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OAKLAND

2019 NOV 26 PM 5:01

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: PATH Framework and Budget Policy
Priorities

DATE: November 26, 2019

City Administrator Approval

Date: 11/26/19

RECOMMENDATION

Staff Recommends That The City Council Receive And Take Action On A Report And Recommendations, Including Regarding Funding Policy Priorities, On The City's Five Year Framework To Address Homelessness In Oakland For Fiscal Years 2020-2024.

EXECUTIVE SUMMARY

This report provides an overview of the Permanent Access To Housing (PATH) Framework, the City's updated five year strategies (Fiscal Years 2020- 2024) to address homelessness in Oakland. This report summarizes the framework's major goals, strategies, costs and recommendations for immediate next steps.

This report asks the City Council to adopt recommendations for short term budget policy priorities and to adopt the PATH Framework document in principle.

The PATH Framework organizes strategies to address homelessness under three major themes:

1. Prevention strategies to keep people from becoming homeless
2. Emergency strategies to shelter and rehouse households and improve health and safety on the street.
3. Creation of affordable, extremely low income and permanent supportive housing units prioritized for households experiencing homelessness.

The work described is aligned with the Alameda County's Everyone Home Plan, but is responsive to the specific needs of Oaklanders. Oakland has approximately 50 percent of the county's homeless population, so the City of Oakland must be a leader in the work to address this crisis. In Oakland, 70 percent of people who are homeless are African American compared to 24 percent of the general population. The City's work must be defined by what works for African Americans first and foremost in order to reduce racial disparities.

Item: _____
Life Enrichment Committee
December 4, 2019

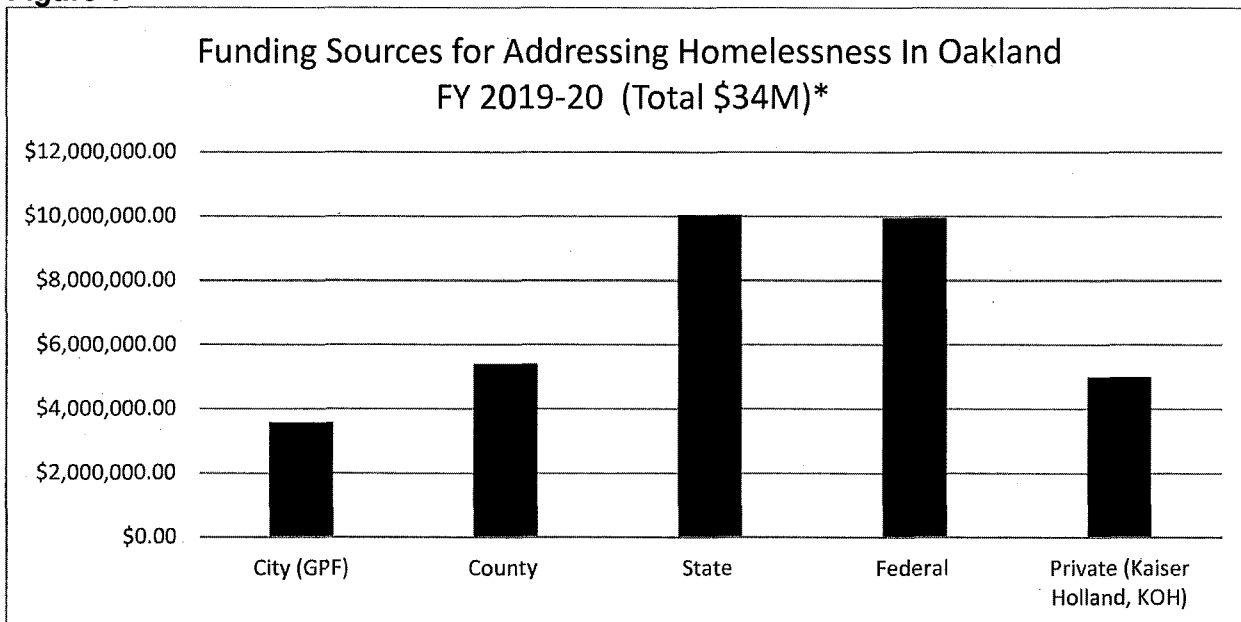
BACKGROUND / LEGISLATIVE HISTORY

In October 2019, the City Council Life Enrichment Committee received a report titled *Informational Report on City's Five Year Plan to Address Homelessness in Oakland (Attachment C)*. At this meeting, staff provided an introduction to the updated plan, summarized the process used to develop the plan, and outlined the plan's major goals, strategies, and next steps. Based on feedback from the Committee members and other stakeholders, additional refinements to the framework were made over the past several weeks (a glossary of terms is included in *Attachment B*).

Current Snap Shot of Services and Funding-

For the 2019-2020 fiscal year (FY), the Human Services Department has a budget of approximately \$30 million through a combination of federal, state, county, city and private funds (see **Figure 1** below). One-time State HEAP (Homeless Emergency Assistance Program) funds account for one-third of the total operating budget. Federal HUD (Housing and Urban Development) funding, comprised of multiple grants, also accounts for one-third of the total operating budget. City, County, and private funding collectively account for the remaining third. Additional private funding, such as Keep Oakland Housed (KOH), is also included in the funding sources chart below.

Figure 1



*Includes City controlled resources and coordinated private dollars such as Keep Oakland Housed.

Approximately 54 percent of the total funds (\$18.1 million) are part of the City's ongoing homelessness funding and approximately 46 percent (\$16.4 million) are one-time funds with an end date in the next 12 – 24 months (see **Figure 2** below). The one-time funding is comprised largely of: 1) State HEAP funds which will be largely expended by June 2020; 2) County Coordinated Entry funds which expire in December 2020; and, 3) Kaiser Foundation funding for the Holland program expiring in June 2021. In addition, the privately funded Keep Oakland Housed anti-displacement and homelessness prevention funding is scheduled to end June 2020. *Addressing the pending shortfalls that will occur when one-time funding ends is a critical budget priority that will be discussed later in this report (see **Table 2**).*

Figure 2

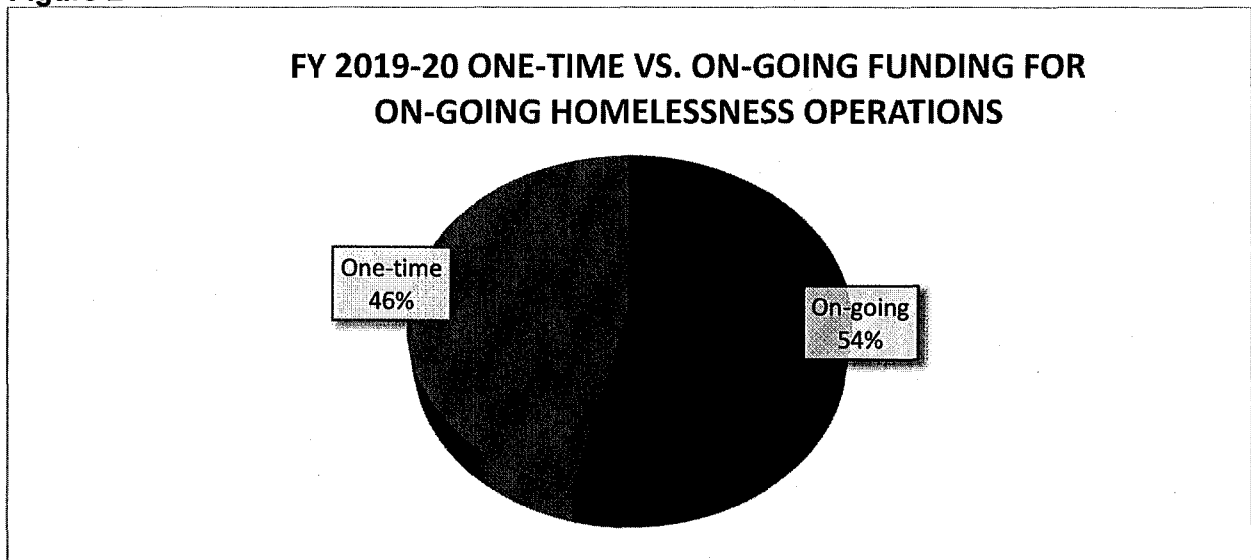
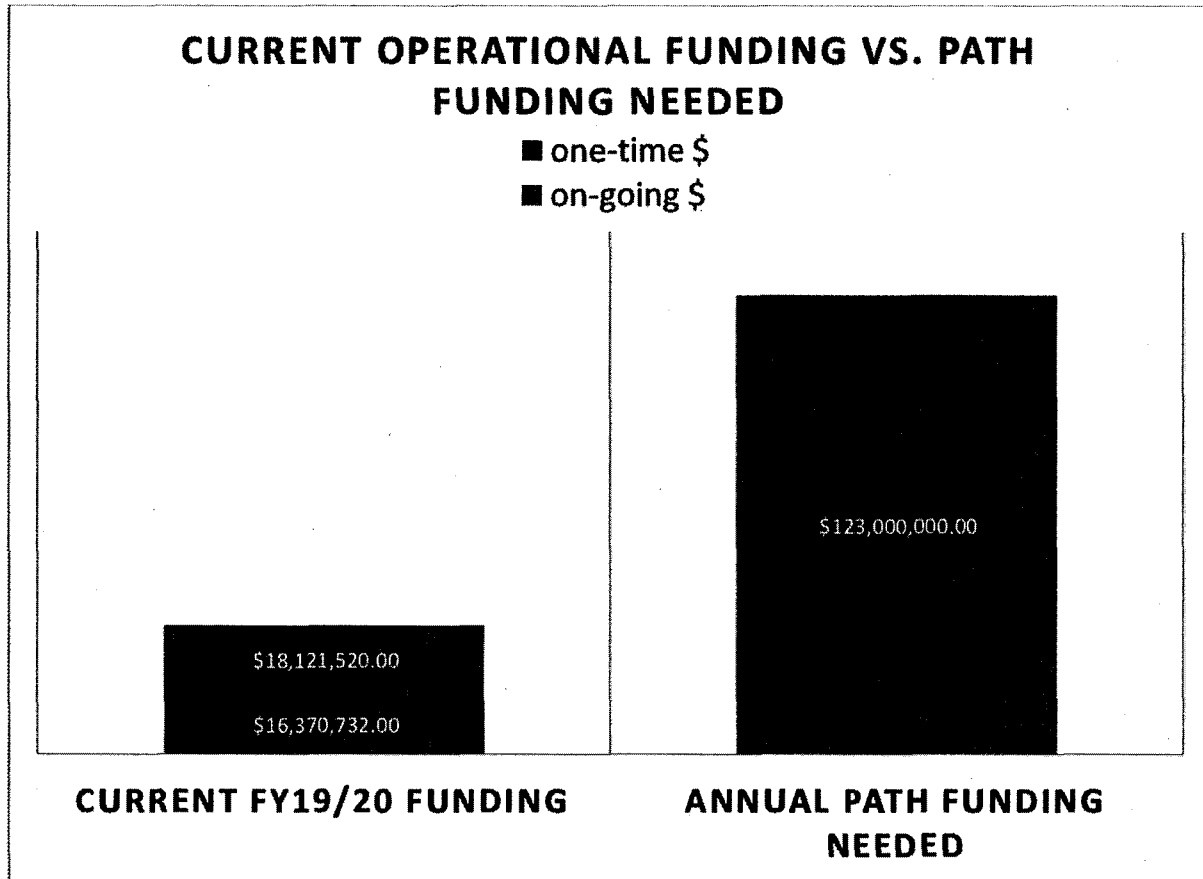


Figure 3



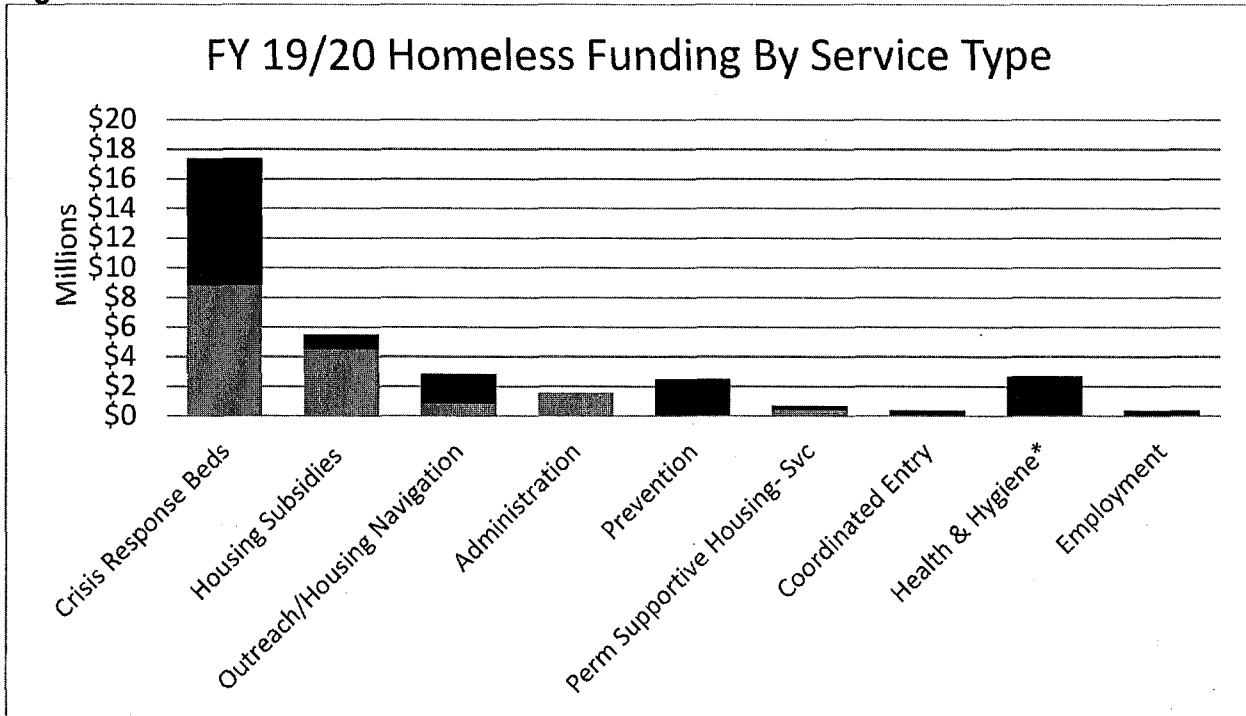
None of the funding referenced above includes the substantial investments in housing through local bonds and other sources. These funds also do not include significant investments of private funding that have supported homeless initiatives in Oakland in recent years. And, in addition to direct County resources given to the City of Oakland, there are many more investments from the County that more broadly support homeless services. These include investments in affordable housing development that are allocated countywide, as well as Permanent Supportive Housing (PSH) programs such as Shelter plus Care. County behavioral health and substance abuse services also provide significant services to homeless individuals.

It is especially important to recognize that the \$34.5 million in current funding to operate homeless services is less than one-third of the \$123 million in on-going funds that the PATH Framework calls for to develop a system of care that can handle the current crisis (see **Figure 3**, above). If fully implemented, the PATH Framework would require Oakland and its partners to raise over \$100 million for on-going services as well as \$220 million in capital financing for building acquisition and development.

Figure 4 below illustrates the amount currently spent on each type of intervention and reflects the total operating budget for the Community Housing Services Division of the Human Services Department, along with significant investments of private funds that impact the Oakland system

(e.g., Keep Oakland Housed, Kaiser Foundation). It illustrates the funding spent on each type of intervention and whether that funding is one-time versus ongoing.

Figure 4



*includes Police and Public Works



With current levels of investments, the City can expect to see little to no change in the level of homelessness in Oakland and will likely see a continuing increase. The current level of investments falls short of the true costs outlined in the PATH Framework which are \$123M/ year.

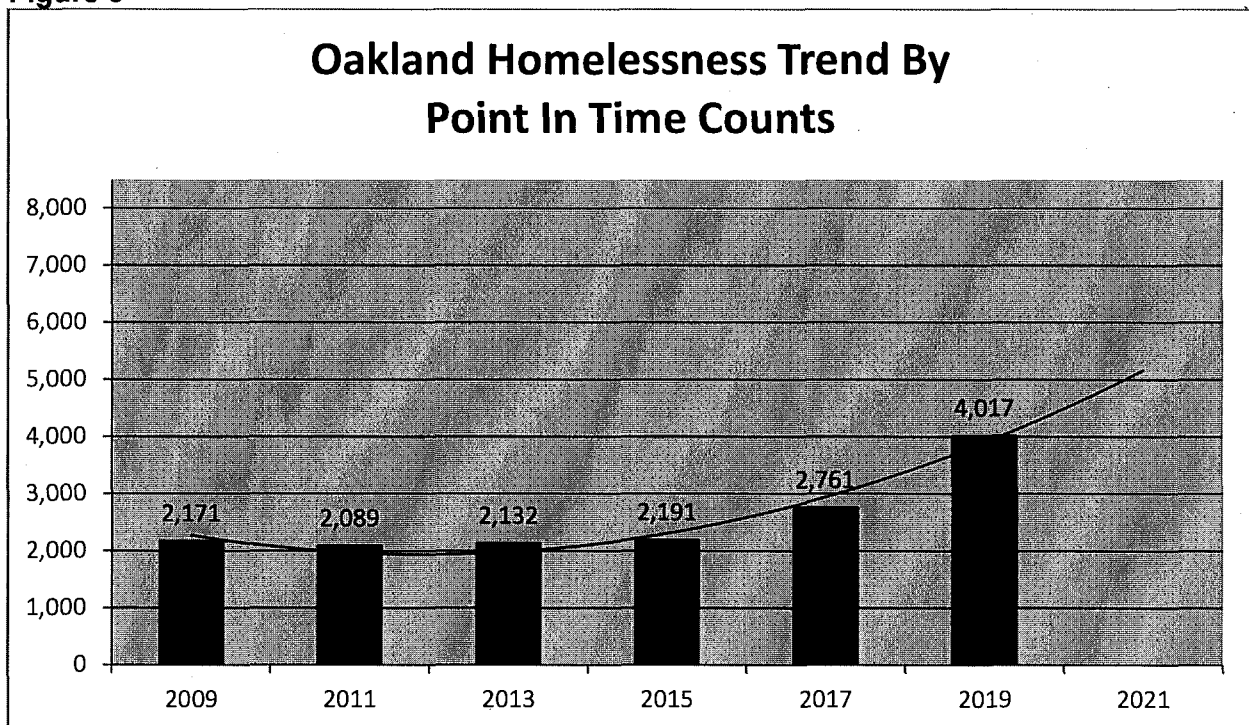
ANALYSIS AND POLICY ALTERNATIVES

The City of Oakland, along with many other communities in this country, is facing a humanitarian crisis of neighbors who find themselves homeless. On a single night in January 2019, more than 4,000 people were experiencing homelessness in Oakland. Nearly four out of five (79 percent) of the people experiencing homelessness in Oakland are unsheltered and live outdoors or in tents or vehicles, often along the city's streets and in parks. These numbers represent an unprecedented 47 percent increase in total homelessness in Oakland, and a 63 percent increase in unsheltered homelessness since 2017. These numbers account for only a fraction of the people who become homeless over the course of a year.

The crisis that precedes someone becoming homeless varies significantly and ranges from a mental or physical health crisis, to job loss, to property loss due to inadequate estate planning. But what is common to all is that the longer one is homeless the worse one's health becomes, the more likely family and friendship networks are frayed, and the harder it becomes to obtain, maintain, and sustain stable housing.

The increasing rates of homelessness in Oakland over the past six years are demonstrated in **Figure 5** below.

Figure 5



In order to successfully reduce, prevent and end Oakland's trend of escalating homelessness, City leaders and community partners must have a shared understanding of the drivers of homelessness. The main drivers of homelessness in Oakland include:

- Structural racism
- Insufficient controls on the rental housing market that create vulnerability and housing instability for tenants
- Insufficient housing units that are affordable to households with the lowest incomes, including particularly those whose incomes are below 20 percent of Area Median Income (AMI)
- Systemic barriers that often prevent residents who are returning home from incarceration from living with family members and/or accessing both public and private rental housing and employment opportunities
- Inadequate pay and benefits for many of the jobs that are available in the community, and insufficient access to quality employment opportunities that pay wages that meet the cost of housing

In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. Over 70 percent of individuals who are homeless in Oakland are African American, while they represent only 24 percent of the City's population. The work of addressing homelessness in Oakland must be defined by what works for African Americans first and foremost in order to reduce the racial disparities in homelessness in Oakland.

The framework commits to using data in a transparent and public way to evaluate outcomes such that racial disparities in homelessness are eliminated. It also acknowledges that current resources are insufficient, and the overall crisis cannot be resolved without expanding revenues dedicated to this issue and engaging government and the private sector at every level in this effort.

While the City of Oakland alone cannot afford the level of investment outlined in the framework, strategically engaging public and private partners will be critical to resolving the suffering so many Oaklanders are experiencing on the street. The PATH document provides a framework that can guide investments of locally controlled resources, focus the power and influence of the community's leaders and stakeholders, align the efforts of local public agencies and community partners, and engage others toward shared commitments to end homelessness.

Overview of the PATH Framework (Attachment A)

Framework Vision: Homelessness should be rare, brief, and one-time (Functional Zero).

Framework Goal: Reduce the number of people experiencing homelessness in Oakland.

The framework outlines specific strategies to reduce homelessness in Oakland including:

- Fewer people become homeless each year
- More people return to housing as quickly as possible
- Crisis response beds are maintained, improved (by adding exit resources) and expanded
- People who have been homeless have the incomes and supports they need to avoid returning to homelessness
- Expand the supply of deeply affordable and supportive housing for Oakland's most vulnerable residents
- Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors

This framework recognizes that providing someone with a bed in an emergency shelter or transitional housing program offers a critical stepping-stone toward housing stability but alone is insufficient. Preventing vulnerable residents from becoming homeless and expanding the supply of deeply affordable and supportive housing, especially for seniors and persons with disabilities, are necessary elements for solving homelessness.

All strategies proposed in the framework are grounded in the following commitments:

- Addressing equity by eliminating racial disparities in the rates at which people experience homelessness, and rates they exit to stable housing

- Aligning Oakland resources and policies with partners in the private sector and in county, state, and federal governments
- Learning from and using best practices based on evidence about what works

A summary of the framework's goals, impact and costs is below (**Table 1**).

Table 1

Summary of strategies and investments needed¹		
Goal and primary strategies	Cost per household (average)	Investment needed
Racial Equity Evaluation and Capacity Building		
<ul style="list-style-type: none"> • Evaluation of effectiveness of local programs with focus on disaggregating data by race and identifying what works for African Americans. • Capacity building for City and community partners to address racial bias and support staff of color moving into leadership roles. 	n/a	\$600,000/ year
Fewer people become homeless		
<ul style="list-style-type: none"> • Implement prevention programs targeted to people most at risk of homelessness • Strengthen anti-displacement efforts 	\$3,500 to \$4,000 per household	\$2.5 million / year
More people return to housing as quickly as possible		
<ul style="list-style-type: none"> • Provide housing problem-solving support, including flexible financial help • Expand Rapid re-housing programs 	\$3,000 per household for housing problem-solving \$15,000 per household for rapid re-housing	\$12 million / year to serve 1,000 households
Expand, improve, and maintain crisis response beds		
<ul style="list-style-type: none"> • Add 800 beds within the next 2 years • Ensure ongoing funding for existing and new crisis response beds 	\$22,500 per bed to operate emergency shelter or transitional housing programs	\$16 million one-time funding for capital costs to purchase or construct 800 beds using sprung shelter model

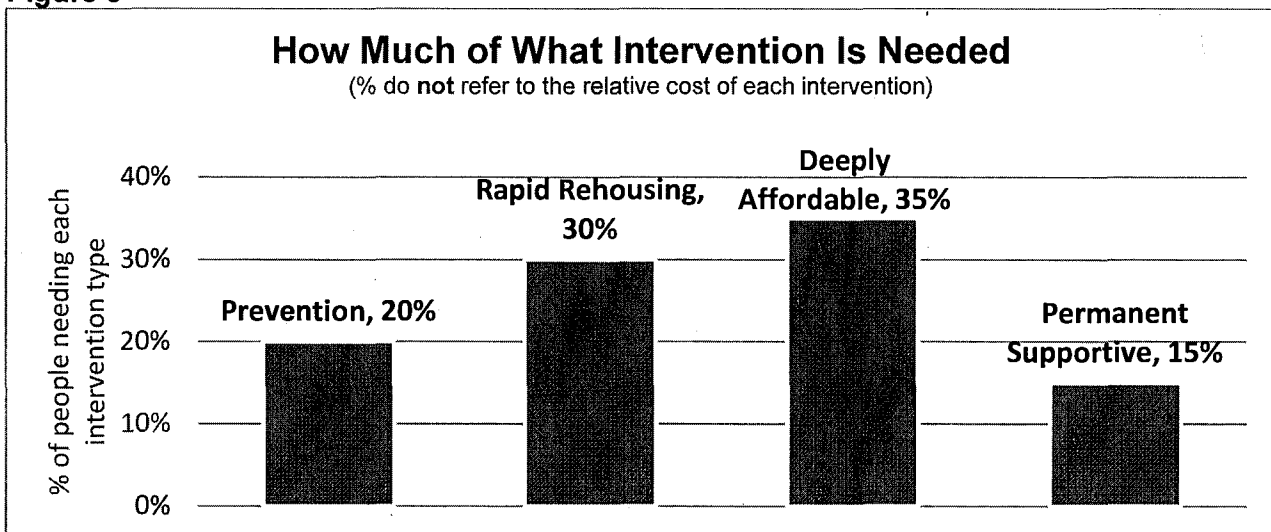
¹ This table provides a summary of the major strategies and significant costs, but it is not a complete list

<ul style="list-style-type: none"> • Reduce barriers to entry • Provide funding to help people exit to housing 		By year 2: \$22.5 million / year for operating costs of new and recently added shelter / transitional housing
Expand supply of deeply affordable and supportive housing for Oakland's most vulnerable residents		
<ul style="list-style-type: none"> • Create at least 3,000 units of deeply affordable housing opportunities • Create at least 2,000 units of permanent supportive housing • Use a mix of strategies that include construction of new or rehabilitated housing units, project-based and tenant-based rent subsidies (including shallow subsidies), prioritizing homeless people for available affordable housing • Landlord incentives and support for housing search & move-in costs for people using tenant-based subsidies 	<p>\$16,800 / year per household for rent subsidies – or \$10,000 / year per household for shallow rent subsidies</p> <p>\$2,400 to \$7,000 / year per household for supportive services</p> <p>\$75,000 to \$150,000 per unit local funding for capital to leverage other funds to construct or rehabilitate deeply affordable and permanent supportive housing</p>	<p>\$77 million / year for rent subsidies and/or supportive services for 5,000 households in deeply affordable and supportive housing</p> <p>\$1 million / year for landlord incentives, housing navigation & move-in costs</p> <p>\$204 million local capital funding (one-time) to produce 750 units deeply affordable housing and 750 units permanent supportive housing</p>
Increasing and stabilizing income for people who have been homeless		
<ul style="list-style-type: none"> • Create low barrier work opportunities • Support access to job training and education • Embed employment specialists in programs that serve homeless people 	<p>\$10,000 per person for low barrier work opportunities</p> <p>\$6,000 per person to support access to job training</p> <p>\$110,000/ year per employment specialist</p>	<p>\$1 million / year for 100 slots in low barrier work program</p> <p>\$800,000/ year for flex funds to access job training and education</p> <p>\$660,000 / year for 6 employment specialists</p>
Address impacts of unsheltered homelessness		
<ul style="list-style-type: none"> • Augment health and hygiene services to encampments • Add 2 Public Works Crews • Add 2 Oakland Police Department teams 	<p>\$50,000/ year per encampment</p> <p>\$1.1 million / year per Public Works Crew</p> <p>\$880,000/ year per OPD Team</p>	<p>\$5.96 million / year</p>
<p>TOTAL</p>		<p>\$123.22 million/year</p> <p>\$220 million one-time capital over 5 years</p>

System Modeling – How Much of Which Intervention Is needed

The five-year framework is based on Oakland specific data analysis and system modeling that begins with the number of people homeless in Oakland in 2019. From that number the modeling estimates the number of people who could have had their homelessness prevented. And, of the remaining people, the model estimates the type and amount of interventions needed to end their homelessness. Twenty percent of people could have their homelessness prevented, thirty percent of people need a Rapid Rehousing intervention to end their homelessness, thirty-five percent of people need deeply affordable housing to end their homelessness and fifteen percent need deeply affordable housing coupled with intensive services to end their homelessness (see **Figure 6** below).

