



Sophie Hahn  
Councilmember District 5

## **SUPPLEMENTAL AGENDA MATERIAL**

**Meeting Date:** July 11, 2017

**Item Number:** 36

**Item Description:** Analysis and Recommendations for the Pathways Project to Address Homelessness in Berkeley

**Submitted by:** Councilmember Sophie Hahn

Adds further detail to recommend “Option 4” as presented in the City Manager’s Report to Council on June 27, 2017: establish a combined STAIR Center/Bridge Living Community and associated Homeward Bound and rapid rehousing components with the following additions, as formally recommended by action of the Council’s Ad Hoc Subcommittee on Homelessness:

1. Add an Encampment Resolution Team
2. Add a program to address illegal dumping and excessive accumulations of items and materials associated with homeless encampments, in particular in the heavily impacted West Berkeley corridor

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**ACTION CALENDAR**  
July 11, 2017

To: Honorable Mayor and Members of the City Council

From: Councilmember Sophie Hahn and Mayor Jesse Arreguín

Subject: Analysis and Recommendations for the Pathways Project to Address Homelessness in Berkeley

### RECOMMENDATION

Adopt “Option 4” as presented in the City Manager’s report to Council on June 27, 2017, submitted by Paul Buddenhagen, Director of Health, Housing and Community Services, to establish a combined STAIR Center/Bridge Living Community and associated Homeward Bound and rapid rehousing components with the following additions, as recommended by formal action of the Council’s Ad Hoc Subcommittee on Homelessness:

1. Add an Encampment Resolution Team
2. Add a program to address illegal dumping and excessive accumulations of items and materials associated with homeless encampments, in particular in the heavily impacted West Berkeley corridor

### BACKGROUND

The Department of Health Housing and Community Services submitted an initial report recommending three strategies for implementing the Pathways Program at the June 27, 2017 meeting of the Berkeley City Council. A later revision of the report included a fourth option, “Option 4,” which advocated for a “hybrid” model, combining the STAIR Center and Bridge Living Community into a single facility with associated rental subsidies and a Homeward Bound component. The full details of Option 4, as described in the revised City Staff report submitted for the June 27, 2017 Council meeting in the first Supplemental packet, are included as Attachment 1.

Option 4 is the product of close collaboration between council members and staff. It is recommended by both the City Manager and by the Ad Hoc Sub-Committee on Homelessness, which formally recommended Option 4 (with the two added recommendations) to the Council, by a unanimous vote, as the most cost-efficient and effective set of facilities and programs to achieve the Pathways Project’s stated goals:

- 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

*This item asks Council to formally adopt the Ad Hoc Subcommittee's recommended set of facilities and programs as the City's operational version of the Pathways Project which staff will be directed to implement, based on Council's funding allocations and on the availability of other funds from private and community donors.*

**A Phased Approach:**

**Only the first phase of funding for Option 4 has been approved to date**, with \$400,000 already allocated by Council to establish a single, combined STAIR/Bridge facility with a capacity of approximately 100 residents. The facility will likely take 6 months to be planned and built, and hopefully will be available to receive residents around the start of 2018.

**Council referred to the November 2017 mid-term budget adjustment process funding to operate the STAIR/Bridge facility** for the 6 remaining months of FY2018 (January - June of 2018). By the time mid-year allocations are made, in November 2017, it is expected that Staff will be able to provide a realistic target date for the facility to be opened, allowing funding for the remainder of FY2018 to be appropriately allocated. In addition, the Mayor, Councilmembers and Staff will have a better idea of the likelihood and scale of private donations which will or might be available to support the Pathways Project.

It is expected that the facility will operate with up to 100 residents; some drawn from HUB clients already identified for permanent housing but still awaiting placements, and others entering the STAIR/Bridge facility via the work of the Encampment Resolution Team ("ERT"). The ERT will be in place to assist in areas of Berkeley with significant concentrations of homeless individuals, inviting them to move to the STAIR/Bridge community and to connect with services and housing, as possible.

Staff has developed a "light" model for an ERT that leverages existing city and partner homeless agency staff, resulting in a more flexible and less costly ERT model, appropriate for Berkeley's resources and needs. (The original ERT proposal was based on San Francisco's staffing and costs, which reflect their need for multiple, dedicated, full time and full service teams to address over 100 large encampments).

Funding needs for operation of the STAIR/Bridge Community and associated services have been estimated, but will change as details are clarified. Some costs estimated in Staff's report, which are largely based on San Francisco's more robust needs, can be reduced as programs are further developed, as was the case with the ERT.

