



Berkeley City Council

ACTION CALENDAR

April 4, 2017

To: Members of the City Council

From: Mayor Jesse Arreguin and Councilmembers Sophie Hahn, Linda Maio and Kriss Worthington

Subject: Addressing Berkeley's Homeless Crisis: The Pathways Project

RECOMMENDATION

1. Direct the City Manager to implement **Emergency Interim Measures**, as described in the attached Pathways Project report, to provide stability, navigation and respite to homeless individuals, and pathways to permanent housing and services. Interim measures include establishment of a STAIR Center modeled after San Francisco's Navigation Centers and a Bridge Living Community for extended temporary stays; implementation of a location-based STAIR Center intake and enforcement process; and the development of long-term solutions for the homeless including supportive housing, Homeward Bound-type programs, and other pathways out of homelessness. The item will be presented to the Ad Hoc Sub-Committee on Homelessness, the Committee will vote on the proposal, and report the results of that vote to Council.
2. Refer to the City Manager the creation of a **1,000 Person Plan** to address the homeless crisis in Berkeley as described in the attached Pathways Project report, including prevention measures and a comprehensive approach that addresses the long-term needs of the City's approximately 1,000 homeless individuals. The plan should include the assessment, development and prioritization of all homeless housing projects currently underway; all homeless housing referrals from Council; housing and service opportunities that may be proposed by the City Manager; and a comprehensive plan to purchase, lease, build or obtain housing and services for Berkeley's homeless. The 1,000 Person Plan shall be presented to the City Council by the end of 2017 and include a

preliminary budget and proposed sources of income to fund capital and operational needs over a 10-year period.

BACKGROUND

Homelessness is a major challenge in the City of Berkeley, and throughout the Bay Area. Various reports estimate that there are between 800 and 1,200 homeless individuals living in Berkeley at any given time. A humanitarian disaster for the homeless themselves, this crisis also impacts community enjoyment of streets, sidewalks, parks, commercial areas and neighborhoods, especially in locations with significant concentrations of homeless individuals.

Luckily, the best solution for the homeless is also a solution for the entire community: housing with appropriate supportive services. Berkeley is already engaged in innovative work to address the homeless crisis, and there are additional effective models Berkeley can look to. The US Department of Veterans Affairs undertook a project to end homelessness among veterans, with great success. As a result of the VA's work, The 2016 PIT count showed that homelessness among Veterans was down by almost 50% since 2010, nationwide. San Francisco has housed 22,000 homeless individuals over the past 11 years, a great achievement, despite the fact that large numbers of individuals remain unhoused. With a will, an enhanced plan, and added resources, Berkeley can make significant progress in addressing the homeless crisis.

See attached Pathways Project Report for full details.

FINANCIAL IMPLICATIONS

Significant; Staff time involved in implementing **Interim Measures** and to develop the **1000 Person Plan**, as well as costs to establish **STAIR Center**, **BRIDGE Living Community**, outreach teams, and third-party service agreements. Total costs and sources of funds to be determined in concert with the City Manager.

ENVIRONMENTAL SUSTAINABILITY

No environmental impacts

CONTACT PERSON

Mayor Jesse Arreguin, 510-981-7100
Councilmember Sophie Hahn, Council District 5, 510-981-7150

Attachments:

- 1: Pathways Project Report
- 2: Mayor's Homeless Services Task Force Report

THE PATHWAYS PROJECT

**TO ADDRESS THE
HOMELESS CRISIS
IN BERKELEY**

The Pathways Project: INTRODUCTION

Homelessness is a major challenge in the City of Berkeley, and throughout the Bay Area. Various reports estimate that there are between 800 and 1200 homeless individuals living in Berkeley at any given time. A humanitarian disaster for the homeless themselves, this crisis also impacts community enjoyment of streets, sidewalks, parks, commercial areas and neighborhoods, especially in locations with significant concentrations of homeless individuals.

Luckily, the best solution for the homeless is also a solution for the entire community: housing with appropriate supportive services. Berkeley is already engaged in innovative work to address the homeless crisis, and there are additional effective models Berkeley can look to. The US Department of Veterans Affairs undertook a project to end homelessness among veterans, with great success. As a result of the VA's work, The 2016 PIT count showed that homelessness among Veterans was down by almost 50% since 2010, nationwide. San Francisco has housed 22,000 homeless individuals over the past 11 years, a great achievement, despite the fact that large numbers of individuals remain unhoused. With a will, an enhanced plan, and added resources, Berkeley can make significant progress in addressing the homeless crisis.

Mayor Arreguin's office and office of Councilmember Hahn, as well as City Staff, have carefully researched many models which have been implemented in other communities, and how best to adapt those practices to Berkeley. The Federal government as well as many states and cities have adopted a Housing First approach over an emergency services model. In recent years, Berkeley has taken steps to implement a Housing First model, but faces unique challenges. Some communities have a lot of land which can be developed into affordable housing; Berkeley does not. Some communities have substantial housing already available; Berkeley has very little. On the other hand, Berkeley has an innovative centralized intake process, through a new service center called "the HUB," and we are incredibly lucky to have an extensive network of experienced homeless service providers and Community Based Organizations (CBOs) which we can partner with and leverage to help resolve this crisis.

Berkeley is also committed to human rights and to compassionate action. Based on our research, and taking into account Berkeley's unique circumstances, we are pleased to present this comprehensive plan to address the homeless crisis in Berkeley.

