




Office of the City Manager

## INFORMATION CALENDAR

January 26, 2016

To: Honorable Mayor and Members of the City Council

From:  Dee Williams-Ridley, Interim City Manager

Submitted by: Kelly Wallace, Acting Director, Health, Housing & Community Services Department

Subject: Berkeley 2015 Homeless Point-In-Time Count

### SUMMARY

On January 28, 2015, hundreds of non-profit, City and County staff and volunteers, organized by EveryOne Home, carried out a Point-In-Time count of people who are homeless in Alameda County<sup>1</sup>. An estimated 4,040 people were homeless on that night. Of those, 834 were estimated to be homeless in Berkeley, 266 sheltered people and 568 unsheltered people. The City of Berkeley requested specific data related to the Berkeley homeless population. The last time a Berkeley specific count was conducted was in 2009. This report summarizes the data and provides more detailed data in the attached tables.

The homeless count revealed that Berkeley's unsheltered homeless population grew by 53% from the 2009 count to the 2015 count. The demographics of Berkeley's homeless population do not seem to have changed dramatically from prior years. Major strides were made in reducing veterans' homelessness. The numbers of chronically homeless people, people with substance use disorders and people with serious mental illness show a decrease, but this is likely in part due to a change in the survey questions used to elicit this information.

### CURRENT SITUATION AND ITS EFFECTS

Every other year, in response to a mandate by the U.S. Department of Housing and Urban Development (HUD), EveryOne Home mobilizes staff and volunteers to implement a count of homeless people in Alameda County on a given night in late January. In 2014, the City of Berkeley requested that EveryOne Home expand their efforts to enable the 2015 Point-In-Time count to produce specific data for Berkeley's homeless population. The results of this work are contained in the data tables in *Attachment 1*.

Significant findings from the January 2015 homeless count are:

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<sup>1</sup> EveryOne Home is the organization coordinating the work of local government and non-profits to end homelessness in Alameda County. See <http://www.everyonehome.org/>.

- There were an estimated 834 people homeless in Berkeley. This is a 23% increase over 2009. Of those, 266 were in shelters or transitional housing, and 568 were unsheltered. The increase in the count is primarily due to a 197 person rise in unsheltered homelessness, a 53% increase over 2009. As, shown in *Figure 1* below, there was a significant increase in unsheltered homeless people and a decrease in sheltered homeless people from 2009 to 2015.
- It is important to note that changes in the sheltered count are typically because of changes in the capacity of the shelter and transitional housing stock or in occupancy rates. The decrease in the number of sheltered homeless is likely due to the fact that the Berkeley Emergency Storm Shelter (BESS), which has a shelter capacity of 65 beds was not open on January 28, 2015. The BESS is only open when the temperature is expected to drop to 40 degrees or below or if rain is forecast.

