

CITY OF OAKLAND

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# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Homeless Crisis in the City of  
Oakland

**DATE:** January 7, 2016

City Administrator Approval

Date:

1/8/15

## RECOMMENDATION

Staff recommends that the City Council review and consider options for addressing homelessness within Oakland. In particular, options should be considered regarding strategic investments to address chronically homeless singles that are unsheltered, living on the street or other locations not meant for human habitation. Further, staff recommends that the Council provide direction to the City Administrator to take necessary actions to create immediate, additional winter emergency shelter capacity and develop a proposal for additional permanent supportive housing.

Investment options have been delineated in this report that total approximately \$6,590,000<sup>1</sup>. None of these options have a current identified funding source. Staff recommends that part of the City Council's consideration include which options should be prioritized along with a funding strategy for implementation.

## EXECUTIVE SUMMARY

On April 14, 2015, an informational report on the City's Permanent Access to Housing (PATH) strategy was presented to the City Council. This report summarized key programs and outcomes, and included staff recommendations regarding strategic investments to address chronically homeless singles that are unsheltered, living on the street or other locations not meant for human habitation. Following the presentation of that report the City Council allocated an additional \$260,000 in City General Purpose Funds to the Human Services Department budget for additional homeless services, for an annual total of approximately \$ 825,818. Additional General Purpose Funds go to support staffing within the Human Services Department. This current report will provide an update on the use and planning of those funds to date.

<sup>1</sup> exclusive of costs for permanent housing set asides in affordable housing developments

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On January 5, 2016 the City Council adopted an Ordinance declaring a shelter crisis in Oakland. As an additional motion, the Council requested that city staff return with options for how to immediately increase sanctioned facilities to house more homeless individuals. This report provides a continuum of options for addressing the shelter crisis in Oakland with an emphasis on solutions which address Oakland's homelessness crisis more broadly, recognizing that emergency shelter is a crucial and urgent health and safety solution. However, as further outlined in this report, it is the longer term solutions that will more permanently and sustainably keep people housed and prevent them from returning to the streets.

### **BACKGROUND/LEGISLATIVE HISTORY**

On April 14, 2015 an informational report on the City's Permanent Access to Housing (PATH) strategy was presented to the City Council (please refer to Attachment A). This report summarized key programs and outcomes, and included staff recommendations regarding strategic investments to address chronically homeless singles that are unsheltered, living on the street or other locations not meant for human habitation. Following the presentation of that report the City Council allocated an additional \$260,000 in City General Purpose Funds (GPF) to the Human Services Department budget for additional homeless services. To date, these funds have been designated for:

1. \$100,000 for winter response 2015-2016: An every night winter shelter opened on November 16, 2015 with Saint Vincent de Paul as the operator. This shelter will continue to operate until approximately April 15, 2016. (please refer to Winter Relief Staff Report – Attachment B)
2. \$120,000 for an OPRI Step Down Program: The Oakland PATH Rehousing Initiative (OPRI), in partnership with the Oakland Housing Authority (OHA), uses OHA housing subsidies in combination with the City of Oakland PATH dollars that pay for matching services funds, moves people directly into permanent housing from homelessness. These additional GPF funds support the expansion of OPRI by approximately 50 clients over the next 12 months. (please refer to OPRI Annual Report – Attachment C)
3. \$40,000 for enhanced street based case management: Expanded outreach capacity to 5 shifts per week with a focus on evening/ night time outreach, enrolling homeless and disabled people into Homestretch (county wide effort to prioritize chronically homeless and vulnerable people for permanent supportive housing) and referring people to new OPRI slots.

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## **ANALYSIS AND POLICY ALTERNATIVES**

Homelessness encompasses a complex set of problems that require sustained funding if homeless individuals are to improve their lives. Assistance could be as simple as a temporary subsidy to pay a security deposit and first and last month's rent. More often, however, a longer term intervention is required with both a stable and safe place to live and supportive services so there is a better chance of having clients move out of shelters into their own homes. There is also the practical reality that even with intervention and more stability there are individuals that need long term assisted housing. The following investment options are meant for review and discussion. There must be equal if not greater consideration of the financial commitment necessary to sustain any of these options. The fiscal impact section of this report summarizes the estimated costs. As noted previously, staff's clear preference is to allocate additional dollars for options that build on the more sustainable and effective "housing first model", where a network of permanent supportive housing can be relied upon as the building blocks of assisting this vulnerable community.

Investment options 1, 2 and 6 can be achieved quickly; investment options 3, 4 and 5 would require concentrated work over a 3 -6 month period.

### **Investment 1. Expand the winter shelter capacity in the City by an additional 50 beds:**

Now that the City has passed a shelter crisis ordinance it clears the way for the rapid and potentially more flexible development of additional emergency shelter beds to be available on nights when the weather is either raining and/or when the temperature falls below 40 degrees Fahrenheit.

**Investment 2. Provide subsidies to augment the subsidy amount provided by Oakland Housing Authority (OHA):** By providing additional subsidy dollars to layer on top of OHA subsidies, OPRI slots would be able to be backfilled at a one to one ratio and landlords will be more likely to accept Housing Authority vouchers and work with formerly homeless clients if they can get closer to market rate rents for their units.

The table below is from the City of Oakland Citywide Rental Survey 2008-2015 and shows the steep increase in rents during this time period.

**Table 1: Median Monthly Asking Rents for Available Apartments, 2008-2015**

year	Studio		1 Bedroom		2 Bedroom		3 Bedroom	
	Media n	1-year	Media n	1-year	Media n	1-year Chang	Median Rent	1-year
2008	\$800	-	\$1,150	-	\$ 1,500	-	\$1,968	-
2009	\$825	3%	\$ 1,030	-10%	\$ 1,425	-5%	\$ 1,750	-11%
2010	\$795	-4%	\$1,050	2%	\$ 1,395	-2%	\$ 1,725	-1%
2011	\$850	7%	\$1,025	-2%	\$1,350	-3%	\$1,798	4%
2012	\$850	0%	\$ 1,095	7%	\$1,395	3%	\$ 1,750	-3%
2014	\$1,094	29%	\$ 1,895	73%	\$2,100	51%	\$ 2,500	43%
2015	\$1,475	35%	\$ 1,929	2%	\$2,950	40%	\$ 2,975	19%

The term "Fair Market Rents" (FMRs) is used by the federal government and other entities as a measure of the standard range of rents paid within a given geographic region. In 2013, FMR's were similar to the real costs of renting in Oakland. Today, the 2016 FMRs calculated by the U.S. Housing and Urban Development Department (HUD) for the Oakland-Fremont Metropolitan area fall well below actual market rents thereby making it difficult for low income households to find and keep units. A chart showing the FY2016 FMRs is presented below.

Final FY 2016 FMRs By Unit Bedrooms				
<u>Efficiency</u>	<u>One-Bedroom</u>	<u>Two-Bedroom</u>	<u>Three-Bedroom</u>	<u>Four-Bedroom</u>
\$1,037	\$1,249	\$1,580	\$2,202	\$2,455

**Investment 3. Increase the City's capacity to provide short term interim housing, serving people directly from the streets and exiting them quickly to short term (4-6 month) and medium term (1-2 years) housing subsidies upon exit. Duplicate the model of the Henry Robinson Multi-Services Center (Housing Fast Support Network):** The Housing Fast Support Network (HFSN) is an interim housing program serving clients coming directly off the streets. The program utilizes a Rapid Rehousing approach to quickly identify more permanent, stable housing and to provide short-term (4-6 months) assistance after the client moves into permanent housing. Depending on their level of need, some clients of the HFSN require more than the 4-6 months of short term support. Based on practice and experience, these clients would be more likely to obtain and maintain permanent housing if the support services and

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subsidies were available for 12 to 48 months. Any duplication of this program should take these longer term needs into consideration in planning and budgeting similar efforts.