THE PATHWAYS PROJECT:

The Pathways Project establishes and implements both **interim** and **long term** measures to address the homeless crisis in Berkeley, for the benefit of homeless individuals and to mitigate impacts on Berkeley's streets, parks, commercial areas and neighborhoods.

Key goals of The Pathways Project are to:

- Provide homeless individuals with temporary respite and relief from living on the streets and, to the extent possible given resources, permanent housing, services and support
- Relieve pressure on areas of Berkeley experiencing disproportionate impacts of concentrated homeless populations, and throughout Berkeley

The Pathways Project : GUIDING PRINCIPLES

The Pathways Project is guided by five Principles:

1. **Maximize regional collaboration, partnerships and equitable sharing of costs.** Berkeley will participate actively in Alameda County, regional and other cooperative efforts to address homelessness through sharing of expertise, facilities, costs and other resources.
2. **Create structures to organize, receive and amplify the goodwill and partnership** of private citizens, foundations, businesses and other generous individuals and organizations.
3. **Work in partnership with existing CBOs and Homeless Services Agencies.** Strengthen collaboration with and among Berkeley's many dedicated homeless and health services agencies, assist in building organizational capacities and help fill gaps in the service network.
4. **Adopt a funding model that maximizes outside sources of funding.** Identify and seek funding from all potential sources, existing and to be developed, including Federal, State, County and other public monies as well as private sources including foundations, grants, businesses, organizations and individuals.
5. **Use a "Berkeley First" model for allocating permanent housing.** To the extent possible, Pathways to permanent housing will be allocated on a priority basis to Berkeley Homeless, as identified by the HUB and other agencies.

The Pathways Project: INTERIM MEASURES

The Pathways Project calls for *immediate implementation* of Interim Measures to address the crisis of homelessness, while long-term housing, services and other solutions are more fully developed. Implementation of Interim Measures will require the identification of significant, emergency-type resources. Staff will be asked to present Council with an initial staffing and funding request, and suggested funding mechanisms, public and private, to achieve a rapid roll-out of Interim Measures.

Key Interim Measures are:

1. Create a **STAIR Center (Center for Stability, Navigation and Respite)**, based on San Francisco's Navigation Center model
2. Employ a variety of **Pathways to Housing**, based on San Francisco's Navigation Center "Exits," including a Homeward Bound program and transitional and permanent housing with supportive services, leveraging existing resources throughout Alameda County.
3. Create a **Bridge Living Community**, based on "tiny home" models and structured temporary communities that have proven successful in other cities.

4. Create protocols for and initiate **Robust Outreach and Enforcement**. Through intensive contact and outreach by experienced service providers, homeless persons will be invited to opt-into the STAIR Center. Outreach will be location-based, focused on areas of Berkeley with significant homeless populations, based on San Francisco's Encampment Resolution Team model and protocols. This period of intensive outreach, which has proven extremely effective in supporting moves into Navigation-type shelters in San Francisco, is followed by enforcement of camping and other applicable rules, coupled with continued and meaningful invitations to move to the STAIR Center.

STAIR CENTER

The **STAIR Center** will provide stability, safety, shelter and respite to homeless individuals while service providers identify needs, and develop potential pathways to housing and services. The STAIR Center will follow San Francisco's "encampment triage" model, to help move large concentrations of individuals from street locations towards housing and services, providing humane transitions for the homeless and relieving pressure on areas of Berkeley with significant concentrations or encampments.

Based on San Francisco's successful Navigation Centers, the STAIR Center will provide a "low barrier" shelter with storage and facilities for pets. San Francisco's centers have just two key rules – no on-site drug or alcohol consumption and no abuse or violence. With this model, they are highly successful in attracting and working with homeless individuals.

Stays at the STAIR Center are expected to be from *1-2 months*. While permanent housing with appropriate services is the most desired outcome from a stay at the STAIR Center, Berkeley has limited transitional or permanent housing to offer at this time. This program acknowledges that the benefits of a period of respite and connection to services are valuable even when permanent housing, or family reunification, are not possible. The **Bridge Living Community**, which will provide "extended stay respite" for those who qualify and opt-in, will initially offer the possibility of an additional *1-4 months* stay, and a longer time to identify services, permanent housing, employment and other options.

PATHWAYS from the STAIR CENTER:

Where will people go after a stay in the STAIR Center? We are committed to developing as many Pathways as possible, including:

- **Permanent Housing and Services** – existing and to be developed over time.
- **A Homeward Bound – Type program** - to reunite homeless individuals with family and communities able to receive, house and care for them appropriately.
- **A Bridge Living Community** – to be established by the City of Berkeley at a temporary location, offering extended stays to individuals for whom permanent housing or family reunification were not possible, and/or who qualify to join and choose to opt-in
- **Enhanced service models and housing options**. Individuals returning to the streets after a stay in the STAIR Center or Bridge Living Community should continue to receive case management, health care access, job training and counseling through existing services. To achieve this and other goals, Berkeley will work to create greater efficiencies and collaborations in our existing funded services. Continued efforts to identify better outcomes should be developed, as well as other creative options.

BRIDGE LIVING COMMUNITY

The Bridge Living Community will be similar to the STAIR Center, providing extended stay in temporary circumstances, but will offer a more village-like living facility, with some communal responsibilities, and opportunities to engage in activities such as gardening, taking classes, obtaining job training and placement, and connecting with mentors.