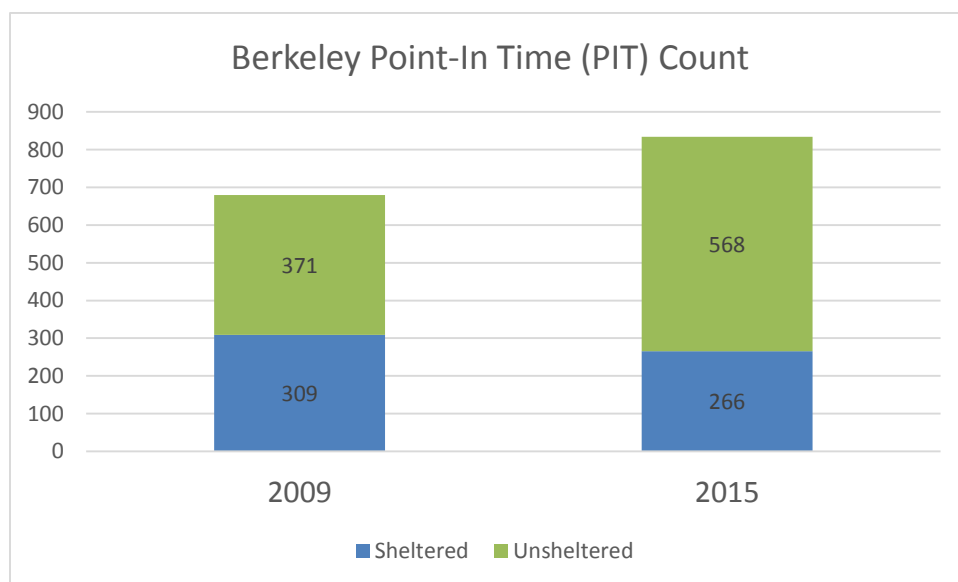


Figure 1

A significant increase in the unsheltered homeless population can be explained in part by external factors outside of the homeless services system. These include an extremely high cost and low availability of housing. EveryOne Home, which compiles Annual Performance Reports for homeless programs funded by HUD, reports that homeless providers countywide have increased the number of homeless people obtaining permanent housing each year. But this effort has not resulted in an overall reduction in homelessness, indicating that more and more people are becoming homeless over time. Other jurisdictions such as Los Angeles and Seattle have also reported large increases in their homeless populations.<sup>2</sup>

<sup>2</sup> <http://www.latimes.com/local/lanow/la-me-ln-how-los-angeles-homeless-crisis-got-so-bad-20150922-story.html> and [http://www.homelessinfo.org/what\\_we\\_do/one\\_night\\_count/2015\\_results.php](http://www.homelessinfo.org/what_we_do/one_night_count/2015_results.php)

As reported in prior years, Berkeley's homeless population continues to be primarily singles (82%), primarily male (75%), with almost equal numbers of African-American and white clients. *Figure 2* below provides a comparative view of how Berkeley's homeless demographics have changed since 2009.

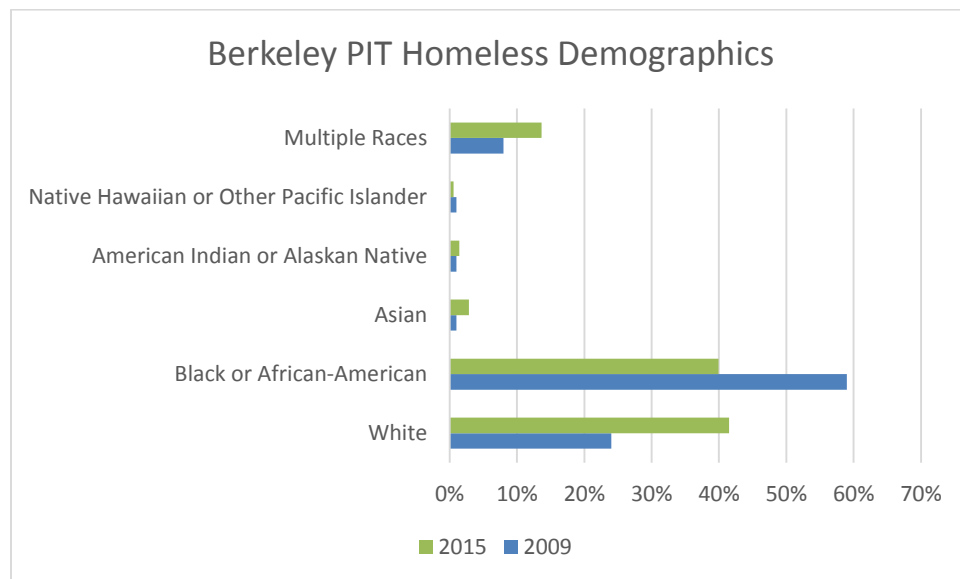


Figure 2

There were some significant changes for subpopulations from the 2009 count to the 2015 count (see Attachment 2).

- **Homeless Veterans:** The number of **veterans decreased by 40%** (from 130 to 78). This is likely due to significant resources both for rapid re-housing, services, and permanent housing, invested by the Veteran's Administration in recent years.
- **Chronically Homeless:** It is difficult to compare the 2009 and 2015 numbers for chronically homeless<sup>3</sup> adults, adults with serious mental illness, and adults with a substance abuse disorder due to significant changes in the question methodology, including shifting from an assessment of substance abuse to self-reporting. With that in mind, in 2015, the numbers of chronically homeless are **estimated at 24% of the population**. The number of chronically homeless in Berkeley in January 2015 was 203 individuals and seven families.
- **Domestic Violence:** The number of unsheltered people reporting a history of domestic violence increased by a large percentage between 2009 and 2015. In 2015 35% of the unsheltered population reported a history of domestic violence.

<sup>3</sup> "Chronically homeless" is defined at [24 CFR 578.3](#). In short, it is defined as an individual, or a family with an individual, who is homeless for at least one year, or on at least four separate occasions in the last three years, and has a disability.

