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# AGENDA REPORT

TO: DEANNA J. SANTANA  
CITY ADMINISTRATOR

FROM: Sara Bedford

SUBJECT: Update on PATH Homeless Strategy

DATE: October 24, 2013

City Administrator

Date

Approval

10/20/13

COUNCIL DISTRICT: Citywide

## RECOMMENDATION

Staff recommends that the City Council accept an informational report from the Department of Human Services, Community Housing Services on its Permanent Access To Housing (PATH) strategy to end homelessness.

## EXECUTIVE SUMMARY

Staff provided an update on the PATH strategy to the Life Enrichment Committee in May 2013, along with limited demographic data on the homeless population. The Committee directed staff to return with updated demographic data during Fall 2013 as well as a comprehensive strategy to address the homeless encampments issues in the community. At this time, only preliminary demographic data are available on the homeless population and various sub-populations; complete and accurate data will be available upon release of the Alameda Countywide Homeless Count and Survey Report in November 2013. An outline of the comprehensive strategy to address encampments is provided in this report.

Although the PATH strategy has met with considerable success since its inception in 2007, in terms of housing production, placements into subsidized housing, and progress in realizing favorable client outcomes, recent developments in both federal/state policy and the housing pressures generated by the recession have severely impacted the strategy. The loss of redevelopment funding, coupled with cuts in federal housing entitlement grants, have brought the production of PATH housing units to a virtual standstill. The federal sequestration cuts have brought about a freeze in the Section 8 housing subsidy program and a nearly complete halt to the Oakland Housing Authority (OHA) portion of the Oakland PATH Re-housing Initiative (OPRI), all but eliminating the City's ability to rapidly house re-entry and encampments populations. Other federal cuts to federal formula grant programs have severely limited the availability of homeless services funding that is so vital to the success of supportive housing. Finally, the depressed economy is increasing unemployment and poverty in low income urban areas, while at the same time the cost of housing, especially rental housing, is skyrocketing, creating fiscal pressures on attempts to house the homeless population.

Item: \_\_\_\_\_  
Life Enrichment Committee  
November 12, 2013

It should be recognized that funding cuts alone do not tell the whole story; there has been a fundamental shift in federal policy that has been informed partly by data about client outcomes. Years ago, federal policy supported the provision of emergency food and shelter, an approach that has been compared to “giving a man a fish.” This approach was supplanted by the transitional housing era, in which programs aimed at developing the tools of self-sufficiency were characterized as “teaching a man to fish.” In the current policy era, the question is whether the man is actually “catching fish” – or, as it applies to homelessness – actually secures permanent housing with appropriate supportive services.

In response to these policy and funding challenges, and in light of prevailing demographic data, the PATH strategy is necessarily shifting available resources towards a concentration on the single adult homeless population, especially those who are living in homeless encampments. The PATH strategy is heavily data driven by the outcomes of our interventions and data developed over the past five years. The ongoing strategy will rely upon emerging models and best practices such as the Oakland Path Rehousing Initiative and the Interim Housing Model being developed at the Henry Robinson Center. PATH will use a multi-disciplinary team-based approach that will focus on:

- Enhanced outreach efforts, including field outreach for housing programs and cleanup of encampments
- Coordinated human services, public works and OPD interventions through implementation of CityWorks, mapping and GIS technologies
- Implementation of new interim housing programming and use of temporary winter shelter beds through the redesigned Henry Robinson Multi-Service Center

PATH outcomes will remain oriented towards the overarching goal of moving homeless persons into permanent housing with appropriate support services.

### **BACKGROUND/LEGISLATIVE HISTORY**

EveryOne Home, Alameda County’s Ten Year Plan to End Homelessness, was adopted in 2006 by Oakland and other cities in the County. An Oakland-specific action plan, the Oakland Permanent Access To Housing (PATH) Strategy, was published May 8, 2007. Both Plans signaled a significant shift in homeless policy. Rather than focusing resources on emergency and transitional housing programs, these Plans called for redirecting resources towards the development of permanent supportive rental housing units and tenant based rent subsidies for extremely low income persons in a “housing first” policy.