**Investment 4. Create temporary interim housing site(s) with extremely low barriers to entry, intensive service delivery, and long term rapid rehousing housing subsidies upon exit:** Another model of interim housing is to provide temporary structures, such as tiny homes or converted shipping containers, on a vacant and available site. Another option is to modify a large building such as a warehouse. This model provides the flexibility to establish even more low barriers than the HFSN and may be attractive to street homeless populations who are otherwise hesitant to enter traditional programs with more requirements and restrictions. The low barrier aspects of this program model would allow people to maintain their chosen household groups, to be sheltered with their pets, and to safely store their belongings while seeking services. Like the HFSN, this model would include staffing to ensure general safety and well-being of the participants, as well as staff to provide services (substance abuse counseling, health care referrals, case management, and housing support). Long Term (12-48 months) Rapid Rehousing dollars are a critical component of this program model.

**Investment 5. Create pilot for Permanent Supportive Housing Program by using tiny homes:** Utilizing a similar structure to the low barrier interim housing described above, this option could be designed to be more flexible and sustainable permanent supportive housing for clients who are assessed to need that level of support for a longer term. The staffing structure could be slightly reduced from the interim housing model and instead of focusing on Rapid Rehousing, the case management time would be used to provide support to help clients maintain their housing where they are.

**Investment 6. Update the City of Oakland's housing policy to carve out an ongoing ten to twenty percent of units to be set aside as permanent supportive housing for those at 5-10 percent of area median income:** Current affordable housing set asides often do not reach those at the very lowest income levels of 0%-10% of Area Median Income (AMI). (This investment creates a stock of units affordable to those that are on General Assistance (GA) or Supplemental Security Income (SSI) and in need of permanent supportive housing.) Additional funds for supportive services would need to be leveraged.

**FISCAL IMPACT**

Options	Estimated Costs	
1) Expanded Winter Shelter -add 50 beds	\$180,000	
2) Augmented Subsidies	\$660,000/ year	Assumes an augmented subsidy of \$550/month x 100 OPRI clients x 12 months
3) Interim Housing - duplicate HFSN Model	\$2.5M / year for services; leasing costs for non-city owned building would be on top of this amount	137 beds, approximately 260 people served over 1 year; includes 6 months post housing support (Case Manager and financial assistance)
4) Temporary Interim Housing – create extremely low barrier program	\$900,000 for services, staffing and operations; \$1.5M for 1 year full subsidy for 75 people; total = \$2.4M	30 people at a time – approximately 75 over the course of a year Many variables could influence the subsidy amount downwards including client contributions to their own rents, some percentage of clients being able to have lower levels of case management support from the start, others will step down over time; first year there would be a ramp up time – not all 75 housed for full 12 months. Factors that could influence this amount upwards include rising rents.
5) Permanent Supportive Housing pilot using tiny houses (for 30 people)	\$850,000 for services, staffing and operations (plus cost of the tiny homes/ permanent housing structures)	Staffing pattern can be reduced from the interim model– staff are used for different purpose; cost of food – approx. \$50,000 included
6) Update housing policy to set aside 10% - 20% of units for extremely low income homeless people	TBD – more work needed to do accurate estimates – therefore not included in grand total amount in summary.	

Additional options that do not have a fiscal estimate at this time include:

- More city or non-profit ownership of affordable housing units
- Preserve Single Room Occupancy (SRO) facilities currently in stock by converting them to city or non-profit owned when at risk of loss.
- Shared investment in collaborative housing policy county or region-wide
- Develop a landlord outreach and engagement strategy to incentivize landlords to accept vouchers or permanent supportive housing

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### PUBLIC OUTREACH/INTEREST

This report did not require public outreach other than the posting of this report on the website.

### COORDINATION

Coordination has occurred between the Human Services Department (HSD), Department of Housing and Community Development and the City Administrator's Office.

### SUSTAINABLE OPPORTUNITIES

**Economic:** As noted in the report, all funds identified in this report are for the purpose of providing housing and services to the homeless to eliminate and prevent homelessness. Such outcomes are achieved through rapid rehousing assistance

**Environmental:** The provision of housing for at-risk and homeless persons is intended to address the environmental degradation caused by homeless families and 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 this City and is providing essential and basic human services, housing and support.

### ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council review and consider options for addressing homelessness within Oakland. In particular, options should be considered regarding strategic investments to address chronically homeless singles that are unsheltered, living on the street or other locations not meant for human habitation. Further, staff recommends that the Council provide direction to the City Administrator to take necessary actions to create immediate, additional winter emergency shelter capacity and develop a proposal for additional permanent supportive housing.

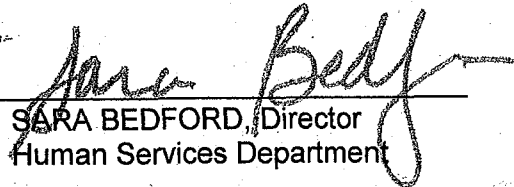
Investment options have been delineated in this report that total approximately \$6,590,000<sup>2</sup>. None of these options have a current identified funding source. Staff recommends that part of the City Council's consideration include which options should be prioritized along with a funding strategy for implementation.

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<sup>2</sup> exclusive of costs for permanent housing set asides in affordable housing developments

For questions regarding this report, please contact Susan Shelton, Community Housing Services Manager, at 510-238-6186.

Respectfully submitted,



SARA BEDFORD, Director  
Human Services Department

Community Housing Services Division  
**Reviewed by:** Susan Shelton, Manager  
**Prepared by:** Lara Tannenbaum, Planner



Attachment A



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OFFICE OF THE CITY CLERK  
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2015 APR 16 AM 1:53 **AGENDA REPORT**

**TO:** JOHN A. FLORES  
INTERIM CITY ADMINISTRATOR

**FROM:** Sara Bedford

**SUBJECT:** Recommendations for PATH  
Funding for FY 2015-2016

**DATE:** April 14, 2015

City Administrator  
Approval

Date

4/14/15

**COUNCIL DISTRICT:** City-Wide

**RECOMMENDATION**

Staff recommends that the City Council accept an informational report on the City's Permanent Access to Housing (PATH) strategy including key programs and outcomes, and including staff recommendations regarding strategic investments to address chronically homeless singles that are unsheltered, living on the street or other locations not meant for human habitation.

The proposed staff recommendations total approximately \$1,320,000 of which the funding sources have not been identified. This report is provided at the request of the Life Enrichment Committee to include in the City Council's deliberations for its Fiscal Year (FY) 2015-17 budget process.

**OUTCOME**

This is an informational report and it is hoped that the City Council authorizes one or more of the staff recommendations for funding. Funding of any of the recommendations can ensure level, if not greater success than was realized for the FY 2014-2015 outcomes referenced below for Oakland's programs serving the homeless and near homeless individuals.

**BACKGROUND/LEGISLATIVE HISTORY**

***Approach***

Oakland's Permanent Access to Housing (PATH) Strategy is an Oakland-specific companion to Alameda County's EveryOne Home Plan, a Countywide plan to be used as a roadmap for ending homelessness in the County. EveryOne Home is a comprehensive plan for providing housing and wrap around support services to homeless people in Alameda County, to those people living with serious mental health illness and those with an HIV/AIDS diagnosis.