- The Bridge Living Community will forge strong partnerships with local volunteers, schools and organizations to provide opportunities for friendships, connections, education, arts, gardening/urban farming, jobs, job training, and more. The intent is for the Bridge Living Community to connect homeless individuals to the larger community, and the larger community to their homeless neighbors.
- Entrance to the Bridge Living Community will generally be via the STAIR Center, and by invitation only. A simple contract will be signed upon entry. The Community will be “low barrier,” but with more structure – and where appropriate, more responsibilities - than the STAIR Center.
- The Community will be reserved for individuals for whom a Homeward Bound or other long term housing & services option was not identified during their time at the STAIR center, with some exceptions.
- The Community will be managed by a homeless services agency that will provide ongoing services aimed at developing positive long term options and outcomes for residents. Resident participation in governance will be incorporated into the model, possibly including community-based dispute resolution, input into Community norms and rules, etc.
- Length of stay is intended to be up to 4 months, but under some circumstances can be extended by mutual agreement between the agency and individual.
- Living facilities will be temporary, in tent cabins or similar structures, and will include sanitary facilities, a communal cooking area, outdoor and meeting spaces, and other amenities.
- Services will be coordinated on-site
- Standards of conduct will be created based on Navigation Center, Tiny Homes Village and similar standards that exist in other communities, and can be subject to amendment based on community input
- Storage and facilities for pets will be provided.
- Residents will be encouraged to find work, connect with mentors and/or attend classes, if possible and appropriate

OUTREACH & ENFORCEMENT

Entry into the Pathway – starting with the STAIR Center and hopefully ending in a reunification or permanent housing solution, requires a robust, sustained intake model. An area with a significant concentration of homeless individuals will be identified, and a team of outreach workers will “move in” for 4-6 weeks to engage in sustained, intensive outreach efforts, based on San Francisco’s Encampment Resolution Team protocols. Outreach workers will work on-location to invite unhoused individuals to elect to move to the STAIR Center, and facilitate moves. Using this kind of outreach model, San Francisco has been highly successful in getting homeless individuals to opt into their Navigation Centers. These and similar protocols will be adapted to Berkeley.

On-location services and activities during outreach are likely to include:

- Sanitary facilities
- Garbage collection/Recycling
- Sustained, creative outreach with emphasis on relationship and trust building
- Provision of full and accurate information about opportunities, expectations and limitations of STAIR Center stays and Pathways options
- Help managing possessions
- Other support to prepare for and move to the STAIR center

This period of intake and support is to be **followed by enforcement** of camping and other laws, coupled with continued invitations and opportunities to enter the STAIR Center

- Enforcement protocols are being developed and vetted through the Council's Homeless Subcommittee
- Enforcement will be carried out by teams that include mental health and/or other outreach staff and will include repeated offers and opportunities to move to the STAIR Center with assistance from staff to remove, account for and/or safeguard property, as necessary according to legal and humane protocols
- Locations that have been subject to intensive outreach will continue to be subject to enforcement actions, on a discretionary basis, to deter renewed concentration of homeless individuals. All enforcement actions throughout the city, whether connected to an intensive outreach/encampment resolution effort or not, will be accompanied by meaningful, sustained invitations, opportunities and support for moving to the STAIR Center.

The Pathways Project: LONG TERM MEASURES

The centerpiece of the Pathway's Project's long term measures to address homelessness consists of direction to Berkeley's City Manager to work with Health and Human Services, Public Works, Police and other staff, as well as homeless services agencies and the Homeless Commission, UC Berkeley, and other partners, consultants and community members to create a **1000 Person Plan** to end homelessness for Berkeley's approximately 1000 unhoused individuals.

The 1000 Person Plan will address two key issues:

1. **Stemming the tide of new homeless being created** – San Francisco has housed 22,000 people over 10+ years, but still has approximately 10,000 homeless on its streets, *71% of whom were formerly housed in San Francisco*. Assuming East Bay statistics are similar, most of our homeless citizens are being pushed out of housing in our community. The 1000 Person Plan will include measures to augment services for the housing insecure and for newly homeless individuals, to assure rapid rehousing, as well as other programs and measures to reduce the number of individuals being made homeless.

2. **Providing Long Term Housing, Services and Life-Building Opportunities** for Berkeley's Homeless, both the "visible" homeless, living on our streets, and the less visible homeless, including families living in shelters or staying with relatives and friends, students couch surfing and living in cars, and other less visible homeless individuals. The Plan will address long term housing opportunities and identify service needs and gaps, including but not limited to healthcare, mental health and substance abuse, and pathways to work.

Direction to the City Manager and Staff will be broad, providing a singular mandate: develop a comprehensive, innovative and meaningful **1000 Person Plan**, building on existing structures and services and incorporating best practices, and determine resources and funding that will be needed to realize the plan.

The 1000 Person Plan is intended to be presented to the City Council by the end of 2017, so Council can discuss options and funding needs, and move towards phased or full implementation as quickly as possible in 2018. It is anticipated that funding the 1000 Person Plan will require new assessments and/or monies for Berkeley's Affordable Housing Trust Fund, bonds for capital projects, grants and donations, and other new sources of funding, some of which may require voter approval in the 2018 election cycle.

The Pathways Project: COMMUNITY ENGAGEMENT

A central element of the Pathways Project is to engage the goodwill and generosity of the community in solving the homeless crisis. Individuals with a willingness to donate for capital needs have already stepped forward, and others can be identified through a community-wide fundraising process. In the spirit of coming together to help our neighbors, the Pathways Project will create numerous opportunities for community participation.

