.	ESG	\$ 10,217.00	Provide emergency shelter for 85 adults and children, including Core Survival Services (including toilet/shower/laundry facilities, mailing address to facilitate securing financial assistance, message/phone center, snacks and locked personal storage) and information & referral to housing, food, meals and transportation services.	85	101
	EHP	\$ 8,478.00	Service objectives and statistics combined with ESG above.		
	WRP	\$ 13,791.00	Provide shelter and services to 100 unduplicated homeless persons per month at the Oakland Army Base Temporary Winter Shelter, including breakfast and dinner, access to case management services, job development & career counseling, substance abuse counseling and provision of health care opportunities	100 avg/mo	90 avg/mo
Alameda County Health Care for the Homeless	ESG	\$ 21,345.00	(1) Provide move-in funds for 5 individuals or families (2) Provide eviction prevention funds for 5 individuals or families (3) Provide not less an 200 counseling sessions  * Other "use or lose" funding sources used to provide these services; now other funding sources are exhausted, extension requested to utilize ESG/EHP funds for service provision.	5* 5* 200*	0* 1* 96*
	EHP	\$ 6,000.00	Service objectives and statistics combined with ESG above.		
	WRP	\$ 41,282.00	Provide 82 week-long hotel/motel vouchers for homeless families or individuals during the winter months	574	695

ATTACHMENT B: PERFORMANCE AND OUTCOME MEASURES

**Outreach Programs**

Service Description and End Goal	Measurement Tools	Specific Objectives
Housing Stabilized	1) Services are clearly linked to housing outcomes 2) Successful outcome (housing / shelter/ intermediate placement) 3) Successful housing outcome	At least 70% of exits from case management obtain successful outcomes (shelter and housing) or intermediate outcomes (non-recidivist)
Do not return to street	Retention (Measured through HMIS)	Less than 20% of persons with successful housing or intermediate outcomes reenter the emergency shelter system or street-based services in the following 12 months
Access to resources/services to maintain housing	Access to direct client assistance	1) At least 50% of clients contacted will begin ongoing case management services within 30 days 2) 100% of those entering case management services will complete a housing plan that includes assessment and goals related to income, medical and mental health treatment (if appropriate), and housing.
Efficient number of households served based on funding provided	Households served	Set based on prior year attainment (or Department Standard) and funds requested. Example: 1) Serve # unduplicated clients per month 2) At a cost of ___ per client served (Based on previous or Oakland baseline)

**Homelessness Prevention Programs**

Service Description and End Goal	Measurement Tools	Specific Objectives
Housing stabilized	Successful housing outcome	At least 85% will maintain or obtain housing
Do not enter shelter	Retention (Measured by HMIS)	Less than 10% of persons with successful housing or intermediate outcomes reenter the emergency shelter system or street-based services in the following 12 months
Efficient number of households served based on funding provided	Households served	Set based on prior year attainment and funds requested. Example: 1) Serve # unduplicated clients per month 2) At a cost of ___ per client served (Based on previous or Oakland baseline)

ATTACHMENT B: PERFORMANCE AND OUTCOME MEASURES

**Emergency Shelters, Voucher Programs**

Service Description and End Goal	Measurement Tools	Specific Objectives
Move to positive, stable housing	Successful housing outcomes	Obtain housing at standard below or greater if prior year was greater than standard below: • At least 30% for adult shelters • At least 60% for family shelters
Do not re-enter the emergency shelter system	Retention (Measured by HMIS)	Less than 10% of persons with successful housing or intermediate outcomes reenter the emergency shelter system or street-based services in the following 12 months
Efficient number of households served based on funding provided	Households served	Set based on prior year attainment and funds requested. Example: 1) Serve # unduplicated clients per night 2) At a cost of ___ per client served (Based on Previous)

**Services Programs (Shelter Based)**

Service Description and End Goal	Measurement Tools	Specific Objectives
Housing Stabilized	Successful Housing Outcomes	Obtain permanent or transitional housing at standard described in Shelters and Voucher Programs
Do not re-enter the emergency shelter system	Retention (HMIS)	Less than 10% of persons with successful housing or intermediate outcomes reenter the emergency shelter system or street-based services in the following 12 months
Efficient number of households served based on funding provided	Households served	Set based on prior year attainment and funds requested. Example: 1) Serve # unduplicated clients per month 2) At a cost of ___ per client served (Based on Previous)



ATTACHMENT B: PERFORMANCE AND OUTCOME MEASURES

**Transitional Housing**

Service Description and End Goal	Measurement Tools	Specific Objectives
Housing Stabilized	Successful Housing Outcomes	70% will obtain permanent housing on exit
Income/Employment Stabilized	Maximize income	1) 100% with no income will be assessed for benefits eligibility 2) 100% who are assessed as employable will be referred to or offered vocational services 3) 75% of employable residents will obtain employment within 24 months
Do not re-enter the emergency shelter system	Retention (As measured by HMIS)	Less than 10% of persons with successful housing or intermediate outcomes reenter the emergency shelter system or street-based services in the following 12 months
Efficient number of households served based on funding provided	Households served	Set based on prior year attainment and funds requested. Example: 1) Serve # unduplicated clients per month 2) At a cost of ___ per client served (Based on Previous)