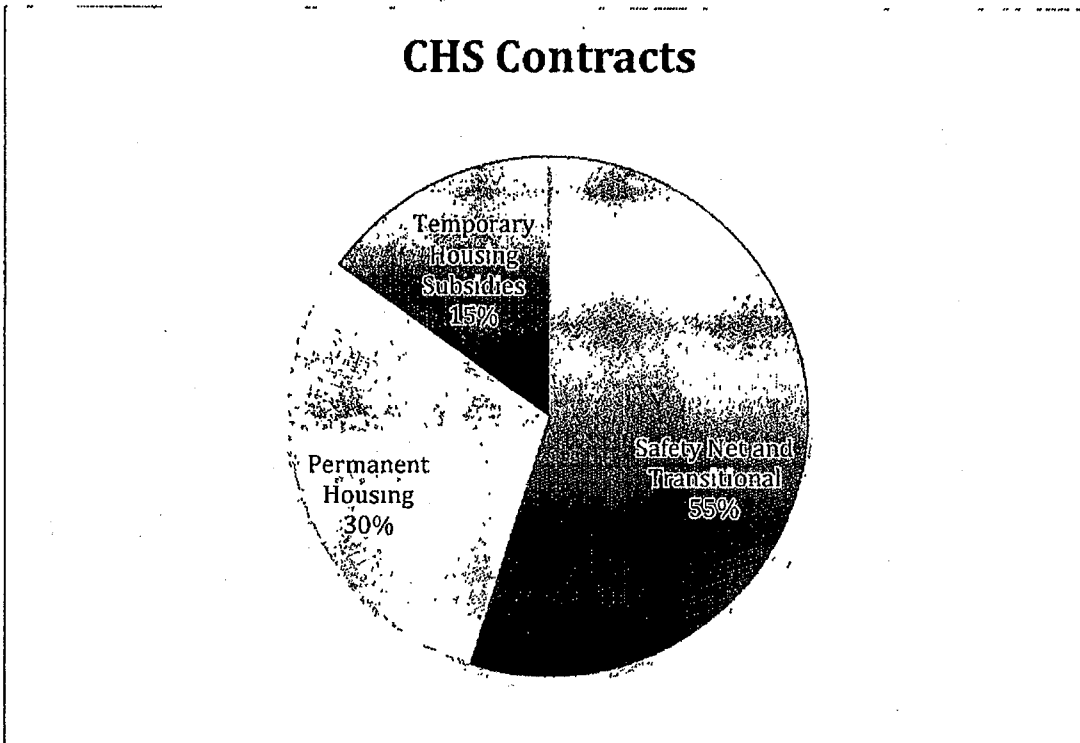
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Implementation of the PATH Strategy has focused on the areas listed below:

- Development of the Pipeline Process for Permanent Supportive Housing
- Capacity building for Homeless Service Providers and Housing Developers design of the Homeless Service Delivery system
- Rapid Rehousing Services
- Expansion of Street Action Team and Outreach Services

Both PATH and EveryOne Home 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. 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. Once in housing, two types of other time-limited services are then provided to the client and his/her household: 1) services designed to stabilize the client in housing and prevent future episodes of homelessness, and 2) acclimation to the neighborhood and other services available within the new community. This approach has the benefit of being consistent with what most people experiencing homelessness want and seek help to achieve.

City of Oakland Services: Oakland's Community Housing Services (CHS) Division contracts for shelter, transitional housing, temporary housing subsidies, and permanent housing assistance for homeless households. Current funding is detailed by type of intervention in Chart 1 below:



**Chart 1**

As is shown in Chart 1 above, the majority of the City's funding is directed toward transitional housing, emergency shelter services, or other non-permanent interventions. The City uses approximately 45 percent of its investment in permanent housing strategies: 30 percent of its funds in programs that provide subsidies and services to homeless households placed in permanent supportive housing, and an additional 15 percent in temporary housing subsidy and prevention programs that also place people into permanent housing, though the subsidies and services are typically time-limited and short-term. Both permanent housing strategies are needed. Short-term subsidies are best used for homeless households without permanent disabilities or other major barriers to stabilization, while deeper subsidies and long-term supportive services are a proven strategy for chronically homeless individuals with severe or multiple disabilities.

For your information, several other reports being heard today by City Council more specifically distinguish the type and source of dollars that come into or through the City of Oakland to fund the services and housing interventions mentioned above. Those reports seek authorization from the Council to apply for, accept, and appropriate dollars to the specific homeless and hunger interventions embedded in Chart 1 above.

## ANALYSIS

### *Current Needs*

Oakland has more than 2,000 homeless men, women, and children at any point in time; an estimated 30 percent are chronically homeless, and many face significant barriers to employment and housing. For instance, Chart 2 below is an annual data analysis which indicates homeless characteristics by type

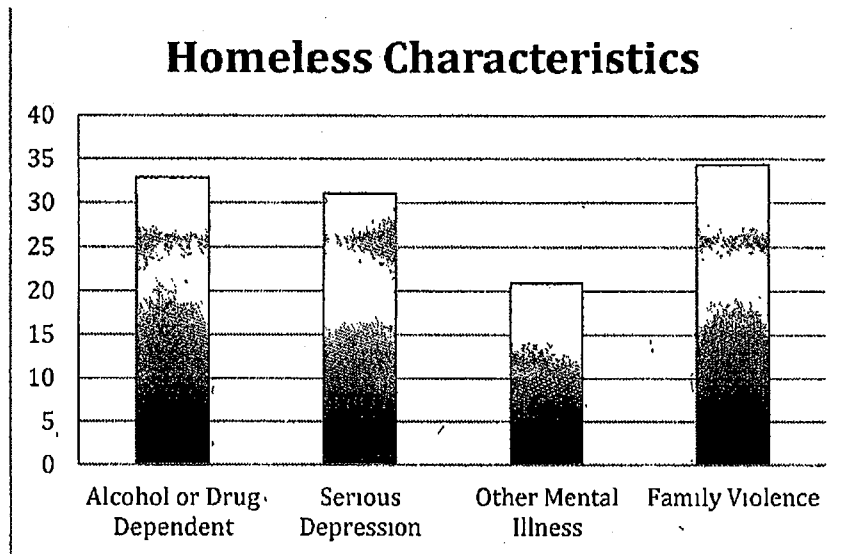


Chart 2

### *Demographics Snapshot*

The homeless population in Oakland is majority male (61 percent), disproportionately African-American (69 percent versus 28 percent of Oakland's total population), and more than 66 percent are between the ages of 41 and 60.

### **Family Type:**

- Homeless Families with Children – For January 2013, it was estimated that in a single day, 22 percent of the homeless population in Oakland (456 people) were living in households with children. Over the course of the same year, Oakland Unified School District reported that more than 600 students experienced homelessness at least once. Rates of domestic abuse tend to be especially high among families.
- Single Adults – The majority of the population is comprised of single adults (nearly 78 percent, 1641 people) living alone or sometimes with other adults. The single adult population tends to be disproportionately male. In recent Countywide surveys 20 percent

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of Oakland's homeless were veterans, while the 2013 U.S. Census showed only four percent of Oakland's adults were veterans. The veteran population in Oakland showed high rates of mental illness with 27 percent disabled by serious depression and 44 percent suffering from post-Traumatic Stress Disorder.

### *Chronically Homeless*

Within the single adult population, a portion of that population is chronically homeless, defined as a person with a disability and currently homeless for a year or more or four or more episodes of homelessness within the last three years. Countywide, the chronically homeless constitute 22 percent of the homeless population; however 82 percent of them are unsheltered. A recent Countywide initiative called Home Stretch enrolled chronically homeless people to prioritize permanent supportive housing resources for the most vulnerable individuals. Data about the 259 people enrolled as of July 1, 2014, further show that a portion of the single adults in the homeless population has highly complex and severe needs. Of 259 chronically homeless people enrolled in Home Stretch, 60 percent are male, 49 percent report more than five years of homelessness in their lifetime, 76 percent self-report significant mental health problems, 82 percent have a record in the county mental health system, and nearly half (48 percent) have a record in the County substance use disorder treatment system.

The majority of homeless people in Oakland are unsheltered. With a very limited number of shelter beds and housing options, homeless adults in Oakland with the barriers described are likely to remain homeless for lengthy periods. Those with disabilities may spend close to two years applying for SSI disability income. If they receive SSI, they will have nearly \$900 per month. Unfortunately, this does not put them in reach of an apartment, with studio units renting for over \$1,200 per month. The U.S. Department of Housing and Urban Development's Fair Market Rent Summary suggests that the average rental price for a one-bedroom apartment in Oakland is between \$1260 and \$1514 per month. For those who cannot afford a one bedroom, HUD has estimated the fair market rent for efficiency in the Oakland -Fremont Metro Area at \$1039 for fiscal year 2015.<sup>11</sup> Chart 3 below outlines Oakland's fair market rents for studio/one bedroom apartments in comparison to income.