Some of these may include:

- Partner and/or Contract with Private and/or Community Organizations to
 - Serve as Fiscal Agent for private donations (if necessary)
 - Provide goods and/or services on one-time or ongoing basis
- Raise private funds, from foundations, businesses, corporations and wealthy individuals (throughout the Bay Area, and beyond) to support the STAIR Center and BRIDGE Living Community, and other programs and projects associated with Berkeley's efforts, including CBOs.
- Create a Fund-A-Structure effort – cost out and then fundraise privately for structures and other capital costs for the STAIR and BRIDGE facilities, reaching out to Individuals, families, teams, businesses, organizations, neighborhood groups, and others to fund temporary lodging structures and spaces for offices, services, meals, and more.
- Engage contractors, builders, unions, and others to volunteer labor to set up temporary sites and structures.

- Fundraise in the local community to address both City and CBO needs, approaching wealthy individuals, organizations and businesses in Bay Area and beyond. Engage merchant, business and other local associations, Lions Clubs, and others.
- Initiate an “all hands on deck” effort to bring the community together and maximize opportunities for Berkeley residents and organizations/businesses to participate; coordinate in-kind and volunteer elements to support the STAIR Center, Bridge Living Community and CBOs.
- Create a new not-for-profit, or identify an existing agency to create and staff a project to coordinate fundraising, outreach, grant writing, volunteer management and other elements of this effort, to receive donations of furniture, clothing, and other items and to recruit and supervise mentors, teachers, helpers, and other volunteers.

The Pathways Project: ADDITIONAL CONSIDERATIONS

The Mental Health Challenge: Alameda County’s mental health services, like those throughout the State, represent a challenge that must be undertaken by a humane society. Daily, we witness individuals on our streets unable to care for themselves and who are in crisis. Therefore, the Pathways Project will work with the County of Alameda to

- provide adequate services and facilities to assist those in crisis
- research best practices that have proven to result in effective outcomes
- direct our mental health policies and resources toward achieving such outcomes

The Pathways Project will also incorporate systems to

- Track and report costs, benefits and other outcomes
- Publicize efforts and opportunities

The Pathways Project: CONCLUSION

The Pathways Project acknowledges that Homelessness is a difficult and expensive problem to address, which transcends geographical and city borders, and requires state and national action as well as action at the local level. Under the current President and national administration, it is unlikely that the needs of the homeless will be meaningfully addressed. However, opportunities for progress at the State level should be pursued, including universal healthcare.

We further acknowledge that even with Berkeley’s best efforts, through adoption and implementation of the Pathways Project, we are unlikely to fully resolve homelessness in our community. Despite these challenges, we believe it is a moral imperative for our community to do everything in our power to work towards resolving this crisis, for the benefit of the homeless themselves, and for the benefit of the entire community.

We call upon the demonstrated goodwill and generosity of the people of Berkeley, and of our friends throughout the region – and beyond – as well as our dedicated social services agencies and City Staff, to join together to address this great humanitarian crisis.

Sketches of possible STAIR CENTER – Courtesy of Chris Walker





See Following Page for Sketches of Possible BRIDGE LIVING COMMUNITY

Sketches of possible BRIDGE LIVING COMMUNITY – Courtesy of Chris Walker



To: Mayor and City Council Ad-Hoc Committee on Homelessness,
City Manager and Staff

From: boona cheema, Elliot Halpern, Jiro Arase-Barham, Jacquelyn McCormick

Re: Moving Forward Skillfully and Quickly
Stabilizing Homeless Service and Referral Delivery

The City of Berkeley has developed a comprehensive and competent continuum of care for the homeless, which includes CBOs, City and County housing and support services, and they have the potential to meet the diverse service needs of our homeless population. **However, we were unable to find a document or report which provided an in-depth analysis of the current capacity, needs of the subpopulations, identified gaps, quality of service, including the input of the homeless community, other stakeholders and the service providers.** This is the work we have been charged to do by the Mayor.

People entering homelessness and those who are chronically homeless require assistance and services that are well coordinated, respectful and appropriate. From intake to referral to case management and then placement in housing, the process needs to become more seamless and not wracked with referrals back and forth. This discourages consumers, and many give up on the process. It is a revolving door that frustrates the homeless, service providers and the larger community that wants results.

Currently we are working in a service system that has very limited access to housing, employment and treatment - the entire system struggles to find appropriate shelter and permanent housing for our homeless population. A homeless person can spend as much as 2 years to exit the system. Some have been homeless for decades as barriers exist that keep them from entering services and shelters and meeting the requirements of eligibility and shelter standards.

The basics for a high-functioning service system are already in place. The portfolio of services that currently exist are **capable of absorbing the need of our homeless population with right-sizing, better coordination, and networking.** As you develop a plan to address the urgent need to create new affordable housing and shelter beds, or adding new services, we recommend that efforts are made to **build on the current system by providing additional resources to CBOs in Berkeley** to increase their capacity for housing, employment, health and treatment services.

It is critical to understand the subpopulations among the homeless and their special needs. Coordinated services need to respond to these populations with the expertise they have gained over the years. In Berkeley we have youth, seniors, disabled, people ready and wanting to work and engage in recovery from drugs and alcohol and mental illness, families, survivors of domestic violence, undiagnosed mental illness, people with serious health problems, veterans, and people who just became homeless for the first time due to job loss or other circumstances. In every situation, being homeless and on the street is traumatic – survival is an individual's #1 priority. Layering additional responsibility and requirement on their already overwhelming situation invites failure, further trauma and perpetuates homelessness.

