



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: FY 2020-2023 PATH Strategy

DATE: May 29, 2020

City Administrator Approval

Date: June 9, 2020

RECOMMENDATION

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

- 1. Award Annual Grants To Specific Entities For Fiscal Years (FY) 2020-2023 For The Permanent Access To Housing (PATH) Strategy In An Estimated Total Annual Amount Of \$1,792,305 Contingent Upon Available Funding From The U.S. Department Of Housing And Urban Development (HUD); And**
- 2. Award Grants To Specific Entities For Three Projects Funded By HUD Continuum Of Care (CoC) To Meet HUD-Required Match Funding For Each FY Between 2020-2023; And**
- 3. Waive The Competitive Bidding Process Requirements And Award Grants To (A) The Homeless Advocacy Center In An Amount Not To Exceed \$50,000, For The Provision Of Benefits Advocacy In Shelter, And (B) Alameda County Community Food Bank (ACCFB) In An Amount Not To Exceed \$200,000, For The Provision Of Food For The Brown Bag Food Distribution Program During Each FY Between 2020-2023; And**
- 4. Accept And Appropriate Donations from Private Sources To The City's Hunger Program In Each FY Between 2020-2023, And Authorize Amendment Of ACCFB's Annual Path Grant Agreement Based Upon Such Additional Donations; And**
- 5. Appropriate Funds From The Touraine Hotel Lease Revenues Received For Each FY Between 2020-2023.**

EXECUTIVE SUMMARY

The City of Oakland Department of Human Services is seeking authority to fund services to address hunger and homelessness under its Permanent Access to Housing (PATH) Strategy. Funding allocations to grantees will be based on projections for the 2020-2021 fiscal year (FY) and will be continued for the 2021-2022 and 2022-2023 budget periods if funds are available, if

City Council
June 16, 2020

the services offered remain part of the current PATH strategy, and if the grantee provides services according to its grant agreement and PATH standards.

In addition, approval of this resolution authorizes the City to enter into grant agreements in order to allocate resources for a required match to three of its HUD CoC grants.

A resolution authorizing allocations of the Federal funding including Community Development Block Grants (CDBG) and Emergency Solutions Grants (ESG) is scheduled for City Council consideration at the June 16, 2020 meeting.

BACKGROUND / LEGISLATIVE HISTORY

In the past two years, the City Council has received several reports about homelessness in Oakland. These include:

- A May 2019 informational report and recommendations on efforts to address homelessness (**Attachment A**);
- A September 29, 2019 report regarding the Homeless Emergency Aid Program (HEAP) county allocation. (**Attachment B**);
- A September 2019 Informational Report on City's Five Year Plan to Address Homelessness in Oakland (**Attachment C**); and
- A November 2019 report on the PATH framework and Budget policy priorities (**Attachment D**).

All of these reports have recommended some combination of strategies to address the short term, medium term and long term solutions to homelessness. These reports have resulted in the City Council providing additional funding to enhance and expand existing strategies to respond to this problem.

As the City continues to think creatively about its funding and approaches to addressing homelessness, it is important to also recognize the services and systems that currently exist and that comprise the backbone of the City's homeless services delivery system. These services, collectively known as the City's PATH strategy, are funded through many funding streams including Emergency Solutions Grant (ESG), Community Development Block Grant (CDBG); HUD Continuum of Care (CoC); Oakland General Purpose Fund; Alameda County Housing and Community Development Department; Alameda County Health Care Services; Oakland Housing Authority and private donors. These funds are allocated through an Request For Proposal process that happens approximately every three years.

OAKLAND'S PERMANENT ACCESS TO HOUSING (PATH) STRATEGY

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, and 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.

Current services provided under the PATH strategy and funded under this resolution and report include: emergency shelter, transitional/interim housing, rapid rehousing, support services in permanent housing, street outreach, and legal/benefits advocacy.

PATH RFP Process

The City of Oakland Human Services Department, Community Housing Services Division issued a Request for Proposals (RFP) on January 31, 2020 to address hunger and homelessness under its Permanent Access to Housing (PATH) Strategy. The RFP included a number of separate scopes of work under which agencies could submit proposals. Agencies were allowed to submit proposals for a single scope of work or for multiple scopes of work. Contracts will be awarded for one year with the option to renew for two additional years if funding allows and if performance is satisfactory.