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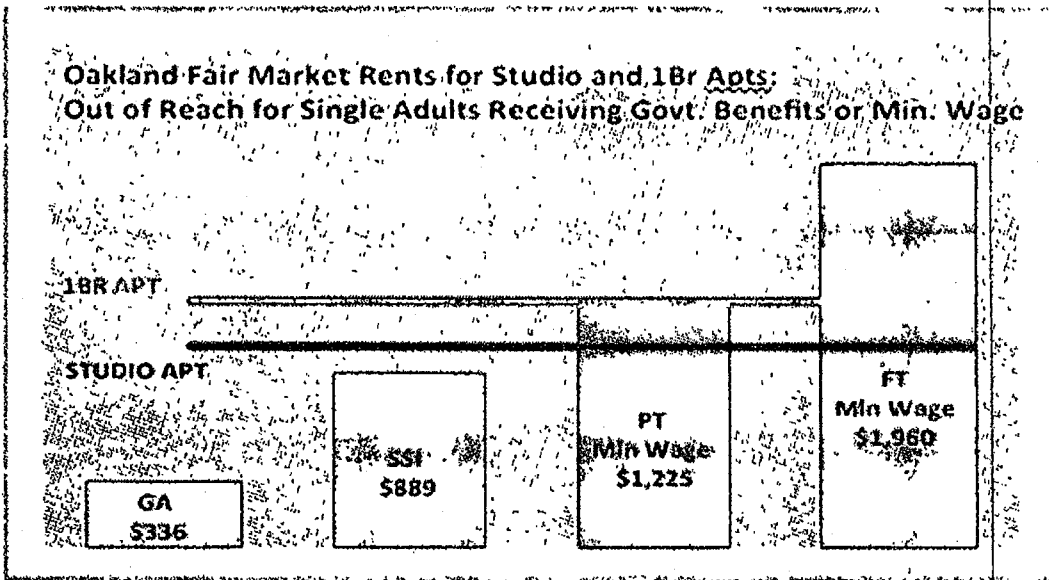


Chart 3

Exacerbating the problem, the end of redevelopment has resulted in far fewer new units for this population. Thus far, the City has been unable to provide new resources for housing the 2,000 people in need. The substantial efforts by City staff and non-profit providers have little effect when there are no available housing units for people under 25 percent of median income, particularly if they also have disabilities that limit their income.

**Trends in Alameda County**

Data from the Countywide 2013 Homeless Count report show a shift away from families to singles, an increase in street homelessness, and an increase in chronic homelessness. The anticipated data later this year from the 2015 count will show the degree to which Oakland mirrors or deviates from the Countywide trend.

An unprecedented amount of funding has been released at the State and County level to address family homelessness and has become a primary resource for Oakland providers to focus on ending family homelessness. This infusion of targeted resources shows early signs of being impactful for CalWORKs families and legislative analysts at the State level are predicting the funding will be renewed again for the FY 2015/16 fiscal year.

Veteran homelessness has also been targeted with resources from the Federal government and Oakland has the largest program Countywide for outreach to veterans and their families. Until the last eight months the success rates for outreach and housing connection were impressive. The shift in housing prices in the rental market has caused a slow-down in housing placements for veterans and families. Increasingly, providers must house clients in Vallejo, Fairfield, and

Sacramento. Service providers are creative and are using Skype as a way to support their client population when housed at a distance.

**PUBLIC OUTREACH/INTEREST**

This report did not require public outreach other than the publication on the City's website.

**COORDINATION**

This item required coordination with EveryOne Home and Alameda County Housing and Community Development's Homeless Management Information Systems staff, U.S. Department of the Census, and various experts on homelessness trends and Housing First interventions.

**COST SUMMARY**

**Current Year CHS Contracts for Homeless and Housing Assistance**

Type of Assistance	Oakland's Cost per Client Served	Persons Served	% Exiting Homelessness
Shelter and Transitional Housing	\$4,360	841	85%
Subsidies/Services Permanent Housing	\$10,066	185	99%
Temporary Permanent Housing Subsidies	\$9,786	116	97%
Total persons exiting homelessness last fiscal year			1,011

**Table 1**

As the numbers in Table 1 above show, Oakland's current investments are effectively ending homelessness for the people they serve. However, turnover in these programs is low, and quantity of resources is not to scale of the need. Since new people become homeless on a daily basis, the current configuration of programs and investments will not result in a dramatic reduction of the homeless population. A greater impact to reducing street homelessness could be achieved by a few core changes

- Invest additional funding into permanent housing strategies which show the highest success rate;
- Implement a shelter diversion program that helps people resolve housing crises so that they are not forced to reside in a shelter, which will in turn free up shelter beds to house more people from the streets;
- Improve outreach efforts to reach more people living outdoors to connect them to resources via expanded outreach activities totaling a greater number of hours per week and modified hours to later in the evening when people have returned to their sleeping areas; and,

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Continue registry efforts to identify all people currently residing outdoors and each person's needs, to enable outreach, housing, and services staff to understand each person's needs, best target the appropriate service to each, and to prioritize the deepest subsidies and most comprehensive services to the most vulnerable.

Additional assistance for housing subsidies and supports is particularly needed among single adults with disabilities. Expanding the scale of partnerships between CHS and non-profit housing providers and the Oakland Housing Authority would be an important and strategic step.

Costs to provide services to 25 homeless single adults in a subsidized setting (such as new MLK building) would be less than \$75,000 ongoingly per year because of leveraged services and operating budget provision for services coordination

Services costs for a "step-down" program from higher cost supportive housing would be only \$60,000 for 25 formerly homeless Oakland PATH Rehousing Initiative (OPRI) clients with Oakland Housing Authority subsidy match.

New housing placements for chronically homeless will cost approximately \$12,000 per client per year for subsidy and approximately \$100,000 per year (\$4,000 per client) for case management and additional assistance for 25 clients.

#### **PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

Permanent Supportive Housing had the lowest rates of participants exiting to homelessness, at one percent, followed by Rapid Rehousing programs (temporary permanent housing subsidies) at three percent. Transitional Housing and Emergency Shelter had a higher percentage of participants exiting to homelessness at 10 percent and 15 percent respectively.

#### ***Rapid Rehousing Program Outcomes***

Rapid Rehousing in Oakland is geared toward households likely to be able to assume their own rental costs within 24 months. Overall, Rapid Rehousing programs run by three service providers (East Oakland Community Project, First Place Fund for Youth, and Saint Mary's Center) showed extremely positive results. The vast majority of homeless persons served (91 percent) either maintained in housing for over a year or exited into a permanent housing placement. Of the 116 persons served by Rapid Rehousing programs in FY 2013-2014, only three percent of participants exited to homelessness.



Most housing placements were into a rental unit leased by the client. Of those 60 individuals who participated in the program for at least 90 days and exited to housing, 87 percent transitioned to their own apartment rental, 12% exited to permanent placements with friends or family, and two percent (1 participant) moved to permanent supportive housing. Table 2 below outlines:

**Table 2**

<b>RAPID REHOUSING PROGRAM OUTCOMES</b>			
<b>FY2013-2014</b>			
		<b>% of those served</b>	<b>% of those exiting</b>
<b>Persons Served</b>	116		
<b>Housed in program &gt;1year</b>	22	19%	
<b>Exited to Housing</b>	84	72%	97%
<b>Exited to Homelessness</b>	3	3%	3%

\* Not included in overall percentages are the 7 deceased clients during FY2013/14

***Permanent Supportive Housing Outcomes***

The two Permanent Supportive Housing programs analyzed one run by Abode and one by Lifelong Medical Care, showed strong positive results in maintaining stable housing for participants. This type of housing is targeted to those who need the deepest subsidies and greatest level of support. Retention in housing is the expected outcome for most clients. Of those who do move out of permanent supportive housing, it is also successful to move to other permanent housing. Of those who exited the program, more than half transitioned to another permanent housing placement. One percent of total participants (or two out of 185) exited to homelessness. Table 3 below outlines the permanent housing outcomes:

**Table 3**

<b>Permanent Housing Outcomes</b>		<b>% of those served</b>
<b>Individuals Served</b>	185	
<b>Housed in program &gt;1year</b>	161	87%
<b>Exited to other permanent Housing</b>	11	6%
<b>Exited to Homelessness</b>	2	1%

**Transitional Housing Program Outcomes**

Overall, nearly 80 percent of individuals participating in transitional housing programs in fiscal year 2013-2014 were either maintained in housing or exited to permanent housing. Of the 389 homeless persons served, 166 (about 43 percent) exited to housing, and 142 (37 percent) were maintained in housing. About 10 percent exited to homelessness. The transitional housing outcome is highlighted below in Table 4.