This work needs to include stronger feedback mechanisms through which our homeless population can contribute toward informing this effort. We believe that this will happen if consumers feel safe and invited to provide suggestions so that the system will become more agile and responsive to their needs.

We believe that the following steps can be taken and fast-tracked to minimize bureaucracy and ease the trauma experienced by our homeless community. We strongly recommend that this committee introduce a council item that includes:

- *That all shelter beds that have been opened for the winter remain open year-round so people are not sent back into the streets and fall out of the system and care they are receiving.*
- *Ensure service providers are regularly visiting the shelters to intake consumers and connect them with services.*
- *Work with existing service providers who have master leases and add more resources so they can bring landlords to the table and create additional beds and units.*
- *Provide incentives to landlords who participate in the Section 8 and Shelter Plus Care programs, rapid rehousing, HUD and City of Berkeley subsidy programs.*

Other Suggestions:

- 1) *That peaceful encampments be recognized as a part of the solution and a sanctioned encampment and development of tiny homes remain on the table.*
- 2) *Before new initiatives are introduced, current capacity must be added to existing resources and coordination improved. **This is faster, cheaper and uses current resources to maximum efficacy.***
- 3) *Barriers which exist for people living in their vehicles be removed.*
- 4) *As much as possible fast-track the Berkeley Way/BFHP project.*
- 5) *Community resistance and lack of knowledge should be addressed by our council and City leadership through proactive, immediate outreach and education.*

BACKGROUND

In mid-January 2017 the Mayor's office put together a small team consisting of Jacquelyn McCormick, Elliot Halpern, boona cheema and PhD candidate and intern, Jiro Arase-Barham. This team was charged with:

- gathering a high level of knowledge about the capacity of our local community-based providers serving those who are homeless in Berkeley
- identifying gaps in services
- understanding the challenges providers are facing
- evaluating the efficacy of our CBOs and the potential for capacity building, coordination and networking
- quantifying the funding needs of our CBOs who are a critical part of the fabric of service delivery

The significance of our role lies in providing in-depth analysis is understanding a system that is informed by multiple sources and strengthened by regularly talking to unhoused members of the Berkeley community.

Tasks Assigned

- Read all the requests for proposals sent to the Homeless Commission to make sure that service providers were not asked for duplicative information, get up-to-date information from which we could formulate our questions (see Attachment 1) and proceed with gathering information that would inform the Ad Hoc Committee in its deliberations.
- Meet with at least 10 providers and have face-to-face conversations with the Executive

Directors and key staff, giving them an opportunity to inform and help us understand the complexities of systems, both internal and external, which play a role in the efficacy of providing housing and supportive services, learn how they are funded and gather information relevant to developing recommendations for the Ad Hoc Committee. (50% completed)

- Speak with other stakeholders including members of various commissions, City and County staff, organizations and advocates who are not part of the continuum of care but provide services (In Process).
- Facilitate two listening sessions between the homeless, the Ad Hoc Committee and City Staff. (Pending - looking at models of how best to conduct these).

EARLY FINDINGS AND RECOMMENDATIONS

The HUB

Countywide Continuum of Care coordinated entry system (see Attachment 2) is here to stay. However, the understanding as to who will be doing what, when and at what level is an ongoing process. We are in the first year of implementation in Berkeley of the coordinated entry system (HUB).

Our visit to the Berkeley HUB was extremely informative and they have done a huge amount of work being the first of the HUBs to come online. Like all new initiatives of this scale they are having to learn very fast and are engaged with EveryOne Home and the City of Berkeley to deliver on the HUD mandate. However, a great deal of work still needs to be done in the area of coordinating with the providers to whom referrals are made for shelter, transitional housing, case management, income advocacy services, employment, health care, mental health care and recovery services and **ensuring homeless consumers get to the right place to get the right services**.

CBOs that collectively provide a comprehensive set of services to our homeless population report that they are not serving consumers at the maximum capacity due to lack of referrals and coordination. Many barriers are experienced by consumers, including the limited office hours at the HUB (9am – noon and 1pm – 4pm). Folks on the streets get easily discouraged when they go into a service provider just to find out that they will now be referred to another and then get bounced back to the provider who made the initial referral. The journey to housing can be long, and a person can lose their place in line due to the scoring system.

Twelve Berkeley CBOs are also participating in the HOME STRETCH, an Alameda County BHCS/ EveryOne Home initiative that places people in over 1,800 units of Permanent Supportive Housing as units become vacant. Placement in housing is based on eligibility and acuity of need and each individual is “scored” based on mandated criteria. The verification requirements needed to enter this system are extensive, and the homeless need significant support from staff in the participating organizations to get all the required documentation.

We have collected significant feedback from CBOs, the homeless, and other stakeholders who are participating in this system, and will be sharing that feedback, in detail, with the HUB/BFHP and City Staff.

Recommendations:

1. *Create opportunities for staff of all the participating organizations that receive referrals from the HUB to create a culture of excellence in service delivery. The Homeless Coordinator in the City can be a central part of this effort.*

2. Station a staff member from each CBO at the Hub to streamline the referral process and facilitate collaboration.
3. Increase hours and provide on-call services 24/7, 365 days.
4. Map **all** services provided by all CBOs. Ensure through sharing of information that all program changes are immediately shared with all CBOs through a central communication point.
5. Improve the referral system after intake and assessment with the intent to shepherd a consumer through the system and proactively assist in gathering all required documentation. This would lessen the load placed on the homeless person of navigating through a complex and documentation-driven system while trying to survive one day at a time.