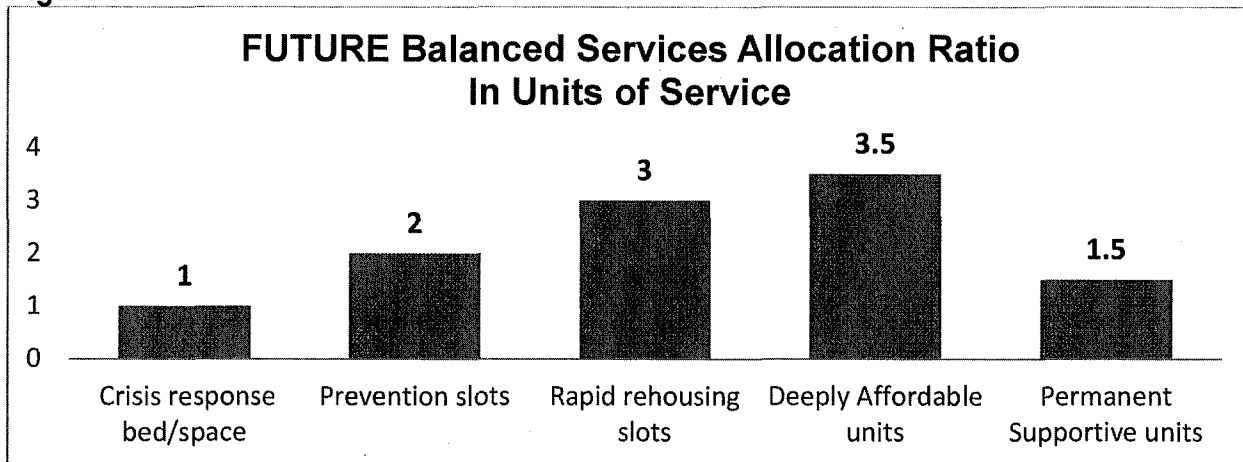
Figure 6



Making Strategic and Balanced Investments Across Strategies

This system modeling can help drive future decision making about where to allocate existing and new homeless resources. An idealized funding ratio, based on currently available data about what people need to prevent or end their homelessness, is illustrated in **Figure 7** below. It shows that for every one (1) crisis response bed/space that is maintained or created, at least two (2) prevention slots should be funded, three (3) rapid rehousing slots should be created, 3.5 deeply affordable housing opportunities should be created and 1.5 permanent supportive housing opportunities should be created. This ideal ratio illustrates that in a system with adequate prevention resources and adequate affordable housing options available, the average length of stay in a crisis response bed can be shortened ensure that bed serves more than one person per year and also that additional people may be immediately re-housed from the street without a shelter stay.

Figure 7



These ratios are based on units of service. Costs for a unit of service vary across intervention types.

This ratio is a general guide for making funding decisions with an eye toward the system as a whole. While each individual funding allocation will not be split across these five strategies, keeping an eye on how investments are being made overall ensures that decisions are guided by strategy and data. If one strategy is richly funded by a dedicated funding source, the ratio serves as a reminder to consider other strategies for future flexible funding. The funding ratios combined with some of the implementation strategies outlined in the five-year framework have already begun to inform collaborative funding proposals between City staff and other stakeholders.

The same strategic approach could be taken when considering funding for specific populations such as families, seniors, transition aged youth (18-24), people who are chronically homeless, and single adults to ensure that all unsheltered residents of Oakland are being considered in funding decisions. While each individual funding allocation may not be split across specific populations, understanding the demographics of who is homeless in Oakland and what funding is targeting those populations (including private sources) should help inform funding decisions.

Lastly, another strategic approach to funding decisions is to ensure that every dollar spent on homeless services is leveraging other funds whenever possible. Examples are contained in the five-year framework such as adding flexible dollars and supportive services to the City's existing crisis response beds to increase the exits to permanent housing and therefore allow that bed to serve more people in a given year. It is more cost effective to improve the outcomes of existing beds before creating new beds. Another example is to fund employment specialist positions embedded in Rapid Rehousing and Prevention programs to help recently housed individuals increase their income and maintain their housing.

Funding and Policy Decisions in the Current Environment

While the funding ratios illustrate an ideal funding scenario, funding decisions must also be flexible enough to address immediate crises. In the past two years, the City of Oakland has had a 63 percent increase in unsheltered homelessness, which is a crisis that must be urgently addressed. For this reason, staff recommends investing heavily in the crisis response and

prevention ends of the spectrum over the next two years in order to reduce the flow of people into homelessness and to reduce the numbers of people sleeping on the streets each night. At the same time, staff recommends maintaining a strong focus on the permanent housing end of the spectrum through policy decisions, expedited development, and specific advocacy efforts at the county, state and federal level.

Over the past two years, the City has increased its supply of crisis response beds/spaces by approximately 800 spaces, including shelter beds, community cabins and safe parking. All of these efforts are funded with one-time funding including State HEAP funds, Kaiser funds, and City General Purpose Fund. By FY 2020-21 the City will begin losing some of its crisis response beds if additional funding is not allocated to maintain the current level of beds. By FY 2021-22, even more crisis response beds will be lost if funding is not identified. As illustrated in **Table 2** below, the following strategies will be unfunded in the next 1-2 years:

- By FY 20/21, the 60 new family shelter beds, as well as the majority of safe parking spaces and some of the Community Cabins beds will be unfunded.
- By FY 21/22, the 60 new family shelter beds, along with 100 shelter beds at St. Vincent de Paul (SVdP), all safe parking interventions, all Community Cabins, and over half of the 85 beds at the Holland will be unfunded.
- Additional services and interventions that are only partially funded in FY 20/21 and fully unfunded by FY 21/22 include targeted homeless prevention, employment interventions, and health and hygiene interventions.

Table 2 FUNDING FORECAST FOR A PORTION OF OAKLAND'S HOMELESS SERVICES THROUGH FY 2021-22						
Includes existing services that may be lost and recommended expanded interventions						
STRATEGY	UNIT OF SERVICE	FY 19/20	FY 20/21		FY 21/22	
TARGETED HOMELESS PREVENTION						
Households most at risk of homelessness	700 households/year	\$1,600,000	\$2,500,000	FUNDED	\$2,500,000	UNFUNDED
TOTAL FUNDED			\$2,500,000		\$0	
TOTAL UNFUNDED			\$0		\$2,500,000	
MAINTAIN EXISTING BEDS/SPACES						
Brick and mortar (e.g. Holland)	245 beds	\$3,950,000	\$2,500,000	UNFUNDED	\$4,000,000	UNFUNDED
Community Cabins	232 beds	\$5,100,000	\$3,000,000	FUNDED*	\$5,100,000	UNFUNDED
			\$2,100,000	UNFUNDED		
Safe Parking	215 people	\$1,300,000	\$2,000,000	UNFUNDED	\$2,000,000	UNFUNDED
			\$300,000	FUNDED*		
TOTAL FUNDED			\$3,300,000		\$0	
TOTAL UNFUNDED			\$6,600,000		\$11,400,000	
IMPROVE EXITS FROM EXISTING BEDS/SPACES						
200 existing beds***	200 beds	\$0	\$1,600,000	UNFUNDED	\$1,600,000	UNFUNDED
TOTAL FUNDED			\$0		\$0	
TOTAL UNFUNDED			\$1,600,000		\$1,600,000	
INCREASE AND SUSTAIN INCOME						
Low barrier work opportunities	60 people	\$350,000	\$1,500,000	FUNDED*	\$500,000	UNFUNDED
Employment Specialists***	N/A	\$0	\$330,000	UNFUNDED	\$500,000	UNFUNDED
TOTAL FUNDED			\$1,500,000		\$0	
TOTAL UNFUNDED			\$330,000		\$1,000,000	
RACIAL EQUITY EVALUATION AND CAPACITY BUILDING						
Equity Evaluation***	N/A	\$0	\$600,000	UNFUNDED	\$600,000	UNFUNDED
TOTAL FUNDED			\$0		\$0	
TOTAL UNFUNDED			\$600,000		\$600,000	
HEALTH AND HYGEINE INTERVENTIONS						
Portable toilets, wash stations, mobile showers, (\$2M= OPD, PW costs)***	22 sites	\$2,700,000**	\$2,400,000**	FUNDED*	\$2,000,000**	FUNDED
			\$600,000	UNFUNDED	\$1,000,000	UNFUNDED
TOTAL FUNDED			\$2,400,000		\$2,000,000	
TOTAL UNFUNDED			\$600,000		\$1,000,000	
TOTAL FUNDED			\$9,700,000		\$2,000,000	
TOTAL UNFUNDED			\$9,730,000		\$18,100,000	

*Funded in FY 2020-21 adopted budget w/ State Homeless Housing Assistance and Prevention (HHAP) funds.

**Includes \$2M for Police and Public Works across all 3 fiscal years. Recommend \$1M to augment services to current sites in FY 2020-21 and FY 2021-22 to add drinking water, more frequent showers and laundry services.

*** Recommendations for new or augmented strategies.

Notes:

- Potential funding sources to fill gaps: Measure W Vacant Property Tax, County Revenue Measure on the ballot in November 2020, Parks/Homelessness Revenue Measure on the ballot March 2020, State HHAP funds
- Permanent Affordable & Supportive Housing units added with City Measure KK & County A1 funding

Given the upcoming funding cliffs, staff recommends that the City Council adopt the immediate budget priorities in **Figure 8** below to guide funding decisions for the FY 2020-21 mid-cycle budget and for the next two years. These priorities would also guide the use of the next allocation of state funding.

Figure 8

FY19/21 Budget Policy Priorities	Rationale
Preserve existing capacity of and improvements to homeless prevention, crisis response beds/spaces, as well as health and hygiene.	Current system has 800 new crisis response beds/spaces added in the past two years - all funded by one time dollars and at risk of ending over the next one to two years. To preserve the initial capital investment, maintaining the operational costs of existing resources should be the highest priority.
Improve efficiency of existing beds to be housing focused – add exit resources both subsidies and services,	Attaching exit resources to crisis beds increases exits to permanent housing <i>and</i> increases flow through shelter, allowing each bed to be used more than one time / year
Improve program evaluation, data analysis, and agency capacity building with a focus on racial equity	Eliminating racial disparities in the rates at which people experience homelessness, and the rates they exit to stable housing is a priority for the PATH framework and requires strong evaluation, disaggregated data analysis, and provider support.
Increase crisis response bed/space capacity, including appropriate ratios of prevention, rapid rehousing, and exit resources.	Estimate 200 additional crisis response beds/spaces need to be created in the next two years (FY 20/21, FY 21/22)
Expand prevention services beyond initial ratio --keeping people from becoming homeless who are at highest risk of ending up on the street.	Preventing homelessness both reduces trauma to a household and is more cost effective than serving households after they become homeless. Estimates are that 20% of homeless households could be prevented with targeted prevention resources – funding and support services
Move towards implementing the full PATH Framework using the service ratio as a guide for prioritizing what service levels to increase first.	

Staff recommends that the following policy decisions in **Figure 9**, and others, be considered by the City Council in the coming months.

Figure 9

FY 19/21 Short-term Policy Priorities	Rationale
All new prevention/anti displacement funding above current levels be used for targeted homeless prevention	Sustaining current anti displacement funding to ensure that households are assisted to remain in their communities is essential. However, funding targeted to people most likely to become homeless should be the focus of new funding above current allocations.
Work towards setting a policy goal to dedicate 40% of funding for affordable housing in Oakland to create deeply affordable housing for people experiencing homelessness with incomes below 20% AMI*.	Building and operating affordable housing at the 20% AMI level is extremely difficult for developers and housing providers and requires added subsidies. It is crucial to have a policy which will <i>ensure</i> that a set proportion of affordable housing dollars are dedicated to extremely low income units for people who are homeless and at risk of homelessness.
Provide clarity and policy direction about the use of public lands and buildings to address homelessness and affordable housing.	The City is regularly approached by groups of people interested in using public lands and public buildings to address homelessness. Without a clear public land policy there is a risk of missing opportunities to address the affordable housing and homelessness crisis and an inability to guide decisions in a consistent and transparent manner...
Explore regulatory changes to allow manufactured homes and residential use of RVs (and other mobile home type vehicles) on private land in Oakland.	Increasing numbers of people are losing their homes and/or finding RVs to be only affordable option. The need for safe parking for these vehicles is growing and all avenues for space should be explored and pilot programs considered.
Work with nearby cities to develop a regional approach to managing RV dwellers including aligned policies on parking regulations, permitting, and determining proof of residency for prioritization of resources.	As homelessness increases and the Bay Area experiences an increase in people living in their vehicles, all communities must do their share to address the needs of RV dwellers. Surrounding communities are enacting limits and bans on people living in RV's in their community which may drive some people into Oakland. Consistent approaches to managing this issue across the region will ensure that no one area is bearing an undue burden.
Work with Alameda County to ensure planned sales tax for homelessness reflects	Alameda County Supervisors are currently developing a potential sales tax measure for the November 2020 ballot. This represents a

PATH Framework and Funding Priorities, as well as maximizes coordination and leverage.	critical opportunity for better alignment of resources and true impact towards meeting the PATH Framework goals.
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*Requires source of operating support and services be identified for each unit.

FISCAL IMPACT

Staff recommends that the City Council adopt the budget policy priorities listed above to use as a guiding framework for near term funding allocation decisions. However, there are no fiscal impacts or costs at this time.

PUBLIC OUTREACH / INTEREST

This framework, and the associated strategies, was developed collaboratively through interviews with a wide range of stakeholders including people experiencing homelessness, social service professionals, homeless advocates, housed neighborhood leaders, elected officials, philanthropic partners, and county partners.

COORDINATION

Coordination has occurred between the Human Services Department, the Housing and Community Development Department, the Economic Development Department, the Department of Race and Equity, and the City Administrator's Office.

SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds proposed in this report are for the purpose of providing housing and services to prevent, address and end homelessness.

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


Race and 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

Receive And Take Action On A Report And Recommendations, Including Regarding Funding Policy Priorities, On The City's Five Year Framework To Address Homelessness In Oakland For Fiscal Years 2020-2024

For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services, Manager, at 238-6187.

Respectfully submitted,


SARA BEDFORD
Director, Human Services Department

Prepared by:
Lara Tannenbaum, Manager
Community Housing Services

Attachments (3):

- A: Five Year Framework
- B: Glossary of Terms
- C: October 19, 2019 LEC Report: Informational Report on City's Five Year Plan to Address Homelessness in Oakland.

Introduction To Oakland's Updated PATH Framework

The City of Oakland, along with many other communities in this country, is facing a humanitarian crisis of neighbors who find themselves homeless. On a single night in January 2019, more than 4,000 people were experiencing homelessness in Oakland. Nearly four out of five (79 percent) of the people experiencing homelessness in Oakland are unsheltered and live outdoors or in tents or vehicles, often along the city's streets and in our parks. These numbers represent an unprecedented 47 percent increase in total homelessness in Oakland and a 63 percent increase in unsheltered homelessness since 2017. These numbers account for only a fraction of the people who become homeless over the course of a year. It is generally agreed that the production of housing development, at all income levels, has not kept pace with demand, putting an inordinate upward pressure on housing prices resulting in the displacement of long term residents.

The crisis that precedes someone becoming homeless varies significantly and ranges from a mental or physical health crisis, to job loss, to property loss due to inadequate estate planning. But what is common to all is that the longer one is homeless the worse one's health becomes, the more likely family and friendship networks are frayed, and the harder it becomes to obtain, maintain, and sustain stable housing.

In order to successfully reduce, prevent and end Oakland's trend of escalating homelessness, City leaders and community partners must have a shared understanding of the drivers of homelessness. The main drivers of homelessness in Oakland include:

- Structural racism
- Insufficient controls on the rental housing market that create vulnerability and housing instability for tenants
- Insufficient housing units that are affordable to households with the lowest incomes, including particularly those whose incomes are below 20% of Area Median Income (AMI)
- Systemic barriers that often prevent residents who are returning home from incarceration from living with family members and/or accessing both public and private rental housing and employment opportunities
- Inadequate pay and benefits for many of the jobs that are available in the community, and insufficient access to quality employment opportunities that pay wages that meet the cost of housing

In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. Over 70 percent of individuals who are homeless in Oakland are African American, while they only represent 24 percent of the City's population. The work must be defined by what works for African Americans first and foremost in order to reduce the racial disparities in homelessness in Oakland. The framework commits to using data in a transparent and public way to evaluate outcomes such that racial disparities in homelessness are eliminated. It also acknowledges that current resources are insufficient and the overall crisis cannot be resolved without expanding revenues dedicated to this issue and engaging government and the private sector at every level in this effort.

While the City of Oakland alone cannot afford the level of investment outlined here, strategically engaging these partners will be critical to resolving the suffering so many Oakland neighbors are experiencing on the street. The framework can guide investments of locally controlled resources, focus the power and influence of our community's leaders and stakeholders, align the efforts of our local public agencies and community partners, and engage others toward shared commitments to end homelessness.

The work described in the Updated PATH framework is aligned with the County's Everyone Home Plan, but is responsive to the specific needs of Oaklanders. Oakland has approximately 50 percent of the county's homeless population so the City of Oakland must be a leader in the work to address this crisis.

Framework Overview

Framework Vision: Homelessness should be rare, brief, and one-time.

The framework outlines specific strategies to reduce homelessness in Oakland:

- Fewer people become homeless each year
- More people return to housing as quickly as possible
- Expand, improve, and maintain crisis response beds
- People who have been homeless have the incomes and supports they need to avoid returning to homelessness
- Expand the supply of deeply affordable and supportive housing for Oakland's most vulnerable residents
- Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors

This framework recognizes that providing someone with a bed in an emergency shelter or transitional housing program offers a critical stepping-stone toward housing stability but alone is insufficient. Preventing vulnerable residents from becoming homeless and expanding the supply of deeply affordable and supportive housing, especially for seniors and persons with disabilities, are necessary elements for solving homelessness. As a result, the PATH framework seeks to reduce homelessness from all perspectives. It emphasizes prevention to keep Oaklanders housed. It seeks to expand all types of interventions once someone is homeless to ensure rapid connection to housing and to rapidly expand the emergency health, hygiene and shelter options for those on the street. And with the clear understanding that housing is the solution, it proposes the expansion of housing production at all income levels but very specifically for those who need supportive housing and / or with very low incomes. It also acknowledges the critical need to increase the income of the lowest income residents through work, connection to benefits, and expanding subsidized housing options.

All strategies proposed in the framework are grounded in the following commitments.

- Addressing equity by eliminating racial disparities in the rates at which people experience homelessness, and rates they exit to stable housing
- Aligning Oakland resources and policies with partners in the private sector and in county, state, and federal governments
- Learning from and using best practices based on evidence about what works

As pieces of the framework are implemented over time, Oakland can expect to see changes in homelessness including:

- No families with children sleeping outdoors, in cars, or other places not meant for human habitation
- Significant reductions in the numbers of people who experience homelessness each year
- Reductions in the number of people who are unsheltered
- Elimination of disparities by race in permanent housing outcomes

GOAL	Reduce rate of new people becoming homeless from more than 300 people per month to fewer than 150 people per month ¹			
STRATEGY	Target prevention programs to those who are most at risk of homelessness Strengthen housing problem solving (including flexible housing funds and supportive services) Focus on culturally-specific prevention providers Increase access to employment programs designed to stabilize income and keep people housed			
OUTCOMES	<ul style="list-style-type: none"> • 700 households provided with targeted homeless prevention each year; 3500 households provided with targeted prevention over 5 years • Reduce rate of new households becoming homeless by at least 50% from 2019 levels in 5 years (by 2024) - from more than 300 people per month to fewer than 150 people per month² 			
EQUITY IMPACTS	<ul style="list-style-type: none"> • Helps to address disproportionate rates of homelessness among people of color • Increased impact by • Track data to ensure that African American households are receiving prevention assistance at rates that are proportional to their representation in the homeless population • Proportional reduction in rates of African American households returning to homelessness 			
INPUTS		INVESTMENTS		COLLABORATION OPPORTUNITIES
INTERVENTIONS <ul style="list-style-type: none"> ✓ BEST PRACTICES ○ BRIGHT IDEAS 		CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	<ul style="list-style-type: none"> ➤ CITY FUNDING ✚ COLLABORATIVE FUNDING OPPORTUNITIES ▪ POLICIES
Design prevention programs to assist those most at risk of becoming homeless <ul style="list-style-type: none"> ✓ Use evidence-based screening tools to identify people most at risk of becoming homeless and prioritize resources to address critical needs. ✓ Use racially disaggregated data (qualitative and quantitative) to target assistance to populations most at risk of homelessness or of returning to homelessness (i.e. people who exit to friends and family) 		No current initiatives in Oakland that focus exclusively on people most likely to become homeless		Prioritize those most at risk of homelessness for most prevention funding; Recommend City policy directive that all new prevention/anti displacement funding above current levels be used for targeted homeless prevention <ul style="list-style-type: none"> ✚ Engage partners in public and private sectors to launch a countywide outreach and education campaign to ensure landlords are aware of resources for their tenants

¹ Based on PIT count survey estimates

² Based on PIT count survey estimates

<ul style="list-style-type: none"> ✓ Collaborate with systems where African Americans are disproportionately involved/ impacted to prevent homelessness (e.g. when people leave criminal justice or foster care systems) ✓ Eliminate barriers to receiving assistance such as requirements to have a lease, income, good credit. ✓ Use data to identify and address racial disparities in the rates at which people are becoming homeless 			
<p>Offer flexible financial assistance to help people stay in housing</p> <ul style="list-style-type: none"> ✓ Add resources to support robust housing problem solving throughout homeless system for people at risk of homelessness as well as people recently homeless (see goal on returning to housing) ○ Support engagement with community based and faith based organizations that have roots in communities whose members are disproportionately at risk of homelessness, to strengthen their capacity to respond effectively when people are experiencing a housing crisis. ○ Track homelessness prevention efforts through HMIS 	<p>\$12 million over 3 years in private funding for Keep Oakland Housed -legal services, financial assistance, small amount of supportive services. Funding ends in FY 20/21.</p> <p>City, County, and private partners are funding anti-displacement efforts that include legal services and financial assistance for low-income renters and home-owners, but these programs are not aligned with one another and may not prioritize or offer enough assistance for people who are most at risk of experiencing homelessness</p>	<p>\$2.5 million / year for prevention assistance to 600-700 households (average \$3,500 - \$4,000 per household) who are the most likely to become homeless</p>	<ul style="list-style-type: none"> ✚ Work with public and private funding partners to develop new funding that is integrated with other anti-displacement/prevention efforts and targeted to those most likely to become homeless ✚ Align existing anti-displacement programs that offer legal and financial assistance, and identify opportunities to strengthen the capacity of these programs to serve people most at risk of homelessness, including (for example): <ul style="list-style-type: none"> ○ Adding or strengthening supportive services to address barriers to housing stability ○ Increasing the amount or allowable uses of financial assistance, to help people keep their housing or make alternate housing arrangements if they have to move out, instead of becoming homeless ○ Prioritizing people who are most at risk of experiencing homelessness, and expanding outreach and linkages with community partners to increase awareness and to make assistance more readily available to people in demographic groups that are disproportionately experiencing homelessness ✚ Formalize partnerships with systems that have contact with households at risk of homelessness to ensure connection to

			housing problem solving and targeted prevention funds and services (i.e. school district, unemployment offices, health care settings, faith based community)
Help people who are at risk of homelessness increase incomes through linkage with employment programs Ensure that homeless people are connected to mainstream benefits programs for which they are eligible.	Connection to mainstream benefits currently provided through existing case management in homeless services system		(see goal on Increasing and Stabilizing Income)
Add case managers to senior centers to provide targeted assistance to low-income seniors who are at risk of losing their housing.			✚ Collaborate with Alameda County to obtain matching federal funds through Medicaid reimbursement for city-funded case management services for seniors at risk of homelessness

<p>Help low-income homeowners keep their housing</p> <ul style="list-style-type: none"> ○ Preserve home ownership for low income homeowners and their heirs with a focus on census tracts correlated with displacement ○ Provide legal services to help extremely low income people to avoid probate, so that family members don't become homeless upon the death of property owner ○ Assist low income homeowners with deferred maintenance costs. Explore expedited permitting process to assist them and their heirs to maintain ownership of the property ○ Encourage home sharing as a way to preserve housing among low income homeowner and increase available housing stock- with a specific focus on census tracts identified to have a high correlation with displacement. ○ Provide financial assistance and explore expedited permitting process for low income homeowners to repair/upgrade their home for home sharing (ex: addition of second bathroom for a tenant) 	<p>To Be Determined</p>	<ul style="list-style-type: none"> ✦ Work with current funding for legal eviction prevention services to expand to include estate planning for low-income homeowners and their families
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GOAL	BY FY 20/21 1000 people per year return to housing as quickly as possible		
STRATEGY	Provide housing problem-solving support, including flexible financial help Expand Rapid re-housing programs Increase employment programs designed to stabilize income and keep people housed		
OUTCOMES	<ul style="list-style-type: none"> • 750 additional households per year assisted with short or medium term subsidies and support services • 250 households per year assisted to avoid homelessness or quickly end their homelessness through housing problem solving 		
EQUITY IMPACTS	<p>Increasing the rate at which people return to housing helps to address the disproportionate rates of homelessness among communities of color, especially among African American households.</p> <ul style="list-style-type: none"> • Increased impact by using culturally-specific providers • Use data to ensure that American households are accessing interventions to end their homelessness at rates that are proportional to their percentage in the homeless population • Use racially disaggregated data (both qualitative and quantitative) to evaluate the success of the above interventions for African American clients 		
INTERVENTIONS ✓ BEST PRACTICES ○ BRIGHT IDEAS	INVESTMENTS		➤ CITY FUNDING ✚ COLLABORATIVE FUNDING OPPORTUNITIES ▪ POLICIES
	CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	
Provide housing problem-solving support: ✓ Have problem solving conversations that focus on potential housing solutions with <u>everyone</u> who is experiencing homelessness	\$315,000 in one time housing problem solving flex funds	\$750,000 / year for 250 households to get help with housing problem solving and light touch financial assistance.	
Expand Rapid Rehousing programs ○ Attach some funding for rapid rehousing to crisis response beds, to facilitate exits from homelessness to housing ○ Fund landlord recruitment / retention staff to work across all of Oakland's RRH programs	\$2.8 million Rapid Rehousing funds for 270 households per year	\$11.25 million / year to provide rapid rehousing assistance to 750 households who are on streets or using crisis housing / shelter (average \$15,000 per household) \$120,000 in landlord recruitment /retention staffing. See reducing unsheltered homelessness goal	Collaborate with Alameda County to: <ul style="list-style-type: none"> • Identify funding for rapid rehousing, using locally controlled resources (e.g. State HHAP), city and county General Fund, "boomerang" property tax revenues, potential new county revenue measure, etc. • Sustain and strengthen the Coordinated Entry system for people experiencing homelessness • Expand Alameda County's landlord liaison program to include landlord recruitment for RRH programs in addition to permanent housing programs