**Table 4**

Transitional Housing Outcomes		% of those Served
Persons Served	389	
Persons Maintained in housing	142	37%
Persons Exited to Housing	166	43%
Persons Exited to Homelessness	37	10%

Statistics for Emergency Shelter outcomes for Oakland include just the participants under City of Oakland contracts, receiving case management assistance outlined in Table 5 below.

**Table 5**

EMERGENCY SHELTER OUTCOMES FY 2013-2014						
Agency	Program	Number Served 13-14 Contract Year	# Exited to Permanent Housing	% Exited to Permanent Housing	# Exit to Shelter or Streets	% Exiting to Shelter or Streets
EOCP	Crossroads PATH, ESG & Supportive Housing Programs	452	131	29%	90	20%

### *Summary Observations*

The City of Oakland has, in partnership with its nonprofit, County, and jurisdictional partners, implemented several strategies as interventions to more successfully address the needs of its overall homeless population in Oakland such as at risk adults and youth, families, emancipated youth, veterans, special needs and disabled adults and youth, as well as unsheltered homeless.

Oakland's safety net of services is stable, but insufficient to meet the needs of the unsheltered and those at risk of becoming homeless. Actions possible to further bolster our safety net services include:

1. Provide funding to open an every night winter shelter for 50 persons from November through April. Secure a facility that can accommodate that number and supplement with overnight motel voucher for overflow. Price tag \$150,000 for beds and staffing may increase depending on real property costs (current budget \$85,758) the difference is approximately \$64,242;
2. Expand the City's outreach and harm reduction capacity from four days a week, 4pm to 8pm to five days per week from 11pm to 2am (or six days a week from 7 pm to 12 am) with an incentivized service approach to leave the streets and street encampments to a sanctioned campground(s) operated like a full service emergency shelter. Price tag for outreach only is \$350,000 (current budget for Outreach and harm reduction is \$179,310) the difference is approximately \$170,690;
3. Expand bed capacity at Crossroads Shelter and St. Mary's Center shelter from December through April. Price tag \$40,000 (Current budget is \$15,000 from City of Emeryville) the difference is approximately \$25,000;
4. Continue to request maintenance of effort support from Alameda County to support permanent housing support for most vulnerable unsheltered population at a pro rata share of their North County contribution for winter shelter; and,
5. Increase both graduated and permanent housing subsidies for those coming through the Henry Robinson Multi-Service Center (HRMSC). Provide a path and pipeline to move unsheltered homeless from the streets (through our Outreach Program) into the Henry Robinson Multi-Services Center and out into permanent housing. Price tag \$1,000,000 (current budget for subsidies approximately \$200,000) the difference is approximately \$800,000.

The City's effort to provide safety net housing to its unsheltered population on the streets has been operating for the past 17 months at the HRMSC; 266 unsheltered, street homeless have been housed at the HRMSC and in that time 68 percent have exited to permanent housing (178

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individuals). Staff believes this number should be targeted for interim housing services and wrap around services with a temporary housing subsidy that decreases over time until they are more stable and able to support their housing independently.

Of the 266 unsheltered homeless, there are another 125 who are having more challenges of living independently without more intensive support over a longer period of time. Those tenants are profiled as longer term, chronic homeless with multiple disabilities that are often physically and mentally debilitating. This population would be served more adequately through permanent supportive housing support, which includes permanent subsidies and services. The cost of a permanent subsidy and service is estimated at \$20,000 per person per year. Staff proposes that the City negotiate specifically with the OHA to set aside vouchers for this population and attach to those coming out of the HRMSC. The City in turn provides a services match to provide the housing services to support the stability of those moved into housing. Estimated cost is \$238,000 for a service team. There is currently no funding identified for this intervention.

Internally, staff proposes the City update its housing policy to carve out an ongoing percentage of units be set aside for those at 15 -25 percent of area median income in order to create a stock of housing affordable to those that are in need of permanent supportive housing.

### **SUSTAINABLE OPPORTUNITIES**

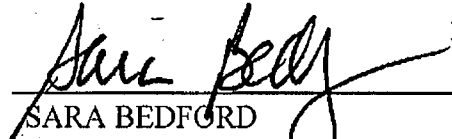
***Economic:*** All funds recommended for possible funding in this report are for the purpose of providing housing and services to homeless to eliminate and prevent homelessness. Such outcomes are achieved through rapid rehousing assistance, homelessness prevention, transitional housing, shelter services, homeless encampment services, and outreach.

***Environmental:*** The provision of housing for at-risk and homeless persons is intended to address the environmental degradation caused by homeless families and individuals precariously housed or unsheltered and living on the street.

***Social Equity:*** The intended use of funds recommended in this report is targeted to the most vulnerable and at-risk populations in this City and is providing essential and basic human services, housing and support.

For questions regarding this report, please contact Susan Shelton, Community Housing Services Manager, at 238-6186.

Respectfully submitted,



SARA BEDFORD  
Director, Human Services Department

Prepared by: Susan R. Shelton, Manager  
Community Housing Services Division

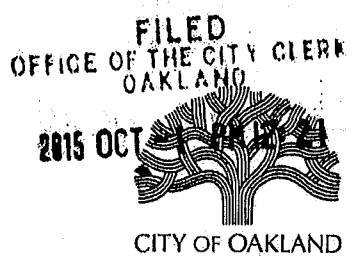
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' 2009, 2011, 2013 Alameda Countywide Homeless Count and Survey" reports prepared for EveryoneHome  
" Median rent for a one bedroom in Oakland as of January 2015 reported as \$1295 "January 2015 California  
Rental Price Monitor", Apartment List <https://www.apartmentlist.com/rentonomics/january-2015-california-rental-price-monitor/>,

Fair market price in the Oakland / Fremont metropolitan area (and in Alameda County) is set at \$1039 for an  
efficiency and \$1260 for a one bedroom for FY2015 by HUD  
[http://www.huduser.org/portal/datasets/fmr/fmrs/FY2015\\_code/2015summary.odn](http://www.huduser.org/portal/datasets/fmr/fmrs/FY2015_code/2015summary.odn)

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Attachment B




# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Winter Shelter Strategy

**DATE:** September 29, 2015

City Administrator Approval  Date: 9/30/15

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:**

- (1) Enter Into An Agreement And Accept And Appropriate Up To \$152,000 From Alameda County For North County Winter Relief Efforts Including Winter Shelter Beds;**
- (2) Enter Into An Agreement And Accept And Appropriate Up To \$15,000 From City Of Emeryville Funds For Winter Shelter Beds;**
- (3) Enter Into A Grant Agreement With Society Of St. Vincent De Paul Of Alameda County For The Provision Of 50 Plus Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$150,000;**
- (4) Enter Into A Grant Agreement With Bay Area Community Services, Operator Of The Henry Robinson Service Center, For The Provision Of 10 Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$30,000; And**
- (5) Accept And Appropriate Additional Funds From Alameda County And The City Of Emeryville To Fund Winter Relief Efforts And Amend The Grant Agreements For Additional Winter Relief Efforts For The Period Of November 1, 2015 Through April 30, 2016 Without Returning To Council.**

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### **EXECUTIVE SUMMARY**

The City of Oakland, in collaboration with the cities in North County (Oakland, Emeryville, Albany, Berkeley) and Alameda County, has developed a Winter Response strategy to address the needs of unsheltered (living on streets, in cars or in other places not meant for human habitation) homeless people during the winter months. The resolution before the City Council funds the continuation of a single site winter shelter accommodating 50 + single adults, as well as a service rich second shelter accommodating 10 single adults who are identified as very vulnerable. We anticipate that the total winter shelter beds will cost approximately \$235,000.

The shelters will be open from approximately 6pm-8am every day. The anticipated period of service provision is November 15, 2015 through April 15, 2016 with an additional two weeks before and after this time period to allow for non-profits to set up and dis-assemble the shelter and to increase the number of days the shelters are open should additional funds become available.

This resolution asks the Council to accept and appropriate funds for this effort.