The following principles and ten year goals were established in the PATH Strategy:

- The City of Oakland has adopted a “housing first” approach through its PATH Strategy to end homelessness in Oakland. The “housing first” approach seeks to place clients in housing as a first step, and then provide wrap around social, medical and behavioral health services to support housing stabilization and retention once the client is housed.
- Acquisition, Rehabilitation, and New Construction of Permanent Supportive Housing.
- Tenant Based Housing Subsidies and Master Leasing for Permanent Supportive Housing
- Rapid Rehousing connects PATH funding to services coupled with housing
- Retention of Safety Net Services

Under the housing-first approaches of the PATH Strategy, homeless people are moved directly from the streets or shelter into permanent housing. Needed services are offered to those who are housed. The services offered are not mandatory and include but are not limited to client engagement around mental health and substance use after tenant is housed. These services are designed to meet the client “where they are,” providing only those services needed by the housed client. The desired outcome is the end of homelessness through the securing and/or retaining of housing.

### **POPULATION AND DEMOGRAPHICS**

The Alameda Countywide Homeless Count and Survey Report, which will provides detailed data on the results of the bi-annual homeless count conducted in February 2013, is scheduled for release in November 2013. Staff can return to the Life Enrichment Committee with data and analysis once the report is released.

Preliminary data indicate the following:

- From 2003 to 2013, *homelessness decreased from .35% to .27% of the Alameda County population*, a period in which the overall County population increased by 8%.
- Alameda County has the second highest poverty rate (12%) and lowest median income (just over \$70,000) compared with surrounding Bay Area counties. Despite this, *Alameda’s 2013 homeless population is equal to or less than neighboring, more affluent Counties.*

Item: \_\_\_\_\_  
Life Enrichment Committee  
November 12, 2013

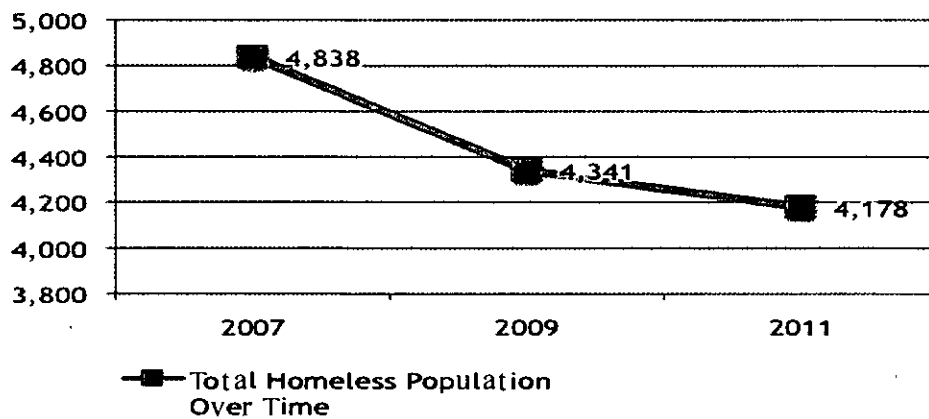
Year	Total Population	Homeless Population	Homeless as % of Population
2003	1,461,030	5,081	0.35%
2005	1,448,905	5,129	0.35%
2007	1,464,202	4,838	0.33%
2009	1,491,482	4,341	0.29%
2011	1,537,915	4,178	0.27%
2013	1,579,227	4,264	0.27%

From 2003 to 2013, the big picture trends are somewhat promising:

- *Homelessness decreased by over 800 people*, a 16% reduction. Homelessness increased very slightly from 2011; however, these results are statistically indistinguishable.
- The *proportion of unsheltered persons* to persons in shelter and transitional housing *remains comparable* to previous years.

Expressed as a line graph, the total homeless population has decreased from 4,838 in 2007 to 4,178 in 2011. Since 2011, the total homeless population has remained relatively flat at 4,264

**Alameda County's Total Homeless Population Over Time**



- While the percent of unsheltered persons as a portion of the homeless population has remained constant (around 50%) since 2003, there has been a relative decrease in shelter capacity and *increase in permanent supportive housing stock, simultaneous to a reduction in the sheltered homeless count (from 2,459 to 1,927)*. This evolving set of programs is by definition related to a change in population dynamics.