Employment Services

CBOs providing job assistance, search and placement for their target populations have some success, but not in significant numbers. This would be an area of service that takes less time to implement compared to developing housing and these CBOs need capacity building. At one time this area of service (employment resources, training and job placement, vocational services) was more available to homeless people in Berkeley; over time as resources diminished, so did the services.

Recommendation:

1. Release an RFP to expand these services

Challenges to CBO Leadership and Coordination Improvement

We have dedicated, vibrant, smart and knowledge-based leadership in our CBOs. Highly qualified and skilled, they are able to maneuver through complex funding conditions and emerging changes in systems.. Funding cycles are both grueling and time intensive. This process lasts many months and rarely results in any change to the funding levels. Cost of living increases are rare and the work of the providers keeps growing. Funding decisions often require that they end up “robbing peter to pay paul” to balance the budgets These requirements impact the time that could be spent coordinating between organizations and improving service delivery.

All current contracts are outcome-based in order to maintain funding. Because of the housing crisis and cost of living in the Bay Area, the hardest outcomes for all CBOs to deliver are placement in affordable permanent housing with supportive services and also gainful employment with livable wages.

Organizations dedicated to getting people enrolled in public benefits, including General Assistance, SSI, CalWORKS, Veterans, Medi-Cal and others are competent in their work and have well trained staff, but the coordination is lacking and consumers shuffle back and forth between providers. Additionally, many CBOs, as well as the City, are doing “outreach” but there is no established outreach criteria, accountability or coordination of activity or return of information.

Recommendations:

1. Remove the inefficiencies and duplication in the funding system. The City of Berkeley process takes 5 months which includes the Homeless Commission, Staff and City Manager recommendations and then Council approval. At each level the CBOs and their consumers and board members spend hundreds of hours in lobbying, presentations and public hearings.
2. The Executive level of our CBOs need to work more closely with each other. This effort could be facilitated by the City Homeless Coordinator with participation from the Mayor’s office. Once hired, and we believe this is a critical position, this person should be charged with bringing everyone around one table and creating an environment of partnership, cooperation,

coordination and common purpose to help increase and better use resources.

3. *The referral system to these organizations needs to be improved and there needs to be additional support provided to the homeless population to ensure they are getting the connection to resources they need.*
4. *Create outreach criteria, coordinate efforts and centralize information obtained from the field.*
5. *Invest in staffing these organizations to help coordinate applications and accompanying documentation. If this was accomplished, CBOs would stay in touch with the homeless who are on the street.*
6. *The measure of success cannot be based just on housing – connection to resources is key, and additional metrics need to be developed.*

Help CBOs Enhance Funding

All CBOs have multiple funding sources from diverse funders, but many funds are restricted to a specific segment of our homeless populations. There are great funding gaps that existing in providing services – especially for a person not designated as “chronically homeless” This results in those consumers getting minimal, if any, help.

The level of dependence on the City of Berkeley funds ranges from only 9% in a CBO providing health care, case management and housing services to 90% with another CBO providing dedicated shelter beds. The majority fall between 20% and 60%. *It is important to point out that while two sections exist in Berkeley RFPs to report an organization’s total funding sources dedicated to Berkeley projects, these forms are completed slightly differently by applicants.* Further investigation is needed in this area, and if the Ad-Hoc committee wants verification we will require additional information from the CBOs.

The funding sources beyond the City of Berkeley include foundations, corporations, faith-based institutions, Alameda County Behavioral Health Care Services, Alameda County Social Services Agency, State of California, HUD, Veterans Affairs, private donors, billing and other fees, events and sale of products produced by clients.

The larger CBOs have development directors who are extremely sophisticated in applying to every RFP for which they qualify, producing highly competitive proposals at all levels. With the smaller CBOs this effort falls on the Executive Director. The biggest challenge for CBOs is raising funds from foundations and corporations. Many foundations are giving smaller grants in this area compared to the 90's and early 2000's. It is important to understand that homelessness ranks in the low 90's in the list of 100 issues donors fund.

We are in the process of compiling a menu of Federal, State, County, foundation and corporation funding sources currently available. It is anticipated that federal sources will decrease and no large foundation initiatives on ending homelessness currently exist in the Bay Area - but we could drive that change with a small team of volunteer outreach.

Also, we believe wealthy individuals in Berkeley would give more to this issue if accurately informed.

Recommendations:

1. *Establish a small team led by the Mayor, a council member, City Manager, service provider, homeless consumer, commission member, major donor and community member to meet with all major foundations, corporations and other entities with significant resources. Such a meeting would “sell” the coordinated entry model and would demonstrate the large spectrum of options available to our homeless people while showing the funding challenges and restrictions that still*

exist.

2. *A public education campaign, presenting a powerful and accurate narrative about the lives and challenges homeless people face needs to be developed. In partnership with homeless people, CBOs, including donors, faith based organizations and using interns from UCB this campaign would deliver a much needed message to Berkeley residents and businesses.*
3. *Create an annual citywide fundraising campaign that would benefit all CBOs.*

Training of Staff

Need for training is a high priority among our CBOs especially in organizations that hire people with lived experience of homelessness and personal trauma. Areas identified by the CBOs include trauma informed care, motivational interviewing, cultural competence, and developing tools and skills so that the homeless population is served with respect and staff have extensive knowledge about the availability of existing appropriate resources.