### **BACKGROUND / LEGISLATIVE HISTORY**

From 1999 through 2012, the City of Oakland, in partnership with Alameda County and the City of Berkeley, operated a regional winter shelter at the Oakland Army Base for homeless North County residents. The shelter was housed in a large warehouse building owned by the former Oakland Redevelopment Agency. This 100 bed congregate shelter for single men and women provided primarily compassionate refuge from inclement weather during the winter months, with a bare minimum of social services on site due to budget constraints. The approximate cost of the shelter was \$300,000 per season plus use of the building itself, with the costs shared by the participating jurisdictions.

Starting in 2013, the Army Base site became unavailable due to development. A suitable site for a large (100 bed) congregate shelter had not been identified. After discussions with jurisdictional partners, a regional winter weather response system was developed as an alternative to the Army Base shelter for the 2013/2014 and 2014/2015 Winter Shelter seasons. The strategies incorporated various active components, including scattered site beds at various agencies, as-needed warming centers, outreach-based interventions, rapid re-housing programming, and housing assistance client services. The as needed warming centers, which have operated since the closure of the Oakland Army Base shelter, have been challenging to staff and manage.

**ANALYSIS AND POLICY ALTERNATIVES**

The January 2015 EveryOne Home Homeless count indicates that, on any given night, there are 1,384 unsheltered homeless persons in Oakland. Within the unsheltered population 56.5 percent are African American, 24 percent are White, and 12 percent are Latino. Additionally, of these 1384 individuals, 82 percent are 25 years or older. 20.8 percent of the 1384 individuals are chronically homeless, which is defined as a person with a disabling condition who has been homeless for one year continuously or who has had four episodes of homelessness in the past three years. The homeless population in shelters may include people temporarily in transition from institutions or other residential circumstances as well as the working homeless, who work during the day and sleep at the shelter at night.

Throughout Oakland there are approximately 350 shelter beds available on any given night, a portion of which are funded by the City. The proposed additional 60+ Winter Shelter beds during the cold winter months will be funded by the City of Oakland. The cold weather and rain of the winter months cause extreme hardship for those homeless persons who are unable to find shelter, and existing shelters must turn homeless persons away every day during the winter months. The establishment of these shelters will allow the most fragile of the homeless population, in danger of death due to exposure, to come in off the streets. It will also allow those in transition from institutions or other circumstances to have a temporary base from which to pursue self-sufficiency. The winter shelters also provide an opportunity for service providers to reach out and engage chronically homeless individuals. With such limited resources and a high demand even a relatively small winter shelter program will make a positive difference.

Table 1 below further demonstrates findings from the most recent homeless count for the unsheltered population.

Table 1: Oakland Homeless Demographics

Measure	Year: 2015
Total Homeless	2191
Unsheltered (on streets or places not meant for human habitation)	1384
Chronically Homeless	345
With Serious Mental Illness	359
With Substance Use Disorders	262
Victims of Domestic Violence	487
Living with HIV/AIDS	44
Veterans	203
Under the age of 18	240



While the total numbers of homeless individuals have stayed roughly the same since 2009 (the last year with Oakland specific data) there were a few significant changes. The numbers of unsheltered single adults has increased 45 percent since 2009 while the numbers of homeless families have declined by 13 percent. The numbers of homeless veterans in Oakland also dropped significantly, by 49 percent, reflecting a recent sizable increase in both Federal and State resources for this homeless sub-population.

### ***Winter Relief Strategy***

After discussions with jurisdictional partners, a regional strategy has been developed using an innovative and hybrid approach that draws upon staff's experience with a single site as well as the last two years' models.

The basic tenets of the strategy are as follows:

Single Site Winter Shelter - Traditional winter shelter beds will be available at The Society of St. Vincent de Paul (SVdP) located at 675 23rd Street Oakland, California 94612. SVdP is a nonprofit organization that provides direct assistance to needy men, women, and children in Alameda County. The organization engages to meet the needs of the poor and the homeless and serves anyone in need, regardless of race, creed, or origin. The proposed location is a large dining hall. The room is utilized as a dining hall Tuesday to Saturday, 10:45 am - 12:45 pm and serves up to 700 hot meals per day to people in need. The SVdP proposed Winter Shelter hours will be from 6pm – 8am thereby enabling the needs of both winter shelter participants and hot meals program recipients to both be served without conflict. The beds will be accessible to participants through a referral process from various City Of Oakland agencies. As part of staff's work, agreements will be reached with participating referring agencies about the number of bed assignments. Though not part of the Winter Shelter program specifically, SVdP operates a drop-in support services center adjacent to the proposed site that offers programs and assistance to help participants with steps toward stability.

Vulnerable Beds Shelter - The second proposed site is the Henry Robinson Center located at 559 16th St Oakland, CA 94612. Bay Area Community Services (BACS) is the operator and will provide up-to 10 beds for those persons identified to be most vulnerable using a vulnerability screening index. The vulnerability screening is designed to be congruent with the Home Stretch prioritization criteria (discussed in following sections) and will identify and target those that are the most medically vulnerable, long time homeless, seniors, and other special needs populations. The vulnerable beds shelter will be available every night during the winter season from approximately 6pm until 8am and will engage participants in intensive case management and rapid-rehousing services. Referrals to the shelter for vulnerable homeless individuals will come from Operation Dignity and BACS during their respective outreach efforts and these agencies will administer a vulnerability screening index. In addition, SVdP, and their referring agencies, will inform BACS if they believe someone might meet eligibility criteria and BACS will outreach to those persons to complete the vulnerability screening.

Outreach team interventions - Outreach teams will provide street outreach to known encampments on an every night basis. Outreach services will be funded through existing homeless mobile outreach programs in coordination with the Alameda County Behavioral Health Agency.

Client Targeting - Clients will be admitted to the winter shelter on a first come, first served basis, for each referring agency allotted bed allocations. In addition, the current strategy proposes using every night street outreach teams to target and engage the most medically vulnerable of the unsheltered homeless for entry to winter shelter and rapid re-housing programming, while still keeping winter shelter beds available for the general homeless population.

Home Stretch -The Winter Shelter Strategy proposed here is at the forefront of the County-wide Home Stretch effort, a collaborative project of the Alameda County Health Care Services Agency, EveryOne Home, and its public and non-profit agency partners. Home Stretch is a system that will coordinate, streamline, and prioritize access to permanent supportive housing for the most vulnerable homeless individuals. The Vulnerable Bed Shelter design proposed here is in alignment with this effort and BACS staff will fulfill the 'housing navigator' role that further supports the process of attaining and retaining permanent supportive housing.

### **FISCAL IMPACT**

City funds will be used to fund the traditional winter shelter and vulnerable bed strategy, outreach, and case management elements. Outreach services and housing-related case management activities will be funded by the County. Oakland will contribute these funds to the regional strategy from an appropriation of approximately \$85,758 in General Funds from the baseline budget dedicated to winter shelter and approximately \$50,000 additional general funds dedicated to homeless services. The City of Emeryville is anticipated to contribute \$15,000 to be administered through the City of Oakland Human Services Department and will be used for the procurement of winter shelter and vulnerable bed accommodations. Alameda County Housing and Community Development (HCD) is also projected to contribute up to \$152,000 towards the North County's single site Winter Shelter, Vulnerable Bed Shelter, and Rapid Rehousing services. The following table below represents the allocation of funding for the FY15/16 winter shelter program:

Source	Fund	Organization	Account	Project	Program	Amount
City of Oakland	1010 General Purpose Fund	78411 Community Housing Services	54912 Grants Contracts	G487210 FY 15-16 OABTWS FY 15 GPF Match	SC22 Fostering Safe and Healthy Communities	\$85,758
City of Oakland	1010 General Purpose Fund	78411 Community Housing Services	54912 Grants Contracts	G463170 OABTWS FY 14 MTC	SC22 Fostering Safe and Healthy Communities	\$3,898
City of Oakland	1010 General Purpose Fund	78411 Community Housing Services	54912 Grants Contracts	A490850 Homeless PATH High Priority Area	SC22 Fostering Safe and Healthy Communities	\$50,000
City of Emeryville	2994 Social Services Grants	78411 Community Housing Services	54912 Grant Contracts	G417220 Winter Shelter & Warming Center Services	SC22 Fostering Safe and Healthy Communities	\$15,000
Alameda County	2160 County of Alameda: Grants	78411 Community Housing Services	54912 Grant Contracts	G463150 OABTWS FY1415 ALA	SC22 Fostering Safe and Healthy Communities	\$152,000
<b>Total Funding:</b>						<b>\$306,656</b>

Staff remains in negotiations with individual providers, the estimated amounts for grant agreements and supplies are shown in the chart below.