**Permanent Supportive Housing**

Service Description and End Goal	Measurement Tools	Specific Objectives
Housing stabilized	1) Housing Stability 2) Successful Housing Outcomes	1) At least twelve months or the housing stability rate attainment in prior year if greater than twelve months. 2) At least 90% successful housing outcomes
Do not re-enter the emergency shelter system	Housing Retention (HMIS)	Less than 10% of persons with successful housing or intermediate outcomes reenter the emergency shelter system or street-based services in the following 12 months
Income/Employment Stabilized	Maximize income	1) 100% will be assessed for benefits eligibility 2) 100% who are assessed as employable will be referred to or offered vocational services 3) 75% of employable residents will obtain employment within 24 months
Efficient number of households served based on funding provided	Households served	Set based on prior year attainment and funds requested. Example: 1) Serve # unduplicated clients per month 2) At a cost of ___ per client served (Based on Previous)

**Ranking Scale – Oakland PATH RFP – 2008-2009**

**Overview:** This ranking scale will be used to rank projects *WITHIN* specific funding categories (emergency shelter, homeless prevention, etc.) rather than *ACROSS* categories. Although 100 points total are listed, it will not be likely for any one project to achieve a total score of 100, as bonus points are given for specific items within these funding categories. Therefore, emergency shelters will only be compared with other emergency shelters, prevention programs with prevention programs, and so on as opposed to using the scores across all of the program types.

**A. Program is consistent with Funding Principles and Priorities**

Up to **30** points will be awarded to programs that meet the priorities laid out in Oakland's Funding Principles and Priorities. Criteria include:

- 1) Program provides supportive housing, housing related services, or homelessness prevention activities. (Bonus Category: 0-5 points)
- 2) The agency has demonstrated ability to take on new or reconfigured programs, if necessary, to collaborate in a direct housing service model. (0-5 points)
- 3) Program Description clearly outlines which *Funding Priorities* are addressed, and demonstrates program planning consistent with housing outcomes. (0-5 points)
- 4) The project targets homeless individuals or homeless families in an inclusive manner. (0-5 points)
- 5) Program objectives meet or exceed *Oakland Outcome Objective Baseline Standards*. (0-5 points)
- 6) Program services are consistent with stated *Principles of Service Philosophy* and are demonstrated to meet the stated objectives. (0-5 points)

**B. Agency has experience and capacity to provide services**

Up to **25** points will be awarded based on the demonstrated capacity of the agency to operate programs and deliver services to clients. Criteria include:

- 1) The agency has a track record of successful service provision to homeless individuals and families, including performance on any past contracts with the City of Oakland. (0-5 points)
- 2) Agency is currently participating in HMIS or has certified its intention to do so within the first six months of the contract period. (0-5 points)
- 3) The agency has established collaborations with qualified community partners to achieve the maximum level of effective services for its clients. (0-5 points)

- 4) The supportive services staffing plan presented provide adequate coverage for the services proposed, given the target population. (0-5 points)
- 5) The facility operating staff coverage is consistent with best practices and is adequate, given the target population. (0-5 points)

**C. Budget is reasonable and cost effective**

Up to **15** points for the program budget will be based on cost appropriateness and cost effectiveness, and strength of leveraging:

- 1) Costs proposed are eligible and clearly justified. (0-5 points)
- 2) Proposed cost per person/cost effectiveness. Based on the anticipated number of persons to be served by the agency for the 2008/09 programs, and the proposed target population, the agency has demonstrated an efficient use of funds. (0-5 points)
- 3) The agency has shown the ability to maximize other funding resources to supplement funding received from the City of Oakland. (0-5 points)

**D. Agency has adequate fiscal controls**

Up to **10** points will be awarded to agencies that, based on their internal control procedures and history of administering grants, demonstrate the ability to efficiently administer awarded funds, as outlined in Fiscal Standards [Addendum x].

**E. Sole Source/Special Circumstances**

Points may be awarded to agencies that are the demonstrated sole source of a specific service or services to Oakland's homeless community, and to agencies demonstrating special circumstances requiring additional consideration. Criteria for this section include:

- 1) Degree of benefit and history of effectiveness of sole source service/unique program. (0-5 points)
- 2) Demonstration of need and/or special circumstances that dictate additional consideration for the agency. (0-5 points)

**F. Agency is a City-certified Local Business Enterprise/Small Local Business Enterprise or 501c3**

Proposal applicants that are certified with the City of Oakland as a Local Business Enterprise or Small Local Business Enterprise will receive up to **5** additional points towards their proposal score. Points received will be determined by the City of Oakland's Office of Contract and Compliance and Employment Services. (0-5 points)

Program is a not-for-profit organization and has provided evidence of its tax exempt (510c3) status. (0-5 points)

2008 FEB 21 PM 6:55

*D. Bialsky*  
City Attorney

## OAKLAND CITY COUNCIL

RESOLUTION No. \_\_\_\_\_ C.M.S.

