



CITY OF OAKLAND

# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

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

**SUBJECT:** Grant Extensions for Core Housing  
Resource Center Functions and  
Related Services

**DATE:** June 1, 2020

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City Administrator Approval

Date: June 8, 2020

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## RECOMMENDATION

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

- 1) **Enter Into Grant Agreements And Amendments To Grant Agreements For, And Also Accept And Appropriate, Core Housing Resource Center (CHRC) Funds From:**
  - a. **The County Of Alameda In The Estimated Amount Of \$2,587,302 For July 1 Through December 31, 2020; And**
  - b. **From The City Of Berkeley In The Estimated Amount Of \$28,125 For July 1, 2020 Through June 30, 2021; And**
  - c. **From The City Of Emeryville In The Estimated Amount Of \$25,000 For July 1, 2020 Through June 30, 2021; And**
- 2) **Award Grants To Specific Service Providers For The Grant Period Of July 1, 2020 Through June 30, 2021; And**
- 3) **Extend The 1.0 Full Time Equivalent (FTE) Program Analyst II Position To Oversee The Oakland Coordinated Entry System Through December 31, 2020; And**
- 4) **Accept And Appropriate Additional Funds That Become Available From The Same Sources For The CHRC Within The Grant Terms Of FY 2020-2021 And Amend The Grant Agreements To Adjust The Grant Amounts Without Returning To Council.**

City Council  
June 16, 2020

## **EXECUTIVE SUMMARY**

Adoption of the proposed resolution would allow the City Administrator to extend the timeframe of the City's grant agreement with Alameda County in fiscal year (FY) 2020-21 to continue operation of Housing Resources Centers (HRCs) and other Coordinated Entry functions within Oakland. The proposed resolution also authorizes the City Administrator to continue to accept and allocate funds from the City of Emeryville and the City of Berkeley for the North County Family Housing Resource Center, the Family Front Door.

The proposed resolution authorizes the City Administrator to amend existing grant agreements with service providers to provide housing resource center functions and services from July 1, 2020 through June 30, 2021.

## **BACKGROUND / LEGISLATIVE HISTORY**

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 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 Health Care Services Agency and Alameda County Department of Housing and Community Development, require that most dedicated homeless resources be accessed through Coordinated Entry.

In February 2017 Alameda County's Health Care Services Agency (HCSA) and Housing and Community Development Department (HCD) released a Request for Proposal (RFP) for Housing Resources Centers and Coordinated System to Prevent and End Homelessness. The intent of the funding was to create a network of five regions to operate a Coordinated Entry System (CES) for persons experiencing homelessness or at-risk of homelessness throughout Alameda County. The system focuses on helping people get and keep permanent housing as quickly as possible.

In early April 2017, the City of Oakland applied to be the lead entity to operate Coordinated Entry 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). The City was notified in late April 2017 that it was selected for funding under this RFP. Funding was initially provided for three years, FY 2017-28, FY 2018-19, and FY 2019-20. The staff report outlining the structure of Coordinated Entry in Alameda County and the use of the funds is attached (***Attachment A***).

### ***HRC Populations, Grantees and Activities***

The operational model for CES in Oakland varies from other zones in the county. While in other zones there is one main agency providing services, the core of Oakland's participation in Alameda County's Coordinated Entry System (CES) consists of 7 direct CES grantees:

- BACS - Bay Area Community Services
- BFWC-FFD - Building Futures for Women and Children

- EOCP - East Oakland Community Project
- Lifelong Medical Center
- Operation Dignity
- Roots Community Health Center
- Abode Services

The multi-agency model in agency was for several reasons: the Oakland zone has 50 percent of the county's homeless population and the sheer numbers and scale for service delivery appeared beyond the capacity of any single provider. Also, the concentrations and geographical locations of homeless persons and encampments across the city demanded multiple 'specialist' providers.