GOAL	By 2024, reduce unsheltered homelessness from 3000 to 1500 people		
STRATEGY	<ul style="list-style-type: none"> • <u>Ensure on going funding for existing and new crisis response beds</u> • <u>All beds should be low barrier to access and well resourced for exits.</u> • Create <u>800 additional beds between January 1 2020-and December 31st 2021</u> 		
OUTCOMES	By 2024, reduce unsheltered homelessness from 3000 to 1500 people		
EQUITY IMPACTS	<p>Increasing the number of crisis response beds helps to address the disproportionate rates of unsheltered homelessness among communities of color, especially among African American households.</p> <ul style="list-style-type: none"> • Creating additional facilities in many parts of the city will assist households experiencing homelessness to remain in their communities will reduce the number of African American households who are displaced from Oakland • Track data to ensure that African American households are using emergency crisis response beds and exiting to permanent housing at rates that are proportional to their representation in the homeless population 		
INTERVENTIONS <ul style="list-style-type: none"> ✓ BEST PRACTICES ○ BRIGHT IDEAS 	INVESTMENTS		<ul style="list-style-type: none"> ➤ CITY FUNDING # COLLABORATIVE FUNDING OPPORTUNITIES ▪ POLICIES
	CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	
<p>Expand the capacity of the crisis response system by adding beds and spaces including emergency shelters, community cabins, transitional housing and safe parking</p> <ul style="list-style-type: none"> ○ Create crisis response options throughout the City to serve the needs of each community 	<p>In FY 19-20 City is investing \$8.3 million dollars (mix of city, county, state funds) in crisis response beds (shelter community cabin, safe parking)</p> <p>As of December 2019, the crisis response system in Oakland will have the capacity to serve 1600 people overnight in emergency shelters, transitional housing, community cabins, and safe parking programs – an</p>	<p>\$16 million over the next 2 years for the capital costs of purchasing or constructing facilities for 800 additional shelter beds in the Sprung shelter model</p> <p>\$9 million for operating costs for an additional 400 beds by 2020. This includes \$1,800,000 in flexible housing funds for exits)</p> <p>\$18 million for operating costs for an additional 800 beds by 2021. This includes</p>	<ul style="list-style-type: none"> # Collaborate with Alameda County to identify and sustain resource commitments for expanded crisis system capacity, using locally controlled resources such (State HHAP), city and county General Fund, health care funding for respite beds, potential new county revenue measure, etc. ➤ Identify local resources for expanded crisis response bed capacity (i.e. Measure W funds) # Advocate for expanded statewide and regional shelter investments to increase the capacity to provide emergency shelter

	<p>increase of more than 400 beds since 2018.</p> <p>Additional funds are being allocated for purchase / construction of additional shelter beds</p>	<p>\$3,600,000 in flexible housing funds for exits)</p> <p>\$4.5M needed by FY 22-23 to maintain operations for Holland, SVdP shelter and new family shelter beds after one time funds end</p>	
<p>Maximize occupancy in existing and new crisis response beds by reducing barriers to entry and removing unnecessary program rules.</p> <p>Use a Navigation Center (low barrier, exit resources) model for most new crisis response beds.</p> <p>Add resources and adjust policies to convert existing crisis response beds into a Navigation Center (low barrier, exit resources) model as feasible</p> <ul style="list-style-type: none"> o Co-locate County services on site such as SSA (GA, CalFresh), and HCSA (Physical and Behavioral Health Care) o Ensure that there is a funded exit strategy for every shelter bed. <p>Facilitate rapid exits from existing and new crisis response beds to housing, to make beds available to more people who are unsheltered.</p> <p>Use qualitative and quantitative data to assess the experience in shelter for people of color and implement culturally-specific and anti-racist strategies to better meet people of color' short-term shelter need.</p>		<p>\$1, 600,000 in exit resources for 200 existing beds</p>	<p>Set aside specific beds for:</p> <ul style="list-style-type: none"> ✓ Street-based outreach to engage highly vulnerable people and help them move indoors o People whose encampments are being closed due to health and safety concerns o People who are employed/quickly employable to facilitate fast movement into housing o People who are likely to be prioritized for housing opportunities, making it easier to help them move into housing quickly

GOAL	By FY 23/24 expand by 5000 units the supply of deeply affordable and supportive housing for Oakland's most vulnerable residents including seniors and people with disabilities who are living in deep poverty	
STRATEGY	<p>Create 3000 units of deeply affordable³ and 2000 units of permanent supportive housing⁴ opportunities using a combination of strategies that include:¹</p> <ul style="list-style-type: none"> • Long-term deep rent subsidies (e.g. federal vouchers) to provide tenant-based rental assistance • Shallow rent subsidies • Housing production –capital funding to create new units of new construction and/or acquisition/ rehab with project-based subsidies to ensure long-term affordability for households with incomes below 30% of AMI⁵ • Continue discussions with Oakland Housing Authority on additional opportunities to serve people experiencing homelessness • Prioritizing people who are homeless for some existing affordable housing resources • 	
OUTCOMES	<p>Over the next five years, at least 5,000 vulnerable families and individuals will have the opportunity to move into permanent homes that are affordable to them</p> <p>People experiencing homelessness who have the greatest barriers to getting and keeping housing can receive the support they need to get and keep housing</p>	
EQUITY IMPACTS	<p>African American households will access deeply affordable and supportive units at rates that are proportional to their representation in the homeless population</p> <ul style="list-style-type: none"> • Increasing the number of deeply affordable and supportive housing units for people experiencing homelessness helps to address the disproportionate rates of homelessness among communities of color, especially among African American households. • Using the coordinated entry system to select tenants for available deeply affordable and permanent supportive housing units will ensure that applicants reflect the disproportionate number of African American people who are experiencing homelessness in Oakland. • Data will be used to identify and inform efforts to address racial disparities in the rates at which people move into deeply affordable and permanent supportive housing, and the rates at which they maintain their housing for at least a year • Policy reforms and efforts to engage neighbors and community leaders will reduce the impacts of discrimination (based on race, housing vouchers, credit history, experience in the criminal justice system) when people are searching for rental housing 	
INTERVENTIONS ✓ BEST PRACTICES ○ BRIGHT IDEAS	INVESTMENTS	<ul style="list-style-type: none"> ➤ CITY FUNDING ⚡ COLLABORATIVE FUNDING OPPORTUNITIES ▪ POLICIES

³ Deeply affordable housing means housing in which tenants pay rents that are affordable to extremely low-income people who have incomes below 30% AMI. Many people experiencing homelessness have incomes that are even lower – often below 20% of AMI. Many affordable housing units that are targeted to households below 30% of AMI rely on project-based rent subsidies to cover operating costs that are greater than tenant rent contributions. With project-based subsidies, tenants' rent contributions are based on actual household incomes.

⁴ Supportive Housing is deeply affordable housing with supportive services that facilitate housing stability for people with disabilities

⁵ 2019 Area Median Income (AMI) for Oakland is \$78,200 for a household of 1 person. 20% AMI is \$16,280 for a household of 1 person. 30% AMI is \$23,400 for a household of 1 person.

	CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	
<p>Create 1,500 units of deeply affordable and 2000 units of permanent supportive housing using a combination of strategies that include:</p> <ul style="list-style-type: none"> • Long-term deep rent subsidies (e.g. federal vouchers) to provide tenant-based rental assistance • Housing production –capital funding to create new units of new construction and/or acquisition/ rehab with project-based subsidies to ensure long-term affordability for households with incomes below 30% of AMI • Continue discussions with Oakland Housing Authority on additional opportunities to serve people experiencing homelessness • Prioritizing people who are homeless for some existing affordable housing resources 	<p>Funding commitments have been made to use funding from City of Oakland, Alameda County, and/or California's No Place Like Home program to create at least 700 additional units of deeply affordable housing (targeted to households with incomes below 20% or 30% AMI), including at least 350 housing units dedicated to people experiencing homelessness, but additional funding may be needed to fill gaps in capital and/or operating costs for some projects.⁶</p> <p>Approximately 20 projects that will include new supportive housing units in Oakland are now in the development pipeline (planning / pre-development, or construction / rehabilitation in progress).</p>	<p>\$204 million capital (one-time) to produce 750 units of deeply affordable housing and 750 units of permanent supportive housing</p> <p>\$62 million / year for rent subsidies and/or supportive services for 3,500 units of deeply affordable and supportive housing</p>	<ul style="list-style-type: none"> ➤ Set a goal of dedicating 40% of available affordable housing funding in Oakland to create deeply affordable housing opportunities for people who are homeless and have incomes below 20% AMI, including permanent supportive housing.⁷ ➤ Align available resources and coordinate funding commitments from the City, County, and Oakland Housing Authority to pay for capital, operating (or rent subsidies), and supportive services including: <ul style="list-style-type: none"> ○ Funding from local housing bonds and other programs administered by local government agencies for housing and community development investments ○ No Place Like Home – housing for homeless people with serious mental illness ○ Funding through Alameda County and health system(s) for housing-related services and flexible housing subsidies ○ State funding for affordable and supportive housing, including funding for housing linked to Medi-Cal services ○ Corporate and philanthropic commitment to invest in solutions to homelessness ○ Maximizing the use of available federal housing subsidies ➤ Support the development of a countywide ballot measure to raise revenues to pay for services and operating subsidies that can be matched to city and county-funded capital for deeply affordable and supportive housing projects ➤ Seek voter approval for additional local investments in creating housing that is affordable to people with extremely low incomes

⁶ Funding for the capital costs of new units of deeply affordable housing and permanent supportive housing is coming from sources that include from city or county housing funds, No Place Like Home (NPLH) and other sources, and Alameda County has provided commitments to pay for supportive services in some of these projects

⁷ Reaching this goal requires identifying the needed operating and services funding to match with development funds.

			<ul style="list-style-type: none"> ✦ Continue collaboration with Alameda County Health Care Services Agency to ensure that effective supportive services are available to all tenants in permanent supportive housing. ✦ Create incentives for housing developers to create additional units that are deeply affordable and restricted to people experiencing homelessness, by adopting or modifying land use policies, and adjusting requirements or competitive scoring criteria for locally-controlled funding ✦ Make 150 additional units in affordable housing developments (now in the development pipeline) available to people with incomes below 20% AMI who are experiencing homelessness, by providing rent subsidies and gap funding for capital needed to expedite development ✦ Support increased state assistance to local governments to provide ongoing support for the operating costs and supportive services in deeply affordable and permanent supportive housing ✦ Support the Housing Pipeline Committee to coordinate investments across public and private funders, including City, County, Oakland Housing Authority, and partners in philanthropy who manage or contribute significant amounts of funding for capital, operating / rent subsidies, and supportive services.
<p>Create new program to provide shallow rent subsidies to up to 1,500 households with extremely low incomes</p> <ul style="list-style-type: none"> ○ Use progressive engagement to target this longer-term resource to people who have been housed through RRH but have been unable to increase their incomes enough to pay rent and prevent a return to homelessness without some ongoing assistance. <p>Prioritize assistance to households with fixed incomes, including seniors and people with disabilities, who can establish and maintain housing stability with shallow ongoing subsidies</p>	<p>No current dollars going towards this new intervention type.</p>	<p>\$5 million to launch a new shallow rent subsidy program to serve at least 500 households in the first year, increasing until the program has the capacity to assist at least 1,500 households, starting in the third year, at a cost of \$15 million/year</p>	<ul style="list-style-type: none"> ▪ Advocate for new state funding source for shallow subsidies. ▪ Identify local resources (i.e. Measure W funds) which could be matched with private funding and used for a shallow subsidy pilot project.

<p>Explore ways to streamline local approvals for deeply affordable and supportive housing projects</p> <ul style="list-style-type: none"> ○ Identify opportunities to use publicly owned land as sites for creating deeply affordable and supportive housing 			<ul style="list-style-type: none"> ▪ Adopt the ordinance to implement the Oakland's public lands policy to clearly set direction about prioritizing the use of publicly owned land for affordable housing.
<ul style="list-style-type: none"> ○ Continue discussions with Oakland Housing Authority on additional opportunities to serve people experiencing homelessness 	<p>Moving On strategies currently used by OPRI (Oakland PATH Rehousing Program) for up to 50 people as well as with Countywide Shelter plus Care vouchers</p>		
<p>Recruit and provide incentives for landlords to rent to homeless and extremely low income households.</p> <ul style="list-style-type: none"> ○ Educate landlords and the public about the requirements of a new state law (SB329) and City of Oakland Equal Access to Housing Ordinance that prohibits discrimination against people who are using vouchers or other forms of housing subsidies to pay rent ○ Provide landlord incentives, risk mitigation funding, and housing search assistance to help homeless people use housing subsidies, and to increase the number of landlords willing to accept homeless people as tenants. ○ Provide training for homeless services providers and people experiencing homelessness about fair housing laws and resources for addressing discrimination in housing 	<p>Alameda County is currently using funding that is available through California's Medi-Cal waiver (Whole Person Care pilot) to pay for legal services and landlord incentives, but this funding will end in December 2020. County also uses MHSA funding to facilitate access to housing for some homeless people who are receiving mental health services.</p>	<p>Approximately \$250,000/ year for education and training for landlords, homeless service providers, and people experiencing homelessness</p> <p>\$1 million/ year costs for housing navigation support, move-in costs and landlord incentives.</p>	<ul style="list-style-type: none"> ▪ Advocate for state and regional policies to eliminate or limit the scope and use of criminal background checks of potential tenants

- ¹ **Create at least 3000 units of deeply affordable housing opportunities within the next five years**
 - Construction or acquisition and rehabilitation to create at least 750 new deeply affordable housing units that are dedicated to households with incomes below 20% or 30% AMI, with long-term project-based rent subsidies that allow tenants to pay rent based on their actual income. ¹
 - New program of shallow rent subsidies to assist at least 1,500 additional households experiencing homelessness each year (beginning with 500 households in the first year, and expanding until program has capacity to assist 1,500 households starting in the third year)
 - Oakland Housing Authority to strengthen homeless preferences to make 50% of all turnover vouchers and public housing units available to people experiencing homelessness or people who are moving on from permanent supportive housing (to serve up to 500 households)
 - Seek funding from other federal, state, or local sources to provide additional tenant-based rent subsidies to at least 250 households
- **Create at least 2,000 units of permanent supportive housing within the next five years**
 - Construction or acquisition and rehabilitation to create at least 750 new permanent supportive housing units with long-term project-based rent subsidies
 - Oakland Housing Authority to implement stronger homeless preferences for vacancies in housing developments that have project-based rent subsidies and supportive services, and use homeless preferences in voucher programs to serve people who are ready to move on from permanent supportive housing, in order to create at least 500 additional opportunities for people who need to move into supportive housing
 - Pursue additional funding from state or federal programs or local revenues to expand scattered site supportive housing programs by adding at least 750 tenant-based rent subsidies

GOAL	Increasing and Stabilizing Income: People have the incomes they need to avoid entering or returning to homelessness		
STRATEGY	<ul style="list-style-type: none"> • Low barrier work opportunities, for people re-entering the workforce • Add employment specialist positions in core homeless services/ prevention services programs • Flexible funding pool to support career track training and employment programs • Benefits advocacy to obtain SSI or other income for which they are eligible 		
OUTCOMES	<p>Increased Income leads to increased housing stability</p> <ul style="list-style-type: none"> • 100 unsheltered individuals per year participate in a low barrier work opportunity and training program • 350 households per year are assisted to maintain their housing through obtaining and/or increasing their employment income including through accessing flexible education/training funds • 200 households per year are assisted with obtaining or maintaining benefits 		
EQUITY IMPACTS	Track data to ensure that African American clients are receiving employment/ benefits services and successfully increasing their incomes at rates that are proportional to their representation in the homeless population		
INTERVENTIONS ✓ BEST PRACTICES ○ BRIGHT IDEAS	INVESTMENTS		> CITY FUNDING # COLLABORATIVE FUNDING OPPORTUNITIES ■ POLICIES
Create low barrier work opportunities for people who are currently unsheltered ✓ Ensure that programs offer support for development of work-related skills and provide services to address employment barriers, in conjunction with work opportunities. ✓ Ensure that low barrier work opportunities have built in pathways to real employment opportunities (Ex: linkages with public works or other city departments)	CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	# In collaboration with Workforce Development Department leverage investments from the business community (ex: Business Improvement Districts funding beautification work targeting their district)
Increase co-location and collaboration between providers of homeless assistance and employment programs and services. ○ Add at least 6 employment specialist positions in core homeless services/ prevention services programs,		\$1.8 million per year to support employment specialists, and 100 placements in programs that offer training and employment services for career track opportunities	■ Explore addition of homelessness as a priority population for existing workforce dollars to serve people who are homeless, at risk of homelessness, or recently housed after experiencing homelessness

<ul style="list-style-type: none"> ✓ Link employment services and supports to rapid re-housing to help people increase incomes enough to pay rent ✓ Identify and facilitate connections with employment programs that have demonstrated effectiveness for people who have significant barriers to employment opportunities. ✓ Identify and reduce barriers to participation of homeless individuals in mainstream workforce programming. ○ Match small business owners who want to address homelessness with job seekers who are homeless or formerly homeless 			<ul style="list-style-type: none"> ▪ Align RFP's across City Workforce programs and Human Services homeless programs to support the dual goals of housing and employment outcomes.
<p>Ensure that homeless people are connected to mainstream benefits programs for which they are eligible.</p> <ul style="list-style-type: none"> ✓ Expand benefits advocacy services with experienced professionals to provide effective documentation of disability and legal advocacy services as needed to support applications and appeals (e.g. for SSI or veterans benefits) 	<p>\$45,000 annual contract for benefits advocacy services for 25 individuals in Crossroads shelter</p>	<p>Increase funding to \$350,000 to provide for benefits advocacy services for an additional 175 people</p>	

GOAL	By FY 20/21 increase the number of encampments receiving health and hygiene services to 40		
STRATEGY	Expand Health and Hygiene interventions to more encampment locations Increase opportunities for leadership and input from people experiencing homelessness in the design, implementation and evaluation of services		
OUTCOMES	Double the number of encampments (from 20 to 40) receive the full complement of health and hygiene interventions (toilets, wash stations, drinking water, showers, garbage pick up) by December 2020 Increase Health and Dignity for people experiencing unsheltered homelessness		
EQUITY IMPACTS	Increasing health and hygiene interventions helps to address the disproportionate impact of unsheltered homelessness on African American households People who have lived experience with homelessness will be engaged in the design and implementation of services and responses to unsheltered homelessness		
INTERVENTIONS ✓ BEST PRACTICES ○ BRIGHT IDEAS	INVESTMENTS		➤ CITY FUNDING # COLLABORATIVE FUNDING OPPORTUNITIES ▪ POLICIES
Deliver health and hygiene interventions for unsheltered residents (portable toilets, wash stations, garbage pick up, mobile showers) at 40 encampments at a time	CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	# Identify locally controlled resources such as State HHAP, city and county General Fund, Measure W funds, and potential new city and county revenue measure, etc to fund health and hygiene interventions. # Pursue partnerships with faith institutions, community centers, businesses and others to increase access to existing hygiene services.
	FY 19-20 budget includes \$500,000 from State HEAP funds for 20 encampments to receive minimal health and hygiene interventions (portable toilets, wash stations, limited mobile showers) 1 Public Works Crew- \$1.1million Dedicated OPD team of 1 Sergeant, 2 Officers - \$880,000	\$2 million a year to provide augmented health and hygiene services to a total of 40 encampments- 20 current plus an additional 20 (portable toilets, wash stations, added drinking water, expanded showers) *\$2.2 million for 2 additional Public Works Crews *\$ 1,760,000 for 2 additional OPD teams (Sergeant and 2 officers on each team)	
Maximize occupancy of all safe parking sites	FY 19-20 includes \$300,000 for the operation of 45 safe parking spaces in partnership with faith community	Additional \$600,000 needed to fund 3 rd safe RV parking site	Identify locally controlled resources such as State HHAP, city and county General Fund, Measure W funds, and potential new city and county revenue measure, etc to fund safe parking.

<ul style="list-style-type: none"> o Expand temporary RV Safe Parking sites to include 3 sites of 50 vehicles each or a total of 150 RV's (300 people) o Create family RV Safe Camping to serve 17 vehicles (17 family households or 50 people) o In partnership with Alameda County and with other Alameda County cities, create 5 permanent RV parks for 50 RV's each within unincorporated Alameda County 	<p>FY 19-20 budget includes \$1.2 million for 2 RV Safe Parking Sites</p> <p>\$200,000 per year to operate 17 vehicle family RV site</p>	<p>Cost TBD</p>	<p>Explore regulatory changes to allow manufactured homes and residential use of RVs on private land in Oakland.</p>
<p>Pilot low cost interventions such as co-governed models (could apply to any type structures- RVs, cabins, tents, etc)</p>	<p>FY 19-20 budget includes \$600,000 for pilot</p>		<p>Identify locally controlled resources such as State HHAP, city and county General Fund, Measure W funds, and potential new city and county revenue measure, etc to fund co-governed models.</p>
<p>Enhance street outreach services to reach more unsheltered individuals.</p>		<p>Cost TBD</p>	<ul style="list-style-type: none"> ✦ Collaborate with Alameda County Health Care Services Agency to plan and support implementation of street medicine and other proposals to expand and coordinate delivery of outreach services to people experiencing unsheltered homelessness

GOALS	Eliminate Racial Disparities in the rates at which people experience homelessness and in exits to stable housing		
STRATEGIES	Use public and transparent data, disaggregated by race, and capacity building to close the disparities for African American households in the rate at which they become homeless and exit homelessness		
OUTCOMES	The number of African American households experiencing homelessness will be reduced to be less than or in proportion to the representation of African American households in Oakland's general population		
INTERVENTIONS <ul style="list-style-type: none"> ✓ BEST PRACTICES ○ BRIGHT IDEAS 	INVESTMENTS		<ul style="list-style-type: none"> ➤ CITY FUNDING ✚ COLLABORATIVE FUNDING OPPORTUNITIES ▪ POLICIES
Ensure transparent and public accountability for equity goals and progress	CURRENT INVESTMENTS	NEEDED TO REACH 5 YEAR GOAL	
<ul style="list-style-type: none"> ○ Fund robust outside evaluation of all homeless programs/strategies with emphasis on equity indicators for African American households ✓ Disaggregate all data by race (grant outcomes, staff reports, etc) and use data to improve outcomes for African American people ✓ Ensure that program design, implementation and evaluation are informed by African Americans who have lived experience with homelessness (i.e. through agency capacity building, as part of RFP scoring criteria) ✓ Deliver training for service providers on impacts of institutional racism and racial bias ○ Support and build the capacity of smaller community based organizations of color ○ Provide capacity building for non profits to do succession planning and ensure that senior 		Dedicate \$600,000 in each year of the 5 year framework to support evaluation, agency capacity building/training	<p>City General Fund to support ongoing investment in evaluation and impacts of homelessness funding, particularly for African American households.</p> <p>Create intentional cross-sector collaborations with systems and programs where African Americans are disproportionately involved / impacted</p> <p>Ensure that equity goals are addressed in the implementation of countywide systems of coordinated entry to housing and supports for people experiencing homelessness</p>

<p>staff who are people of color are supported to move into executive leadership roles.</p> <ul style="list-style-type: none">o Target funding towards programs and strategies that have a proven track record of success serving communities of color.o Facilitate mentoring or fiscal sponsorship arrangements that allow larger organizations to assist grassroots organizations that may have less infrastructure for grant/fiscal management			
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OAKLAND PATH FRAMEWORK GLOSSARY

Affordable Housing for lower-income households is defined in State law as not more than 30 percent of gross household income with variations (Health and Safety Code Section 50052.5). The comparable federal limit, more widely used, is 30 percent of gross income, with variations. When housing developers create affordable housing, this means that the housing provider must make units available and affordable to households below specific income levels, most often below 80% of Area Median Income. As a condition of public funding, affordable housing units may be restricted to households with lower levels of income, including Very Low Income, or Extremely Low Income.¹ In 2019 Area Median Income (AMI) for Oakland is \$78,200 for a household of 1 person. For a 3-person household AMI is \$100,550.²

- Extremely low income: 0-30% of AMI
- Very low income: 30% to 50% of AMI
- Low income: 50% to 80% of AMI; the term may also be used to mean 0% to 80% of AMI
- Moderate income: 80% to 120% of AMI

Co-Governed Encampment- Intervention model where unsheltered residents come to an agreement about how they will live together in a community setting of an encampment. This includes, but is not limited to, selecting site leadership, determining eligibility for participation, developing community expectations for behaviors and for staffing/running the site, holding each other accountable for the agreed upon expectations, and maintaining the health and safety of the community residents. A backbone agency (non profit/community based agency) works alongside residents to support the residents in the design, leadership and operations of the site. The backbone agency is the contracting entity with the City/funder and holds ultimate accountability for ensuring the safety and security of the site.

Community Cabins – see **Crisis Response Beds**

Continuum of Care (CoC) refers to three things:

- The cross-sector planning body in a community that addresses the needs of people who are homeless. The CoC includes representatives of local governments, people experiencing homelessness, providers of housing and services, and other community stakeholders. The CoC Board is selected to make decisions on behalf of this planning body. In Alameda County, EveryOne Home convenes this planning body and the EveryOne Home HUD CoC Committee functions as the CoC Board.
- CoC HUD funding program that provides grants for housing and services for people experiencing homelessness. In FY2018 the Oakland/ Berkeley / Alameda County CoC was awarded \$37.6 million in grant funding.
- The system of temporary and permanent services and housing interventions that provide for people's immediate safety and supports their exit from homelessness to permanent housing

Coordinated Entry- Coordinated Entry is a standardized method to connect people experiencing homelessness to the resources available in a community. Like the triage desk in an Emergency Department of a hospital, a Coordinated Entry System (CES) assesses the conditions of the people who

¹ For more information see <https://www.hcd.ca.gov/grants-funding/income-limits/index.shtml>

² See <https://cao-94612.s3.amazonaws.com/documents/2019-City-of-Oakland-Income-Limits.pdf> for income limits, adjusted for household size in Oakland

are in need and prioritizes them for assistance. The U.S. Department of Housing and Urban Development, local funders, such as the City of Oakland and the Alameda County Health Care Services Agency and Alameda County Department of Housing and Community Development are also requiring that all dedicated homeless resources be accessed through Coordinated Entry.

Crisis Response Beds, as used in Oakland's PATH Plan include beds in emergency shelters, community Cabins, Safe Parking, and transitional housing programs. All of these types of programs and facilities are intended to provide safe places for people to stay overnight when they are experiencing homelessness and don't have other alternatives.

- **Emergency Shelter** is defined in California state law as "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay."³ Some emergency shelters operate only during cold weather or winter months, while others operate year-round. Some programs may provide emergency shelter through vouchers or other forms of assistance to pay for temporary stays in hotels or motels.
- **Low barrier** shelters have adopted changes in policies and operations to ensure immediate and easy access by reducing barriers to entry, staying open 24/7, eliminating requirements for sobriety or income, or other policies that make it difficult for people to enter or stay in shelter. Instead, low-barrier shelters establish clear and simple expectations for behaviors, in order to ensure that the shelter environment is safe for all. Staff members are trained in trauma-informed care and de-escalation techniques in order to help residents understand and conform to these expectations. Low barrier shelters frequently allow people to stay with their pets and/or partners, and provide opportunities for people to store their possessions.⁴
- **Navigation Center** model is defined in state law as a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing.⁵
- **Community Cabins** are a geographically based intervention designed to reduce the impact of a large encampment on both unsheltered and housed residents. Sites are selected based on proximity to large street encampments. Each site typically has 20 two-person cabins, with a goal of serving 80 residents a year (40 for 6 months each). Cabins are fully insulated with double-paned windows and locking doors. They have interior and exterior lights and offer enough electricity to charge mobile phones. Participants may bring their pets, possessions, and partners. The program is extremely low barrier and 100% voluntary. All sites are managed by service providers who are on the premises 24-7. Housing navigators help residents work toward self-sufficiency and housing exits, utilizing a budget of flexible rapid rehousing funds. Sites have controlled entry, portapotties, overnight security guard, two hot meals a day, a common area with TV, coffee and microwave, dog run, pet food, and shower truck visits weekly.