Recommendations:

1. *Establish funding for training and require specific coursework around the aforementioned areas identified.*

Initial Feedback from Consumers

While there is intention in all CBOs to gather feedback from those who use services, there is no consistent effort made to do so. It is critical in any system of care to create a feedback loop from consumers through resolution and integrate that feedback into improved service delivery. A few CBOs excel at this effort and their models need to be adopted.

Recommendations:

1. *Utilizing the team of CBO executive leadership, Homeless Coordinator and Mayor's staff, review existing feedback models and recommend tools for implementation.*

In closing, we repeat that it is very important to understand the inner workings of the current system and listen to the larger homeless community, build on the current capacity and ensure funding exists so ALL levels of homeless needs are addressed. Our work will continue and a final report will be presented to the Ad-Hoc Committee, City Council and the community. We thank you for your support in this very important endeavor.

Attachment 1: List of Questions for CBOs and Materials Requested

Interview Questions

1. Please give us an overview of your organization, including your methodology and the culture of your decision-making process.
2. We would like to know your strengths in service delivery.
3. Please tell us about the challenges at all levels of your organization, from Executive to frontline staff and for your consumers.
4. What innovative strategies are you using in your organization and programs? What differentiate you from other providers?
5. From your vantage point, what are the gaps (excluding permanent housing and jobs) in the services your consumers need?
6. With the number of non-profits serving the homeless, why do people fall through the safety net? What are we not doing?
7. How do you coordinate services with other providers in Berkeley? How often do you meet with them?
8. Your take on City-provided services like mental health, health care, and public health: talk about access and quality of care provided by the City.
9. Please share with us how you handle consumer suggestions and feedback for your services. How do you integrate them into your service delivery?
10. In a given year, what kind of training do you make available to your staff? What kind of workshops do you hold to enhance the tools and skills for your consumers?
11. The City will be hiring a Homeless Coordinator to work within the Housing and Community Services Department. What do you think the role of this person should be to enhance the services for the entire community?
12. What services are your consumers receiving from the HUB?
13. What levels of case management do you provide to your consumers?
14. How many of your consumers have received housing through the HUB?
15. Do you feel that the level of coordination with the HUB and your organization is adequate? Do you have suggestions for improving access to the HUB beyond intake?