- **Transition Age Youth:** In the 2015 homeless count, there were a total of 77 young adults aged 18-24, also known as TAY. Of the 77 TAY, 41 were in shelter and transitional housing, and 36 were unsheltered.

### City Response to Homelessness

The City invests approximately \$3 million annually in homeless services through community agency contracts. Until recently, City dollars were overwhelmingly invested in emergency services that focused on addressing basic needs, but were not necessarily targeted to getting unsheltered people off the streets of Berkeley and into permanent housing. Prior to July 2015, funding for drop-in centers and emergency shelters accounted for 54% of City investment while 19% went to supportive services not connected to permanent housing. Only approximately 10% of City funding was invested in rapid re-housing and 9% in services linked to permanent housing.

Despite ongoing efforts to target services to chronically homeless people, services in Berkeley have not served this population at a level commensurate with their prevalence in the overall Berkeley homeless population. Furthermore, almost one-third of the clients served by homeless agencies have not been literally homeless at time of entry. Data extracted from the county-wide Homeless Management Information System (HMIS) revealed that chronically homeless clients are being underserved: chronically homeless clients represent 46% of the homeless population but they account for only 30% of the people served.

Though countywide efforts to focus on producing positive housing outcomes have resulted in improvements, further analysis of HMIS data shows that only a little more than a third (38%) of households served by Berkeley agencies exited to a permanent housing destination. More than half (52%) remained homeless (exited to shelter, transitional housing or the streets) or exited to other temporary housing situations, while another 7% exited to unknown situations. This rate of exit out of homelessness is not high enough to significantly reduce the number of homeless people.

Importantly, data suggests that many people exit the homeless service system in the exact same situation they entered. About 21% of people exit to family and friends, either in permanent or temporary situations. This is roughly equivalent to the numbers who enter the system from staying with family and friends. This data suggests that a strategy to assist people who are living with family and friends to remain in their current housing rather than having to enter shelter or even an unsheltered situation in order to receive assistance would be effective. If nearly 20% of clients can be “diverted” from becoming literally homeless by assisting them in preserving their informal housing, resources for literally homeless people would be freed up.

Finally, Berkeley homeless services have not been as well coordinated as hoped for, resulting in a frustrating experience for clients and a poor use of limited resources. In response to these issues, City Council approved funding for a new Centralized Entry

System (CES), now called “The Hub” and operated by the Berkeley Food and Housing Project, which launched on January 5, 2016. The Hub is designed to serve the unsheltered homeless population in Berkeley more effectively by targeting shelter and housing resources to this population. This kind of system is a Federal requirement for all homeless Continuums of Care (CoC), established by the U.S. Department of Housing and Urban Development (HUD) as part of the 2009 HEARTH Act.

Starting in July 2015, City funding has begun to shift towards services that help clients access and keep housing. The Hub, which is the main entry point to homeless housing resources in Berkeley, accounts for 28% of FY 2016 City funding. Supportive case management services aimed at maintaining people in housing is 18%. Funding for drop-in centers and emergency shelters is 25%. Funding for basic needs and other services not connected to housing is 18%. Less than 1% of community agency funding is currently invested in outreach. Funding for the Hub in FY 2016 is only enough for a nine-month period. Therefore additional resources will be needed for the Hub to continue to operate at full capacity in FY 2017.

The Hub has two primary goals. The first is to “divert” people who are not actually homeless from entering shelter and other traditional homeless services by assisting them to resolve issues that are causing them to need to leave their current housing situation. The second goal is to assess clients who are actually homeless and offer services matched to their need, prioritizing services for those with the highest need. The Hub acts as the access point into emergency shelter and transitional housing, and provides housing search assistance and other housing supports. Referrals are also made through this front door to other homeless services.

### Current Inventory of Homeless Services and Housing

The table below summarizes the resources available by referral through the Hub:

Type of Service	Agency/Program	Total Slots
Shelter Beds	TOTAL	135
	Berkeley Food and Housing Project (BFHP) Men’s Shelter	36
	BFHP Women’s Shelter	32
	Building Opportunities for Self-Sufficiency (BOSS) – Ursula Sherman Village Singles Shelter	50
	Youth Engagement Advocacy Housing (YEAH) Winter Shelter	17
Transitional Housing Beds	TOTAL	77
	Fred Finch Turning Point	18
	BFHP Men’s Veterans Program	12
	BFHP Women’s Transitional House	34
	BOSS Sankofa House	4
	BOSS Family Transitional Shelter	5
	Women’s Daytime Drop-In Center (WDDC) Bridget House	4