³ Source: <https://www.hcd.ca.gov/community-development/building-blocks/housing-needs/people-experiencing-homelessness.shtml>

⁴ For more information see https://www.usich.gov/resources/uploads/asset_library/emergency-shelter-key-considerations.pdf

⁵ See Article 12 (commencing with Section 65660) which was added to Chapter 3 of Division 1 of Title 7 of the Government Code by AB 101 (Chapter 159) in 2019. For more information about San Francisco's Navigation Center model see <http://hsh.sfgov.org/wp-content/uploads/HSH-Nav-Slideshow-FINAL.pdf>

- **Overnight Safe Parking** is a new and emerging program model that is designed to provide safe and legal locations for people to stay overnight when they are living in cars or RVs.⁶ Local programs vary, but usually provide access to a bathroom or portable toilet, overnight staffing for safety, and sometimes provide case management services to help people find housing. Some safe parking programs serve families with children, while others are limited to adults without children. Most safe parking programs require that participants complete an application and intake process in advance, leave during the day, and agree to program rules that are intended to balance the needs of participants and neighbors. Some Safe Parking programs set limits (e.g. 30 to 90 days) on how long people can stay. Some programs operate 24/7 in order to allow people and their vehicles to stay during the day and come and go at any time.
- **RV safe parking-** Safe RV parking sites are outdoor parking lots which accommodate anywhere from 17-60 RVs depending on the lot size. The safe RV Parking model is focused on increasing people's health, stability, dignity, and safety. The intervention addresses the significant safety and sanitation impacts to both RV dwellers *and* their sheltered neighbors. The program is 100% voluntary, and people can come and go 24/7. The sites are designed to be extremely low barrier, with minimal rules designed to maintain a healthy and safe community. The sites include: porta-potties, handwashing stations, garbage service, on-site shower service weekly, 24/7 site security, low voltage electricity to each RV, and drinking water.
- **Transitional Housing** is rental housing or a residential facility that is designed to provide time-limited housing and supportive services to homeless persons, with the goal of facilitating movement to permanent housing. Generally transitional housing facilities offer participants greater privacy than an emergency shelter. Some transitional housing programs provide opportunities for people to live in an apartment with time-limited financial assistance, and in these programs the household may be able to stay in the apartment and pay rent without ongoing assistance after they "graduate" from the transitional housing program.

Deeply Affordable Housing means housing in which tenants pay rents that are affordable to extremely low-income (ELI) people who have incomes below 30% AMI. (Many people experiencing homelessness have incomes that are even lower – often below 20% of AMI.) Deeply affordable housing units that are targeted to households below 30% of AMI often rely on project-based rent subsidies to cover operating costs that are greater than tenant rent contributions. With project-based subsidies in deeply affordable housing, tenants' rent contributions are based on actual household incomes.

Emergency Shelter– see **Crisis Response Beds**

Functional Zero is a standard that indicates that homelessness in that community is **rare** overall and **brief** when it occurs. Functional zero, or **ending homelessness** does not mean that no person will ever experience homelessness in a community. It means that systems are in place to ensure that any experience of homelessness is brief and permanently resolved, and rare overall.⁷

Health and Hygiene Interventions- a package of interventions provided to an encampment to improve health and hygiene of residents. Usually includes portable toilets, wash stations, mobile showers, and regular garbage pickup. Drinking water may also be included.

⁶ For more information see <https://socialinnovation.usc.edu/wp-content/uploads/2018/12/Safe-Parking-Literature-Review.pdf>

⁷ Source: <https://community.solutions/key-definitions/>

Homelessness Prevention strategies represent a wide array of efforts to prevent housing crises from occurring and to prevent people who face such crises from experiencing homelessness. Prevention Strategies to protect community residents from being at risk of homelessness and prevent homelessness for individuals and families fall into the following categories:

- Activities that reduce the prevalence of risk of housing crises within communities, including multi-sector efforts that focus on big picture goals: (1) ensuring an adequate supply of affordable housing; (2) addressing systemic racial inequities; (3) improving education and meaningful and gainful employment; and (4) ensuring access to affordable child care, legal assistance, and physical and behavioral health care.
- Activities that reduce the risk of homelessness while households are engaged with or are transitioning from systems such as health care, child welfare, and corrections. Such collaboration includes increased awareness and attentiveness to housing stability, as well as effective transition and/or discharge planning.

and

- Activities that target assistance to prevent housing crises that do occur from escalating further and resulting in homelessness. Prevention services in this category often include a combination of financial assistance, mediation with landlords, legal services, and other supports.⁸

Housing development pipeline is a term that refers to housing development projects that are under development (new construction or rehabilitation of existing buildings) or proposed, including projects that are still being designed or submitting applications for funding or zoning approvals. This usually includes affordable housing units, including supportive housing and affordable housing developments, as well as units that may be included (or “set aside”) for low-income households or people with special needs (including homelessness or disabilities) within housing developments that will serve a mix of households at higher income levels.

Housing First is an evidence-based model that uses housing as a tool, rather than a reward, for recovery. Housing First provides or connects homeless people to permanent housing as quickly as possible and then offers services as needed, on a voluntary basis to support stability and meet other needs. Housing providers and their service partners offer robust support services that are based on assertive engagement. Participation in services is not a requirement for tenancy.

California state law enacted in 2016 requires the State to use Housing First principles in all state-funded programs that provide housing and assistance to people experiencing or at risk of homelessness.

“Core components of Housing First” means all of the following:

1. Tenant screening and selection practices that promote accepting applicants regardless of their sobriety or use of substances, completion of treatment, or participation in services.
2. Applicants are not rejected on the basis of poor credit or financial history, poor or lack of rental history, criminal convictions unrelated to tenancy, or behaviors that indicate a lack of “housing readiness.”
3. Acceptance of referrals directly from shelters, street outreach, drop-in centers, and other parts of crisis response systems frequented by vulnerable people experiencing homelessness.
4. Supportive services that emphasize engagement and problem solving over therapeutic goals and service plans that are highly tenant-driven without predetermined goals.

⁸ Source: https://www.usich.gov/resources/uploads/asset_library/Prevention-Diversion-Rapid-Exit-July-2019.pdf

5. Participation in services or program compliance is not a condition of permanent housing tenancy.
6. Tenants have a lease and all the rights and responsibilities of tenancy, as outlined in California's Civil, Health and Safety, and Government codes.
7. The use of alcohol or drugs in and of itself, without other lease violations, is not a reason for eviction.
8. In communities with coordinated assessment and entry systems, incentives for funding promote tenant selection plans for supportive housing that prioritize eligible tenants based on criteria other than "first-come-first-serve," including, but not limited to, the duration or chronicity of homelessness, vulnerability to early mortality, or high utilization of crisis services. Prioritization may include triage tools, developed through local data, to identify high-cost, high-need homeless residents.
9. Case managers and service coordinators who are trained in and actively employ evidence-based practices for client engagement, including, but not limited to, motivational interviewing and client-centered counseling.
10. Services are informed by a harm-reduction philosophy that recognizes drug and alcohol use and addiction as a part of tenants' lives, where tenants are engaged in nonjudgmental communication regarding drug and alcohol use, and where tenants are offered education regarding how to avoid risky behaviors and engage in safer practices, as well as connected to evidence-based treatment if the tenant so chooses.
11. The project and specific apartment may include special physical features that accommodate disabilities, reduce harm, and promote health and community and independence among tenants.

Housing Navigation is a set of services designed to support homeless households to locate, obtain, and retain housing. Navigation services include, but are not limited to, developing a housing support plan; searching for housing and assisting with applications and gathering required documentation; securing resources for one-time move-in expenses; coordinating move-in; and supporting housing retention (usually for a limited time period after move-in).⁹

Housing Problem Solving is a person-centered, short-term housing intervention that seeks to assist households in maintaining their current housing or identifying an immediate and safe housing alternative within their own social network. This strategy is a strengths-based approach that utilizes conversation and empowerment methods to help resolve the household's housing crisis, or quickly connect them to existing emergency or crisis housing services, by working alongside them in an empowering manner.¹⁰

This intervention includes the following activities / practices:

- Identify every household's strengths and existing support networks;
- Explore safe housing options outside the homelessness services system, even if temporary
- Connect households to community supports and services
- Focus on removing barriers to family /friend reunification (Ex: obtain income, begin substance use treatment)

⁹ Source: <http://everyonehome.org/wp-content/uploads/2018/12/Everyone-Home-Strategic-Update-Report-Final.pdf>

¹⁰ Source: <https://www.lahsa.org/news?article=586-problem-solving-a-humanistic-approach-to-ending-homelessness>

Landlord recruitment / engagement strategies, such as Alameda County’s Landlord Liaison program, which is implemented by BACS and Abode Services, are designed to encourage landlords to rent their units to tenants who may have limited incomes, poor credit, prior evictions, a history of incarceration, or other potential challenges that often create barriers to getting housing. These strategies also work to encourage landlords to meet the requirements associated with participation in government programs that provide rent subsidies, such as the Housing Choice Voucher program. Strategies may include providing a point of contact who can be available 24/7 to help with resolving issues with tenants, and/or making one-time incentive payments to landlords, to encourage them to hold a unit vacant until it can be filled by a new tenant who is experiencing homelessness, or mitigate concerns about delays in receiving rent payments through a housing subsidy program.

- **Risk mitigation funds** provide added protections to landlords who are willing to rent to tenants who may have poor credit, prior evictions, or criminal history. The funds can cover excessive damages to the rental unit, lost rent, or legal fees beyond the security deposit. Reimbursement limits are set in advance and landlords typically submit a claim for reimbursement.¹¹

Mainstream Resources are publicly funded programs that provide services, housing and income supports to poor persons whether they are homeless or not. They include programs providing welfare, health care, mental health care, substance abuse treatment programs and veteran’s assistance.¹²

Mainstream Vouchers– see **Rental Assistance**

Moving on strategies respond to the changing needs and preferences of formerly homeless people who are living in **permanent supportive housing**. When people have achieved some stability, if they no longer need the intensive services and supports that are available in supportive housing, they are offered the opportunity to move to other housing. Some supportive housing participants may want to live in a different neighborhood, move closer to family and friends, or seek housing in an area that is more convenient for work or educational opportunities. Alternatively, participants who live in a tenant-based PSH may wish to transition-in-place, using a tenant-based assistance (such as a housing voucher) to provide a housing subsidy. Both options allow participants to maintain stable housing without receiving intensive services. When people have the opportunity to move from permanent supportive housing into another stable housing opportunity, the resulting turnover creates availability in existing supportive housing that can be used to serve persons experiencing homelessness.

These principles guide development and implementation of moving on strategies:

- Transition is a voluntary process that PSH tenants choose.
- Collaboration of mainstream housing and services must be fostered.
- Connections to community-based supports are necessary for housing stability.¹³

Permanent Supportive Housing (PSH) combines non-time-limited affordable housing assistance with wrap-around supportive services for people experiencing homelessness, as well as other people with

¹¹ For more information see <https://www.usich.gov/tools-for-action/engaging-landlords-risk-mitigation-funds-community-profiles/>

¹² Source: Gale, K. (2003). Holes in the Safety Net: Mainstream Systems and Homelessness. Charles and Helen Schwab Foundation <http://www.schwabfoundation.org/files/PDF/SafetyNet.pdf>

¹³ Source: <https://www.hudexchange.info/news/snaps-in-focus-moving-on-strategies-to-support-stable-transitions-from-permanent-supportive-housing/>

disabilities. Supportive housing links decent, safe, affordable, community-based housing with flexible, voluntary support services designed to help the individual or family stay housed and live a more productive life in the community. There is no time limitation, and tenants may live in their homes as long as they meet the basic obligations of tenancy. While participation in services is encouraged, it is not a condition of living in the housing. Housing affordability is ensured either through a rent subsidy or by setting rents at affordable levels.

There is no single model for supportive housing's design. Supportive housing may involve the renovation or construction of new housing, set-asides of apartments within privately-owned buildings, or leasing of individual apartments that may be in scattered locations throughout an area. There are three approaches to operating and providing supportive housing:

- Single-site housing: Apartment buildings designed to primarily serve tenants who are formerly homeless or who have service needs, with the support services typically available on site.
- Scattered-site housing: People who are no longer experiencing homelessness lease apartments in private market or general affordable housing apartment buildings using rental subsidies. They can receive services from staff who can visit them in their homes as well as provide services in other settings.
- Unit set-asides: Affordable housing owners agree to lease a designated number or set of apartments to tenants who have exited homelessness or who have service needs, and partner with supportive services providers to offer assistance to tenants.¹⁴

Pipeline Committee is a forum for coordination and collaboration among partner agencies and jurisdictions that may be providing or considering funding for affordable and supportive housing development projects. A pipeline committee usually includes city and county agencies that provide funding for capital, operating, and supportive services in housing projects that are in the development pipeline, and may also include major funding or technical assistance partners from the private sector (e.g. foundations or Community Development Financial Institutions).

Project based vouchers— see **Rental Assistance**

Progressive Engagement is an approach to helping households end their homelessness as rapidly as possible, despite barriers, with minimal financial and support resources. More supports are offered to those households who struggle to stabilize and cannot maintain their housing without assistance. Progressive engagement recognizes that there is no way to accurately predict how much help someone may need to end their homelessness and avoid a return to the streets or shelter. While we know that many people can successfully exit homelessness and avoid immediately returning with a small amount of assistance, we also know that there are no dependable predictors to guide the amount of assistance needed. In this approach, participants are initially offered “light-touch” assistance, including help creating a reasonable housing placement/stabilization plan, housing information and search assistance, and limited financial assistance for arrears, first month’s rent, or security deposit. Programs using Progressive Engagement regularly re-assess housing barriers and seek to close cases as soon as housing retention barriers are resolved. Assistance is provided on an “as-needed basis” to keep a participant housed and, within funding constraints, programs offer more intensive support, additional rental assistance, or step-up referrals and help to access community-based assistance.¹⁵

¹⁴ Source: <https://www.usich.gov/solutions/housing/supportive-housing/>

¹⁵ Source: https://www.va.gov/HOMELESS/ssvf/docs/Progressive_Engagement_Overview.pdf

Rapid Rehousing programs are designed to provide services and time-limited financial assistance to assist people who are experiencing homelessness to move into permanent housing as quickly as possible. Rapid re-housing programs offer help with identifying housing, and may recruit landlords willing to accept tenants who are experiencing homelessness and have barriers to housing (e.g. poor credit, eviction history, or other challenges). Rapid Re-housing Programs provide move-in assistance (e.g. security deposits and other one-time costs) and usually offer time-limited rental assistance, as well as case management services to help people overcome barriers to finding and keeping housing. Both financial assistance and case management services are usually limited to no more than 6-24 months, depending on the household's needs, local program design, and funding sources.

This intervention includes the following activities / practices:

- Support for housing search
- Flexible funds for move-in costs
- Time-limited housing subsidy support
- Services to support successful tenancy and linkages to community resources

Rental assistance

Section 8 / Housing Choice Vouchers (HCV, also called "Section 8"): assist very low-income people, including families, seniors and people with disabilities to afford rental housing in the private market. Housing assistance is provided on behalf of the family or individual, so participants are able to find their own housing (homes or apartments). The participant is free to choose any housing that meets the requirements of the program and is not limited to units located in subsidized housing projects.

Housing choice vouchers are administered locally by public housing agencies (PHAs) such as the Oakland Housing Authority, using federal funds from the U.S. Department of Housing and Urban Development (HUD). A housing subsidy is paid to the landlord directly by the PHA on behalf of the participating family or individual. Tenants generally contribute about 30% of their income for rent.¹⁶

- **Tenant based vouchers / Tenant-based rental assistance** is most frequently provided through the Housing Choice Voucher (HCV) program, but other programs, including HUD's Continuum of Care (CoC) program also use federal, state, or local funding to pay for tenant-based rental assistance. A family or individual that is issued a housing voucher (or other tenant-based rental assistance) is responsible for finding a suitable housing unit of the family's choice where the owner agrees to rent under the program. This unit may include the family's present residence. Rental units must meet minimum standards of health and safety, as determined by the PHA or other agency administering the rental assistance..
- **Project based vouchers** are part of the Housing Choice Voucher program, and they are attached to a specific housing unit where the landlord has a contract with a PHA to rent to low-income tenants.¹⁷ When a tenant moves out of a housing unit that has a PBV, another eligible low-income family or individual can move into the subsidized unit. Under some circumstances, people living in housing that is subsidized through a PBV can receive a tenant-based voucher if

¹⁶ Source:

https://www.hud.gov/program_offices/public_indian_housing/programs/hcv/about/fact_sheet

¹⁷ For more information see <https://www.cbpp.org/research/housing/policy-basics-project-based-vouchers>

they want to move to another housing unit. When housing developers create supportive housing or housing that is deeply affordable to extremely low-income people, they often use PBVs, because the amount of rent tenants can afford to pay does not cover the operating costs for the housing.

- **Mainstream Vouchers:** Housing vouchers (awarded by HUD to Public Housing Authorities) to assist non-elderly (<62) persons with disabilities, including those who are currently homeless or previously homeless and currently a client in permanent supportive housing or rapid re-housing

Sanctioned Encampment- has a variety of meanings across the country ranging from allowing an existing encampment to remain in place without fear of arrest or citation to adding resources to an encampment setting with a goal of helping people stay in a safer and more sanitary environment. This term is not commonly used within Oakland.

Safe Parking – see **Crisis Response Beds**

Section 8 – see **Rental Assistance**

Self-Governed Encampment- Self-selected group of unsheltered individuals who come to an agreement about how they will live together in a community setting. This includes, but is not limited to, selecting site leadership, determining eligibility for participation in the community, developing expectations for those who are living there, holding each other accountable for the agreed upon expectations, and maintaining the health and safety of the community residents.

Shallow subsidies provide financial assistance to help tenants pay rent. Shallow subsidies are sometimes funded by states or local governments, and generally provide smaller amounts of assistance compared to Housing Choice Vouchers or other programs. Tenants who participate in shallow rent subsidy programs often pay more than 30% of their income for rent, but if they receive a few hundred dollars a month to help pay rent, they may be able to keep their housing and avoid becoming or returning to homelessness.

Tenant based vouchers / Tenant-based rental assistance– see **Rental Assistance**

Transitional Housing – see **Crisis Response Beds**



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2019 OCT 10 PM 4: 25

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Informational Report on City's Five
Year Plan to Address Homelessness
in Oakland

DATE: September 30, 2019

City Administrator Approval

Date:

10/10/19

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The City's Updated Five Year Plan To Address Homelessness in Oakland (The PATH Plan).

EXECUTIVE SUMMARY

This report provides an introduction to the PATH Plan, the City's updated five year plan (Fiscal Years 2020-24) to address homelessness in Oakland. The report lays out the process used to develop the plan, summarizes the plan's major goals, strategies, and next steps. The Permanent Access to Housing (PATH) Plan structure organizes strategies to end homelessness under three major themes:

1. Prevention strategies to keep people from becoming homeless
2. Emergency strategies to shelter and rehouse households and improve health and safety on the street.
3. Creation of affordable, extremely low income and permanent supportive housing units prioritized for households experiencing homelessness.

The work described is aligned with the County's Everyone Home Plan, but is responsive to the specific needs of Oaklanders. Oakland has approximately 50 percent of the county's homeless population so the City of Oakland must be a leader in the work to address this crisis. In Oakland, 70 percent of people who are homeless are African American compared to 24 percent of the general population. The City's work must be defined by what works for African Americans first and foremost in order to reduce racial disparities.

BACKGROUND / LEGISLATIVE HISTORY

In 2006, the City of Oakland developed the *Permanent Access to Housing (PATH) Strategy* as a roadmap for ending homelessness in the City over the next 15 years. PATH has served as a companion to the 2006 Everyone Home Plan: *The Alameda Countywide Homeless and Special Needs Housing Plan*. Thirteen years after the release of the PATH Strategy, this 2019 Plan

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October 22, 2019

Update (the Plan) uses the latest available data and research about the state of homelessness in the City of Oakland to build upon the foundation of previous planning efforts. The timing of the Plan is meant to align with other regional planning efforts including the *EveryOne Home Plan to End Homelessness: 2018 Strategic Update (Attachment A)*.

Working with Human Services Department consultants, the updated PATH plan was developed to both be aligned with national best practices in addressing homelessness and to have a particular focus on homelessness within Oakland. The plan uses Oakland specific data and is reflective of the needs within this community. A variety of stakeholders were consulted in the spring of 2019 as the initial plan draft was being put together including City and County elected officials, the Oakland Housing Authority, various City departments, people experiencing homelessness, county partners, philanthropic partners, and service providers.

In June 2019 the City Council received a report titled: *Informational report and recommendations on efforts to address homelessness*. That report provided a comprehensive and detailed update on the programs and strategies implemented in FY 2017-19 to address the homelessness crisis in Oakland; and provided a preview, for discussion, of potential recommendations from the updated Oakland PATH Plan to end homelessness that was under development (*Attachment B*).

Based on feedback to the draft plan, additional changes were made over the past several months and additional input was sought from internal City departments, people experiencing homelessness, community leaders, homeless service agency leadership, and homeless advocates. A complete list of stakeholders consulted in the drafting of this plan is attached (*Attachment C*). The plan presented in this report has been updated in two significant ways. First, the plan is organized specifically to call out interventions, best practices, investments (current and proposed for next 5 years) and collaboration opportunities for each of the six core strategies. Secondly, specific racial equity outcomes and impacts are highlighted for each of the six strategies to ensure that eliminating disparities in entries to and exits from homelessness remains at the forefront of this plan.

ANALYSIS AND POLICY ALTERNATIVES

The City of Oakland, along with many other communities in this country, is facing a humanitarian crisis of neighbors who find themselves homeless. On a single night in January 2019, more than 4,000 people were experiencing homelessness in Oakland. Nearly four out of five (79 percent) of the people experiencing homelessness in Oakland are unsheltered and live outdoors or in tents or vehicles, often along the city's streets and in our parks. These numbers represent an unprecedented 47 percent increase in total homelessness in Oakland and a 63 percent increase in unsheltered homelessness since 2017. These numbers account for only a fraction of the people who become homeless over the course of a year. It is generally agreed that the production of housing development, at all income levels, has not kept pace with demand, putting an inordinate upward pressure on housing prices resulting in the displacement of long term residents.

In Oakland, these pressures fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. Over 70 percent of

individuals who are homeless in Oakland are African American, while they only represent 24 percent of the City's population. The work must be defined by what works for African Americans first and foremost in order to reduce the racial disparities in homelessness in Oakland.

The precipitating crisis that precedes someone becoming homeless may vary widely – from a mental or physical health crisis, to job loss, to property loss due to inadequate estate planning. But what is common to all is that the longer one is homeless the worse one's health becomes, the more likely family and friendship networks are frayed, and the harder it becomes to be stably housed.

As a result, the PATH plan seeks to reduce homelessness from all perspectives. It emphasizes prevention to keep Oaklanders housed. It seeks to expand all types of interventions once someone is homeless to ensure rapid connection to housing and to rapidly expand the emergency health, hygiene and shelter options for those on the street. And with the clear understanding that housing is the solution, it proposes the expansion of housing production at all income levels but very specifically for those who need supportive housing and / or with very low incomes. It also acknowledges the critical need to increase the income of the lowest income residents through work, connection to benefits, and expanding subsidized housing options. The plan commits to using data in a transparent and public way to evaluate outcomes such that racial disparities in homelessness are eliminated. It also acknowledges that current resources are insufficient and the overall crisis cannot be solved without expanding revenues dedicated to this issue and engaging government and the private sector at every level in this effort.

While the City of Oakland alone cannot afford the level of investment outlined here, strategically engaging these partners will be critical to resolving the suffering so many Oakland neighbors are experiencing on the street. The Plan is designed to provide a roadmap that can guide investments of locally controlled resources, focus the power and influence of our community's leaders and stakeholders, align the efforts of our local public agencies and community partners, and engage others toward shared commitments to end homelessness.

Overview of the PATH Plan Update

The vision guiding this Plan is that homelessness should be rare, brief, and one-time.

The work described in the Updated PATH Plan is aligned with the County's Everyone Home Plan, but is responsive to the specific needs of Oaklanders. Oakland has approximately 50 percent of the county's homeless population so the City of Oakland must be a leader in the work to address this crisis.

Plan Goal: Reduce the number of people experiencing homelessness in Oakland

Specifically, the plan sets the following targets as indicators of progress toward this goal:

- 2021: No families with children will be sleeping outdoors, in cars, or other places not meant for human habitation
- 2021: Reduce unsheltered homelessness by half from 2019 Point In Time (PIT) levels
- 2021: Fewer than 3000 people will be homeless
- 2021: Eliminate disparities by race in permanent housing outcomes
- 2023: Homeless system can quickly shelter or rehouse anyone experiencing a housing crisis

To better define and measure the changes that are needed to achieve these results, the Plan outlines specific strategies to reach the above goals and commits to measuring the effectiveness of these strategies annually for the life of the plan.

- o Fewer people become homeless each year
- o More people return to housing as quickly as possible
- o Expand, improve, and maintain crisis response beds
- o People who have been homeless have the incomes and supports they need to avoid returning to homelessness
- o Expand the supply of deeply affordable and supportive housing for Oakland's most vulnerable residents
- o Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors

The Plan recognizes that providing someone with a bed in an emergency shelter or transitional housing program offers a critical stepping-stone toward housing stability but alone is insufficient. Expanding the supply of deeply affordable and supportive housing, especially for seniors and persons with disabilities, is critical element to solving homelessness. The Plan sets a goal, within the next five years, for Oakland to create:

- o 3,000 more units of deeply affordable rental housing – *and*
- o 2,000 more units of permanent supportive housing

All strategies proposed in the Plan are grounded in the following commitments.

- o Addressing equity by eliminating racial disparities in the rates at which people experience homelessness, and rates they exit to stable housing
- o Continuing to strengthen our coordinated entry system to ensure that those most in need are prioritized for limited resources
- o Aligning Oakland resources and policies with partners in the private sector and in county, state, and federal governments
- o Learning from and using best practices based on evidence about what works

Specific Areas for Investment and policy decisions are in the chart below. A full chart of the complete plan is attached (**Attachment D**).