Over the past three years, the City, in partnership with its non-profit providers, has launched and overseen three HRCs in Oakland:

- Families: The Family Front Door is the coordinated entry system for Oakland's homeless families in North County (Oakland, Berkeley, Emeryville, Albany, Piedmont). Building Futures for Women and Children and East Oakland Community Project are the sub-contractors for this project.
- Single Adults –primary site: The primary HRC for singles is located in the basement of the Housing Fast Support Network (HFSN) in downtown Oakland. This site serves single homeless adults in Oakland. Bay Area Community Services (BACS) is the subcontractor for this project.
- Single Adults- satellite site: The satellite HRC for single adults in Oakland is located in East Oakland in the Crossroads Shelter building. This site serves single homeless adults in Oakland who would prefer to connect to services in East Oakland. East Oakland Community Project is the sub-contractor for this project.

Homeless youth access services at either the single adult or family HRCs depending on their needs. Under its contract with the County, the City, in collaboration with its sub-contractors, is responsible for providing assessment, housing problem solving, matching and referrals to homeless resources and referrals to mainstream services (i.e., benefits, health care, supportive employment, etc.) for all literally homeless individuals in the covered areas. Additional contracted services include intensive street-based housing navigation (case management) to help chronically homeless and high-need individuals find permanent housing, street outreach and tenancy sustaining services to support housing retention once high needs homeless individuals have moved into housing. The subcontractors also administer financial assistance to clients for housing problem-solving, rapid re-housing, and client move-in assistance.

### ***Increased Resources to the Homeless Services System***

The Coordinated Entry funding has greatly enhanced Oakland's homeless services system over the past few years. Resources that were added to Oakland's system with these funds include:

- Four (4) Street Outreach staff.

- Twenty-seven (27) Housing Navigation staff who provide intensive, street-based services to literally homeless individuals and who provide tenancy sustaining services to recently housed individuals. These staff support up to 5,675 clients at any given time.
- Four (4) Intake/Assessment/Matching staff who assess, prioritize, and match literally homeless people to resources.
- Over the past three years of the grant - \$1,600,000 in flexible housing funds for high needs homeless households— move in funds, rapid rehousing subsidies, housing problem solving funds.

### ***Funding***

The Housing Resource Centers and related functions are funded by a combination of three specific Alameda County sources that are dedicated to this purpose. These include:

- Whole Person Care (WPC) funds: a pilot program under Medi-Cal Section 1115 Waiver which is targeted to “high utilizers” of expensive health care services. Recognizing that people need basics such as housing and food to stay in good health, the WPC pilot allows grantees to use Medi-Cal funding for services not usually thought of as healthcare, such as helping people find and stay in housing, and for infrastructure that supports system integration.
- “Boomerang” funds: an annual allocation of funds resulting from the dissolution of the County’s Redevelopment Agency, which are used to address affordable housing and homelessness.
- Federal Continuum of Care Funds: funds from the U.S. Department of Housing and Urban Development (HUD) which cover certain costs of operating a county-wide Coordinated Entry System.

### **ANALYSIS AND POLICY ALTERNATIVES**

The State’s Whole Person Care pilot is scheduled to end on December 31, 2020 and the County Boomerang funds that were approved by the Board of Supervisors for Coordinated Entry efforts are expected to be fully expended by December 31, 2020 as well. As a result, the County is extending the grant agreement with its regional leads, like the City of Oakland, for only six months. Planning efforts have been underway since the fall of 2019 between the regional leads and the County to determine how to continue support of the Coordinated Entry System and related services. Initial work included a plan to transition some clients from WPC funded services (housing navigation, tenancy support) to a new MediCal program, CalAIM which would provide similar services to an eligible subset of the homeless population. Unfortunately, with the sudden onset of COVID-19, the State Department of Health Care Services (DHCS) has delayed implementation of CalAIM and instead is seeking an extension of the WPC pilot from the Federal Government. The City remains in close communication with the County to determine next steps. While the specifics are still being determined, it seems likely that CES funding will be both greatly reduced and will be contracted directly from the County to non-profit providers after December 2020.

The Point-in-Time Homeless Count and Survey 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.