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**A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO (1) EXTEND THE END DATE OF EXISTING GRANT AGREEMENTS UNDER THE FISCAL YEAR 2006-2007 EMERGENCY SHELTER GRANT (\$99,335) AND EMERGENCY HOUSING PROGRAM (\$38,962) FROM JANUARY 31, 2008 TO JUNE 30, 2008; AND (2) EXTEND THE END DATE OF EXISTING AGREEMENTS UNDER THE FISCAL YEAR 2006-2007 WINTER RELIEF PROGRAM (\$105,735) FROM JANUARY 31, 2008 TO MAY 15, 2008**

**WHEREAS**, the Alameda County-Wide Homeless and Special Needs Housing Plan (EveryOne Home Plan) and the three-service tier system, combining homeless, HIV/AIDS, and mental health care, was adopted by City Council under Resolution No. 79923 C.M.S. on May 30, 2006 ; and

**WHEREAS**, said Resolution also authorized funding to develop a companion Oakland PATH Strategy to end homelessness in the next 10 years; and

**WHEREAS**, the City's Community Housing Services staff desires to align its homeless service programs with the priorities set in the EveryOne Home and Oakland PATH Strategy; and

**WHEREAS**, staff desires to continue needed homeless services under the ESG and EHP, extending the existing 2006/07 ESG and EHP contracts from the current end date of January 31, 2008 to an end date of June 30, 2008; and

**WHEREAS**, staff desires to continue needed homeless services under the WRP, extending the existing 2006/07 WRP contracts from the current end date of January 31, 2008 to May 15, 2008; and

**WHEREAS**, funding and contract information for extensions are as follows:

Source	2006-07 Emergency Shelter Grant 2103.G270710	2007-08 Emergency Housing Program 1010.G168410
East Oakland Community Project	\$ 19,802	\$ 8,103
East Bay Community Law Center	\$ 15,313	\$ 8,750
Family Violence Law Center	\$ 17,500	\$ 4,375
St. Mary's Center	\$ 15,313	\$ 8,750
Health Care For The Homeless	\$ 9,338	\$ 2,625
Covenant House	\$ 10,063	\$ -
Goodwill Industries, Inc.	\$ 5,673	\$ -
AIDS Project East Bay	\$ 7,438	\$ -
Anka Behavioral Health Inc.	\$ 4,469	\$ 6,359
<b>TOTAL</b>	<b>\$ 104,908</b>	<b>\$ 38,962</b>

*Extending from February 1, 2008 - May 15, 2008*

Source of Funding	2006-07 CDBG Allocation Winter Relief Program 2108.g168610
Agencies to be Funded	
East Oakland Community Project	\$ 31,168
Family Violence Law Center	\$ 8,018
St. Mary's Center	\$ 26,548
Health Care For The Homeless	\$ 23,340
Anka Behavioral Health Inc. (formerly Phoenix Programs) (for OABTWS)	\$ 16,661
<b>Total</b>	<b>\$ 105,735</b>

**WHEREAS**, funds are available to extend said contracts from the FY 2006-07 and 2007/2008 ESG, EHP, and WRP allocations as approved in the FY 2007-09 Adopted Policy Budget; now, therefore be it.

**RESOLVED:** That the City Council authorizes the issuance of a 2008/2009 RFP for homeless programs and services under the ESG, EHP and WRP Programs in the amount of \$811,936, and be it

**FURTHER RESOLVED:** That City Council hereby authorizes the allocation of available 2006/07 and 2007/2008 ESG and EHP funds, extending the existing 2006/08 ESG and EHP contracts from the current end date of January 31, 2008 to an end date of June 30, 2008; and be it

**FURTHER RESOLVED:** That City Council hereby authorizes the allocation of available 2006/07 and 2007/2008 WRP funds, extending the existing 2006/07 WRP contracts from the current end date of January 31, 2008 to an end date of May 15, 2008; and be it

**FURTHER RESOLVED:** That the City Council hereby appoints the City Administrator or her designee as agent of the City to negotiate and enter into Agreements with the aforementioned homeless service providers in the specified amounts for the purpose of providing continued shelter and support services to the homeless, and to conduct all negotiations, execute and submit all documents including but not limited to applications, agreements, amendments, modifications, payment requests, and related action which may be necessary in accordance with this Resolution and its basic purpose; and be it

**FURTHER RESOLVED:** That Agreements authorized under this resolution shall be reviewed as to form and legality by the Office of the City Attorney and copies will be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 20\_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and  
PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_  
LATONDA SIMMONS  
City Clerk and Clerk of the Council  
of the City of Oakland, California