**Comparing the Alameda County Homeless Population: 2009 to 2003**

Oakland	Literally Homeless			Hidden Homeless			Total Homeless Comparison 2009-2003		
	2003 Literally Homeless	2009 Literally Homeless	% CHANGE Literally Homeless	2003 Hidden Homeless	2009 Hidden Homeless	% CHANGE Hidden Homeless	2003 Total Homeless	2009 Total Homeless	% CHANGE Total Homeless
1. Number of households with Dependent Children	307	175	-43.0%	27	180	566.7%	334	355	6.3%
1a. Number of minor children in those households (under age 18)	529	336	-36.5%	52	794	1426.9%	581	1130	94.5%
2. Number of households without Dependent Children	1529	1516	-0.9%	418	807	93.1%	1947	2323	19.3%
3. Total Adults (all household types)	1921	1755	-8.6%	554	1338	141.5%	2475	3093	25.0%
Total Persons	2450	2091	-14.7%	606	2132	251.8%	3056	4223	38.2%

\* Occasional rounding differences cause rows to total with a variation of 1.

Trends for some homeless subpopulations are encouraging:

- **22% of homeless individuals are chronically homeless** – this population has fluctuated slightly as a percent of the homeless population over the last ten years; 2013’s rate is the lowest recorded level.
- **The number of homeless veterans has remained fairly consistent since 2007.** However, the number of homeless people who are veterans has declined since the first two counts in 2003 and 2005 by more than 200 people.
- **Homelessness for unsheltered women is declining.** In 2009, females made up 24% of the unsheltered homeless population; in 2013, women were just over 13% of the unsheltered population.

Part 2: 2013 Homeless Subpopulations			
	Sheltered *	Unsheltered	<b>TOTAL</b>
Chronically Homeless Individuals **	171	760	<b>931</b>
Chronically Homeless Families ***	11	26	<b>37</b>
Persons in Chronically Homeless Families	29	94	<b>123</b>
Veterans	139	353	<b>492</b>
Female Veterans	9	11	<b>20</b>
Severely Mentally Ill	477	629	<b>1,106</b>
Chronic Substance Abuse	354	935	<b>1,289</b>
Persons with HIV/AIDS	25	72	<b>97</b>
Victims of Domestic Violence	381	665	<b>1,046</b>

For the most part, results for homeless subpopulations are static or concerning:

- The *prevalence of chronic substance abuse among homeless people has risen* from 14% of the total homeless population to 26% in the past 10 years.
- The *proportion of homeless people living with chronic substance abuse issues* has remained roughly the same over the last 10 years (in 2003, 28% and in 2013, 30%).
- *Domestic violence has increased from a low of 9% in 2005 to a high of 25% of homeless people in 2013.* Rates of surviving domestic violence have varied widely across the six Counts; 2013 reflects the highest rate to date.
- *10% of unsheltered homeless people are 61 years or older.*

## ANALYSIS

A brief overview of PATH policy issues is as follows:

### ➤ *Dissolution of Redevelopment*

Redevelopment agencies across California were dissolved by the Governor in 2011, redirecting tax increment revenues from local governments to the State and eliminating the Low-Mod Housing set aside. Loss of Redevelopment affordable housing funds, coupled with Federal cuts to housing programs, has brought the production of new affordable housing to a virtual standstill, severely impacting the PATH housing production strategy. A limited amount of affordable housing funding is available through the City's annual federal HOME grant, tax credits, and through the Affordable Housing Trust Fund, but these resources are not sufficient to produce affordable housing in the volume of the recent past. The loss of Redevelopment blight abatement funding has also had impacts on homeless outreach activities and the abatement of homeless encampments.

➤ ***Sequestration and other Federal Budget Cuts***

The across the board cuts brought about by sequestration have had and will have a significant impact on housing and homeless programs. On the housing side, funding from the Department of Housing and Urban Development (HUD) has been reduced for the HOME program, for affordable housing, and for the Community Development Block Grant (CDBG) program. On the homeless services side, a reduction of 5% in the Emergency Solutions Grant (ESG), Community Development Block Grant (CDBG), and Housing Opportunities for Persons with AIDS (HOPWA) in 2013 is projected to result in cuts to services provided under PATH, and for provision of housing and services to persons living with AIDS. ESG & CDBG funding make up approximately 64% of the City's PATH Strategy funding. PATH currently serves approximately 2000 households, with outcomes of approximately 972 households placed in permanent housing, permanent supportive housing or transitional housing in addition to other services to rapidly rehouse homeless or prevent homelessness in Oakland. A reduction of 5%-22% in ESG and CDBG funding for the City would result in a cut of services provided under PATH, serving only 1,560-1,920 households/year with estimated outcomes of 728-933 households or less placed in or maintained in permanent, permanent supportive or transitional housing. HOPWA provides housing and services to approximately 540 households with at least one person living with AIDS. A 5-22% reduction of funds could result in service levels decreased to 422-513 households living with HIV/AIDS. This is a cut of services to 27-118 households (approximately 50-354 individuals, depending on household size).