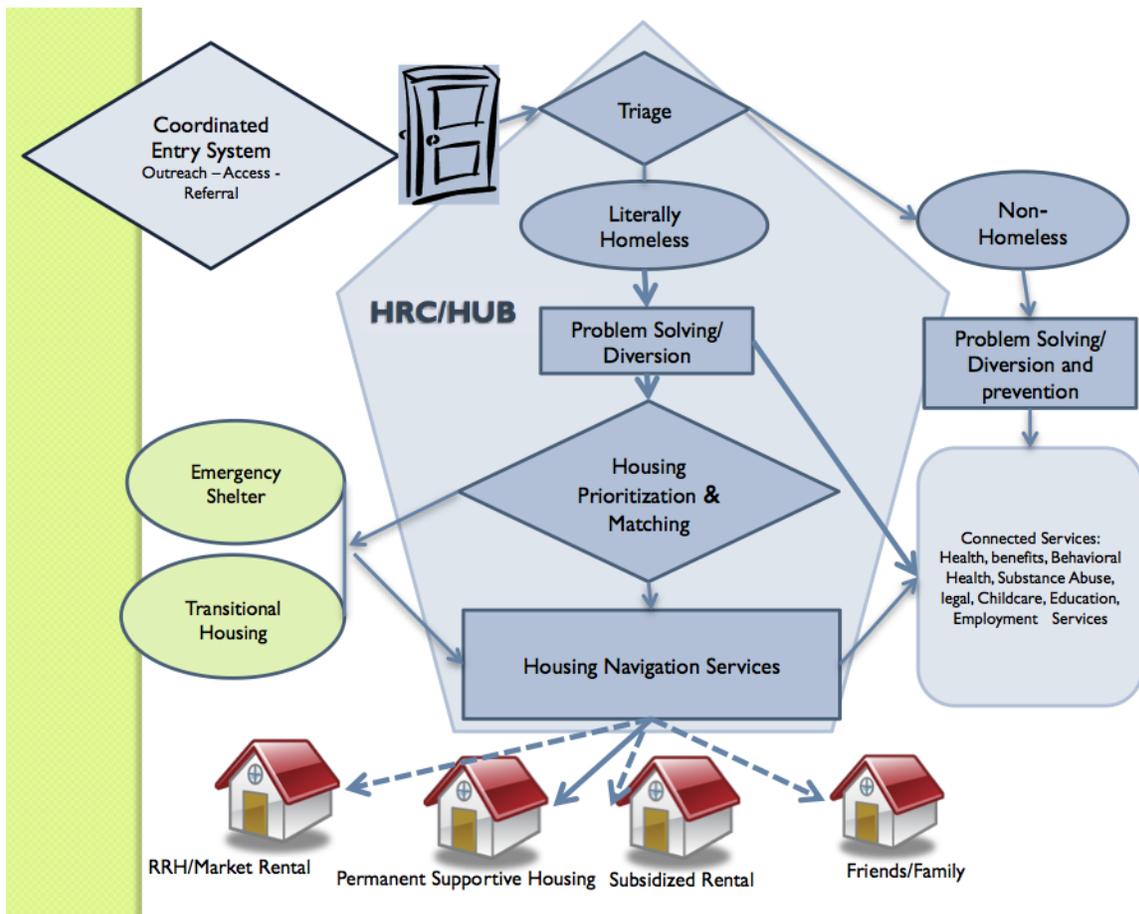
Requested Documents

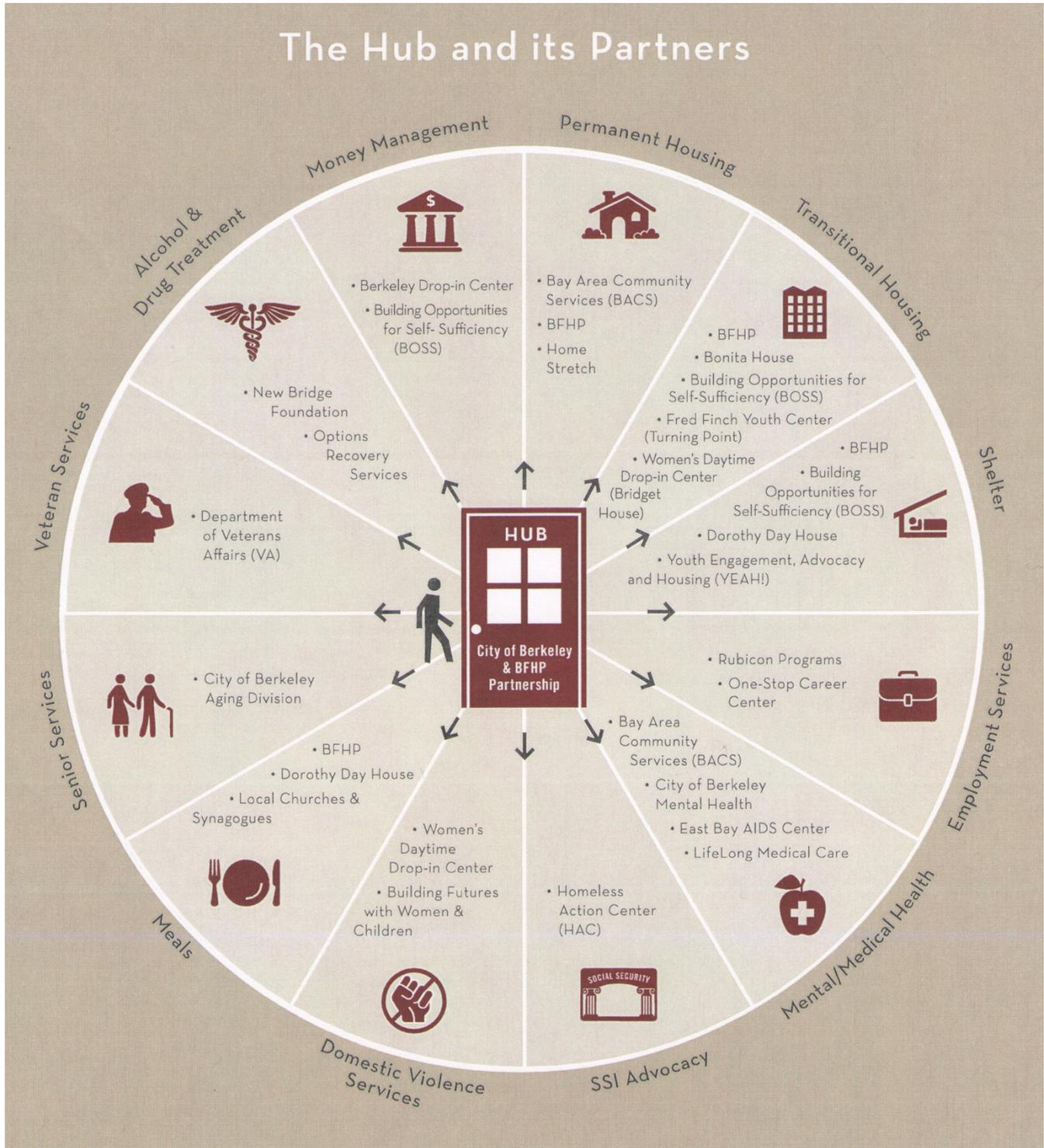
1. Organizational Charts
 - a) Your Governance and Leadership structure (who reports to whom)
 - b) Your supervising structure across the organization's programs
 - c) A copy of the house rules if you operate Emergency Shelter, Transitional Housing, and/or Permanent Housing
2. A copy of your consumer satisfaction survey (if you have one) and a copy of the results of your last survey
3. A current or past foundation/corporation proposal for general support
4. A copy of your staff evaluation tool
5. A copy of grievance procedures for:
 - a) Staff
 - b) Consumers
6. Agency brochures
7. A copy of intake form
8. Criteria for services
9. If applicable, case management assessment form(s)

Attachment 2: Description of the coordinated entry system

The following descriptions are excerpts from *Coordinated Entry & Housing Resource Centers Alameda County 2016 Initial Design Report*, accessible at <http://everyonehome.org/wp-content/uploads/2016/02/AC-CES-Initial-Design-final.pdf>

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, including immediate shelter and a range of longer-term housing focused programs. (p. 3)





(Courtesy of Berkeley Food and Housing Project)