Continuum of Care Match Funding

The City of Oakland has annually (since 1994) received renewal grant awards under the Federal Housing and Urban Development (HUD) Continuum of Care (CoC) Supportive Housing Program (SHP) competitive Super Notice of Funding Availability (NOFA) process. Current HUD CoC grants include:

- Families in Transition (FIT) scattered-site program
- Matilda Cleveland Transitional Housing Program (MCTHP)
- Housing Fast Support Network (HFSN)
- Oakland Homeless Youth Housing Collaboration (OHYHC)
- North County Homeless Family Rapid Rehousing Collaborative (NCFRRHC)
- North County Homeless Youth Rapid Rehousing Collaborative (NCYRRHC)
- Holland Transitional Housing Program (HFSN)

These seven Transitional Housing and Rapid Rehousing programs provide housing and supportive services to homeless singles, families, and transition aged youth (TAY) ages 18-24, for up to 24 months to assist them in reaching self-sufficiency and stable housing.

HUD's Continuum of Care (CoC) requires a local funding match. Match for the City's CoC programs is provided through a combination of City funds and funds provided by the grantee agencies. This resolution authorizes grant agreements that satisfy the City's contribution to the required match funds for the Matilda Cleveland (\$50,000), Families in Transition (\$133,000), and Homeless Youth Rapid Re-Housing programs (\$8,766).

ANALYSIS AND POLICY ALTERNATIVES

The Point-in-Time Homeless Count and Survey referenced above (from January 2019) estimates that there are 3,210 unsheltered persons in Oakland on a given day. In addition, the Point in Time Homeless Count documented an additional 861 people staying in shelters and transitional housing. These numbers represent a 63 percent increase in the numbers of unsheltered people in Oakland and a 47 percent increase in numbers of homeless individuals in total. As the City expands its response to this crisis, it is crucial that the existing programs and services which are in place continue to be maintained.

Taken together, the programs funded under the City's PATH strategy form the core components of Oakland's response to homelessness. Oakland's PATH Strategy is based on a Housing First program model that emphasizes client access to permanent housing rather than prolonged stays in shelters and transitional housing. In addition, most of the City's funded PATH programs are aligned with the Coordinated Entry System which provides people experiencing homelessness with a single point of entry, screening and prioritization for homeless resources. In addition, these funds complement and support the homeless services and programs that are funded City Council as part of the FY 2020-21 budget such as State Homeless Emergency Aid Program (HEAP) and Homeless Housing, Assistance and Prevention (HHAP) funds.

The funding in this resolution will allow the City to continue its partnership with proven housing and service providers and is an integral part of the collaboration and coordination between the City, the County and local service providers for which the elimination of homelessness in Oakland is a concrete objective.

FISCAL IMPACT

This report and resolution recommend allocating funding up to the following amounts to the agencies listed in Table 1 below for the City's PATH Strategy and to fund the City's CoC match requirements as shown in Table 2.

Table 1- PATH Activities

Grantee	Activity	Project	Fund Source	Amount
Abode Services	Oakland PATH Rehousing Initiative (OPRI) Services	2108.1004135.78411.5 4912.23412.SC22	CDBG PATH set-a-side	\$195,500