➤ ***The HEARTH Act and Emergency Solutions Grant (ESG)***

Changes to Federal funding for homelessness through the HEARTH Act have expanded the definition of homelessness to include those formerly classified as at-risk, thereby increasing the pool of eligible clients. HEARTH embraces a Rapid Rehousing strategy originally developed under the now-sunsetted federal stimulus Housing Prevention and Rapid Rehousing Program (HPRP) of the American Reinvestment and Recovery Act of 2009. HPRP used rental assistance resources and shallow or tapering housing subsidies to place homeless populations into permanent housing. The success of the HPRP program helped to inform the policy direction of HUD towards Rapid Rehousing in the formulation of the HEARTH/ESG program.

With the expiration of HPRP, HUD chose to reconfigure its Emergency Solutions Grants to more closely resemble HPRP, emphasizing rapid rehousing and homelessness prevention strategies. The HEARTH Act provides services funding through the Emergency Solutions Grant (ESG), which links housing placement and housing retention services to housing, thereby increasing the availability of permanent supportive housing. This interim rule, published in the Federal Register on December 5, 2011, revises the regulations for the Emergency Shelter Grants program by establishing the regulations for the Emergency Solutions Grants program, which replaces the Emergency Shelter Grants program. *The change in the program's name, from Emergency Shelter Grants to Emergency Solutions Grants, reflects the change in the program's focus from addressing the needs of homeless people in emergency or transitional shelters to assisting people to quickly regain stability in permanent housing after experiencing a housing crisis and/or homelessness.* The HEARTH Act also codifies into law the Continuum of Care planning process, a longstanding part of HUD's application process to assist homeless persons by providing greater coordination in responding to their needs. HUD's policy adjustments mirror what has been done with Oakland PATH Rehousing Initiative (OPRI) and the Alameda County Continuum of Care. Oakland was able to maintain funding for its safety net services under a "hold harmless" approach, while dedicating any new funding to rapid rehousing. Under this approach, Oakland issued a Request for Proposals and funded three rapid rehousing programs: East Oakland Community Project, Building Futures with Women and Children, and St. Mary's Center. Each of the three will provide housing placement services to homeless individuals and families. Program services began in March of 2013 in coordination with the rest of Alameda County HEARTH ESG recipients.

➤ *The Affordable Care Act*

Commonly referred to as Obama Care, the Affordable Care Act has had significant impacts on low income and homeless clients. The good news is that many low income persons currently without health care will become insured, and provision of certain services, namely wrap around services connected with permanent supportive housing, may be eligible for Medicare funding. However, since the type of services eligible for Medicare funding is limited, there will be continuing challenges involved with the ongoing funding of services for supportive housing. With its recent successes in placing people in permanent housing, CHS providers now have a number of clients who are no longer eligible for HUD funded services. In order to maintain stability for people assisted and keep funding available for those who are still homeless, CHS is pursuing healthcare funding through Medicare reimbursement activities in collaboration with Alameda County Housing and Community Development Agency (HCD) and the Behavioral Health Care Services Agency (BHCS). If successful, these efforts will allow Oakland to leverage its local dollars to a greater extent and maintain programs for homeless people in need of housing placement, rapid rehousing, and supportive services. In order to affect this change, Oakland will need to enter into a multi-year contract with BHCS, who will then subcontract the direct services to Oakland's providers. This arrangement will allow Oakland services to recoup an additional 50% of the funds to use in



new supportive housing sites, while still maintaining 100% of existing service levels in OPRI and at the Harrison Hotel.