<b>Winter Shelter</b>	<b>Clients served per night</b>	<b>Funding source</b>	<b>Amount</b>
St. Vincent de Paul – general beds	50+	General Fund	Up to \$150,000
Henry Robinson Center – vulnerable beds	10	Alameda County	Up to \$30,000
Supplies (cots, bedding)	60	General Fund	Up to \$5000
Food and miscellaneous	60	General Fund	Up to \$50,000
<b>Grand Total</b>			<b>Up to \$235,000</b>

### **PUBLIC OUTREACH / INTEREST**

This item did not require any additional public outreach other than the required posting on the City's website.

### **COORDINATION**

This item required coordination with the Alameda County Housing and Community Development Agency (HCD), Alameda County Health Care Services Agency, and the Cities of Albany, Berkeley and Emeryville, the report and resolution have been approved by the Office of the City Attorney and the Controller's Bureau.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Integration of homeless clients into the economic mainstream reduces crime and provides economic stability for clients, their families, and the community.

**Environmental:** Integration of homeless clients into familiar Oakland neighborhoods in supervised settings will provide for community stability and productive environments. Homeless shelters improve the quality of Oakland's streets and neighborhoods.

**Social Equity:** Through the provision of housing and wrap around services to homeless populations, these clients will begin to achieve stability and prosperity and contribute positively to the community.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:

- (1) Enter Into An Agreement And Accept And Appropriate Up To \$152,000 From Alameda County For North County Winter Relief Efforts Including Winter Shelter Beds;
- (2) Enter Into An Agreement And Accept And Appropriate Up To \$15,000 From City Of Emeryville Funds For Winter Shelter Beds;
- (3) Enter Into A Grant Agreement With Society Of St. Vincent De Paul Of Alameda County For The Provision Of 50 Plus Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$150,000;
- (4) Enter Into A Grant Agreement With Bay Area Community Services, Operator Of The Henry Robinson Service Center, For The Provision Of 10 Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$30,000; And
- (5) Accept And Appropriate Additional Funds From Alameda County And The City Of Emeryville To Fund Winter Relief Efforts And Amend The Grant Agreements For Additional Winter Relief Efforts For The Period Of November 1, 2015 Through April 30, 2016 Without Returning To Council.

For questions regarding this report, please contact Susan Shelton, Manager, Community Housing Services Division at 510-238-6186.

Respectfully submitted,

  
SARA BEDFORD  
Director, Human Services Department

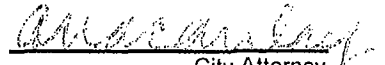
Community Housing Services Division  
Reviewed by: Susan Shelton, Manager  
Prepared by: Lara Tannenbaum, Planner  
Talia Rubin, Program Analyst II

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Life Enrichment Committee  
October 13, 2015

2015 OCT -1 PM 12:21

OAKLAND CITY COUNCIL

Approved as to Form and Legality

  
City Attorney

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

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**A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:**

**(1) ENTER INTO AN AGREEMENT AND ACCEPT AND APPROPRIATE UP TO \$152,000 FROM ALAMEDA COUNTY FOR NORTH COUNTY WINTER RELIEF EFFORTS INCLUDING WINTER SHELTER BEDS;**

**(2) ENTER INTO AN AGREEMENT AND ACCEPT AND APPROPRIATE UP TO \$15,000 FROM CITY OF EMERYVILLE FUNDS FOR WINTER SHELTER BEDS;**

**(3) ENTER INTO A GRANT AGREEMENT WITH SOCIETY OF ST. VINCENT DE PAUL OF ALAMEDA COUNTY FOR THE PROVISION OF 50 PLUS EMERGENCY WINTER SHELTER BEDS FOR THE PERIOD OF NOVEMBER 1, 2015 THROUGH APRIL 30, 2016 IN AN AMOUNT NOT TO EXCEED \$150,000;**

**(4) ENTER INTO A GRANT AGREEMENT WITH BAY AREA COMMUNITY SERVICES, OPERATOR OF THE HENRY ROBINSON SERVICE CENTER, FOR THE PROVISION OF 10 EMERGENCY WINTER SHELTER BEDS FOR THE PERIOD OF NOVEMBER 1, 2015 THROUGH APRIL 30, 2016 IN AN AMOUNT NOT TO EXCEED \$30,000; AND**

**(5) ACCEPT AND APPROPRIATE ADDITIONAL FUNDS FROM ALAMEDA COUNTY AND THE CITY OF EMERYVILLE TO FUND WINTER RELIEF EFFORTS AND AMEND THE GRANT AGREEMENTS FOR ADDITIONAL WINTER RELIEF EFFORTS FOR THE PERIOD OF NOVEMBER 1, 2015 THROUGH APRIL 30, 2016 WITHOUT RETURNING TO COUNCIL**

**WHEREAS,** approximately 1384 persons are living outside and unsheltered in the City of Oakland at any given time; and

**WHEREAS,** the existing homeless shelter system in the City of Oakland provides less than 350 shelter beds per night; and

**WHEREAS,** the existing shelter system operates at or near full capacity for most of the year and there are a significant number of people turned away; and

**WHEREAS**, the Oakland Army Base Temporary Winter Shelter (OABTWS), which provided 100 beds for Oakland single homeless persons during the winter months from 1999 until 2012 is no longer available for the provision of emergency shelter due to development at the Army Base; and

**WHEREAS**, there is a need for additional shelter beds during the winter months, when many of the homeless population are at risk of death due to exposure to the elements; and

**WHEREAS**, the City of Oakland could provide approximately 50+ additional beds by establishing a temporary winter shelter at Society of St. Vincent de Paul of Alameda County; and

**WHEREAS**, the City of Oakland could provide approximately 10 additional beds for the most vulnerable persons by establishing a temporary winter shelter at Henry Robinson Service Center operated by Bay Area Community Services (BACS); and

**WHEREAS**, Funds are available in the amount of up to \$306,656 for the winter shelter beds from the following sources:

<b>NAME</b>	<b>FUND/PROJECT</b>	<b>AMOUNT</b>
General Purpose Funds – City of Oakland	1010.78411.54912.G487210	\$85,758
General Purpose Funds – City of Oakland	1010.78411.54912.G463170	\$ 3,898
General Purpose Funds – City of Oakland	1010.78411.54912. A490850	\$50,000
2015/2016 Alameda County	2160.78411.54912.G463150	\$152,000
2015/2016 City of Emeryville	2994.78411.54912.G417220	\$15,000
<b>TOTAL</b>		<b>\$306,656</b>

; and

**WHEREAS**, funds were earmarked in the FY 2015-2017 adopted budget in anticipation of funding from the Alameda County for the Winter Shelter program in the amount of \$139,243 in the County of Alameda: Grants Fund (2160), Community Housing Services Org (78411), Grant Contracts Acct (54912), Oakland Army Base Temporary Winter Shelter (OABTWS) FY 2014-2015 Project (G463150) and staff seeks authority to accept and appropriate additional funding in an amount up to \$152,000 from the Alameda County or reduce the budgeted appropriation depending on the actual amount received; and

**WHEREAS**, the City desires to enter into a grant agreement with Society of St. Vincent de Paul of Alameda County for an amount up to \$150,000; and

**WHEREAS**, the City desires to enter into a grant agreement with BACS for an amount up to \$30,000; and

**WHEREAS**, other funding sources may be identified to contribute to the contracting of Winter Relief efforts; and

**WHEREAS**, no other suitable site has been found for the winter shelter; and

**WHEREAS**, significant delays in establishing the winter shelter will prevent essential aid and services from being delivered to homeless persons with no other recourse; and

**WHEREAS**, all health, safety and accessibility requirements will be met in establishing and operating the winter shelter; now, therefore be it