Case Management Tied to Permanent Housing	TOTAL	195
	BFHP	50
	BOSS	41
	WDDC	28
	YEAH	17
	Bonita House	18
	Berkeley Drop-In Center (BDIC)	11
	Lifelong Medical Care	30
Alcohol and Other Drug Treatment	Options Daytime Treatment	63
	Options Dual Diagnosis Clinic	60
	Options Transitional Housing	1,825 bednights
	New Bridge Residential Treatment	714 bednights
Other Services	WDDC Domestic Violence Program	65
	Rubicon Employment Program	80
	BDIC Representative Payee	58
	BOSS Representative Payee	95
	Alameda County Homeless Action Center Benefits Advocacy	80

Other services accessible to the public not referred through the Hub are:

- Dorothy Day House Berkeley Emergency Storm Shelter (*operational on rainy nights or nights where the temperature is below 40 degrees*)
- Dorothy Day House Breakfast program
- BFHP Quartermeal Dinner
- WDDC Lunch Program

### Berkeley's Count in Context

The County-wide homeless count undertaken in January 2015 estimated that there were 4,040 people who were homeless in Alameda County. This is essentially unchanged from the 2013 count, and down slightly from 4,341 in 2009.

Countywide	Sheltered Count	Unsheltered Estimate	Total
January 2009	2,378	1,963	4,341
January 2015	1,643	2,394	4,040
% Change	-31%	22%	-7%

Berkeley's percentage of the homeless population county-wide has grown from 16% in 2009 to 21% in 2015. The county-wide **unsheltered population** has grown by 22%

over the past six years, compared to Berkeley's 53% increase. Oakland experienced a 45% increase in unsheltered homeless from 2009 to 2015.<sup>4</sup>

## BACKGROUND

Once every two years EveryOne Home estimates the number of people within the county who are homeless on a given evening. This effort, known as the Homeless Point-in-Time Count (Count), is congressionally mandated for all communities that receive U.S. Department of Housing and Urban Development (HUD) funding for homeless programs. HUD's requirement includes a count or scientifically-derived estimate of both sheltered and unsheltered homeless people, as well as the frequency of certain subpopulation characteristics among the homeless population. HUD requires that the Count be conducted during the last ten days in January.

The sheltered portion of the Count (persons residing in shelters and transitional housing within the county) is primarily extracted from data in the County's Homeless Management Information System, called InHOUSE and operated by the Alameda County Department of Housing and Community Development. InHOUSE includes data on persons who occupied a shelter or transitional housing bed on the night of the count. Any shelter or transitional housing program that does not participate in InHOUSE is independently surveyed for the count of people and the characteristics of those people on the night of the Count.

The Alameda County unsheltered homeless Count uses a site-based survey methodology. Unsheltered homeless persons were those receiving services who self-reported having slept in any of the following places the night before: the streets, a vehicle, an abandoned building, bus/train/BART station/airport, anywhere outside, or other place not meant for human habitation, a garage, backyard, shed, or driveway. Whereas the sheltered Count consists of the actual numbers of persons and households staying at shelters and transitional housing programs and their characteristics, the numbers of persons and households who are unsheltered on the survey night are estimated. The estimated Count of unsheltered homeless persons and households is completed using a survey conducted at four kinds of non-residential program sites serving housed and homeless low-income people including meal service sites, food pantries, drop-in centers, and outreach programs.

The fieldwork done in Berkeley included volunteers from City staff, an elected leader, non-profit agencies, residents, formerly homeless residents, young adults and other citizens. The EveryOne Home Count is not always able to include city-specific data since the resources required, including volunteers and staffing, to produce a statistically significant data sample are not always available. The last year that data specific to Berkeley was able to be produced was in 2009. The statistically supported data is provided in the attached tables in a format prescribed by the U.S. Department of

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<sup>4</sup> [http://www.contracostatimes.com/breaking-news/ci\\_29166600/oaklands-homeless-seeking-shelter-kindness-housing-crisis-pushes](http://www.contracostatimes.com/breaking-news/ci_29166600/oaklands-homeless-seeking-shelter-kindness-housing-crisis-pushes)

Housing and Urban Development. The methodology is described in full in the report provided for the 2013 County-wide Homeless Count.<sup>5</sup>

#### ENVIRONMENTAL SUSTAINABILITY

There are no identifiable environmental effects or opportunities associated with the subject of this report.