Grantee	Activity	Project	Fund Source	Amount
Abode Services	Supportive Housing Program (SHP) Match funding	1010.1004598.78411.5 4912.23392.SC22	GPF Hunger/Outreach	\$17,103
Lifelong Medical Services	Services in Permanent Supportive Housing (PSH)	1010.1004595.78411.5 4912.23389.SC22 1004602.78411.54912. TBD.SC22	Homeless PATH High Prt GF PATH FY 2020-21	\$85,609 \$114,391
Cornerstone Community Development Corporation dba Building Futures with Women and Children	Rapid Rehousing (RRH)	1004604.78411.54912. 23398.SC22	HESG 2020 FY20-22	\$75,600
First Place for Youth	OPRI Services	1004604.78411.54912. 23398.SC22	HESG 2020 FY20-22	\$165,488
St. Mary's Center	Rapid Rehousing	1004604.78411.54912. 23398.SC22	FY 20-21 HESG	\$50,000
East Oakland Community Project	Crossroads Shelter	1004604.78411.54912. 23398.SC22	HESG 2020 FY20-22	\$141,147
Homeless Action Center	Benefits Advocacy	1004604.78411.54912. 23398.SC22	HESG 2020 FY20-22	\$45,000
Operation Dignity	Homeless Outreach	1004604.78411.54912. TBD.SC22 1010.1004598.78411.5 4912.23392.SC22 2244.1004120.78411.5 4912.TBD.SC22	HESG 2020 FY20-22 GPF Hunger/Outreach Comprehensive Clean Up	\$122,096 \$145,544 \$39,360
Alameda County Community Food Bank	Food Distribution	1010.1004599.78411.5 4912.23394.SC22 2244.1004117.78411.5 4912.TBD.SC22	Hunger Prgm Mayor's SSB	\$100,000 \$100,000
Total				\$1,396,838

Table 2-Match Funds for HUD CoC Projects

Grantee	Activity	Project	Fund Source	Amount
Covenant House California	Youth RRH CoC Match	1010.1004598.78411.54912.23394.SC22	GPF Hunger/ Outreach	\$8,766
East Oakland Community Project	Matilda Cleveland -Families In Transition CoC Match	1010.1004596.78411.54912.23390.SC22	CPSSO FY20-21	\$50,000
		1010.1004612.78411.54912.TBD.SC22	GF PATH FY 2020-21	\$133,000
			Match Total	\$191,766

Sources of Funding

Funding to support the programs and activities presented in this report and resolution (PATH Grant Awards and HUD CoC Match) will come from the following sources shown in Table 3 below:

TABLE 3-Sources of Funding

SOURCE	UP TO	FUND PROJECT
HESG 2020 FY20-22 Emergency Solutions Grant	\$610,254	1004604.78411.54912.23398.SC22
General Purpose Funds– FY20-21 Homeless Mobile Outreach Prgm	\$179,310	1010.1004598.78411.54912.23392.SC22
2020-21 CDBG -PATH set-a-side	\$247,391	2108. 1004135.78411.54912.23412.SC22
General Purpose Funds – FY20-21 CPPSO	\$52,750	1010.1004596.78411.54912.23390.SC22
General Purpose Funds - PATH FIT FY20-21	\$248,000	1010. 1004602.78411.54912.TBD.SC22
General Purpose Funds FY20-21 Homeless PATH High	\$215,000	1004595.78411.54912.23389.SC22
Comprehensive Clean-up Funds for encampment abatement	\$39,600	2244.1004120.78411.54912.TBD.SC22
General Purpose Funds – FY20-21 Mayor’s Hunger Program	\$100,000	1010.1004599.78411.54912.23394.SC22
Sugar Sweetened Beverage Fund	\$100,000	2244.1004117.78411.54912.TBD.SC22
Total	\$1,792,305	

Allocations for the FY 2021-2022 and FY 2022-2023 will be contingent upon availability of HUD, City of Oakland, Alameda County, and other fund sources.

The proposed resolution also authorizes the City Administrator to accept donations to the Hunger Program in fiscal years 2020-2021, 2021-2022 and 2022-2023 and amend the grant agreement with the Alameda County Community Food Bank to increase the agreement without returning to City Council.

Furthermore, if additional funding becomes available from the same grantors within the FY 2020-2021, 2021-2022, and 2022-2023 grant terms, to fund PATH programs, the proposed resolution gives the City Administrator the authority to accept and appropriate these funds and amend the grant agreements to increase grant funding for additional services for the grant agreements listed above, without returning to City Council.

In addition, this resolution authorizes the City Administrator to appropriate annual lease revenues of approximately \$102,577 per year in FY 2020-2021, FY 2021-2022 and FY 2022-2023 from the Housing Fast Support Network (HFSN) Housing and Urban Development (HUD) grant for the purpose of building repairs and maintenance at the Touraine Hotel.