➤ ***PRCS: Public Safety Realignment Act (AB109)***

On April 4, 2011, the Public Safety Realignment Act (AB 109) was signed into law by Governor Jerry Brown. The policy changes in the Act focus on alleviating overcrowding in the California State prisons and reducing the state corrections budget. This is achieved largely through transferring responsibility for incarceration and supervision of many low level inmates and parolees from the California Department of Corrections and Rehabilitation (CDCR) to the county level. AB 109 went into effect October 1, 2011. Under the legislation, inmates in state prison for non-violent, non-serious, non-high risk sex offenses are being released to local supervision, not state parole. This population is referred to in AB 109 as “Post Release Community Supervision” (PRCS). Under PRCS, the county has established a housing first program, modeled on Oakland’s OPRI program that provides permanent housing support for the AB109 population, with housing retention services provided by the Alameda County Probation Department. Through January 2013, 64 adults and 8 children have been housed through the PRCS program, with 54% of placement located in Oakland.

➤ ***Alameda County Impact***

The Alameda County Impact Project (“AC Impact”) is a collaboration of several community-based agencies, and five local cities and police departments (Berkeley, Oakland, Hayward, Fremont and Livermore) to address residents of homeless encampments in targeted areas. Modeled on local and national partnerships with law enforcement, AC Impact will target housing to chronically homeless persons living in public unsheltered environments. The purpose of AC Impact is to improve the quality of life for both the chronically homeless persons and for the general community, which is currently affected by their presence living outside or disturbing public areas.

In Oakland, AC Impact will be folded into the OPRI Program, using the same services partners and methods of operation, although certain eligibility factors may differ, including a geographic emphasis on a limited target area. AC Impact will subsidize scattered-site leased units in each of the target communities and provide enhanced case management and access to a variety of critical community services. Outreach in each of the five communities will be conducted by existing networks of city and community agencies. Regular conversations between local law enforcement, community stakeholders, city officials and AC Impact partner agencies will inform targeting strategies tailored to each community, with the intent of having the greatest community impact with a relatively small number of allocated housing slots.

➤ *Redesign of the Henry Robinson Multi-Service Center*

The Henry Robinson Multi Service Center, located in the Touraine Hotel, implements the HUD Supportive Housing Program grant for the Homeless Families Support Network (HFSN). HFSN provides transitional housing and supportive services to fifty-four (54) homeless families with dependent children (matched by Alameda County and City of Oakland funds). The goal of the HFSN is to assist families in securing and maintaining residency in permanent housing with adequate employment and/or income. An intensive planning process to examine how to use HFSN resources to produce the best outcomes has recently concluded that the HFSN will be shifting its target population over the next operating year to serve homeless persons in households without children (singles, couples, and multiple-adult households). Shifting to serve singles will best match the need and demographics of the homeless population in the City and County as reflected in the annual homeless count and will best utilize the facility's structural configuration. This housing first program anticipates short lengths of stay since the program's mission is to move people into permanent housing as quickly as possible. Areas of focus during the stay in the program will be to identify and address housing obstacles (credit, felonies, evictions, etc.), secure income, explore housing options, receive assistance with the housing search process, connect to health care as necessary, and secure permanent housing. Once in permanent housing, participants will receive six months of housing retention services that include becoming part of the community, building a support system, addressing other needs identified by the client, employment services, representative payee, SSI advocacy, health care, mental health care, and recovery. Finally, parallel planning efforts will be seeking funding for rapid rehousing for families to insure newly homeless families within the city of Oakland receive the most appropriate services to end their homelessness and continue the reduction in the number of homeless families within the county. A full roll out of the transitioned HRMSC program will be in place by March 2014.

**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 City of Oakland Housing and Community Development Department, Planning and Zoning, and the Public Works Agency; also with Alameda County Social Services Agency, Housing and Community Development Agency, Behavioral Health Care Services Agency, and the Probation Department; the report and resolution have been approved by the Office of the City Attorney and the Budget Office.

Item: \_\_\_\_\_  
Life Enrichment Committee  
November 12, 2013

**SUSTAINABLE OPPORTUNITIES**

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

***Environmental:*** Integration of homeless and formerly incarcerated clients into familiar Oakland neighborhoods in supervised settings will provide for community stability and productive environments. Cleanup of homeless encampments mitigates environmental degradation caused by these sites.