#### POSSIBLE FUTURE ACTION

The significant increase in the unsheltered homeless population in Berkeley is troubling. City staff will return to Council later in the Spring of 2016 to make recommendations regarding homeless funding for FY 2017. This will include a recommendation to fully fund Berkeley's Coordinated Entry System in FY 2017. Council approved only partial funding in FY2016 because it was not expected to be operational until January 2016. Staff will also recommend funding for additional outreach to ensure that the unsheltered street population is being proactively engaged in housing navigation services and other referrals available at the CES

#### FISCAL IMPACTS OF POSSIBLE FUTURE ACTION

Unknown at this time. Additional information on projected costs will be included in the FY 2016 mid-year budget update.

#### CONTACT PERSON

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#### Attachments:

- 1: Data Tables from the January 2015 Point-In-Time Count
- 2: Berkeley Point-In-Time Count Comparison, 2009 and 2015

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<sup>5</sup> [http://www.everyonehome.org/media/resources\\_homeless-count13.pdf](http://www.everyonehome.org/media/resources_homeless-count13.pdf)



<b>All Households with and without Children</b>						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES	TH			Lower Bound	Upper Bound
Total number of households	132	74	437	643	193	681
Total number of persons	137	129	568	834	304	832

Households with at Least One Adult and One Child						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES	TH			Lower Bound	Upper Bound
Total number of households	4	28	13	45	1	26
Total number of persons	9	83	59	151	3	114
Number of children (under age 18)	5	50	25	80	0	50
Number of young adults (age 18 to 24)	0	2	11	13	0	24
Number of adults (over age 24)	4	31	23	58	1	45
<b>Gender</b>						
Female	9	49	44	102	--	--
Male	0	34	15	49	--	--
Transgender: male to female	0	0	0	0	--	--
Transgender: female to male	0	0	0	0	--	--
<b>Ethnicity (adults and children)</b>						
Non-Hispanic/Non-Latino	9	74	59	142	--	--
Hispanic/Latino	0	9	0	9	--	--
<b>Race</b>						
White	0	7	41	48	--	--
Black or African-American	9	64	18	91	--	--
Asian	0	3	0	3	--	--
American Indian or Alaska Native	0	0	0	0	--	--
Native Hawaiian or Other Pacific Islander	0	2	0	2	--	--
Multiple Races	0	7	0	7	--	--

Households with only Children (under age 18)				
	Sheltered		Unsheltered Count	Total
	ES	TH		
Total number of households	0	0	0	0
Total number of children (under age 18)	0	0	0	0
<b>Gender</b>				
Female	0	0	0	0
Male	0	0	0	0
Transgender: male to female	0	0	0	0
Transgender: female to male	0	0	0	0
<b>Ethnicity (adults and children)</b>				
Non-Hispanic/Non-Latino	0	0	0	0
Hispanic/Latino	0	0	0	0
<b>Race</b>				
White	0	0	0	0
Black or African-American	0	0	0	0
Asian	0	0	0	0
American Indian or Alaskan Native	0	0	0	0
Native Hawaiian or Other Pacific Islander	0	0	0	0
Multiple Races	0	0	0	0

Households without Children						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES	TH			Lower Bound	Upper Bound
Total number of households	128	46	424	598	171	676
Total number of persons	128	46	509	683	222	797
Number of young adults (age 18 to 24)	22	17	25	64	0	53
Number of adults (over age 24)	106	29	484	619	195	773
<b>Gender</b>						
Female	42	21	83	146	--	--
Male	86	25	408	519	--	--
Transgender: male to female	0	0	18	18	--	--
Transgender: female to male	0	0	0	0	--	--
<b>Ethnicity (adults and children)</b>						
Non-Hispanic/Non-Latino	116	44	455	615	--	--
Hispanic/Latino	12	2	54	68	--	--
<b>Race</b>						
White	40	11	247	298	--	--
Black or African-American	65	30	147	242	--	--
Asian	3	1	17	21	--	--
American Indian or Alaskan Native	3	1	8	12	--	--
Native Hawaiian or Other Pacific Islander	1	0	2	3	--	--
Multiple Races	16	3	88	107	--	--