Strategy	Investments Needed
<p>Racial Equity Evaluation and Capacity Building:</p> <ul style="list-style-type: none">• Robust outside evaluation every two-three years of Oakland's current homeless services with a focus on equity indicators for African American households• Internal city capacity to collect, monitor and analyze system performance data to ensure effectiveness in closing racial disparities.• Agency capacity building and training in areas of institutional racism, racial bias, involving consumers of service in decision	<p>\$600,000 per year</p>

<p>making, supporting African American staff in senior leadership roles</p>	
<p>Prevention</p> <p>Provide prevention assistance to between 600-700 households per year</p>	<p>\$2,500,000/ year</p> <p>Adopt City policy to use all new prevention/anti displacement funds, above 2019 levels, for targeted homeless prevention.</p>
<p>Rehousing People Quickly</p> <ul style="list-style-type: none"> • 250 households to be assisted with housing problem solving and light touch financial assistance • Rapid rehousing assistance to 750 households who are on streets or using crisis housing / shelter (average \$15,000 per household) 	<p>\$750,000 / year</p> <p>\$11.25 million / year</p>
<p>Increase, Improve, Maintain Crisis Response Beds/Spaces</p> <p>Add 800 beds over the next 2 years</p> <ul style="list-style-type: none"> • capital costs • operating costs including exit resources <p>Improve existing beds</p> <ul style="list-style-type: none"> • low barrier and attach exit resources <p>Maintain beds that will be unfunded in FY 20/21 and ongoing</p> <ul style="list-style-type: none"> • Holland, SVdP shelter and new family shelter beds 	<p><i>One Time Capital Costs</i> \$9,400,000 over the next 2 years</p> <p><i>Ongoing operating costs</i> \$9,000,000 in year 1 for 400 beds; \$18,000,000 by year 2 for 800 beds</p> <p>Use portion of Rapid Rehousing funds identified above to attach to existing shelter beds</p> <p>\$4,500,000/ year</p>
<p>Increasing and Stabilizing Income</p> <ul style="list-style-type: none"> • 100 low barrier work opportunities • Embed employment specialist positions within homeless and prevention services 	<p>\$1,000,000</p> <p>\$1,800,000</p>

<ul style="list-style-type: none"> • Flexible funds for education and training • Services to link 175 people to benefits 	<p>\$350,000</p>
<p>Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors</p>	
<ul style="list-style-type: none"> • Augmented health and hygiene services to a total of 40 encampments (portable toilets, wash stations, drinking water, showers) 	<p>\$2,000,000</p>
<ul style="list-style-type: none"> • Two additional Public Works Crews 	<p>\$2,200,000</p>
<ul style="list-style-type: none"> • Two additional Oakland Police Department Teams 	<p>\$1,760,000</p>
<p>Deeply affordable and supportive housing</p>	
<ul style="list-style-type: none"> • 3000 units deeply affordable housing • 2000 units deeply affordable and supportive housing 	<p><i>One Time Costs</i> \$204,000,000 capital to produce 750 units of deeply affordable housing and 750 units of permanent supportive housing</p>
<p>Reach 5000 units through a mix of:</p> <ul style="list-style-type: none"> • New construction, acquisition, rehab • Deep and shallow rental subsidies for existing units • Housing Authority units and vouchers prioritized for people who are homeless • Identification of and advocacy for new local, state federal funding for tenant-based subsidies and services • Prioritizing existing affordable housing slots for people who are homeless 	<p>\$5,000,000 costs for housing navigation support, move-in costs and landlord incentives for 1,200 people using rent subsidies.</p> <p><i>On Going</i> \$77,000,000/ year for rent subsidies and/or supportive services for 5,000 units of deeply affordable and supportive housing</p>
<p>Adopt City policy to align with nearby jurisdictions and use 40% of all Oakland affordable housing funds to create units for people who are homeless and at 0%-20% Area Median Income. *</p> <p>*Requires source of operating support and services be identified for each unit.</p>	

Next Steps

After incorporating feedback from City Council, the Plan will be finalized and brought back to City Council for adoption. It will be recommended that the countywide Everyone Home Plan also be presented at that time and that both documents be adopted together. It is important to align efforts and engage in regional planning along with these Oakland specific recommendations. Staff proposes to return to council with annual updates in April of each year to report on what

has been accomplished in the previous year and make recommendations for future investments in alignment with the City's budget timeline.

From November 2019 through January 2020 staff from the Human Services Department along with other key County stakeholders will work with HUD Technical Assistance (TA) providers to do in-depth data analysis and system modeling of the County and City's homeless response systems. While this type of modeling was done for the Everyone Home Plan and for the Oakland PATH Plan update, the HUD TA offers an opportunity for a deeper analysis of our data with the goal being to identify the true capacity needs of each segment of the system (for example: how many emergency shelter beds, subsidy slots and permanent supporting housing units are needed).

FISCAL IMPACT

This item is for informational purposes only and does not have a direct fiscal impact or cost.

PUBLIC OUTREACH / INTEREST

This plan, and the associated strategies, was developed collaboratively through interviews with a wide range of stakeholders including people experiencing homelessness, social service professionals, homeless advocates, housed neighborhood leaders, elected officials, philanthropic partners, and county partners.

COORDINATION

Coordination has occurred between the Human Services Department, the Housing and Community Development Department, the Economic Development Department, the Department of Race and Equity, and the City Administrator's Office.

SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds proposed in this report are for the purpose of providing housing and services to prevent, address and end homelessness.

Environmental: The provision of housing and services for 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 Receive An Informational Report On The City's Updated Five Year Plan To Address Homelessness.in Oakland (The PATH Plan).

For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services, Manager, at 238-6187.

Respectfully submitted,


SARA BEDFORD
Director, Human Services Department

Reviewed by:
Sara Bedford, Director
Human Services Department

Prepared by:
Lara Tannenbaum, Manager
Community Housing Services Division

Attachments (4):

- A: Everyone Home Plan Executive Summary*
- B: LEC Report: Informational report and recommendations on efforts to address homelessness.*
- C: List of community groups and individuals consulted*
- D: Updated PATH Plan strategies-chart*



Plan to End Homelessness

Alameda County, CA



Executive Summary

Our Goal

Right now, in Alameda County, approximately 5,600 people experience homelessness on any given night. Over the next five years we aim to reduce that number to less than 2,200 people. If we achieve this goal no one will have to sleep outside.

This strategic update to the *EveryOne Home Plan to End Homelessness* asks for all of us to act with renewed urgency in our efforts. Every year, more than 12,000 people experience an episode of homelessness in Alameda County. The number has increased dramatically in recent years, and most are unsheltered. For some homelessness may only last a few weeks, but, for more than half it will last a year or longer.

Our current housing crisis response system cannot meet the growing need. For every 2 people who become homeless for the first time in Alameda County, only one person returns to a permanent home. Service providers help at least 1,500 people return to permanent housing every year, yet there are 3,000 people becoming homeless for the first time. At this rate, homelessness could increase by 1,500 people per year.

Homelessness is a stark symptom of inequality and visible evidence of structural discrimination. African-Americans are 11% of the population of Alameda County however they represent 49% of the people experiencing homelessness. Communities of color, low-income households, people with disabilities, LGBTQ individuals, and

survivors of violence and trauma, all experience homelessness at higher rates and face greater barriers to housing stability. Our response must redress, not perpetuate those inequalities.

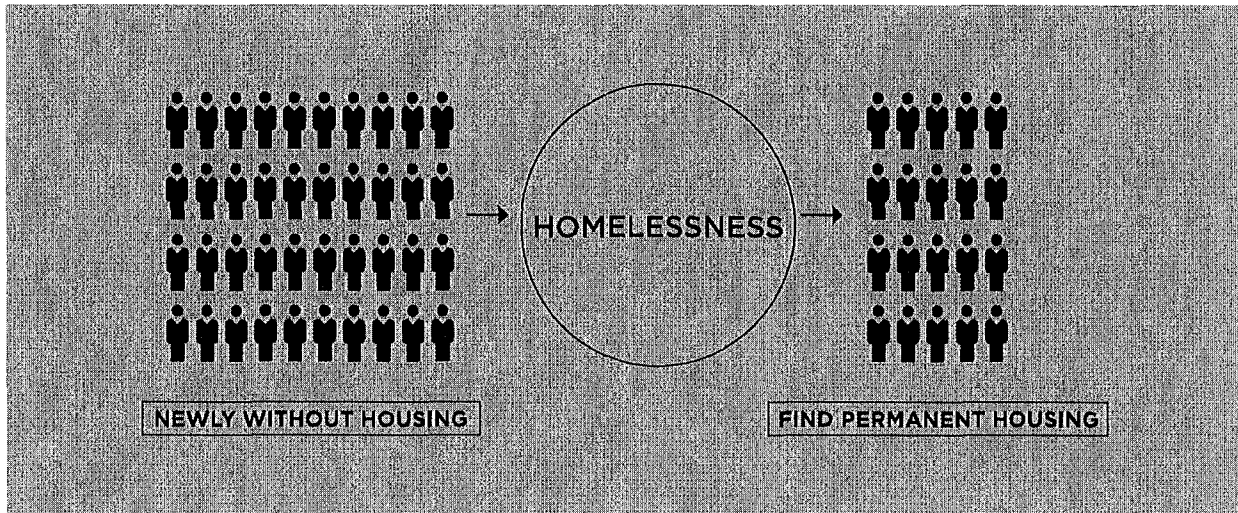
To tackle these problems we need to aggressively pursue strategies that prevent people from becoming homeless, expand affordable housing, offer critical interventions that ensure the safety and dignity of people living without housing, and urgently reduce homelessness in our most impacted and vulnerable communities.

Homes end homelessness. While this plan supports short-term interventions—such as shelter, safe parking, outreach, and hygiene stations—the goal is not more shelter, it is fewer people needing shelter. Above all, this plan calls for ending homelessness by preventing it before it starts and expanding permanent, affordable housing.

Our goal is ambitious. We will not change the trajectory of homelessness with the current pace and scale of our response. It will take bold, coordinated action and significant investment to reduce the number of people becoming homeless and increase the number of people returning home.

THE PROBLEM

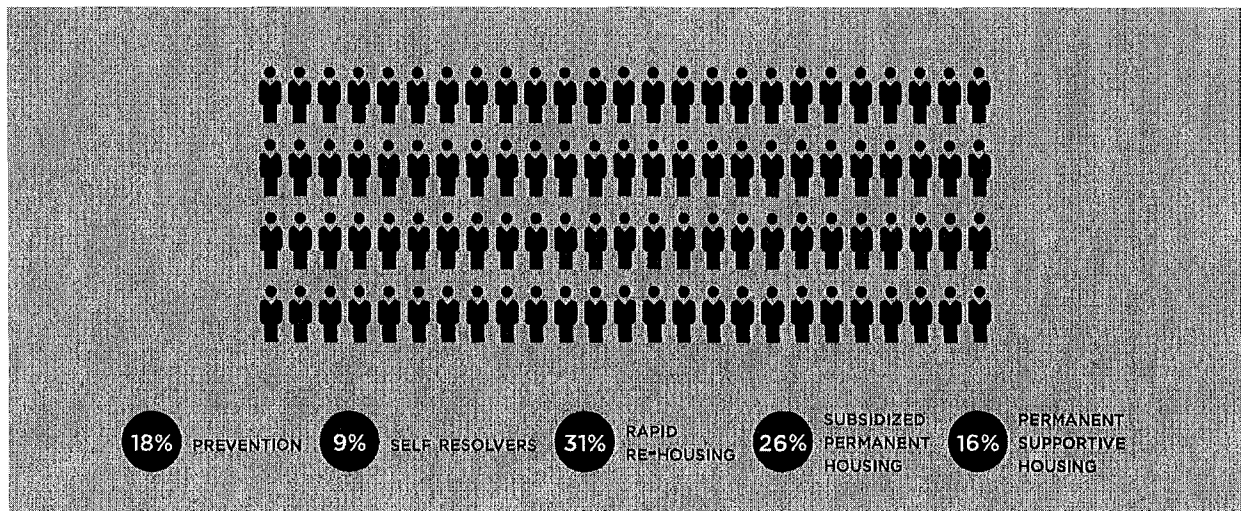
For every 2 people who become homeless for the first time in Alameda County, only one person returns to permanent housing. If these rates continue, homelessness will increase by 1,500 people per year.



Sources: HUD System Performance Measures, 2017; Point in Time Count, 2017; HMIS Annual Performance Report Data, 2017. Values have been rounded to the nearest hundred.

THE SOLUTIONS

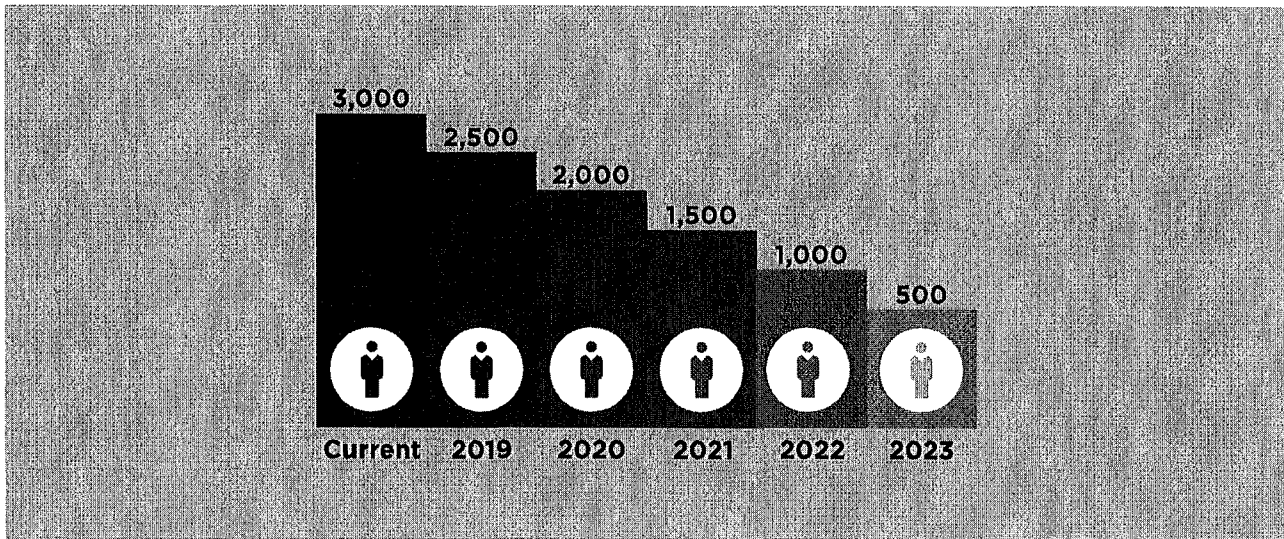
We know what works to end homelessness. This plan answers the question of what it will take to bring these solutions to scale. It outlines effective housing interventions and determines how much we will need of each to achieve our goal.



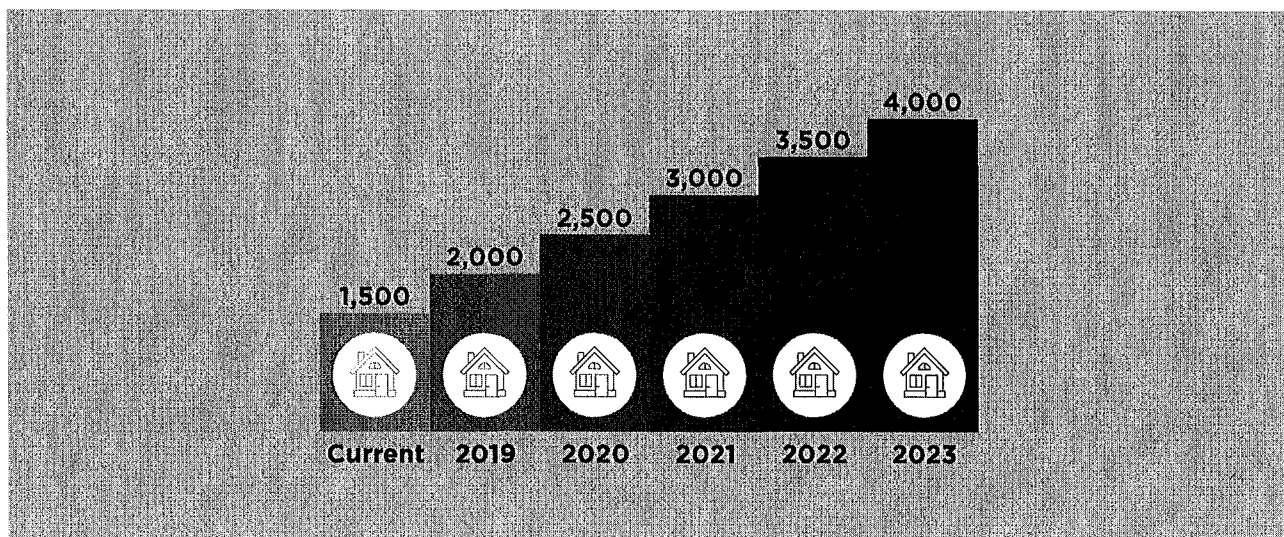
Sources: Alameda County Point-In-Time Count, 2017; HMIS Annual Performance Reports, 2017.

OUR FIVE-YEAR TARGETS

- 1 Every year for the next five years, reduce the number of people becoming homeless by 500, until 500 or fewer people become homeless in 2023.



- 2 Every year for the next five years, increase the number of people returning to permanent homes by 500, until 4,000 or more people move out of homelessness in 2023.



REACHING OUR GOALS: OUR COMMUNITIES

By targeting our efforts, it is possible to end homelessness for highly impacted and vulnerable communities in Alameda County. This requires focusing on the racial disparities and structural inequalities that lead to homelessness and a commitment to delivering equitable results.



End unsheltered family homelessness by December 2019 and all family homelessness by the end of 2023



End chronic homelessness among veterans by March 2020 and all veteran homelessness by December 2021



End chronic homelessness among older adults by December 2020



Reduce chronic homelessness among persons with serious mental illness by 30% by December 2021



Reduce all chronic homelessness by 50% by 2023



Develop an action plan for youth in 2019



Ensure safe access to permanent housing for people experiencing domestic violence, human trafficking, and sexual assault

PROPOSED STRATEGIES

This plan embraces four broad strategies that, together, will bring the necessary capacity, investment, partnership, and collective impact to achieve our goal.



Expand Capacity

Our system needs to significantly expand capacity in several areas. To prevent homelessness, we must expand to be able to assist 2,500 individuals and families per year with temporary financial assistance and legal support. To house more people, we must add 2,800 units of permanent supportive housing and another 4,000 subsidized permanent housing units dedicated to extremely low-income people experiencing homelessness. We must also expand street outreach and other services to the unsheltered, which includes stabilizing existing shelters and increasing the number of shelter beds. This is important in the first years of the plan, until more permanent housing is available.



Increase Investment

Expanding capacity requires shifting or identifying new sources of financial investment from all levels of government. The plan estimates an additional \$228 million per year is needed to achieve and sustain the results envisioned. A dedicated local funding stream would support a scaled response, keeping people in their homes and creating opportunities for deeply affordable housing. Advocacy with state and federal policymakers for additional resources is ongoing, but it must not hold up or take the place of local investment.



Build Stronger Partnerships

Engaging the leadership and expertise of people experiencing homelessness in governance, policy, planning, and service delivery is essential to our success. This strategy includes expanding employment opportunities and career development within our system as well as ensuring that decision making bodies include those most impacted by the choices being made.



Align Public Policies

Local policymakers can advance policies to reduce homelessness, such as protecting renters, increasing affordable housing for homeless and extremely low-income households, protecting the dignity, health and safety of those forced to live on the streets, and counteracting the disparate racial impacts of housing policies.

PROPOSED ACTIONS

We will reach our goal if everyone in Alameda County agrees to take bold action, whenever and wherever possible. This plan outlines a range of actions that can be tailored to local communities. Actions that address major barriers to housing, are designed with a racial equity lens, and honor the dignity and safety of all community residents, especially those living without housing, will have the greatest impact.

Prevent People from Becoming Homeless:

- Adopt policies to keep renters in their homes
- ● Increase the availability of flexible temporary financial assistance
- ● Increase connection to income and benefits

Protect the Dignity of People Experiencing Homelessness:

- ● Repeal or stop enforcing policies that criminalize homelessness
- ● Develop a humane and consistent response to the needs of unsheltered people
 - Evaluate access to and outcomes of the Housing Crisis Response System
 - Engage the leadership of people experiencing homelessness
- ● Provide services for health and sanitation
- ● Expand language accessibility to the Housing Crisis Response System
- ● Expand, coordinate, and enhance street outreach
- ● Stabilize existing shelter capacity and provide additional shelter/safe spaces

Expand Housing Opportunities:

- Use land for housing efficiently
- Meet Inclusionary Zoning policies and Housing Plan targets
- Expedite the development of affordable housing
- Establish a dedicated revenue stream for housing operations and services
- Prioritize the most vulnerable for affordable housing
- ● Expand landlord partners
- ● Increase permanent supportive housing
- ● Increase stock of and accessibility to alternative housing opportunities
- ● Expand supportive services to help people stay housed

CAPACITY



INVESTMENT



PARTNERSHIPS



POLICY



About the 2018 Strategic Update

This document is a strategic update to the *EveryOne Home Plan to End Homelessness* which was first published in 2007. The update was produced through a year-long community process that included 25 key stakeholder interviews, six focus groups attended by 70 people currently homeless in the county, multiple community forums with over 200 participants, and a review of best practices and plans from communities with similar homeless populations and housing markets. It is informed by data from countywide Point-In-Time Homeless Counts, homeless housing and services inventories, and the Homeless Management Information System (HMIS). The EveryOne Home Leadership Board wishes to thank all who contributed to the update and who are now working to make its vision a reality in our community.

About EveryOne Home

EveryOne Home is leading the collective effort to end homelessness in Alameda County. We're building momentum, using data to improve our efforts, and aligning resources for long-term solutions.



101 Callan Ave, Suite 230, San Leandro, CA 94577 | (510) 473-8643 | everyonehome.org



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OFFICE OF THE CITY CLERK
OAKLAND

2019 MAY 17 AM 9:38

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Informational report and
recommendations on efforts to
address homelessness

DATE: May 15, 2019

City Administrator Approval

Date:

5/16/19

RECOMMENDATION

Staff Recommends That The City Council Receive A Comprehensive Informational Status Report On The City's Efforts To Address The Challenges And Needs Of The Homeless Individuals Residing In Oakland With Options And Recommendations For Additional Administrative, Legislative And Budgetary Actions, Including, But Not Be Limited To, Updates On Proposals From April And May 2017 Staff Reports On Solutions To Homelessness.

EXECUTIVE SUMMARY

This report provides two critical summaries: 1) a comprehensive and detailed update on the programs and strategies implemented in FY 2017-19 to address the homeless crisis in Oakland; and, 2) a preview, for discussion, of potential recommendations from the updated Oakland PATH Plan to end homelessness that is under development. This report does not currently provide specific funding or budget recommendations which could be provided at a later date.

Both the work completed to date and the PATH Plan structure organizes strategies to end homelessness under three major themes:

1. Prevention strategies to keep people from becoming homeless
2. Emergency strategies to shelter and rehouse households and improve health and safety.
3. Creation of affordable, extremely low income and permanent supportive housing units prioritized for households experiencing homelessness.

The work described is aligned with the County's Everyone Home Plan, but is responsive to the specific needs of Oaklanders. Oakland has approximately 50% of the county's homeless population so the City of Oakland must be a leader in the work to address this crisis.

In Oakland, 68% of people who are homeless are African American compared to 28% of the general population. Our work must be defined by what works for African Americans first and foremost and reduce the racial disparities. Work on disaggregating racial data and continued

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Life Enrichment Committee
May 28, 2019

outreach to all community stakeholders is on-going in the development of the PATH plan. However, the following draft recommendations are posited for initial discussion and feedback.

- Continue to invest in prevention and anti-displacement efforts, but specifically focus more investments on individuals who are most likely to become literally homeless.
- In partnership with private and County funding, create an additional 600-800 emergency beds by 2021 through a variety of strategies such as community cabins, sprung tent shelters, safe parking, respite beds, and other models. This is in addition to the 700 bed increase underway with state HEAP funding.
- End unsheltered family homelessness through investments in expanded shelter, housing navigation, and rapid rehousing. Include an alignment of existing childcare and workforce funding to maximize support services for these families.
- Eliminate racial disparities that are impacting African Americans who are homeless in Oakland by using an equity framework when planning and evaluating interventions.
- Purchase a third "Henry Robinson" aligned with the current transitional housing and rapid re-housing services provided at the Holland and Henry. The on-going operational funding for the Holland and a potential third site is NOT secured and thus requires a revenue strategy as defined below or partnering funders.
- Create a multi-agency Housing Pipeline Group, potentially the Kaiser funded Housing Impact Table, that defines clear and certain metrics and tracks success for the development of affordable, deeply affordable and permanent supportive housing units.
- Support the development of a County-wide ballot measure to raise revenues that support services and operating subsidies that can be matched to existing City and County funded bond projects to truly meet the goal of creating more deeply affordable for 20% and below AML and permanent supportive housing units.

BACKGROUND / LEGISLATIVE HISTORY

In April 2017 the City Council received a report titled: Funding recommendations to reduce homelessness in Oakland. That report outlined a series of recommended actions and costs to address homelessness in the short, medium and long term. The chart of proposed recommendations is included in this report as **Attachment A**. With the funding available, over the past two years, the City has implemented almost all of the original recommendations from the 2017 report. A summary of the work over the past two years is below.

Implementation of Coordination Entry

Coordinated Entry is a standardized method to connect people experiencing homelessness to the resources available in a community. Like the triage desk in an Emergency Department of a hospital, a Coordinated Entry System (CES) assesses the conditions of the people who are in need and prioritizes them for assistance. The U.S. Department of Housing and Urban Development, local funders, such as the City of Oakland and the Alameda County are also requiring that the majority of dedicated homeless resources be accessed through Coordinated Entry.

In the spring of 2017, the City of Oakland was selected by Alameda County to be the lead entity to implement CES for homeless adults for the North County/Oakland region (includes Oakland and Piedmont) as well as for families for the North County/Oakland and North County/Berkeley

regions (includes Oakland, Piedmont, Berkeley, Albany, and Emeryville). Implementation started in October 2017. Alameda County's grant to the City to manage the Coordinated Entry system is \$13,382,194 over 3 years (FY 18-20) and is a significant increase in resources to the current homeless services delivery system. These resources include: street outreach, tenancy sustaining support services (260 clients), housing navigation (313 clients), and flexible funds. The grant currently supports one City Full Time Equivalent and over 26 FTE in community based provider contracts. The grant will reach the end of its three year term on June 30, 2020 resulting in a significant decline of revenues for homeless services. The City anticipates that the County will provide some level of ongoing funding to continue a portion of the CES services, but less than the current level of funding.

Encampment Management Team

In the early spring 2017 an informal working group was convened by the City Administrator to address issues arising out of the increase in encampments and the need to better coordinate the City's Response to manage what was happening on the street. This group drafted an Encampment Management Policy to provide increased clarity and coordination around all aspects of managing encampments in Oakland. The policy addresses which encampments are closed, cleaned or provided with health and safety interventions, how those decisions get made, and which City departments are involved in the process. The working group evolved into the City's Homeless Encampment Management Team (EMT) in the late spring of 2017. The EMT includes staff from the City Administrator's Office, Public Works, Human Services, Transportation, Police, Fire, Alameda County Vector Control, and the Mayor's Office. On occasion, representatives from BART, Caltrans, Alameda County's Homeless Response Team and other City Departments also participate. It is a model that has been replicated by Alameda County and other cities due to its efficacy.

The EMT meets every other Friday and uses the Policy to determine which intervention should be applied. The interventions include:

1. **Closure:** removing the encampment and using enforcement to prevent re-encampment.
2. **Cleaning:** temporarily moving an encampment so that health and hygiene issues can be addressed and allowing the encampment to return.
3. **Temporary Health and Safety Measures:** providing portable toilets, hand-washing stations, regular garbage service, and/or traffic barriers to protect the health and safety of those in the encampment.
4. **Debris pick-up:** regular scheduled removal of garbage and debris associated with or near the encampment.

The EMT and the policy are only one part of the City's larger strategy to address homelessness in Oakland and it only addresses the physical management of homeless encampments. Other City and County policies address the needs of specific populations and how those populations are connected to services and housing.

Health and Hygiene Interventions at encampments

While housing is the end goal in addressing homelessness, there is also value to improving basic quality of life for people experiencing homelessness while they remain unhoused. With general funds that were added to the budget for FY 2017-19, the City began providing portable toilets, wash stations, and garbage service at selected encampments around the City.