With monies recently allocated to build the STAIR/Bridge Community, *and with Council's approval of this recommended "Option 4 ++" model for implementation of the Pathways Project*, staff can move forward to create more detailed operational and staffing plans and cost estimates to present to Council and to the community.

Finally, Public Works is tasked with keeping our streets clean and processing materials and items left by individuals struggling to stay alive and by people who chose to illegally dump in areas where homeless individuals congregate. The Ad Hoc Subcommittee on Homelessness recommended that efforts to manage these accumulations be stepped-up in West Berkeley, and wherever concentrations are found. *This item asks Council to approve a program of stepped-up activities to address these concentrations.* Monies for this work should be drawn from existing Public Works budgets. Should additional monies be needed to supplement citywide maintenance needs, Council may be asked to allocate additional funds.

### FINANCIAL IMPLICATIONS

The cost to build the combined STAIR/Bridge community with beds for approximately 100 residents is estimated to be \$400,000, *an amount that has already been allocated* through the FY2018/2019 budget process, for FY2018. Fundraising from private sources is expected to offset some or all of these costs, freeing resources for future operating costs.

Staff will provide updated operational funding requests for Council's approval in November of 2017 and June of 2018, for the second half of FY2018 and full year of FY2019, respectively. Costs to operate the facility and for associated programs, staff and services (Homeward Bound, Rapid Rehousing, etc.) are estimated to be approximately \$2-2.5M for a full year of operations and programs serving 100 residents at a time (full capacity). Because residents will be staying at the facility an average of 4 months, up to 300 clients may be served by the facility when operating at full capacity (100 beds) for a full year. Fundraising from private foundations, organizations and individuals will continue and it is hoped that some costs will be supplemented or offset by private donations.

### ENVIRONMENTAL IMPACTS

This recommendation is consistent with Berkeley's environmental sustainability goals.

### CONTACT PERSON

Councilmember Sophie Hahn, Council District 5, (510) 981-7150

### ATTACHMENTS

1. Excerpts from June 27, 2017 Staff Report, "Analysis and Recommendations for the Pathways Project to Address Homelessness in Berkeley", as amended in Supplemental Communications and Reports 1

*Excerpts from June 27, 2017 Staff Report, “Analysis and Recommendations for the Pathways Project to Address Homelessness in Berkeley”, as amended in Supplemental Communications and Reports 1*

### Hybrid Program Model

*Program Design.* One alternative to fully funding four new programs is to combine elements of each in a “hybrid” alternative. This model retains the Bridge Living Community’s 80 beds and associated housing subsidies, all of which would continue to be prioritized through the Hub. This would maximize State and Federal draw-downs, ensure HUD compliance and house homeless people. Added to the Bridge would be an additional 20 STAIR Center beds, which would be filled by an Encampment Resolution strategy that primarily redeploys existing outreach and clean-up services. Finally, the program covers Homeward Bound travel expenses for up to 100 clients per year, but no dedicated Homeward Bound program staff.

*Staff and Operations.* Staffing and operations patterns would be largely consistent with those of a Bridge Living Community, adjusted proportionally to support 20 additional STAIR Center beds with 100 additional Homeward Bound travel vouchers. We estimate that this “hybrid” model would cost roughly \$2.6 million annually.

*Capital Expenses.* We estimate that capital expenses for a 100 bed hybrid STAIR Center/Bridge Living Community would require, as with the options above, the installation of bungalow-style tent cabins, modular trailers for office and storage space, port-a-potties and wash stations, mobile showers, and security fencing. We estimate that this would cost \$260,000 in year one, and \$46,000 in leasing expenses annually thereafter. Again, this does not include legal, labor and construction expenses, and it does not include traffic expenses such as closing a stretch of road to traffic or smoothing a disrepaired street surface (pg. 11-12 of 23).

### RATIONALE FOR RECOMMENDATION

Data from the 2017 homeless count in Berkeley indicate that there are almost 1000 homeless individuals residing in Berkeley at any given point in time, with almost 700 of them living without shelter. Meanwhile, the city has fewer than 150 year-round shelter beds, and Hub housing navigation and subsidies for no more than 125 clients at any given time. Therefore, additional investments in best-practice mechanisms to move people experiencing homelessness into places of safety, respite, and permanent housing are warranted. Staff recommend investing in a hybrid STAIR Center/Bridge Living Community model, which primarily focuses on permanent housing but helps increase emergency shelter capacity in Berkeley as well (p 12 of 23).