Homeless Subpopulations						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES				Lower Bound	Upper Bound
Chronically Homeless Individuals	38		165	203	25	305
Chronically Homeless Families	1		6	7	0	11
<i>Persons in Chronically Homeless Families</i>	2		27	29	0	62
Chronically Homeless Veteran Individuals	5		17	22	2	33
Chronically Homeless Veteran Families	0		0	0	--	--
<i>Persons in Chronically Homeless Veteran Families</i>	0		0	0	--	--
<b>ES, SH, TH</b>						
Adults with Serious Mental Illness	82		118	200	0	242
Adults with a Substance Use Disorder	30		35	65	1	69
Adults with HIV/AIDS	5		16	21	0	38
Victims of Domestic Violence (optional)	52		200	252	65	336

Youth Households						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES	TH			Lower Bound	Upper Bound
Total number of households	22	17	5	44	0	15
Number of parenting youth households	0	0	0	0	--	--
Number of unaccompanied youth household	22	17	5	44	0	15
Total number of persons	22	17	5	44	0	15
Total number of persons in parenting youth households	0	0	0	0	--	--
Number of parenting youth (youth parents only)	0	0	0	0	--	--
Number of parenting youth (under age 18)	0	0	0	0	--	--
Number of parenting youth (age 18 to 24)	0	0	0	0	--	--
Number of children with parenting youth (children under age 18 with parents under age 25)	0	0	0	0	--	--
Total number of unaccompanied youth	22	17	5	44	0	15
Number of unaccompanied youth (under age 18)	0	0	0	0	--	--
Number of unaccompanied TAY (age 18 to 24)	22	17	5	44	0	15
<b>Gender (youth parents and unaccompanied youth only)</b>						
Female	5	10	0	15	--	--
Male	17	7	5	29	--	--
Transgender: male to female	0	0	0	0	--	--
Transgender: female to male	0	0	0	0	--	--
<b>Ethnicity (youth parents and unaccompanied youth only)</b>						
Non-Hispanic/Non-Latino	19	16	0	35	--	--
Hispanic/Latino	3	1	5	9	--	--
<b>Race (youth parents and unaccompanied youth only)</b>						
White	7	3	0	10	--	--
Black or African-American	10	13	0	23	--	--
Asian	0	0	0	0	--	--
American Indian or Alaskan Native	1	1	0	2	--	--
Native Hawaiian or Other Pacific Islander	0	0	0	0	--	--
Multiple Races	4	0	5	9	--	--

Veteran Households with at Least One Adult and One Child						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES	TH			Lower Bound	Upper Bound
Total number of households	0	0	0	0	--	--
Total number of persons	0	0	0	0	--	--
Total number of veterans	0	0	0	0	--	--
<b>Gender (veterans only)</b>						
Female	0	0	0	0	--	--
Male	0	0	0	0	--	--
Transgender: male to female	0	0	0	0	--	--
Transgender: female to male	0	0	0	0	--	--
<b>Ethnicity (veterans only)</b>						
Non-Hispanic/Non-Latino	0	0	0	0	--	--
Hispanic/Latino	0	0	0	0	--	--
<b>Race (veterans only)</b>						
White	0	0	0	0	--	--
Black or African-American	0	0	0	0	--	--
Asian	0	0	0	0	--	--
American Indian or Alaskan Native	0	0	0	0	--	--
Native Hawaiian or Other Pacific Islander	0	0	0	0	--	--
Multiple Races	0	0	0	0	--	--

Veteran Households without Children						
	Sheltered		Unsheltered Count	Total	Unsheltered 95% CIs	
	ES	TH			Lower Bound	Upper Bound
Total number of households	13	19	46	78	16	75
Total number of persons	13	19	47	79	18	76
Total number of veterans	13	19	46	78	16	75
<b>Gender (veterans only)</b>						
Female	0	3	12	15	--	--
Male	13	16	34	63	--	--
Transgender: male to female	0	0	0	0	--	--
Transgender: female to male	0	0	0	0	--	--
<b>Ethnicity (veterans only)</b>						
Non-Hispanic/Non-Latino	13	18	46	77	--	--
Hispanic/Latino	0	1	0	1	--	--
<b>Race (veterans only)</b>						
White	1	5	32	38	--	--
Black or African-American	10	14	9	33	--	--
Asian	0	0	2	2	--	--
American Indian or Alaskan Native	0	0	0	0	--	--
Native Hawaiian or Other Pacific Islander	0	0	0	0	--	--
Multiple Races	2	0	3	5	--	--