Encampments were selected for this intervention as part of the work of the EMT. Since the summer of 2017, 24 encampments have received this intervention and it is currently in place at 15 encampment sites and three Community Cabin sites. These interventions target all people living in an encampment regardless of their level of need and have a positive impact on both the homeless and housed residents in an area. These interventions are not a solution to homelessness. Rather they are a way to manage the current crisis in the short term.

Health and Hygiene - Pilot Janitorial Leadership

The pilot janitorial leadership stipend program began in May 2018 and was implemented in sites where regular outreach and engagement alone were not sufficient in addressing challenges such as portapottle units being damaged, foreign objects being thrown in tanks, and difficult relationships between the vendor and the site residents. In the past 18 months approximately 65 portapottle units have had to be replaced due to damage at a cost of approximately \$100/unit. The leadership program has been implemented in approximately 50% of operating sites at any one time, not all sites require the additional support. As part of this program, an identified site leader is provided with cleaning supplies in order to maintain the cleanliness and usability of the portapottle unit and is provided with a stipend for their work.

The Janitorial Leadership program has been successful in sites where there is regular engagement with City staff such as Human Services, Public Works or Vegetation Abatement. It has been successful where the community is stable without many new people joining or people leaving. Smaller encampments fair better and have more easily maintained the units without issue. In larger encampments it is difficult to get "buy in" from all residents in how to use the portapottles in an appropriate way.

Public/Private Collaboration

The intentional strategy of fostering public/private collaboration on the issue of homelessness has shown great promise over the past few years and is a recommended strategy moving forward. Recent efforts include:

- **Keep Oakland Housed** - a coordinated partnership to prevent Oakland residents from losing their housing and becoming homeless. The San Francisco Foundation in partnership with the Mayor's Office was successful in obtaining significant contributions from private donors and Kaiser Permanente to fund three nonprofit partners — Bay Area Community Services (BACS), Catholic Charities of the East Bay, and East Bay Community Law Center — to work together to provide legal representation, emergency financial assistance, and supportive services. As of the end of February 2019, Keep Oakland Housed had served 721 households (144 with minor children) at risk of losing their housing.
- **The Holland** — as described below, in the summer of 2018 the City purchased an SRO (Single Room Occupancy) hotel to use as short term transitional housing for single homeless adults. The Kaiser Community Benefits Foundation has granted the City \$3,000,000 to support, along with other funding, the services and operations of the program over the next two years.
- **Community Cabins**-The Community Cabin sites (described below) have been made possible through the generous support of local charitable partners and private funders who have collectively contributed nearly \$1.3 million in monetary and in-kind support, including Kaiser Permanente, Sutter Health, Oakland Builders Alliance, the Oakland

Metropolitan Chamber of Commerce, Jim Moore of Sustainable Urban Neighborhoods, and Pyatok Architects.

- **Kaiser Senior Initiative**-providing funds to house over 500 frail seniors in 2019
- **Kaiser Affordable Housing**- in January 2019, Kaiser Permanente announced that it had spent approximately \$5.2 million to purchase a 41-unit housing complex, the Kensington Gardens Apartments, in East Oakland. The building will be operated as affordable housing for Oaklanders.

Dedicated Oakland Police Department Team

The City successfully piloted an OPD team dedicated to homelessness from the fall of 2016 through the spring of 2017 in connection with the Compassionate Communities pilot. (This pilot provided a safe camping space for an existing encampment along with hygiene measures and increased services. It ultimately ended because the self-governance in place was not successful without site control measures. Ultimately several significant fires at the site necessitated its closure.) As the EMT and the associated policy was developed, it became clear that a dedicated OPD team would continue to be valuable for the City. OPD responds to locations of predetermined closures to create a safe work zone for Public Works employees, to close off city streets if applicable, and to maintain public safety for all. OPD participates in all encampments Closures and Clean and Clears, and participates in the weekly garbage service effort as well. Currently, the City has 1 full time team of a dedicated sergeant and 2 dedicated officers along with a second, part time team of officers who rotate into the assignment.

Community Cabins

Community Cabin Sites are outdoor shelters which house approximately 40 people at one time in 20 insulated cabins with windows. The Community Cabin model has been an effective and compassionate intervention focused on increasing people's health, stability, dignity, and safety while service providers intensively work with people to help end their unsheltered status. The intervention addresses the significant safety and sanitation impacts to both unsheltered residents and their sheltered neighbors that arise from encampments.

- The first site at 6th & Castro opened in December 2017 (closed January 2019)
- The second site at 27th & Northgate opened in May 2018
- The third site at Lake Merritt opened October 2018
- The fourth site opened at Miller Ave in January 2019
- Additional sites on Mandela Ave and near Jack London will open in the summer of 2019.

The program is 100% voluntary, and people can come and go 24/7. The sites are designed to be extremely low barrier, with minimal rules. Participants are asked to abide by a Code of Conduct that is designed to maintain a healthy and safe community. In addition to emergency housing, the sites also include:

- Security and privacy (two people per unit with a lock on the door)
- Basic sanitary services such as porta-potties, handwashing stations, garbage service
- On-site shower service once per week
- 24/7 site security
- Secure storage for personal items

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- o Low voltage electricity to each cabin
- o Community tent with television, microwave, and water
- o Ability for people to bring in their pets
- o Limited food service (breakfast and dinner)

Each site costs \$approximately \$200,000 to set up and it has approximately \$125,000 in flexible housing funds each year to assist clients in overcoming barriers to housing, including security deposits and a few months of rent subsidy, clothing for job interviews, and transportation assistance related to employment or reunification with friends or family. These flexible funds contribute to greater housing outcomes through the Community Cabin sites than would be possible for the general population of people living in encampments.

Each site costs about \$850,000 per year to operate (inclusive of the flexible funds). Funds to operate each site have come from a variety of sources including Alameda County, the City of Oakland, Kaiser Permanente, and California State Homeless Emergency Assistance Program (HEAP) funds.

As of April 2019, 300 individuals have been served across the 4 sites

- 197 people have exited the program.
- 140 of the exits (71%) were positive exits which include:
 - o 103 people exiting to permanent housing
 - o 37 people exiting to transitional housing or shelter

Safe Parking

A Safe Parking program provides a secure environment for people living in their vehicles, while simultaneously reducing the impact in neighborhoods where the vehicles are parked. In FY 18/19 funding was allocated in the mid cycle budget to pilot a safe parking program, in partnership with the faith community, to serve 45 vehicles parking in three church parking lot sites. This program launched in early May 2019. Also in FY 18/19 the City received state HEAP funds, described in more detail below, and allocated a portion of the funds for the creation of several safe Recreational Vehicles (RV) parking sites. Each site is expected to serve 50 RV's with an estimated 2 people per vehicle. The first site should open in late May 2019 with the additional two sites scheduled to open in the summer of 2019.

Creation of a large, low barrier, interim housing program - A second Henry Robinson

The Henry is a 137 bed Transitional Housing program that serves people who enter directly from the streets with approximately 80% of exits going to permanent housing. In 2018, the City desired to create a new program in the model of the successful Henry Robinson program, and utilized over \$7M from Measure KK to acquire a seventy (70) unit SRO-style building (the Holland). Like the Henry, the Holland provides short term housing and supportive services (with a goal of exits after 6 months), and up to six months of aftercare services and rental subsidy once participants transition out of residency and into permanent housing. The Property contains seventy (70) units and can provide temporary housing for up to eighty individuals at one time. The Henry and Holland are managed by Bay Area Community Services (BACS). By opening the Holland, the program significantly increased the City's capacity to provide transitional housing to Oakland's most vulnerable residents.

Employment Pilot

In the mid cycle budget for FY 18-19, funding was allocated in the amount of \$85,000 to pilot a workforce development program for unsheltered persons. \$85,000 was not sufficient to launch a wage-paying program (See cost analysis for wage program on p 14). In the alternative, the City partnered with Downtown Streets, Inc., a local nonprofit organization that specializes in street-based homeless interventions and workforce development for individuals experiencing homelessness. The program has a respected track record in Santa Clara County and Alameda County as a pre-employment step that is beneficial especially for those who have multiple barriers to employment. The pilot is focused on beautification efforts around Lake Merritt. In this program model, unsheltered residents receive gift cards in return for volunteering on sanitation/beautification projects. Participants also receive job-focused services such as resume writing and assistance with placement into paid employment. The funding for this program ends on June 30, 2019. So far, 30 individuals have participated in the program and 3 have obtained regular paid employment.

In addition to the recommendations above which were implemented over the past two years, other new interventions in the past two years include:

Prevention

See Public/Private Collaboration-Keep Oakland Housed, above.

HEAP funds

In the fall of 2018 the City applied for, and was awarded \$8,600,000 in state funding from the Homeless Emergency Aid Program (HEAP). An additional \$3,200,000 in HEAP funds was awarded to the City through Alameda County. Designed to allow jurisdictions to quickly ramp up their response to street homelessness, Oakland immediately began using these funds to support interventions such as year round emergency shelter, community cabins, safe parking, and mobile hygiene. These funds will be expended by the end of FY 19-20.

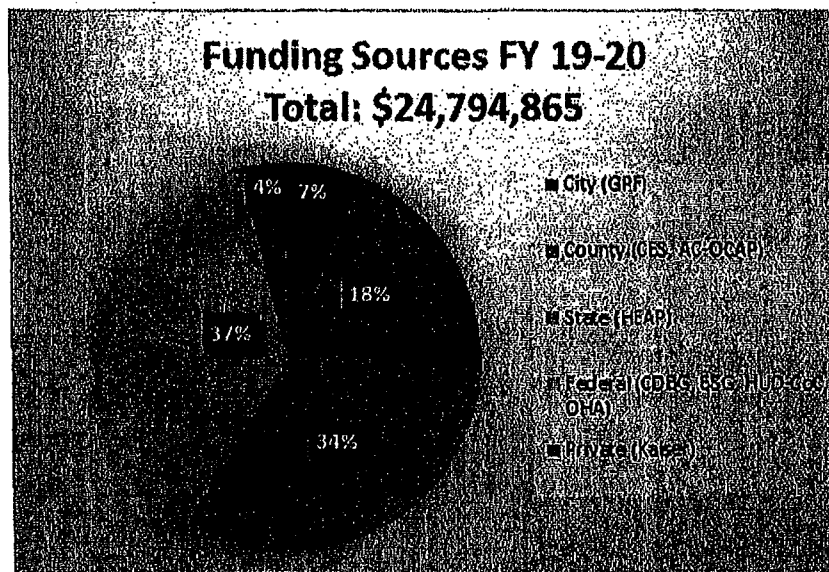
Current Snapshot of Services and Funding

For the 2019-2020 fiscal year (FY) the Human Services Department is projecting a budget of \$24,795,000 through a combination of federal, state, county, city and private funds. Approximately 40% of these funds (\$10,000,000) are part of the baseline of homelessness funding and approximately \$15,000,000 are one time funds with an end date in the next 1-2 years.

These funds are managed directly by the Human Services Department and do not include other City resources. The costs for service from dedicated Public Works and OPD personnel that are directed to support the work of addressing homelessness is significant, but not captured within this report. In addition, emergency 911 response by the Oakland Fire Department, paramedics and the Oakland Police Department are also not quantified in this report, but are equally significant. Alameda County also makes investments that more broadly support services and housing for people experiencing homelessness in Oakland and countywide. These include Permanent Supportive Housing programs (such as Shelter plus Care), and investments in affordable housing which are allocated on a county-wide basis. County health care, behavioral health care (mental health and substance use disorder), social services and probation also provide services to homeless individuals primarily in brick and mortar facilities, but with limited

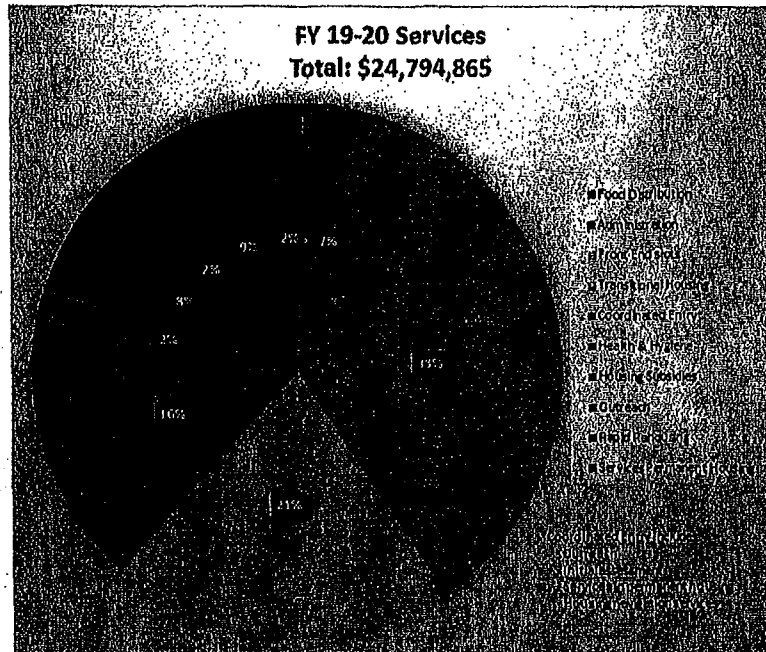
mobile service such as Health Care for the Homeless and a small pilot mobile mental health program.

The chart below reflects the total operating budget for the City of Oakland's Community Housing Services Division and illustrates the specific percentage of each funding source. It is important to note that one-time State funds (HEAP) account for over one-third of the total operating budget. Federal funding, comprised of multiple grants (i.e. CDBG, ESG, HUD CoC, OHA)¹, also accounts for over one-third of the total operating budget. City, County, and Private funding collectively account for the remaining third.



Allocations by service type: over half of the budget has been earmarked for crisis response beds, Transitional Housing and Front End slots (Community Cabins, Safe Parking, shelters). Definitions of homeless services are included as **Attachment B**.

¹ Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG), Housing and Urban Development (HUD), Continuum of Care (CoC), Oakland Housing Authority (OHA), Coordinated Entry System (CES), Alameda County-Oakland Community Action Partnership)



ANALYSIS AND POLICY ALTERNATIVES

Updated PATH Plan

This section of the report contains many recommendations that will help improve the system of care for individuals who are homeless. The following recommendations are highlighted because they are most aligned with a City role for investment; they build on existing work and focus on the reducing unsheltered homelessness. However, concurrently we must emphasize that creating more deeply affordable housing, and creating it quickly, is the single most important goal to solve homelessness.

- Continue to invest in prevention and anti-displacement efforts, but more narrowly focus those investments to specifically target individuals who are most likely to become homeless without that intervention.
- In partnership with private and County funding, create an additional 400 emergency beds per year for unsheltered residents and improve community impact through a variety of strategies such as community cabins, sprung tent shelters, safe parking, respite beds, and other models. This is above and beyond the over 700 bed increase that has already happened since 2017 and which currently is funded with state HEAP monies through FY 2019-20.

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- End unsheltered family homelessness through investments in expanded shelter, housing navigation, and rapid rehousing. Include an alignment of existing childcare and workforce funding to maximize support services for these families.
- Eliminate racial disparities that are impacting African Americans who are homeless in Oakland by using an equity framework when planning and evaluating interventions.
- Purchase a third "Henry Robinson" aligned with the current transitional housing and rapid re-housing services provided at the Holland and Henry. The on-going operational funding for the Holland and a potential third site is NOT secured and thus requires a revenue strategy as defined below or partnering funders.
- Create a multi-agency Housing Pipeline Group, potentially the Kaiser funded Housing Impact Table, that defines clear and certain metrics and tracks success for the development of affordable, deeply affordable and permanent supportive housing units. This group allows for focus on reducing barriers to producing units for very low income households and strategically aligning existing services and funding streams.
- Support the development of a County-wide ballot measure to raise revenues that support services and operating subsidies that can be matched to existing City and County funded bond projects to truly meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.

While the City of Oakland alone cannot afford the level of investment outlined here, strategically engaging County, state, federal and private partners will be critical to resolving the suffering so many of our neighbors are experiencing on the street.

For the past several months, the City has been working on a draft of the Updated PATH Plan. This process has included data analysis, a review of existing documents and meetings with key stakeholders. A complete list of stakeholders who have provided input this far is included as **Attachment C**. A summary of goals and recommendations from the draft Updated PATH plan is below. Work is ongoing and there will be opportunity for community input in the next few months before the plan is brought forward for Council's consideration.

This Plan includes the following (DRAFT) goals, which will be tracked annually to measure progress over the next five years:

- Reduce the number of people experiencing homelessness in Oakland
 - Fewer people become homeless each year
 - More people return to housing as quickly as possible
 - People don't have to sleep outdoors
 - People who have been homeless have the incomes and supports they need to avoid returning to homelessness
 - Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors
- Focus on equity to reduce racial disparities
- Align Oakland resources and policies with partners in county, state, and private sector
- Learn from and use best practices based on evidence about what works

Specifically, the plan sets the following ambitious targets:

- 2020: No families with children will be sleeping outdoors, in cars, or other places not meant for human habitation

- 2021: Reduce unsheltered homelessness by half and reduce all homelessness in Oakland by 1,000 people from 2019 levels
- 2021: Eliminate disparities by race in permanent housing outcomes
- 2022: No one needs to sleep outdoors or in places not meant for human habitation
- 2023: Reduce all homelessness by half from 2019 levels

The countywide Point In Time (PIT) count from January 2019 shows a staggering increase in the number of people experiencing homelessness in Alameda County. The numbers of homeless individuals has increased 43% from approximately 5600 in 2017 to approximately 8000 in 2019. This also represents a 63% increase in unsheltered homelessness countywide.

While the Oakland specific numbers from the January 2019 PIT count are not available at this time, staff can make educated assumptions about the relationship between City and County counts. The City of Oakland is usually home to 50% of the homeless population in the county. Therefore, staff expects that Oakland's PIT count will be around 4000 individuals. Staff estimates that 3000 people in Oakland experience unsheltered homelessness each night. On an annual basis, the estimate is that between 7000 to 10,000 individuals in Oakland experience homelessness at some time during the year. Because many people experience episodes of homelessness that last for a few days or weeks, not all of these people will be homeless at the same time.

Most people who experience homelessness in Oakland are African American. 68 percent of Oakland's homeless population is African American, compared with only 28 percent of Oakland's residents. Racial disparities in who becomes homeless result from systemic racism and disparities across many systems including housing, employment, criminal justice, education, and foster care.

An overarching goal of the updated PATH Plan is to eliminate racial disparities that are impacting African Americans who are homeless in Oakland and to use an equity framework when planning interventions and evaluating progress.

Embedding Racial Equity into Oakland's Plan to End Homelessness

Throughout the United States, people who are African American are more likely to experience homelessness than people who are White, Latino or Asian. In addition to being disproportionately represented in the homeless population, when compared with Whites, African Americans who are homeless are also:

- Less likely to exit homelessness to permanent housing
- More likely to move in with family or friends when they exit homelessness
- More Likely to return to homelessness

An overarching goal of the updated PATH Plan is to eliminate racial disparities that are impacting African Americans who are homeless in Oakland and to use an equity framework when planning interventions and evaluating progress.

Recommendations for eliminating racial disparities in the homeless system include:

- Disaggregate data by race on a systems level and program (agency) level

- Use data to improve service delivery and outcomes for African Americans (see pg 23 for current data analysis questions)
- Ensure that program design, implementation, and evaluation are informed by African Americans who have lived experienced homelessness.
- Expand training for service providers on the impacts of institutional racism and racial bias on African Americans experiencing homelessness.
- Provide capacity building and support to smaller community based African American organizations to partner with City in addressing homelessness
- Create intentional cross-sector collaboration with systems (foster care, criminal justice) where African Americans are disproportionately involved / impacted
- Provide incentives or preference for non-profits to include people with lived experience as staff members

Homeless Prevention

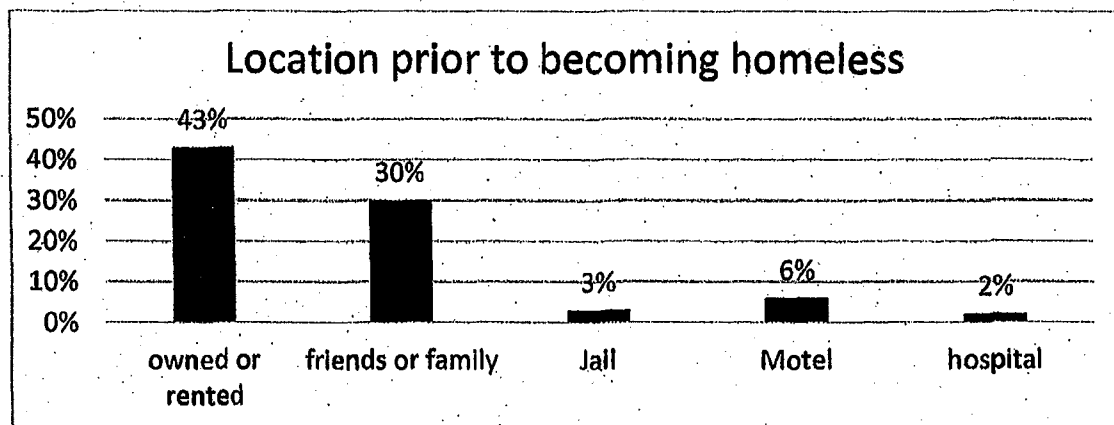
In addition to those people who experience homelessness at some time during the year in Oakland, there is a larger group of people who experience housing instability each year who never become literally homeless – on the streets – but are at risk of this happening. Many people who lose housing double up with family or friends or stay in motels or other temporary accommodations until they can find another place to live. For households with children, these families are considered homeless under the US Department of Education's definition of homelessness. However, they are not considered homeless under the Housing and Urban Development (HUD) definition of homelessness. The City of Oakland, along with Alameda County and private philanthropic partners has implemented a variety of broad prevention strategies designed to address a household's housing crisis. The Updated PATH plan recommends continuing and expanding these strategies with an emphasis on:

- **Adding services to existing anti-displacement programs:** Existing programs primarily focus on legal and financial assistance to help a household maintain their housing. However, there are often other issues, in addition to financial ones, that lead to housing instability. These could include job loss or under-employment, unaddressed substance use or mental health issues, domestic violence, or health issues. Providing short term case management services to assess for and address these issues within a household may increase the likelihood that the household will maintain their housing.
- **Flexible financial assistance:** Flexible financial assistance can cover everything from rental and utility arrears to car repairs and work clothes in order to prevent housing loss or get into new housing without becoming homeless.
- **Increase Income e.g., workforce programs:** Obtaining income that is stable and sufficient to pay for housing costs is a crucial component to successful housing retention and to preventing future housing crises.
- **Asset retention – e.g, estate planning to avoid probate when a family member dies and the family risks property loss**
- **Targeting prevention dollars to those most at risk of becoming homeless**

➤ Targeted Homeless Prevention

A key component of effective homeless prevention programs is the ability to predict and target which households are most likely to become homeless. This is challenging, but well worthwhile. Homeless prevention, also referred to as targeted homeless prevention, also referred to as targeted homeless prevention, is a set of interventions designed to target people who are literally closest to being unsheltered on the streets or in emergency shelter. These strategies prevent people from becoming literally homeless and to help them maintain their housing.

Approximately 64 people per week are newly homeless in Oakland.² Where individuals lived prior to becoming homeless points to gaps in the system of care and provides a look into what types of homeless prevention services might be offered to help individuals maintain their housing.³



In the 2017 Oakland PIT Count, Forty-three percent (43%) of individuals experiencing homelessness in the City of Oakland reported living in a home owned or rented by themselves or a partner immediately prior to becoming homeless. Thirty percent (30%) of people reported staying with friends or family. In addition, data from the Homeless Management Information System (HMIS) shows that 10% of those becoming homeless had a prior episode of homelessness within the past two years. The data also shows that people who exit homelessness to friends and family are the most likely to return to homelessness. This data provides information for targeted homeless prevention.

Targeted homeless prevention assistance may include a combination of financial assistance, housing problem solving, mediation with friends/family, legal assistance, and connection to other mainstream service systems for support such as health care, benefits, and employment.

Recommendations¹ for targeted prevention include:

² Based on 2017 Oakland PIT count survey of percent of people who reported becoming homeless in the past 7 days.

³ 2017 Oakland PIT Jurisdictional Report

- Use data and a proven screening tool to prioritize resources to those most likely to actually become homeless
- Prioritize people who have been homeless in past two years
- Prioritize people who exited homelessness to friends/family
- Eliminate barriers – ex: requirements to have a lease, certain income, good credit, etc.
- Track outcomes through HMIS to see if households become homeless

Assume homelessness can be prevented (or solved quickly) for up to 20-30% of people who experience homelessness.
Average cost of prevention = \$4,000/household
\$2.5 million a year would assist 600-700 households to prevent homelessness or quickly return to housing each year.

➤ **Increasing and Stabilizing Income**

A household financial crisis can be both a cause of homelessness and a barrier to obtaining permanent housing. In the 2017 PIT count survey– 58% of respondents identified money issues as leading to their homelessness; 36% said employment assistance might have prevented their homelessness. The need for a living wage job to prevent people from losing housing, and to help people secure housing, was a key theme from consumer focus groups conducted to inform the updated PATH plan. Staff recommends investing in two types of employment support targeted to the homeless population. The first is low barrier work opportunities, such as beautification work crews for people re-entering the workforce. The second is career track focused employment search and employment maintenance, designed to support formerly homeless people who are recently housed and need to increase their income to maintain their housing.

Recommendations for increasing income include:

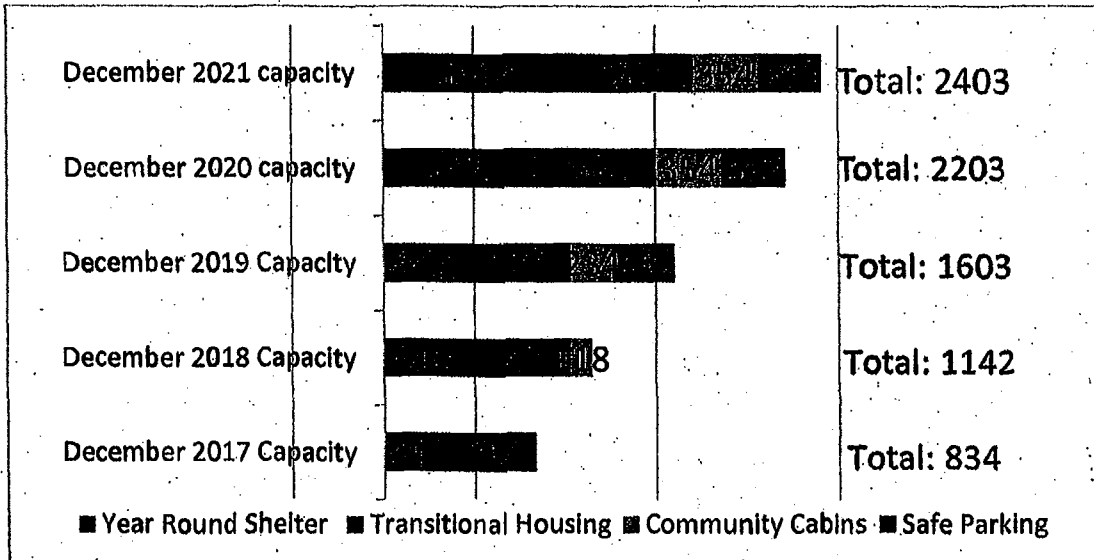
- Align and prioritize existing Workforce Innovation and Opportunity Act (WIOA) workforce programs to ensure access for people who are homeless or recently housed.
- Conduct a joint RFP process across all City workforce programs with a set aside of 30% for programs serving currently and formerly homeless people.
- Ensure a minimum of 90% of people across all homeless programs (emergency shelter, transitional housing, etc) are connected to mainstream income benefits programs (e.g. SSI)

Invest \$1.6 million in employment services linked to low barrier work opportunities, homelessness prevention and rapid re-housing.
\$800,000/year to provide employment specialists who work with people at imminent risk of homelessness or recently housed. Helps people increase their incomes so they can pay rent and maintain housing.
\$800,000/year to support 200 people with a low barrier work opportunity and training program (\$5,000/person for 3-4 month work crew with associated employment services).