In addition, HUD requires that every community receiving HUD funding throughout the country operate a CES. Alameda County receives almost \$34 million each year from HUD Continuum of Care funds for homeless services, with approximately \$5,000,000 of that going to the City of Oakland. In addition, the City of Oakland receives approximately \$640,000 in HUD Emergency Solutions Grants (ESG) program funds. All of these funds would be at risk of recapture if the City did not participate in the Coordinated Entry process.

**FISCAL IMPACT**

Approval of this resolution will authorize the City Administrator to amend the contract with Alameda County and accept funds in the amount of \$2,587,302 for the provision of core housing resource center functions and related services for the period of July 1, 2020 through December 31 2020. Grant funds will be appropriated to the following code: Project 1004594, Org 78411, Expenditure Type 46319, Task 1-Default, Award 23299. Approval of the resolution will also authorize the City Administrator to accept and appropriate funding in an amount up to \$28,125 from the City of City of Berkeley (Project 1003912, Org 78411, Expenditure Type 46420, Task 1 DEFAULT, Award 23298), and funding in an amount up to \$25,000 from the City of Emeryville (Project 1003911, Org 78411, Expenditure Type 46420, Task 1 DEFAULT, Award 23297).

The funds will be allocated towards the grant amendments in the Table 1 below.

**Table 1**

<b>FY 20/21 Funding for Oakland Housing Resource Centers and Related Functions New Grant Agreements</b>					
<b>Grantee</b>	<b>Service</b>	<b>Estimated Alameda County</b>	<b>Estimated City of Berkeley</b>	<b>Estimated City of Emeryville</b>	<b>Estimated Total Grant</b>
Bay Area Community Services	Core HRC Functions	\$1,527,352			<b>\$1,424,722</b>
East Oakland Community Project	Core HRC Functions	\$164,830			<b>\$164,827.50</b>
Building Futures With Women and Children	Core HRC Functions	\$116,960	\$28,125	\$25,000	<b>\$170,080</b>

<b>FY 20/21 Funding for Oakland Housing Resource Centers and Related Functions New Grant Agreements</b>					
Roots Community Health Center	Street Outreach	\$80,437			<b>\$80,437.50</b>
Operation Dignity	Street Outreach	\$88,548			<b>\$88,548.17</b>
Abode Services	Tenancy Support	\$237,475			<b>\$237,475.00</b>
Lifelong Medical Care	Tenancy Support	\$371,700			<b>\$371,700.00</b>
<b>Total Grants</b>		<b>\$2,587,302</b>	<b>\$28,125</b>	<b>\$25,000</b>	<b>\$2,537,797</b>

\*Core HRC functions include providing housing navigation services, and assessing, prioritizing, and matching homeless individuals to resources.

To support the Human Services Department in the administration of these grant agreements and to support the programs and activities outlined in this report, the resolution authorizes the continuation of a 1.0 full-time equivalent (FTE) Program Analyst II position that provides project oversight and manages all of the Coordinated Entry grants. This position's fully burdened costs for six months are \$92,209 for July 1, 2020 through December 31, 2020. The second six months of the position are budgeted within Measure Q.

Further, the proposed resolution authorizes the City Administrator to accept and appropriate additional funds from Alameda County, the City of Berkeley, and the City of Emeryville, as funds become available, to fund HRCs and related services and amend the grant agreements with the service providers to adjust or reallocate the grant amounts for the period of July 1, 2020 through June 30, 2021 without returning to City Council.

**PUBLIC OUTREACH / INTEREST**

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

**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**

**Assessment data FY 2018-19 and FY 2019-20**

Assessments were primarily completed by street outreach teams, the Housing Resource Center (HRC) satellite at EOCP, and the main HRC at BACS.