PUBLIC OUTREACH / INTEREST

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

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney and the Budget Bureau.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

During the 2018-2019-program fiscal year more than 1,700 individuals were served by PATH grantees, representing 1,425 households. Seventy-one percent of those served were African American. Individuals over 55 made up thirty-one percent of those served and children under age 18 made up sixteen percent of those served. Fifty-six percent were male and forty-four percent were female. Over sixty percent of people reported having a disability.

For a review period of July 1, 2018 through June 30, 2019, agencies recommended for PATH funding under this report have met, and in some cases exceeded expected outcomes and performance measures.

- The Crossroads Emergency Shelter operated by East Oakland Community Project (EOCP) served 502 (unduplicated) people and provided 86,725 bed nights, at 99 percent occupancy for the entire 2018/19 fiscal year.

- Twelve percent of exiting residents secured permanent housing as a result of the efforts of case management and life skills interventions and twenty-six percent exited to transitional housing.

During the same period of July 1, 2018 through June 30, 2019 the Operation Dignity (OD) Homeless Mobile Outreach Program (HMOP) provided outreach and street-based case management services to unsheltered persons living on the streets and in homeless encampments in Oakland. These services included:

- 214 new field intakes conducted, bringing the total number of homeless encampment clients in OD's database to 673.
- Provided over 28,000 Harm Reduction units of service including food, hygiene kits, blankets, water, and resources and referrals to relevant agencies and services.
- HMOP performed site assessments and encampment site clean-ups.
- 2 Homeless Mobile Outreach clients exited to permanent housing, and 9 clients exited to temporary or transitional housing.

From September 2018 through June 2019, the Hunger Program's Brown Bag Food Giveaway had 10 monthly food distributions at 15 sites across the city. The Brown Bag Food Giveaway distributed a total of 35,000 bags of food (3,500 per month). In addition, at the City's Annual Thanksgiving Dinner, also part of the Hunger Program, 2000 hot meals were given to homeless, low-income, and seniors of Oakland.

The OPRI strategy begun in 2010 has successfully housed more than 347 formerly homeless Oakland residents with subsidies provided by the Oakland Housing Authority (OHA), and services and program administration provided by service providers under contracts with the City of Oakland and partner agencies. Performance during the program/fiscal year 2018-2019 included:

- 106 households received housing subsidies.
- 95 percent of households placed have been housed for more than six (6) months, 93 percent for a year or more, and 84 percent for three years or more.

SUSTAINABLE OPPORTUNITIES

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

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

Race & 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 Adopt A Resolution Authorizing The City Administrator To

1. Award Annual Grants To Specific Entities For Fiscal Years (FY) 2020-2023 For The Permanent Access To Housing (PATH) Strategy In An Estimated Total Annual Amount Of \$1,474,861 Contingent Upon Available Funding From The U.S. Department Of Housing And Urban Development (HUD); And
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3. Waive The Competitive Bidding Process Requirements And Award Grants To (A) The Homeless Advocacy Center In An Amount Not To Exceed \$50,000, For The Provision Of Benefits Advocacy In Shelter, And (B) Alameda County Community Food Bank (ACCFB) In An Amount Not To Exceed \$200,000, For The Provision Of Food For The Brown Bag Food Distribution Program During Each FY Between 2020-2023; And
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5. Appropriate Funds From The Touraine Hotel Lease Revenues Received For Each FY Between 2020-2023.

For questions regarding this report, please contact Lara Tannenbaum, Manager, Community Housing Services Division, 238.6187.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Reviewed by:
Lara Tannenbaum, Manager
Community Housing Services Division

Prepared by:
Kennedy Solomon, Program Analyst
Community Housing Services Division
Human Services Department

Attachments (4):

- A: Informational report and recommendations on effects to address to addresses homelessness
- B: Report regarding the Homeless Emergency Aid Program (HEAP) county allocation
- C: 2019 Informational Report on City's Five Year Plan to Address Homelessness in Oakland
- D: Report on the PATH framework and budget policy priorities.