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

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

Respectfully submitted,

  
\_\_\_\_\_  
Sara Bedford, Interim Director  
Department of Human Services

COMMUNITY HOUSING SERVICES DIVISION

*Reviewed by:* Susan R. Shelton, Manager

*Prepared by:* Mike Church, Program Analyst II

ATTACHMENT A

Item: \_\_\_\_\_  
Life Enrichment Committee  
November 12, 2013

## **ATTACHMENT A**

### **The PATH Strategy: PROGRAM DESCRIPTION**

The PATH strategy is focused on several program areas: production of affordable supportive housing units, the Oakland PATH Rehousing Initiative (OPRI), re-entry housing placements, and the Supportive Housing Program (SHP). Safety net services are provided through the Homeless Mobile Outreach Program (HMOP) and the HRMSC temporary winter shelter.

#### ***Production of Affordable Housing***

Progress towards development and construction of EveryOne Home (EOH) housing units is coordinated by the City of Oakland through the Pipeline Development Committee. The committee is coordinated by major funders of housing and services and the development community, including the City of Oakland Housing and Human Services Departments, the Oakland Housing Authority, Alameda County Behavioral Health, Public Health, Social Services and Housing and Community Development Departments, non-profit housing developers and others. Since the inception of the EveryOne Home Plan, 2031 EOH units have been constructed in Oakland. This includes construction of Crossroads, a 125-bed emergency housing program. At Crossroads, singles and families, including people living with HfV/AIDS, receive the necessary skills to obtain employment and permanent housing in a dignified and healing environment.

It is anticipated that, due to the loss of Low-Mod Housing set aside funding resulting from the dissolution of the Redevelopment Agency, that production of affordable housing units will be severely curtailed in the future.

#### ***OPRI: Oakland PATH Rehousing Initiative***

The Oakland PATH Rehousing Initiative (OPRI) is a sponsor-based rental assistance program developed in partnership with the Oakland Housing Authority (OHA) that is designed to provide housing placement and ongoing subsidies and support services to people living in encampments or in emergency shelters, persons with mental health issues, and people exiting the criminal justice system. Oakland has sought and received additional funding from HUD to supplement the Housing Authority subsidies with an additional 25 shelter placements and 25 encampment placements. To date OPRI has provided permanent housing placements for 200 formerly homeless persons, and currently houses 144 people monthly. In fiscal year 2012/2013, OHA expanded the number of housing subsidies available to 167. However, earlier this year, sequestration and Federal budget cuts to HUD and housing authority funding severely constrained the OHA's ability to increase units to meet the 2012-2013 goals. The planned expansion was halted and the total number of housing vouchers was reduced to 125.

Additionally, the recession and housing crisis have caused upward pressure on the rental housing market, and recent increases in rent prices have created headwinds for rental assistance and subsidy programs. The higher rents rise, the more subsidies are required to make units affordable to very low income clients. The public agencies involved in the OPRI program include the OHA, Alameda County Behavioral Health Care Services (BHCS), the Oakland Department of Human Services, Community Housing Services and Oakland Unite units; the housing and service providers include Abode Services, First Place for Youth,

Operation Dignity, Volunteers of America, East Oakland Community Project, Building Futures with Women and Children, St. Mary's Center and Lifelong Medical Care.

*As discussed above, a total of more than 200 clients have been placed in permanent supportive housing through the OPRI program. Of these, more than 95% of clients retained their housing for at least six months after placement.*

Although the numbers are changing frequently with increased funding and/or sequester reductions, the OPRI point-in time unit breakdown is as follows:

Population	Subsidy Funding	Housing Provider	Service Funding	Service Provider	2013 Slots
Homeless in Encampments	OHA/S+C/SHP	Abode	PATH/Abode/BHCS/SHP	Lifelong	90
Homeless in Shelters	OHA/SHP	Abode	PATH/SHP	St. Mary's, BFWC, Abode	35
Criminal Justice	OHA	Abode	DHS/VOA	VOA	45
Transition Aged Youth	OHA/DHS	First Place	PATH/FPFY	First Place	25
<b>Totals</b>					<b>195</b>

### *Alameda County Impact*

The Alameda County Impact Project ("AC Impact") is a collaboration of several community-based agencies, and five local cities and police departments (Berkeley, Oakland, Hayward, Fremont and Livermore) to address residents of homeless encampments in targeted areas. Modeled on local and national partnerships with law enforcement, AC Impact will target 25 housing subsidies to chronically homeless persons living in public unsheltered environments in Oakland. The purpose of AC Impact is to improve the quality of life for both the chronically homeless persons and for the general community, which is currently affected by their presence living outside or disturbing public areas.