Create More Emergency Beds: Reducing the Number of People Sleeping Outside

➤ Increase emergency bed capacity to meet urgent needs

To offer a safe place to be to all unsheltered people in Oakland by 2022, staff recommends increasing the total number of crisis response beds (emergency shelter, transitional housing, community cabins, safe parking, other interventions) by 400 beds each year in 2020 and 2021. We have already increased capacity by 700 beds in two years. These 800 beds would be in addition to the City's current inventory of crisis response beds which is projected to be 1600 by the end of 2019. The chart below shows the City's progression in adding crisis response beds for its unsheltered residents⁴. All additional beds should be considered temporary with the ability to scale up quickly and be transitioned to other more permanent use when no longer needed (ex: large sprung tent shelters, or converted into permanent housing). Initially beds should be prioritized for unsheltered families with children. Optimally, the City will create a shelter appropriate for families such as a brick and mortar or pre-fab building.



The chart above proposes the addition of 800 beds between December 2019 and December 2021 in the following configuration:

Increase emergency shelter by 600 beds (300 beds each year)--
 operations cost at \$50/bed night: \$5,500,000 in 2020, \$11,000,000 in 2021
 Capital costs for large sprung shelters: \$3,400,000

Increase Transitional Housing by 80 beds (40 beds each year)- operations costs at \$65/bed
 night: \$1,000,000 in 2020, \$2,000,000 in 2021
 Capital costs: \$7,000,000 (measure KK)

⁴ Funding for Oakland's current crisis response beds has come primarily from HUD CoC, State HBAP funds and private funding with smaller amounts from the County and City General Fund.

Expand community cabins interventions by 120 beds (60 beds each year) –
operations costs at \$58/bed night: \$1,300,000 in 2020, 2,600,000 in 2021
Capital costs: \$600,000

Total capital costs: \$4,000,000
Total operations costs in 2020: \$7,800,000
Total operations costs in 2021: \$15,600,000

Two Year Investment Needed:
Invest \$4,000,000 over two years for the purchase/construction of additional shelter and
community cabin beds.
Invest \$7,800,000 in operations costs in 2020
Invest \$15,600,000 in operations costs in 2021
Excludes capital costs for purchase of SRO/IH beds – already allocated through measure KK

➤ Campground model

An alternate model of increasing the number of safe spaces for people to be is to create large regulated campgrounds for unsheltered people. **The cost of starting and operating a site for 100 people is approximately \$650,000 per year.** This is inclusive of site set up, 24/7 double staffing, portable toilets, and water. Through researching other communities (Seattle, Modesto) staff has seen that where large loosely regulated campgrounds are established they have not been successful and have ultimately had to close. As a result, we strongly recommend double staffing, especially at the start of any pilot like this. However, if a site were to open and be stable for a period of time, the second staff person could be replaced with a campground member who plays this role in either a fully paid or an internship/job training position. This model, as funded, also does not include any services or flexible housing funds to assist with housing placement. If housing navigation and flexible housing funds were included, it would cost a minimum of \$900,000/year. Without those elements and adequate site control, this model is not likely to result in many positive housing outcomes for the people served and there is strong likelihood that it could devolve as it has done in other jurisdictions as well as in the Compassionate Communities pilot.

➤ Self governed encampments

The creation of self-governed encampments is a policy decision for the Council to consider. A possible way to pilot this is a "self-governed in place" model where an existing encampment community is provided with some level of support from a community based agency (chosen by the encampment and City together) to assist with the development of structure and policies for the group. A site leader could function as the main point of contact with the City. It is important to note that in communities where self-governed sites have been formalized and in communities where self-governed sites are not formalized, these sites are generally clean and sober and do not accept or keep residents with substance use or mental health needs. So, while this model may be a good fit for some of Oakland's homeless population it is not a good fit for all people.

➤ Prioritize beds for unsheltered families

Based on data from the Family Front Door, the North County Coordinated Entry System for homeless families, **on any night there are an estimated 120 unsheltered families, mostly**

women with young children, in Oakland living on the streets- in tents or in cars. The impacts of homelessness on children are severe and include impacts to physical and mental health, academic performance, sense of safety and overall development. Moving families from the street into their own housing, housing with friends and family, or into crisis response beds must be a City priority. The City of Oakland has begun working with the City of Emeryville on a process to temporarily use an empty modular building, in Emeryville, as an emergency shelter for families. This shelter location is temporary while the City pursues the purchase of property in Oakland and constructs its own modular family shelter. **Funding for on going services and operations has not yet been identified.**

➤ Increase utilization of beds

To maximize occupancy, crisis response beds should be low barrier to entry (no requirements for sobriety, mental health treatment or income) and eliminate unnecessary program rules that discourage people from using shelters. Programs should use best practices in the design and implementation of their programs including accommodations for partners and pets, more privacy in sleeping areas, place to store possessions, and opportunity for people to stay indoors and engage in services during the day. The Community Cabins are an example of a very low barrier shelter. Other shelter programs, such as St. Vincent de Paul, have recently added limited storage in an attempt to become more low barrier in their model.

➤ Increase housing exits from beds: Ensure there is an exit strategy for every crisis response bed

Faster exits to housing will make beds available to more people each year and will result in better outcomes for people served in crisis response beds. Strategies could include:

- Using a portion of shelter beds as "bridge" housing for highly vulnerable people who will be matched to a permanent supportive housing unit soon. Provide housing-related services to ensure that these people have the documents they need to qualify for housing, and help with navigating the housing application process.
- Assisting people to exit quickly to friends and family (provide housing problem solving conversations, mediation) and providing short term financial assistance to support this outcome
- Using Rapid Rehousing (rental subsidies and services) to help people locate housing, provide a gradually decreasing rental subsidy for 6-12 months, and provide supportive services to ensure a household can maintain their housing.
- Facilitating connections to all available resources for housing assistance, including the coordinated entry system as well as applications for other types of affordable housing or rental assistance.

➤ Use data to re-assess need for more / fewer crisis response beds

To end unsheltered homelessness in Oakland, improvements and investments must be made in all areas of the homeless response and affordable housing systems. **The City must use data about prevention/entries into homelessness and exits to housing to determine if it has the right number of crisis response beds at any given point in time.**

➤ Expand respite beds

The County should expand respite beds, short term shelter beds with enhanced services for people who are leaving the hospital and those experiencing health-related crises on

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the streets, including older adults with chronic medical conditions and functional impairments. Enhanced street-based outreach with a focus on health, mental health and behavioral health services is needed to engage highly vulnerable people and help them move into shelter or other interim housing, and facilitate connections to permanent housing and services to support stability.

Addressing Unsheltered Homelessness On The Street

Most of those experiencing homelessness in Oakland are unsheltered and live outdoors. In the 2017 PIT Count, 69% (1,902 individuals) of those counted in Oakland were unsheltered, compared with 31% (859) who were in emergency shelters or transitional housing.⁵ Oakland and Alameda County have equivalent levels of sheltered and unsheltered homelessness. However, what makes homelessness in Oakland unique in comparison to the County is the larger percentage of Oaklanders living in encampments. In 2017, Oakland identified 21% of those experiencing homelessness as living in encampments compared to 15% in Alameda County.⁶ Staff expects the percentage of people living in encampments to rise with the 2019 count. This report and the updated PATH Plan proposes a number of strategies to reduce and end unsheltered homelessness in Oakland. However, it will take time to make these investments and to see the results.

In the meantime, the City has been providing and should continue to provide health and hygiene interventions to unsheltered residents. These interventions currently include portable toilets, wash stations and garbage pick up at 15 encampments around the City. Mobile showers are currently provided at Community Cabin sites and starting in early FY 19-20 will also be available at several encampments. Staff are investigating the logistics and costs of providing drinking water and storage. A chart of preliminary costs is below.

Street Based Interventions				
Use	Amount	Cost	Number Sites	Annual Cost
Drinking water at encampments	1 gallon/ person/day (assume 20 people per site)	\$1 /gallon (estimated)	20 sites	\$146,000
Portable toilets/wash stations	1 regular unit, 1 ADA unit; cleaning 3 x week	\$15,000 / site/year	20 sites	\$300,000
Mobile showers	1 session = 42 showers; 24 loads of laundry	\$558/session	20 sites	\$580,000
Storage	Pilot capacity to serve 100 people total	TBD	TBD	TBD

of people and # of sites are provided as examples that could be scaled up as needed

⁵ 2017 Point-in-Time Count Data for Oakland: <http://everyonehome.org/wp-content/uploads/2017/11/2017HIRDReport-Oakland.2-2-3.pdf> p. 14.

⁶ 2017 Point-in-Time Count Data for Alameda County: <http://everyonehome.org/wp-content/uploads/2016/02/2017-Alameda-County-B.1-2.pdf> p.18-19.

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These interventions are not a solution to homelessness. Rather they are a way to manage the current crisis in the short term. **All stakeholders must remain focused on permanent affordable housing as the solution to homelessness.**

Rapid Rehousing

Based on data from the HMIS system, staff estimates that **30% of people who are homeless, at any given time (approximately 1200 people) could get back into housing with a Rapid Rehousing (RRH) Intervention:** time-limited financial assistance and housing-focused supportive services.

Current resources in Oakland include population specific RRH for transitional aged youth (ages 18-24), families, veterans, and seniors (through an emerging collaboration with Kaiser to help older homeless adults get back into housing quickly). Additional RRH funding for the general homeless population is also available as part of the City's Coordinated Entry System grant from the County. However, the current RRH capacity in Oakland can serve fewer than 300 individuals each year.

Strategies for Rapid Rehousing include:

- Attach new dollars for rapid-rehousing to crisis response beds to increase exits to permanent housing (and allow beds to be used by more people)
- Help people avoid returning homelessness
 - Link employment services and supports to rapid-rehousing to increase incomes
 - Use rapid re-housing as bridge to permanent subsidies: Engage Oakland Housing Authority as partner for those whose fixed incomes are inadequate to pay rent

Assume homelessness can be resolved for up to 30% of people who experience homelessness
at a per-household cost of RRH = \$10,500/household
\$12 million a year would assist 750 additional households to become housed

Landlord Recruitment and Incentives: Risk Mitigation Pool

The need to recruit and retain a group of landlords willing to rent to very low income and homeless households is crucial. The strategy proposed below applies to landlords who rent to clients in Rapid Rehousing programs as well as in deeply affordable and permanent supportive units.

- Create a risk mitigation fund for landlords. This is a pool of funding that landlords could access, if needed, to cover things like rental loss incurred to hold units, small repairs to meet Housing Quality Standards required by funding, or significant damage. This provides added protection for landlords who are willing to rent to someone with limited income, a poor rental history, or a criminal history. It is more cost effective to have a shared pool of funds than to pay each landlord a double deposit. Other communities, such as Denver, Orlando, Portland, and Seattle are successfully using this model. Risk mitigation funds are managed by a variety of entities including Cities, Counties or CoC's and may include public and private dollars.

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Deeply Affordable Housing

Most people who are experiencing homelessness in Oakland are living in poverty, and their incomes are at or below 20% of Area Median Income (AMI).⁷ With rents rising in Oakland much faster than incomes for those who are working in low-wage jobs or living on fixed incomes, the availability of housing that is affordable for households with extremely low incomes has been shrinking. Households with incomes below 30% of AMI⁸ are considered "Extremely Low Income (ELI)". Only about 1 out of 4 extremely low income people who qualify for housing assistance get any help with housing costs (rent subsidies or opportunity to live in an affordable housing unit). As a result, more than 75% of extremely low income households spend more than half their income for rent. This puts many of them at risk of homelessness when their income is disrupted or they face unexpected expenses. And it puts rental housing out of reach for many people who are experiencing homelessness in Oakland, even those who were renters or home-owners just before they became homeless.

Most of the affordable housing that has been developed in recent years has been designed to serve people with incomes at or below 50% of AMI. Other housing developments that include units designated for persons with incomes at or below 20% or 30% of AMI have often been created as permanent supportive housing (PSH), described below. While PSH meets a critical need for housing, primarily for persons with disabilities who experience chronic homelessness, it is not available to or needed by many people with extremely low incomes who experience homelessness. Developing and operating housing for people with incomes at or below 20% AMI has been very challenging for non-profit developers or other property owners, because tenants cannot afford to pay enough rent to cover the costs of operating and maintaining the housing – even when construction costs have been subsidized with public funding. Both capital funding (for costs of construction or purchase and renovation of existing buildings) and long-term operating subsidies (project-based rental assistance) are needed for the development of financially viable, deeply affordable housing for people with incomes at or below 30% of AMI.

Approximately 35% of the people experiencing homelessness in Oakland – about 3,300 families or individuals over the next four years – need deeply affordable housing in order to exit homelessness. This group includes older adults and people with disabilities who are living on fixed incomes (primarily SSI or social security benefits), those who are the primary caregivers of family members with special needs, and others who may be working in low wage jobs but unable to increase their incomes enough to pay rent without assistance that continues beyond the time limits associated with rapid re-housing or other short-term interventions. Research has shown that housing vouchers, which provide long-term rent subsidies, effectively end homelessness and prevent families from returning to homelessness. Access to stable, affordable housing provides a platform for better employment, health, and education outcomes.

Oakland faces both an extraordinary shortage of deeply affordable housing opportunities for residents who are experiencing homelessness, and an opportunity to use local investments to leverage additional state and federal resources to expand housing that is affordable to people with the lowest incomes. Strategies for expanding access to deeply affordable housing can include:

Production of New Units

⁷ 20% of AMI is \$16,280 for a single individual or \$20,920 for a family of three in Oakland

⁸

- **Setting a goal of dedicating 40% of available affordable housing funding to create deeply affordable housing opportunities for people with incomes below 20% AMI.** This will only be possible if units are linked with firm commitments from the Oakland Housing Authority to provide project-based vouchers which help tenants pay rent that will cover project operating costs.⁹
- **Using the City's affordable housing funding process** (i.e., the Notice of Funding Availability or NOFA) to incentivize developers to create units that are deeply affordable and restricted to people experiencing homelessness. Such units would be required to use a Housing First approach, which does not screen out applicants who are experiencing homelessness.

Accessing Existing Units

- **Prioritizing people who are experiencing homelessness for new units of deeply affordable housing** being created for households with incomes below 20% AMI, in projects that receive support from City's and Alameda County's affordable housing bond programs, and other sources of funding to create or preserve affordable housing.¹⁰
- **Engaging with the Oakland Housing Authority (OHA)** to strengthen and expand its current policies and programs that provide access to housing vouchers and affordable public housing developments, by **prioritizing people experiencing homelessness**, including those who need long-term housing assistance after participating in a program of transitional housing or other time-limited rental assistance, for half of all vacancies.
- **Making investments and policy changes to facilitate the use of OHA's federal housing subsidies:**
 - Providing housing navigation support services to assist people who are homeless as they complete the process of establishing their eligibility for vouchers, search for housing, and negotiate with landlords;
 - Collaborating with OHA to provide incentives for landlords to participate in the voucher program, including funds to repair damages when needed (see mitigation fund above)
 - Enacting local ordinance and supporting proposed state legislation to prohibit discrimination against housing applicants who use vouchers or other forms of rental assistance.
- **Establishing a new City funded "shallow rent subsidy" program** to provide subsidies of approximately \$600 a month to help participants pay rent.¹¹ Based on estimated need, this would cost \$14.5 million to serve 500 people (over 3 years).
- **Vetting all housing policies to ensure that access to stable, affordable housing is equitable across race and ethnicity**

Additional strategies are included below in the discussion of permanent supportive housing

⁹ Accomplishing this goal will be impacted by the requirements of Measure KK to fund preservation and rehabilitation, as well as the need to add funding to pipeline projects with funding gaps so that they can start construction in 2020.

¹⁰ In addition to these locally controlled resources, capital costs for these housing projects will be supported by other sources of state and federal funding, including Low Income Housing Tax Credits.

¹¹ As proposed, the program would provide a monthly rent subsidy of \$600 for 3 years, with extensions available for seniors or people with disabilities who are living on fixed incomes and unable to obtain other sources of long-term rental assistance or affordable housing. The total cost of providing this assistance over a 3 year period would be approximately equal to the cost of serving a person for one year in an emergency shelter or transitional housing program.

Permanent Supportive Housing

For many people with disabilities who experience chronic homelessness, particularly for those who face the greatest barriers to getting and maintaining stable housing, permanent supportive housing is the most effective solution to homelessness. Permanent supportive housing (PSH) combines deeply affordable housing with the supportive services some people need to live as successful tenants and neighbors. PSH also has the benefit of significantly reducing the crises that can otherwise lead to avoidable emergency room and hospital visits as well as involvement in the criminal justice system – thereby substantially reducing local government costs associated with crisis response and institutional care.

About 15% of the people experiencing homelessness in Oakland – or 2,000 people over the next four years – need permanent supportive housing in order to successfully exit homelessness. Most PSH that is dedicated (usually as a condition of federal, state, or local funding) to people with disabilities experiencing homelessness is made available through the county-wide coordinated entry system, which prioritizes those resources to people who have the highest level of vulnerability. The county's current supply of PSH is limited, but funding is available from several sources to create additional PSH, including the county-administered No Place Like Home (NPLH) program for persons with serious mental illness, and the state budget proposes additional funding to create housing for people experiencing homelessness.

To address the needs of people with disabilities who are experiencing homelessness, Oakland needs to create 1,500 additional units of permanent supportive housing within the next five years. These PSH units can be created using a combination of tenant-based rent subsidies combined with supportive services, and development of new PSH units. In many cases, PSH units can be included as a portion of the units in new affordable housing developments that will provide opportunities for people with disabilities and histories of homelessness to live in integrated settings with other community residents. In addition to new units of PSH, we anticipate that a total of about 500 people will be able to move into existing PSH as vacancies occur when current tenants move out. To increase the turnover rate of PSH, if permanent housing subsidies, through a new City program or through existing OHA vouchers, are made available to some long-term PSH tenants who have achieved stability but cannot afford to pay rent in the private market, the number of vacancies in existing PSH can be increased to provide housing opportunities to hundreds more of the most vulnerable people who currently experiencing homelessness.

Financing and implementing PSH requires collaboration among multiple partners who can work to align capital investments (for costs of purchasing vacant land or buildings and constructing or rehabilitating apartment buildings), operating subsidies in the form of either project-based vouchers, tenant-based vouchers, or a capitalized operating reserve (such as what NPLH offers) to pay rent to private landlords, and supportive services. Some of the sources of funding for PSH are controlled by the county, while others are controlled by the city, public housing authority, or provided to non-profit organizations in the form of grants or loans from federal or state programs, or private funders.

All PSH begins with providing deeply affordable housing, and adding both supportive services and tenant selection policies and practices that are designed to make PSH available to homeless people with disabilities who face the greatest barriers to housing stability and the greatest risks of harm and/or avoidable costs if they remain homeless. Accordingly, the

strategies for expanding access to permanent supportive housing, as well as deeply affordable housing should include:

- **Establishing a Pipeline Committee** that includes representatives of the city, Alameda County and the Oakland Housing Authority to coordinate and align investments of all resources that are needed and available to finance the capital, operating, and supportive service costs of permanent supportive housing and deeply affordable housing to meet the needs of people experiencing homelessness.
- **Partnering with OHA** to make deeply affordable housing opportunities, including tenant-based rent subsidies (vouchers) for people who are ready to "move on" from PSH, in order to make those housing units and supportive services available to other vulnerable people who are currently homeless.
- Supporting the development of a **County-wide ballot measure to raise revenues** that support services and operating subsidies that can be matched to existing City and County funded bond projects. This is needed in order to meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.
- Coordinating with implementation of public lands policy and upcoming ordinance to identify opportunities to create deeply affordable and supportive housing on some of the sites that will be dedicated for affordable housing.
- **Streamlining approvals** for proposed affordable and supportive housing developments.

Summary Of Recommendations

- Continue to invest in prevention and anti-displacement efforts, but more narrowly focus those investments to specifically target individuals who are most likely to become homeless without that intervention.
- In partnership with private and County funding, create an additional 400 emergency beds per year for unsheltered residents and improve community impact through a variety of strategies such as community cabins, sprung tent shelters, safe parking, respite beds, and other models. This is above and beyond the over 700 bed increase that has already happened since 2017 and which currently is funded with state HEAP monies through FY 2019-20.
- End unsheltered family homelessness through investments in expanded shelter, housing navigation, and rapid rehousing. Include an alignment of existing childcare and workforce funding to maximize support services for these families.
- Eliminate racial disparities that are impacting African Americans who are homeless in Oakland by using an equity framework when planning and evaluating interventions.
- Purchase a third "Henry Robinson" aligned with the current transitional housing and rapid re-housing services provided at the Holland and Henry. The on-going operational funding for the Holland and a potential third site is NOT secured, and thus requires a revenue strategy as defined below or partnering funders.
- Create a multi-agency Housing Pipeline Group, potentially the Kaiser funded Housing Impact Table, that defines clear and certain metrics and tracks success for the development of affordable, deeply affordable and permanent supportive housing units. This group allows for focus on reducing barriers to producing units for very low income households and strategically aligning existing services and funding streams.
- Support the development of a County-wide ballot measure to raise revenues that support services and operating subsidies that can be matched to existing City and County funded bond projects to truly meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.

The Updated PATH Plan remains in draft form for two primary reasons.

1. It is critical that the Updated Oakland PATH plan reflect a racial equity framework and include specific policy and program recommendations to address disparities by race within the homeless system. To do this requires disaggregating homeless data by race. The current countywide homeless data system, Homeless Management Information System (HMIS), does not easily have the ability to do this. The City has begun working with researchers from the University of San Francisco who are looking at 10 years' worth of Oakland homelessness data in order to answer the following questions about African Americans experiencing homelessness in Oakland.

- Demographic profile of African American clients in the homeless services system (age, gender, income source, income amount, disabilities, family size, veteran status, etc)
- Outcomes for African American clients compared to white clients:
 - The length of time homeless
 - Successfully exiting homelessness to permanent housing
 - Returns to homelessness
 - People prevented from becoming homeless
 - Increasing income between program entry and program exit

This data will inform decisions to continue or increase investments in things that are working well to address homelessness in the African American population and will highlight areas of the system where African American clients are not being served well compared to other groups so that changes can be made. The disaggregated data analysis is scheduled to be completed by late June.

2. Once a complete draft of the plan is finished, the City will seek community feedback on the recommended strategies. This feedback will be used to inform the final version of the plan.

FISCAL IMPACT

This is an informational report, there is not fiscal impact at this time.

PUBLIC OUTREACH / INTEREST

The work on both the implementation of the program strategies over the past two years and the development of the PATH Plan have had extensive engagement with multiple community stakeholders such as individuals experiencing homelessness, elected officials, county partners, business groups, community service providers, and many other community and neighborhood groups.

COORDINATION

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

SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds proposed in this report are for the purpose of providing housing and services to prevent, address and end homelessness.

Environmental: The provision of housing and services for 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 receive a comprehensive informational status report on the city's efforts to address the needs of the homeless individuals residing in Oakland with options and recommendations for additional administrative, legislative and budgetary actions to address homelessness.

Sabrina B. Landreth, City Administrator

Subject Informational report and recommendations on efforts to address homelessness

Date: 5/15/19

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For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services, Manager, at 238-6187.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Prepared by Lara Tannenbaum, Manager
Community Housing Services Division

Attachments:

- A -2017 Chart of Proposed Recommendations
- B- Homeless Services Definitions
- C- Stakeholder Input

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Attachment C

Interviews

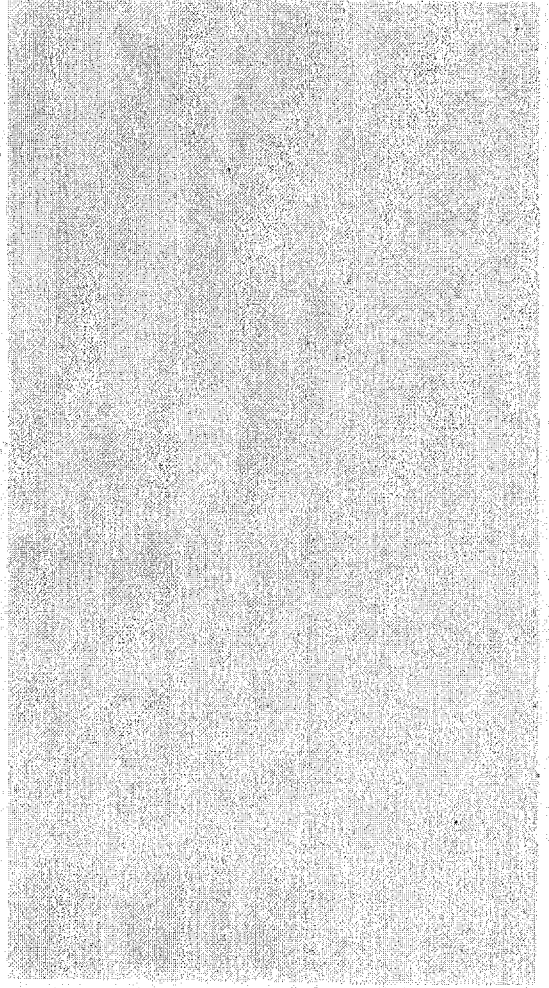
Date	Name	Affiliation
11/9/2018	Maryann Leshin	Deputy Director Housing and Community Development Dept.
11/9/2018	Michele Byrd	Housing and Community Development Dept.
11/30/2018	Daniel Scott	Community Development Specialist, Alameda Co. Housing and Community Development
12/18/2018	Michelle Hassan	Oakland Housing Authority
1/3/2019	Kathleen Clanon	Director, Alameda County Care Connect - Alameda County Health Care Services Agency
1/4/2019	Mayor Libby Schaaf	Mayor's Office
1/10/2019	Darlene Flynn	Dept. of Race & Equity
1/11/2019	Eric Johnson	Executive Director of the Housing Authority
1/14/2019	HAWG	Homeless Advocacy Working Group
1/17/2019	Supervisor Wilma Chan	Alameda County Board of Supervisors - District 3
2/7/2019	Myisha Steward	Community Housing Services Division
2/11/2019	Elaine DeColigny	Executive Director, Everyone Home
2/25/2019	Linda Gardner	Director, Alameda County Housing and Community Development
3/5/2019	Yvette Radford	Kaiser Permanente
3/6/2019	Maryann Leshin	Deputy Director Housing and Community Development Dept.
3/8/2019	Councilmember Kalb	Oakland City Council
3/8/2019	Family Front Door	EOCP & BFWC
3/20/2019	Councilmember Thao	Oakland City Council
3/19/2019	Jamie Almanza	BACS
3/22/2019	Councilmember Bas	Oakland City Council
4/12/2019	Darin Ranelletti	Policy Director for Housing Security, Mayor's Office
4/15/2019	Talia Rubin	Community Housing Services Division

FocusGroups

Date	Group
2/12/2019	St. Mary's Emergency Winter Shelter for Seniors
2/28/2019	Encampments (E. 8th & Alameda)
3/8/2019	Henry Robinson Multiservice Center
3/13/2019	Northgate Community Cabins
9/17/2019	Homeless Youth focus group at Covenant House
9/17/2019	Homeless Families focus group at Matilda Cleveland
9/18/2019	Trust Clinic- unsheltered people in downtown/West Oakland area
9/25/2019	Roots Community Health Center - unsheltered people in East Oakland
9/25/2019	Neighborhood/community leaders from NCPCs, neighborhood groups
10/1/2019	HAWG Steering Committee

DRAFT

2019 PATH PLAN UPDATE:
GOALS AND STRATEGIES



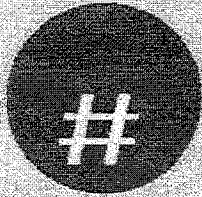
#1 GOAL

Eliminate Racial Disparities in the rates at which people experience homelessness and in exits to stable housing

STRATEGIES

Use **public and transparent data**, disaggregated by race, and **capacity building** to close the disparities for African American households in the rates at which they become homeless and exit homelessness

EQUITY OUTCOMES



of African American households experiencing homelessness will be reduced to be proportionate to the representation of African American households in Oakland's general population

INPUTS

Interventions, Best Practices, Bright Ideas

Ensure transparent and public accountability for equity goals and progress

Fund robust outside evaluation of all homeless programs/strategies with emphasis on equity indicators for African American households

Disaggregate all data by race (grant outcomes, staff reports, etc) and use data to improve outcomes for African American people

Ensure that program design, implementation and evaluation are informed by African Americans who have lived experience with homelessness (i.e. through agency capacity building, as part of RTP scoring criteria)

Deliver training for service providers on impacts of institutional racism and racial bias

Support and build the capacity of smaller community based organizations of color

Provide capacity building for non-profits to do succession planning and ensure that senior staff who are people of color are supported to move into executive leadership roles

Target funding towards programs and strategies that have a proven track record of success serving communities of color.