**RESOLVED:** That the City Council authorizes the City Administrator to enter into an agreement and accept funds from the County of Alameda in an amount up to \$152,000, allocate said funds to the North County Winter relief efforts, and adjust the FY 2015-2016 budgeted appropriation of \$139,243 to up to \$152,000 depending on the actual amount received in the Alameda County Housing and Community Development Department Winter Shelter-Alameda County Fund (2160), Community Housing Services Organization (78411), Grant Contracts Account (54912), and OABTWS FY 2014/2015 Project (G463150) for the contracting of winter relief efforts including winter shelter beds; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to enter into an agreement and accept and appropriate funds from the City of Emeryville in an amount up to \$15,000 and allocate said funds to the Social Services Grants Fund (2994), Community Housing Services Organization (78411), Grant Contracts Account (54912), and Winter Shelter & Warming Center Services Project (G417220) for the contracting of winter shelter beds; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to enter into a grant agreement with Society of St. Vincent de Paul of Alameda County in an amount up \$150,000 to provide approximately 50 winter shelter beds for the time period of November 1, 2015 through April 30, 2015; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to enter into a grant agreement with BACS in an amount up to \$30,000 to provide approximately 10 winter shelter beds for the time period of November 1, 2015 through April 30, 2015; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to accept and appropriate additional funds from Alameda County and the City of Emeryville for North County winter relief efforts and winter shelter beds, and amend the above-referenced grant agreements for the provision of additional shelter beds and services within the term of November 1, 2015 through April 30, 2016 without returning to Council; and be it



**FURTHER RESOLVED:** That the City Council authorizes the City Administrator 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 to establish and operate the shelter without returning to Council; and be it

**FURTHER RESOLVED:** That said grant agreements 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, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES- BROOKS, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN, REID, AND  
PRESIDENT GIBSON MCELHANEY

NOES-

ABSENT-

ABSTENTION-

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

**Annual Report to the Oakland Housing Authority  
Sponsor-Based Housing Assistance Program  
City of Oakland: Oakland PATH Rehousing Initiative  
2014-2015**

**Overview**

Begun in 2010, the Oakland PATH Rehousing Initiative (OPRI), has successfully housed more than 210 formerly homeless Oakland residents with subsidies provided by the Oakland Housing Authority (OHA) and services and program administration contracted to the City of Oakland. OPRI providers work with clients living in homeless encampments, exiting the criminal justice system, residing in shelters, and emancipating from foster care to move into permanent housing with targeted services and subsidies.

Community agencies implementing the program with the City of Oakland include:

- Abode Services
- First Place for Youth
- LifeLong Medical Care
- Operation Dignity
- Volunteers of America
- East Oakland Community Project
- Building Futures with Women and Children
- St. Mary's Center

**Strategies and Program Changes**

In 2014-2015, providers shifted their focus to program sustainability. Initially, the emphasis was on ensuring stability for those moving into housing from streets and shelters, assisting with more intensive social services, and providing all types of support in life skills and pre-employment. Now, as many OPRI clients have remained housed and are able to attend to basic needs, providers are working to assist clients to move to permanent housing where they pay their full rent, or to supportive housing for seniors or people with disabilities, as appropriate. Beginning in March of 2015, a major component of OPRI meetings convened by the City of Oakland has been the design of a step-down option for tenants who no longer need intensive services, with pathways designed to encourage financial and social independence without jeopardizing housing stability.

**Adult Program Successes**

In the adult programs serving encampments, shelters, and the reentry population, 97% of people placed have been stably housed for more than 12 months; 90% for a year or more; and 72% for three years or more.

**Youth Successes**

The housing program for transition aged youth varies significantly from the adult program. The emphasis for these 18-24 year olds is on achieving independent housing

stability within 24 months. As such, First Place offers intensive programming for vocational and employment assistance for two years, and then works with youth to maintain housing independent of ongoing subsidies and services. Youth clients in 2014-2015 maintained housing for at least six months at a rate of 95%, and 12 months at a rate of 91%. Only one youth remained in the program for more than 36 months.

### Performance Measures

#### Annual Outputs:

- a) Provide assistance to 125 households.

Exceeded. Oakland provided housing subsidies to **125 households throughout the year, with 115 in housing at the end of June 2015**. The number of individuals assisted over the 12-month period, by target population is detailed below.

Encampment Referred:	34
BHCS Encampment Referred:	21
Reentry Referred:	48
Senior Shelter Referred:	13
Households with Children:	4
Homeless Youth:	19
<b>Total 2013-2014</b>	<b>139</b>

#### Outputs: Grant to Date

Since the inception of the program, **210 households have been placed into housing directly from homelessness**. In 2014-2015, all 17 new placements were in the Homeless Youth category.

## Outcomes

- a) At least 95% of all persons who enter the program remain housed for greater than six months.

Exceeded. Of all clients who had been in housing for more than six months as of June 30, 2015, **194 of 201, or 96.5% remained in housing for at least six months.** Among subpopulations, **100% of homeless placements** (Encampments and Shelters) maintained housing for at least six months, 93% of Reentry clients, and 95% of Youth placements. These rates are very consistent with previous year, with a slight increase in retention among youth.

- b) At least 85% of those who obtain permanent housing will maintain it for more than one year.

Exceeded. Of those placed at least one year before the end date, **164 of 182, or 90% maintained housing for more than 12 months.** Among subpopulations, 93% of all Encampment and Shelter placements, 85% of Reentry clients, and 91% of Youth maintained housing for at least one year.

- c) At least 65% of those who obtain permanent housing will maintain it for more than three years.

Encampment Referrals:	46
BHCS Encampment Referrals:	23
Reentry Referrals:	54
Senior Shelter Referrals:	13
Shelter Households with Children:	3
Homeless Youth:	71
<b>Total Clients Housed</b>	<b>210</b>

Exceeded. Of those placed more than 36 months before the contract end date, **78 of 107, or 73% maintained housing.**

- d) At least 95% of adults who enter the program with no income will have some form of income within one year.

Of those placed at least 12 months previously who had no income on placement, **13 of 13, or 100%**

**gained income within 12 months.**

## Household Descriptions

Household types were primarily single adults:

Household Category	Adult	Youth
Households with Children	7	5
Single Adults/Couples	96	9

Total Households	103	14
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Races and Ethnicities were as follows:

**Individual Demographics**

<i>Races</i>		
White	10	2
Black or African American	101	14
Other or Mixed	9	3
Total	120	19
<i>Ethnicity</i>		
Hispanic/Latino	6	6
Non-Hispanic/Latino	114	13
Total	120	19

**Client Successes**

➤ Tailoring Housing Placement to Individual Needs

Mr. J has been a participant in OPRI for three years and possesses physical challenges and limitations due to back-related health issues that impacted his mobility, leaving him largely homebound. When Abode learned of the problems Mr. J faced and his increased feelings of isolation, the housing team was able to find an apartment located on the ground floor, which provided easier access and the ability to utilize his scooter to venture outside of his apartment.

The move has had a positive impact on Mr. J's overall sense of well-being and connection to community. He continues to meet and build healthy relationships with his neighbors. The relocation to an apartment that better aligns with his housing needs has given him the opportunity to engage and contribute resulting in a better quality of life.

➤ From Housing Stability to Community Leadership

In the Spring of 2013, K.A. secured an OPRI housing subsidy and transitioned in to a studio apartment in East Oakland. He maintains his apartment and pays his rent on time.

Since his initial move to permanent housing, K.A. has worked very hard to achieve other goals he created for himself in his Service Plan. He received services through the Clean Slate program and he is no longer on probation. He went through the Social Security Administration's appeals process; and, with the assistance of a Homeless Action Center attorney, his SSI benefits were approved in 2014. Upon receipt of his first SSI check, K.A. elected to enroll in St. Mary's Center Representative Payee Program to ensure that his rent and bills would be paid on time each month. Additionally, he has been an active and outspoken leader in the St. Mary's Center community. In 2014, K.A. was elected to SMC's

Council of Elders. He eagerly shares his story of transformation, speaking to large groups, as well as one-on-one to new participants, on how he was able to “retrain” himself.