The target population will have a range of unmet needs that require an integrated services approach. They are likely to have substantial barriers to housing and may be initially uninterested in participating in housing or case management. They are expected to have little or no income at entry, frequent interactions with law enforcement, which may include significant criminal justice histories, and untreated disabilities and health conditions including substance addiction and serious mental illness. They may have a history of "failing out" of other housing programs not structured to their needs, and may be reluctant to engage in services or seek housing or shelter.

In Oakland, AC Impact will be folded into the OPRI Program, using the same services partners and methods of operation, although certain eligibility factors may differ, including a geographic emphasis on a limited target area. AC Impact will subsidize scattered-site leased units in each of the target

communities and provide enhanced case management and access to a variety of critical community services. Outreach in each of the five communities will be conducted by existing networks of city and community agencies. Regular conversations between local law enforcement, community stakeholders, city officials and AC Impact partner agencies will inform targeting strategies tailored to each community, with the intent of having the greatest community impact with a relatively small number of allocated housing slots.

***HUD Supportive Housing Programs (SHP)***

Since the early 1990’s, the City of Oakland has annually received awards under the federal process to fund the City’s Families In Transition (FIT) program, the Matilda Cleveland Transitional Housing Program (MCTHP), the Homeless Families Support Network (HFSN) and the Oakland Homeless Youth Housing Collaboration. These programs provide housing to families/young adults with support services to assist families/young adults in reaching a sustainable level of self-sufficiency and, ultimately to prepare these families for permanent housing. The outcomes of the SHP program have been under scrutiny by HUD in the recent past and modification of the program is central to the shift in strategy under the HEARTH Act. Programmatic changes over the past year have led to significant improvement in the performance of this program, most importantly in the number and rate of families exiting to permanent housing. Today, 80% of families exiting the program leave to permanent housing. Lengths of stay in the program are also reducing as HFSN embeds a housing-first philosophy to move people to their own housing as quickly as possible, rather than after a two year stay.

**SHP Summary Calendar Year – 2012**

Project Name	Grantee	# of Units	# of Families or Singles Served	Exits to Permanent Housing
Families in Transition	East Oakland Community Project (EOCP)	10	23 families	19 families
Homeless Families Support Network	Anka Behavioral Health, Inc.	54	66 families	43 families
Matilda Cleveland Transitional Housing Program	EOCP	14	48 families	40 families
Oakland Homeless Youth Housing Collaborative	Covenant House; EOCP; First Place for Youth	27	61 singles	41 singles
Totals		105	137 families 61 singles	102 families 41 singles

### ***Redesign of the Henry Robinson Multi-Service Center***

The Henry Robinson Multi Service Center, located in the Touraine Hotel, implements the HUD Supportive Housing Program grant for the Homeless Families Support Network (HFSN). HFSN provides transitional housing and supportive services to fifty-four (54) homeless families with dependent children (matched by Alameda County and City of Oakland funds). The goal of the HFSN is to assist families in securing and maintaining residency in permanent housing with adequate employment and/or income. An intensive planning process to examine how to use HFSN resources to produce the best outcomes has recently concluded that the HFSN will be shifting its target population over the next operating year to serve homeless persons in households without children (singles, couples, and multiple-adult households). Shifting to serve singles will best match the need and demographics of the homeless population in the City and County as reflected in the annual homeless count and will best utilize the facility's structural configuration. This housing first program anticipates short lengths of stay since the program's mission is to move people into permanent housing as quickly as possible. Areas of focus during the stay in the program will be to identify and address housing obstacles (credit, felonies, evictions, etc.), secure income, explore housing options, receive assistance with the housing search process, connect to health care as necessary, and secure permanent housing. Once in permanent housing, participants will receive six months of housing retention services that include becoming part of the community, building a support system, addressing other needs identified by the client, employment services, representative payee, SSI advocacy, health care, mental health care, and recovery. Finally, parallel planning efforts will be seeking funding for rapid rehousing for families to insure newly homeless families within the city of Oakland receive the most appropriate services to end their homelessness and continue the reduction in the number of homeless families within the county. A full roll out of the transitioned HRMSC program will be in place by March 2014.