INVESTMENTS

Current Investments

Need to reach 5 Year Goal

Dedicate \$400,000 in each year of the 5 year plan to support evaluation, agency capacity building/training

COLLABORATION OPPORTUNITIES

City Funding, Collaborative Funding

Create intentional cross-sector collaborations with systems and programs where African Americans are disproportionately involved / impacted

Ensure that equity goals are addressed in the implementation of countywide systems of coordinated entry to housing and supports for people experiencing homelessness

Private dollars to seed evaluation and capacity building efforts over first two years

#2

GOAL - Fewer people become homeless each year

STRATEGIES

Prevention programs are **targeted** to assist those who are most at risk of becoming homeless

Increase **housing problem solving** support throughout all aspects of Oakland's homeless system to divert people from entering homeless system

Increase access to employment programs designed to stabilize income and keep people housed (see goal # 6)

OUTCOMES

EQUITY IMPACTS

Within prevention outcome targets above:

700

households provided with targeted homeless prevention each year

50%

BY 2024 reduction of new households becoming homeless from 2019 levels | from more than 300 people per month to fewer than 150 people per month¹

HELPS to address disproportionate rates of homelessness among people of color

INCREASED Increased impact by focusing on culturally-specific prevention providers

PROPORTIONAL REDUCTION in rates of African American households returning to homelessness

TRACK DATA to ensure that African American households are receiving prevention assistance at rates that are proportional to their representation in the homeless population

¹ Based on PIT count survey estimates

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Design prevention programs to assist those most at risk of becoming homeless</p> <p>Use evidence-based screening tools to identify people most at risk of becoming homeless and prioritize resources to address critical needs.</p> <p>Use racially disaggregated data to target assistance to populations most at risk of homelessness or of returning to homelessness (i.e. people who exit to friends and family)</p> <p>Offer flexible financial assistance to help people stay in housing</p> <p>Add resources to support robust housing problem solving throughout homeless system for people at risk of homelessness as well as people recently homeless (see goal on returning to housing)</p> <ul style="list-style-type: none"> ✓ Eliminate barriers such as requirements to have a lease, income, good credit. ✓ Use data to identify and address racial disparities in the rates at which people are becoming homeless. ✓ Collaborate with systems where African Americans are disproportionately involved/ impacted to prevent homelessness (e.g. when people leave criminal justice or foster care systems) 	<p>No current initiatives in Oakland that focus exclusively on people most likely to become homeless</p> <p>\$12 million over 3 years in private funding for Keep Oakland Housed- legal services, financial assistance, small amount of supportive services</p> <p>City, County, and private partners are funding anti-displacement efforts that include legal services and financial assistance for low-income renters and home-owners, but these programs are not aligned with one another and may not prioritize or offer enough assistance for people who are most at risk of experiencing homelessness</p>	<p>\$2.5 million / year for prevention assistance to 700 households (average \$3,500 - \$4,000 per household)</p>	<p>Prioritize those most at risk of homelessness for most prevention funding. Recommend City policy directive that all new prevention/anti displacement funding above current levels be used for targeted homeless prevention</p> <p>Work with public and private funding partners to develop new funding that is integrated with other anti-displacement/prevention efforts and targeted to those most likely to become homeless</p> <p>Invest new City GF to start targeted prevention pilot and attract additional private investments</p> <p>Align existing anti-displacement programs that offer legal and financial assistance, and identify opportunities to strengthen the capacity of these programs to serve people most at risk of homelessness</p> <p>Formalize partnerships with systems that have contact with households at risk of homelessness to ensure connection to housing problem solving and targeted prevention funds and services (i.e. school district, unemployment offices, health care settings, faith based community)</p> <p>Engage partners in public and private sectors to launch a countywide outreach and education campaign to ensure landlords are aware of resources for their tenants</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Target funding towards programs and strategies that have a proven track record of success serving communities of color</p> <p>Track homelessness prevention efforts through HMIS</p>			
<p>Help people who are at risk of homelessness increase incomes through linkage with employment programs</p> <p>Ensure that homeless people are connected to mainstream benefits programs for which they are eligible. (see goal on Increasing and Stabilizing Income)</p> <p>Add case managers to senior centers to provide targeted assistance to low-income seniors who are at risk of losing their housing</p> <p>Preserve home ownership for low income home owners and their heirs with a specific focus on census tracts identified to have a high correlation with displacement</p> <ul style="list-style-type: none"> • Provide legal services to help extremely low income people to avoid probate, so that family members don't become homeless upon the death of property owner 			<p>See goal on Increasing and Stabilizing Income</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<ul style="list-style-type: none"> Assist low income homeowners with deferred maintenance costs. Explore expedited permitting process to assist them and their heirs to maintain ownership of the property Encourage home sharing as a way to preserve housing among low income homeowner and increase available housing stock- with a specific focus on census tracts identified to have a high correlation with displacement Provide financial assistance and explore expedited permitting process for low income homeowners to repair/upgrade their home for home sharing (ex: addition of second bathroom for a tenant) 			

#3

GOAL

More people return to housing as quickly as possible

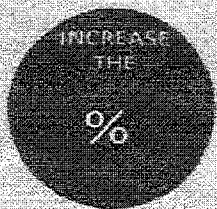
STRATEGIES

Effective **problem-solving** approaches assist people to identify and pursue available options outside of the homeless services system

Make available **flexible housing subsidy** support and accompanying **services** (Rapid Rehousing) for the 30% of people experiencing homelessness who could use this intervention to get rehoused

Increase access to **employment programs** designed to stabilize income and keep people housed

OUTCOMES



of people who exit homelessness within 90 days

250

households per year

assisted to avoid homelessness or quickly end their homelessness through housing problem solving

750

additional households per year assisted with short or medium term subsidies and support services

EQUITY IMPACTS

INCREASING

the rate at which people return to housing helps to address the disproportionate rates of homelessness among communities of color, especially among African American households.

INCREASED

impact by using culturally-specific providers

USE

racially disaggregated data (both qualitative and quantitative) to evaluate and improve the success of the above interventions for African American clients

USE DATA to ensure

that African American households are successfully accessing interventions such as housing problem solving, flex funds, & rapid rehousing, to end their homelessness at rates that are proportional to the percentage of African American households in the homeless population

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Provide housing problem-solving support:</p> <ul style="list-style-type: none"> Identify every household's strengths and existing support networks. Explore safe housing options outside the homelessness services system, even if temporary. Connect households to community supports and services. Focus on removing barriers to family / friend reunification (ex: obtain income, begin substance use treatment) <p>Increase training/capacity building of staff throughout homeless services system to provide this intervention</p> <p>Have problem-solving conversations that focus on potential housing solutions with <u>everyone</u> who is experiencing homelessness</p> <p>Help people to exit to housing with friends and families, when safe and appropriate</p>	<p>\$315,000 in housing problem solving flex funds</p>	<p>\$750,000 / year for 250 households to be assisted with housing problem solving and light touch financial assistance</p>	<p>Connect households to safe housing options that are outside of the homelessness services system.</p> <p>Collaborate with Alameda County to identify and sustain resource commitments for relative housing using locally controlled resources such as state funding for homeless assistance programs (e.g. HEAP), city and county General Fund, "boomerang" property tax revenues, potential new county revenue measures, etc.</p> <p>City Measure W funds</p>
<p>Expand Rapid Rehousing programs to provide support for housing search, flexible funds for move-in costs, time limited housing subsidies, services to support the household and link to community resources</p>	<p>2.8 million Rapid Rehousing funds for 270 households per year</p>	<p>\$11.25 million / year to provide rapid rehousing assistance to 250 households who are on streets or using crisis housing / shelter (average \$15,000 per household)</p> <p>\$120,000 in landlord recruitment / retention staffing.</p>	<p>Develop agreements about the use of local governments in funding the essential components of rapid rehousing programs</p> <p>Collaborate with Alameda County community-based organizations and</p>

INPUTS

Interventions, Best Practices, Bright Ideas

Attach funding for rapid rehousing to crisis response beds

For people with fixed incomes who live in deep poverty, including seniors and people with disabilities, use rapid rehousing as a bridge to long-term rental subsidies.

INVESTMENTS

Current Investments

Need to reach 5 year goal

COLLABORATION OPPORTUNITIES

City Funding, Collaborative Opportunities, Policies

Collaborate with Oakland Housing Authority to make long-term rental subsidies available to people with fixed incomes who are in rapid rehousing programs so they need ongoing financial assistance to avoid returning to homelessness

4 GOAL

Expand, Improve and Maintain crisis response beds

STRATEGY

Create more crisis response capacity including a total of **800 additional beds over two years** between January 1 2020 and December 31st 2021

Ensure **on going funding** for existing and new crisis response beds

OUTCOMES

BY 2021

No families with children will be sleeping outdoors

BY 2023

The crisis response can quickly shelter or rehouse anyone experiencing a housing crisis

EQUITY IMPACTS

INCREASING

the number of crisis response beds helps to address the disproportionate rates of unsheltered homelessness among communities of color, especially among African American households.

CREATING

additional facilities in many parts of the city will provide opportunities for residents who are experiencing homelessness to find shelter in neighborhoods where they can be close to their families, faith communities, and support networks, and will reduce the number of African American households who are displaced from **OAKLAND.**

TRACK DATA

to ensure that African American households are using emergency crisis response beds and exiting to permanent housing at rates that are proportional to their representation in the homeless population

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Expand the capacity of the crisis response system by adding beds and new facilities, including emergency shelters, community cabins, transitional housing and safe parking</p> <p>Ensure adequate capacity to provide shelter to all families with children who don't have safe alternatives</p> <p>Create crisis response options throughout the City to serve the needs of each community</p>	<p>In FY 19-20 City is investing \$8.3 million dollars (mix of city, county, state funds) in crisis response beds (shelter, community cabin, safe parking)</p> <p>As of December 2019, the crisis response system in Oakland will have the capacity to serve 1600 people overnight in emergency shelters, transitional housing, community cabins, and safe parking programs – an increase of more than 400 beds since 2018.</p> <p>Additional funds are being allocated or purchase / construction of additional shelter beds</p>	<p>\$9.4 million over the next 2 years for the capital costs of purchasing or constructing sites for 800 additional shelter beds in the Spring shelter model</p> <p>\$9 million for operating costs for an additional 400 beds by 2020 (including of ext resources)</p> <p>\$18 million for operating costs for an additional 800 beds by 2021 (including ext resources)</p> <p>\$4.5M needed by FY 22-23 to maintain operations for Holland, SVdP shelter and new family shelter beds after one time funds end</p>	<p>County SSA shelter bed night funding for shelter beds</p> <p>Collaborate with Alameda County to identify and sustain resource commitments for expanded crisis system capacity, using locally controlled resources such as state funding for homeless assistance programs (e.g. HEAP and HHAP), city and county General Fund, potential new county revenue measure, etc.</p> <p>Measure W funds</p> <p>Alameda County and other health system partners to provide funding to expand respite beds for people who are leaving or being diverted from hospitals</p> <p>Advocate for expanded statewide and regional shelter investments to increase the capacity to provide emergency shelter</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Maximize occupancy in existing and new crisis response beds by reducing barriers to entry and removing unnecessary program rules.</p> <p>Add resource and adjust policies to convert existing crisis response beds into a Navigation Center (low barrier, exit resources) model:</p> <ul style="list-style-type: none"> • Accommodate people's partners, pets, and possessions • Allow people to stay indoors during the day and engage in service • Provide housing Navigation Services for each person • Co-locate County services on site such as SSA (GA, CalFresh), and HCSA (Physical and Behavioral Health Care) • Ensure that there is a funded exit strategy for every shelter bed. <p>Set aside specific beds for:</p> <ul style="list-style-type: none"> • Street-based outreach to engage highly vulnerable people and help them move indoors • People whose encampments are being closed due to health and safety concerns • People who are employed/quickly employable to facilitate fast movement into housing • People who are likely to be prioritized for housing opportunities, making it easier to help them move into housing quickly 			<p>Collaborate with Alameda County to identify and sustain resource commitments to facilitate exits from crisis response beds, using locally controlled resources such as state funding for homeless assistance programs (e.g. HEAP and HHAP), city and county General Fund, potential new county revenue measure, etc.</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Help people experiencing homelessness make connections to the resources of mainstream systems for which they are eligible (ex. CalWorks Housing Support programs for Veterans and people living with HIV/AIDS, etc.)</p>			<p>Collaborate with Alameda County, community-based organizations, and other local jurisdictions to sustain and strengthen the implementation and management of a Coordinated Entry system for people experiencing homelessness.</p>

#5

GOAL

Expand supply of deeply affordable and supportive housing for Oakland's most vulnerable residents including seniors and people with disabilities who are living in deep poverty

STRATEGIES

Create at least 3,000 units of deeply affordable housing opportunities within the next five years

Create at least 2,000 units of permanent supportive housing within the next five years

OUTCOMES

5,000

vulnerable families and individuals will have the opportunity to move into permanent homes that are affordable to them over the next 5 years

PEOPLE

experiencing homelessness who have the greatest barriers to getting and keeping housing can receive the support they need to get and keep housing

EQUITY IMPACTS

African American households will access deeply affordable and supportive units at rates that are proportional to their representation in the homeless population

INCREASING

the number of deeply affordable and supportive housing units for people experiencing homelessness helps to address the disproportionate rates of homelessness among communities of color, especially among African American households.

POLICY REFORMS

and efforts to engage neighbors and community leaders will reduce impacts of discrimination (based on race, housing vouchers, credit history and criminal justice background).

using the coordinated entry system to select tenants for available deeply affordable and permanent supportive housing units will ensure that applicants reflect the disproportionate number of African American people who are experiencing homelessness in

OAKLAND.

RACIAL DISPARITIES

in the rates of which people move into deeply affordable and permanent supportive housing as well as maintain their housing will be closed.

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Expand Oakland's supply of deeply affordable and supportive housing using a combination of strategies that include:</p> <ul style="list-style-type: none"> • Long-term rent subsidies (e.g. local, state, federal vouchers) to provide tenant-based rental assistance • Shallow rent subsidies • Housing production - new units of new construction and/or acquisition/rehab with project-based subsidies to ensure long-term affordability <p>Establish a Supportive Housing Pipeline Committee to coordinate investments across public and private funders.</p> <p>Engage neighbors and community leaders to support the development of deeply affordable and permanent supportive housing, and to accept people who have experienced homelessness as their neighbors.</p> <p>Housing providers coordinate with service providers to facilitate problem-solving for housing stability for tenants who have experienced or are at risk of homelessness</p>	<p>Funding commitments have been made to City of Oakland, Alameda County, and/or California's No Place Like Home program create at least 700 additional units of deeply affordable housing targeted towards households with incomes below 20% or 30% AMI including at least 250 housing units dedicated to people experiencing homelessness.</p> <p>Additional funding may be needed to fill gaps in capital and/or operating costs for some projects.</p>	<p>\$204 million capital (one-time) to produce 750 units of deeply affordable housing and 750 units of permanent supportive housing</p> <p>77 million /year for rent subsidies and/or supportive services for 5,000 units of deeply affordable and supportive housing</p> <p>\$5 million total (one-time) costs for housing navigation support, move-in costs and landlord incentives for 1,200 people using rent subsidies.</p>	<p>Align available resources and coordinate funding commitments from the City, County, and Oakland Housing Authority to pay for capital, operating (or rent) subsidies, including:</p> <ul style="list-style-type: none"> • No Place Like Home – for homeless people with serious mental illness • Funding through Alameda County and health system(s) for housing-related services and flexible housing subsidies • State funding for affordable and supportive housing, including funding for housing linked to Medi-Cal services • Corporate and philanthropic commitment to invest in solutions to homelessness • Maximizing the use of available federal housing subsidies <p>Support the development of a countywide ballot measure to raise revenues to pay for services and operating subsidies that can be matched to city and county-funded capital for deeply affordable and supportive housing projects</p> <p>Seek voter approval for additional local investments in creating housing that is affordable to people with extremely low incomes</p> <p>Collaborate with Alameda County Health Care Services Agency to ensure that effective supportive services are available to all tenants in permanent supportive housing.</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Recruit and provide incentives for landlords to rent to homeless and extremely low income households.</p> <p>Educate landlords and the public about the requirements of a new state law (SB329) and City of Oakland Equal Access to Housing Ordinance that prohibits discrimination against people who are using vouchers or other forms of housing subsidies to pay rent</p> <p>Provide landlord incentives and risk mitigation funding and housing search assistance to help homeless people use federal housing</p>			<p>Set a goal of dedicating 40% of available funding for affordable housing in Oakland to create deeply affordable housing opportunities for people who are homeless and have incomes below 20% AMI, including permanent supportive housing.</p> <p>Create incentives for housing developers to create additional units that are deeply affordable and restricted to people experiencing homelessness, by adopting or modifying land use policies, and adjusting requirements or competitive scoring criteria for locally-controlled funding.</p> <p>Support increased state assistance to local governments to provide ongoing support for the operating costs and supportive services in deeply affordable and permanent supportive housing.</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 Year goal	City Funding, Collaborative Opportunities, Policies
<p>subsidies from Oakland Housing Authority or other partner agencies, and to increase the number of landlords willing to accept homeless people as tenants.</p> <p>Provide training for homeless services providers and people experiencing homelessness about fair housing laws and resources for addressing discrimination in housing.</p>			<p>Advocate for state and regional policies to eliminate criminal background checks of potential tenants</p>
<p>Explore ways to streamline local approvals for deeply affordable and supportive housing projects.</p> <p>Identify opportunities to use publicly owned land as sites for creating deeply affordable and supportive housing</p>			<p>Adopt the ordinance to implement the Oakland's public-landlord policy to clearly set direction about prioritizing the use of publicly owned land for affordable housing.</p> <p>Support from elected leaders can increase accountability for local government agencies to collaborate to expedite project funding and approvals and help to increase community acceptance (reduce NIMBY opposition) to proposed housing developments</p>
<p>Identify opportunities for enhanced partnership with OHA, including:</p> <ul style="list-style-type: none"> • Moving on/step down • Use Mainstream vouchers to serve people with disabilities who experience homelessness • Prioritizing people experiencing 			<p>Consider establishing MOU that documents shared goals and describes commitments of City, County, and Housing Authority</p> <p>Engage with Oakland Housing Authority to: strengthen and expand policies and programs that prioritize people experiencing homelessness for half of all vacancies,</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>homelessness for 50% of all housing vouchers that become available through turnover.</p> <ul style="list-style-type: none"> • Making 50% of all vacant/ turnover units in public housing developments available for people experiencing homelessness • Partnering to create permanent supportive housing by obtaining OHA commitments to provide operating funds (at least 500 additional project based vouchers) <p>Moving On Strategies: Provide opportunities (including long-term tenant-based rent subsidies from OHA) for people who have been living in permanent supportive housing to move on to other affordable housing, making room for homeless people who need PSH</p>			<p>including housing vouchers (approximately 300 vouchers per year) and public housing developments.</p> <p>Make tenant-based rent subsidies available for people who are ready to move on from supportive housing.</p>
<p>Create new program to provide shallow rent subsidies to households with extremely low incomes when they need some financial assistance to pay rent and avoid becoming homeless or returning to homelessness. Average shallow subsidy is half of a tenant based subsidy.</p> <p>Use progressive engagement to target this longer term resource to households who have tried and not been successful with shorter term support such as a Rapid Rehousing program.</p>	<p>No current dollars going towards this new intervention type.</p>	<p>\$5 million / year for a new shallow rent subsidy program to serve at least 500 people annually</p>	<p>Advocate for new state funding source for shallow subsidies.</p> <p>City Measure W funds for longer term shallow subsidy program</p>

#6

GOAL

Increasing and Stabilizing Income

People have the incomes they need to avoid returning to homelessness

STRATEGIES

Low barrier work opportunities, such as beautification work crews for people re-entering the workforce

Add employment specialist positions in core homeless services/ prevention services programs

Flexible funding pool to support access to career track training and employment programs

Benefits advocacy to obtain SSI or other income for which they are eligible

OUTCOMES

Increased income leads to increased housing stability

100

unsheltered individuals per year participate in a low barrier work opportunity and training program

350

households per year are assisted to maintain their housing through obtaining and/or increasing their employment income including through accessing flexible education/training funds

200

households per year are assisted with obtaining or maintaining benefits

EQUITY IMPACTS

Track data to ensure that

AFRICAN AMERICAN clients are receiving employment/ benefits services and successfully increasing their incomes at rates that are PROPORTIONAL TO THEIR REPRESENTATION in the homeless population

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Create low barrier work opportunities for people who are currently unsheltered</p> <p>Ensure that programs offer support for development of work-related skills and provide services to address employment barriers, in conjunction with work opportunities.</p> <p>Ensure that low barrier work opportunities have built in pathways to real employment opportunities (Ex: linkages with public works or other city departments)</p>	<p>FY 19-20 budget has \$350,000 for low barrier work opportunities for people experiencing unsheltered homelessness</p> <p>FY 20-21 budget has \$500,000 for low barrier work opportunities for people experiencing unsheltered homelessness</p>	<p>\$1 million/year to support 100 low barrier work slots</p>	<p>In collaboration with Workforce Development Department leverage investments from the business community (ex: Business Improvement Districts funding beautification work targeting their district)</p>
<p>Target funding towards programs and strategies that have a proven track record of success serving communities of color</p> <p>Increase co-location and collaboration between providers of homeless assistance and employment programs and services.</p> <p>Add at least 6 employment specialist positions in core homeless services/prevention services programs, to facilitate connections to employment opportunities and to training and employment services programs that provide support for career track opportunities.</p> <p>Link employment services and supports to rapid re-housing to help people increase incomes enough to pay rent</p>		<p>\$1.8 million per year to support employment specialists and 100 placements in programs that offer training and employment services for career track opportunities</p>	<p>Addition of homelessness as a priority population for existing workforce dollars to serve people who are homeless, at risk of homelessness, or recently housed after experiencing homelessness</p> <p>Cross-system collaboration to improve housing stability for participants in employment and training program, and increase participation in employment and training programs for people who have experienced homelessness.</p> <p>Align RFP's across City Workforce programs and Human Services homeless programs to support the dual goals of housing and</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Identify and facilitate connections with employment programs that have demonstrated effectiveness for people who have significant barriers to employment opportunities.</p> <p>Identify and reduce barriers to participation of homeless individuals in mainstream workforce programming.</p> <p>Match small business owners who want to address homelessness with job seekers who are homeless or formerly homeless</p>			
<p>Expand benefits advocacy services to help people obtain benefits for which they are eligible (e.g. SSI)</p> <p>Ensure that homeless people are connected to mainstream benefits programs for which they are eligible, experienced professionals provide effective documentation of disability and legal advocacy services as needed to support applications and appeals</p>	<p>\$45,000 annual contract for benefits advocacy services for 25 individuals in Crossroads shelter</p>	<p>Increase funding to \$350,000 to provide for benefits advocacy services for an additional 175 people</p>	<p>Collaborate with Oakland Housing Authority to make long-term tent subsidies available to people with fixed incomes who are in rapid re-housing programs if they need ongoing financial assistance to avoid returning to homelessness</p>

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
Pilot low cost interventions such as co-governed models (could apply to any type structures- RVs, cabins, tents, etc)	FY 19-20 budget includes \$600,000 for pilot		City General Fund, State HEAP or HHAP funds Measure W funds
Enhance street outreach by adding masters level clinician to city funded street outreach teams			Collaborate with Alameda County Health Care Services Agency to plan and support implementation of street medicine and other proposals to expand and coordinate delivery of outreach services to people experiencing unsheltered homelessness

INPUTS	INVESTMENTS		COLLABORATION OPPORTUNITIES
Interventions, Best Practices, Bright Ideas	Current Investments	Need to reach 5 year goal	City Funding, Collaborative Opportunities, Policies
<p>Deliver health and hygiene interventions for unsheltered residents (portable toilets, wash stations, garbage pick up, mobile showers) at 40 encampments at a time</p>	<p>FY 19-20 budget includes \$500,000 from State HEAP funds for 20 encampments to receive minimal health and hygiene interventions (portable toilets, wash stations, limited mobile showers)</p> <p>1 Public Works Crew - \$1.1 million</p> <p>Dedicated OPD team of 1 Sergeant, 2 Officers - \$880,000</p>	<p>\$2 million a year to provide augmented health and hygiene services to a total of 40 encampments- (portable toilets, wash stations, added drinking water, expanded showers)</p> <p>*\$2.2 million for 2 additional Public Works Crews</p> <p>*\$ 1,760,000 for 2 additional OPD teams (Sargent and 2 officers on each team)</p>	<p>City General Fund</p> <p>State HEAP or HHAP funds</p> <p>Measure W funds</p> <p>Pursue partnerships with faith institutions, community centers, businesses and others to increase access to existing hygiene services.</p> <p>*Collaboration needed with other City departments to support implementation of health and hygiene interventions (Public Works, OPD)</p>
<p>Maximize occupancy of all safe parking sites</p> <p>Expand temporary RV Safe Parking sites to include 3 sites of 50 vehicles each or a total of 150 RV's (300 people)</p> <p>Create family RV Safe Parking to serve 17 vehicles (17 family households or 50 people)</p> <p>In partnership with Alameda County and with other Alameda County cities, create 5 permanent RV parks for 50 RV's each within unincorporated Alameda County</p>	<p>FY 19-20 includes \$300,000 for the operation of 45 safe parking spaces in partnership with faith community</p> <p>\$200,000 per year to operate 17 vehicle family RV site</p> <p>FY 19-20 budget includes \$1.2 million for 2 RV Safe Parking Sites</p>	<p>Additional \$600,000 needed to fund 3rd safe RV parking site</p>	<p>City General Fund</p> <p>State HEAP or HHAP funds</p> <p>Measure W funds</p>

#7 GOAL

Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors

STRATEGIES

Expand **Health and Hygiene** interventions to more encampment locations

Pilot **new models** of encampment interventions (e.g. self governed or co-governed encampment models)

Increase opportunities for **leadership** and input **from people experiencing homelessness** in the design, implementation and evaluation of services

OUTCOMES

BY

DEC. 2020

Double the number of encampments (from 20 to 40) to receive the full complement of health and hygiene interventions (toilets, wash stations, drinking water, showers, garbage pick up)

INCREASE

Health and Dignity for people experiencing unsheltered homelessness

EQUITY IMPACTS

INCREASING

health and hygiene interventions helps to address the disproportionate impact of unsheltered homelessness on African American households

PEOPLE

who have lived experience of homelessness will be engaged in the design and implementation of services and responses to unsheltered homelessness