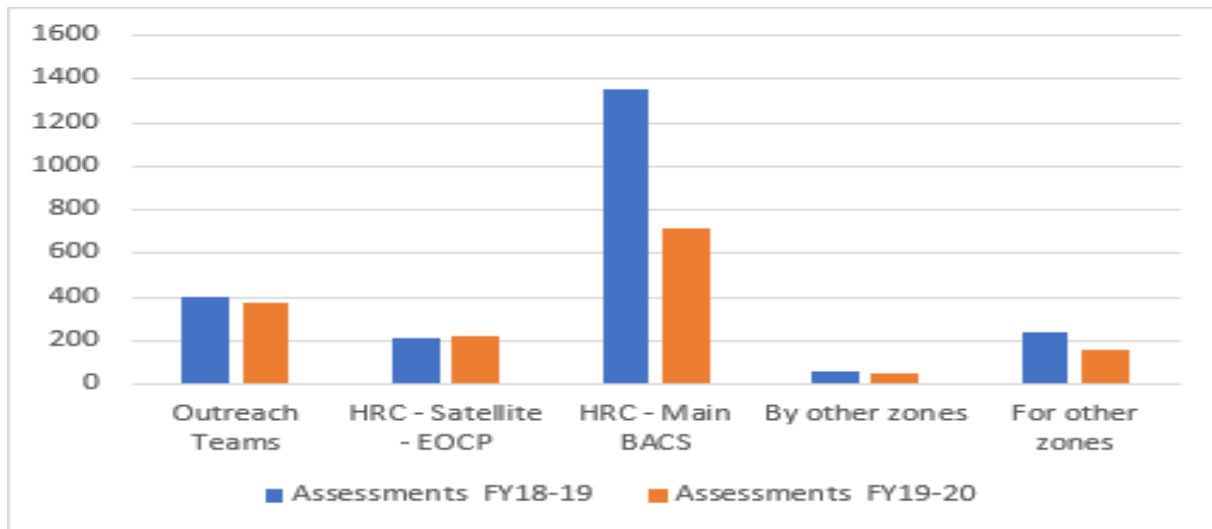
<b>Assessments done for Oak Residents</b>	<b>FY18-19</b>	<b>FY19-20</b>
New assessments in Oakland	2339	1905
Oak Adults	80.4%	79.2%
NC – Families*	12.0%	14.9%
Other**	7.6%	5.9%

\*North County

Families include Oakland, Emeryville, Albany, Berkeley, Piedmont. Approximately 88% of families are from Oakland.

\*\*Includes people assessed in Oakland who are receiving services in other parts of the county.

**Location of Assessments**



**Housing Navigation**

In total, the Oakland Coordinated Entry System supports 27 FTE staff who provide housing navigation (intensive street-based case management) and tenancy sustaining services (case management to support formerly homeless clients to maintain housing) to homeless clients in Oakland. These services support up to 675 individuals and families each year.

**Permanent Supportive Housing (PSH) Opportunities:**

In conjunction with Health Care Services Agency (HCSA) Home Stretch initiative, Permanent Supportive Housing (PSH) opportunities were offered to roughly the top 5 percent of persons prioritized for services through coordinated entry services. As represented in Table 2 below, there were approximately 385 Oakland clients matched to PSH in FY 2018-19 and 271 clients matched to PSH in FY 2019-20.

<b>PSH Opportunities and Matching</b>	<b>FY18-19</b>	<b>FY19-20</b>
Oakland Clients Matched to PSH	385	271
North County Families Clients Matched to PSH	6	22

**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

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

**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. Homelessness in Oakland disproportionately impacts African American households. Seventy percent of people experiencing homelessness in Oakland are African American compared with 24 percent of the general population. These funds ensure that Oakland maintains a robust system for assisting its most vulnerable unsheltered residents obtain and maintain housing.

**ACTION REQUESTED OF THE CITY COUNCIL**

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

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- 4) Accept And Appropriate Additional Funds That Become Available From The Same Sources For The CHRC Within The Grant Terms Of FY 2020-2021 And Amend The Grant Agreements To Adjust The Grant Amounts Without Returning To Council.

For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services Manager, at (510) 238-6186.

Respectfully submitted,



SARA BEDFORD  
Director, Human Services Department

Prepared by:  
Lara Tannenbaum, Manager  
Community Housing Services Division  
Human Services Department

Attachment (1):  
A: Staff Report -2017-2020 Core Housing Resource Centers and Related Functions