### ***Homeless Mobile Outreach Program (HMOP)***

The Homeless Mobile Outreach Program (HMOP) has been in operation since 1999 and has been the primary outreach and blight mitigation program targeted to homeless encampments in the City of Oakland. HMOP is also a key component of the OPRI program, providing outreach and enrollment opportunities to homeless persons living in encampments. The program has traditionally provided harm reduction, housing services outreach, and field- and office-based case management services to homeless persons living in encampments. These services are federally funded through PATH and the Public Works Agency (PWA) in the amount of \$240,000 per year. Since 2005, the Department of Human Services (DHS) and PWA have conducted joint operations around the cleanup of encampments to mitigate public health hazards and blight. This joint effort responded to 285 service calls in FY 2011-12.

### ***Homeless Encampments Strategy***

As noted previously in the data section of this report, there are over 1500 literally homeless persons in Oakland. Of these, 600 to 1000 persons are conservatively estimated to be living on the streets and in homeless encampments. As a comprehensive strategy, enhanced outreach efforts are being directed towards the most severe of the encampments, and housing and shelter resources are being deliberately concentrated to address these populations. The Homeless Mobile Outreach Program (HMOP), described above, is being enhanced by CityWorks and GIS technologies, which will increase the ability to gather data and map the encampments, as well as to coordinate more closely with the Public Works Call Center,

PWA field crews, and OPD. HMOP will also provide field access to housing resources including AC Impact and other OPRI aligned programming to the extent that such resources remain available through HUD and other funders. Encampments clients will be tunneled by this multi-disciplinary outreach approach towards housing and shelter opportunities in the redesigned Henry Robinson Multi-Service Center, as profiled above.

***Safety Net: Winter Shelter, Crossroads, St. Mary's Center***

Although the provision of emergency shelter and transitional housing are de-emphasized under the PATH strategy, a basic level of safety net services, including outreach and emergency shelter, are retained as a minimum harm reduction policy.

Due to the planned development at the Oakland Army Base, the site that has housed the Oakland Army Base Temporary Winter Shelter (OABTWS) for many years will not be available to serve as a homeless shelter for the 2013/2014 winter season. The 100 bed OABTWS was a joint venture between the cities of Oakland and Berkeley, supported by additional funding from Alameda County, with each jurisdiction allocated 50 beds for its clients. In a report to the Life Enrichment Committee, staff recommended establishing temporary overflow capacity of 50 total emergency shelter beds at the Henry Robinson Multi-Service Center (HRMSC) in order to provide a one-to-one replacement for the beds at the former OABTWS. The temporary shelter at the HRMSC will set up cots nightly, provide a hot evening meal, a warm place to sleep and an appropriate level of basic supervision. Staff is currently engaged in negotiations with Bay Area Community Services (BACS), the operator for the larger interim housing program at HRMSC, to co-locate the winter shelter with the interim housing program. Shelter beds will be available from November 15, 2013 until April 15, 2014.

Crossroads, an emergency shelter operated by the East Oakland Community Project (EOCP), is the first green multi-service emergency housing facility in Alameda County. Valued at \$11 million, Crossroads boasts beautiful green architecture and great collaboration among private and public entities, leveraging a third of its funding from private sources. The largest of its kind in Alameda County, Crossroads is a 125-bed emergency housing program that resonates with hope. As a NY Times article stated during the grand opening of Crossroads – “it’s a place for healing inside and out.” At Crossroads, singles and families, including people living with HIV/AIDS, receive the necessary skills to obtain employment and permanent housing in a dignified and healing environment. Crossroads is a crucial link for the homeless and a major entry point to Alameda County’s safety net of services. It is the first line of defense for the homeless where they can access more than a place to stay and three meals. A key program element includes individualized support, through case management, which helps homeless people advocate for themselves and connects them to services to assist them in becoming self-reliant. Crossroads also provides life skills training, health care connections, mental health and substance abuse counseling, access to permanent housing and job/career counseling. EOCP is also a partner in the OPRI program as well as being the primary PRCS agency in Oakland and provides housing placements and support services to clients exiting the shelter program.