



Commission on Aging  
George Porter, Chair  
Richard Castrillon, Commission Secretary

# COMMISSION ON AGING REGULAR MEETING AGENDA

South Berkeley Senior Center  
2939 Ellis St.  
Berkeley, CA 94703

Wednesday, June 19, 2019  
1:00 p.m.

## Preliminary Matters

1. Roll Call
2. Public Comments  
The public may comment about any item not on the agenda. Public comments are limited to two minutes per speaker. Public comments regarding agenda items will be heard while the Commission is discussing the item.
3. Approval of minutes from May 15, 2019. (Attachment A)

## Presentations

4. Aging Services Manager update- *Tanya Bustamante*

## Action Items

The Commission may take action related to any subject listed on the Agenda. Public comments regarding agenda items will be heard while the Commission is discussing the item. Public comments are limited to two minutes per speaker.

5. Commission liaisons- Reports and updates. (Attachment B)
6. Work Plan for Fiscal Year 2020 (Attachment C & C2)
  - a. Vision Zero Traffic Safety Advisory Committee update
7. Homelessness Among the Elderly in the Community- *Rosalind Gordon*
  - a. Adeline Corridor Development Project- *George Porter*
8. Risks to Seniors and Disabled during Wildfire-Safety related power outages- *George Porter* (Attachment D)

## Discussion Items

9. 1000 Person Plan Report to Council. (Attachment E)
10. Vice-Mayor Wengraf's Commissioners Meeting Report- *George Porter*

## **Future Agenda Items**

- a. Consider recommendation to City Council to address senior housing crisis- *George Porter*

## **Information/ Update Items**

## **Announcements (5 minutes)**

## **Adjournment**

## **Communications**

**Please refrain from wearing scented products to this meeting.**

### **COMMUNICATION ACCESS INFORMATION**

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Any writings or documents provided to a majority of the Commission regarding any item on this agenda will be made available for public inspection at the North Berkeley Senior Center located at 1901 Hearst Avenue, during regular business hours. The Commission Agenda and Minutes may be viewed on the City of Berkeley website: <http://www.cityofberkeley.info/commissions>.

### **Secretary:**

Richard Castrillon  
Health, Housing & Community Services Department  
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Health, Housing & Community  
Services Department  
**Commission on Aging**

## COMMISSION ON AGING DRAFT Minutes

ATTACHMENT A

South Berkeley Senior Center  
2939 Ellis Street  
Berkeley, CA 94710

Wednesday, May 15, 2019  
1:00 p.m.

### 1. Roll Call

Present: (7) Gordon; Young; Porter; Murphy; Candau; Lasell; Schechner

Absent: (0)

Excused Absent: (0)

Staff Present: (1) Richard Castrillon

Public: (3) Rita Maran, Helen Walsh, Steve Lustig

### 2. Public Comment

### 3. Approval of April 17, 2019 Meeting Minutes.

M/S: Lasell/ Candau

Ayes: Porter, Murphy, Gordon, Candau, Young, Lasell,

Noes: None

Abstain: None

### 4. Age Friendly- Gateway Continuum- *Barbara J. Williams*

Discussion. No action taken.

### 5. Commission liaisons- Review and revise the list.

Discussion and approval to send a communication to the Transportation Commission of some bullet points the Commission on Aging is concerned with.

M/S: Lasell/ Porter

Ayes: Porter, Murphy, Gordon, Candau, Young, Lasell, Schechner

Noes: None

Abstain: None

### 6. Electric Scooter Share Program.

Discussion; no action taken.

### 7. Future Agenda Items

- a. Work Plan for Fiscal Year 2020

**Commissioners adjourned at 3:00 p.m.**

Minutes Approved on:

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Richard Castrillon, Commission Secretary

<b><u>Commission:</u></b>	<b><u>Liaison:</u></b>	<b><u>Meeting dates &amp; locations:</u></b>
Disaster and Fire Safety Commission		4 <sup>th</sup> Wednesday @7:00 pm  -Fire Dept. Training Facility  997 Cedar St.
Parks and Waterfront Commission		2 <sup>nd</sup> Wednesday @7:00 pm  -Frances Albrier Community Center  2800 Park St.
Transportation Commission	Murphy, Porter	3 <sup>rd</sup> Thursday @ 7:00 pm  -Willow Room  1326 Allston Way, Corp Yard
Commission on the Status of Women	Baker	4 <sup>th</sup> Wednesday @6:45 pm  -1st Floor, Cypress Room  2180 Milvia St.
Planning Commission	Lasell	1 <sup>st</sup> & 3 <sup>rd</sup> Wednesdays @7:00 pm  -South Berkeley Senior Center  2939 Ellis St.

## ATTACHMENT B

Homeless Commission		2 <sup>nd</sup> Wednesday @7:00pm  -1st Floor, Cypress Room  2180 Milvia St.
Animal Care Commission		3 <sup>rd</sup> Wednesday @7:00 pm  -Berkeley Animal Shelter  1 Bolivar Dr.
Human Welfare and Community Action Commission		3 <sup>rd</sup> Wednesday @7:00 pm  -South Berkeley Senior Center  2939 Ellis St.
Commission on Disability	Candau	1 <sup>st</sup> Wednesday @6:30 pm  -Willow Room  1326 Allston Way, Corp Yard
Housing Advisory Commission	Candau, Gordon	1 <sup>st</sup> Thursday @7:00 pm  -South Berkeley Senior Center  2939 Ellis St.
Community Health Commission	Gordon	4 <sup>th</sup> Thursday @6:30 pm

## ATTACHMENT B

		-South Berkeley Senior Center 2939 Ellis St.
Mental Health Commission		4 <sup>th</sup> Thursday @7:00 pm 1947 Center St.
Peace and Justice Commission		1 <sup>st</sup> Monday @7:00 pm -1st Floor, Cypress Room 2180 Milvia St.

## Commission on Aging 2019 Work Plan- DRAFT

### Commission mission statement

To enhance the quality of life for people 55 years and older in the Berkeley Community, and to increase public awareness of their contributions and needs by actively promoting their health, safety, independence and participation in our community.

### Commission Goals

To carry out its mission, the Commission on Aging will work in the following areas over the next year:

#### 1. Support Berkeley Age Friendly Initiatives

- a. Resources
  - i. Staff time
- b. Program activities
  - i. Staff time will be used to coordinate Age Friendly Forums, for coordination of commission meeting presentations from guests relevant to Age Friendly Initiative issues, and for the preparation of council submissions.
  - ii. Commission will hold Age Friendly Forums to inform the public of progress of Age Friendly Initiatives in presenting strategic plan to council. Commission will seek public input regarding strategic plan and discuss recommendations for submission to council. Commission will identify key issues in the Age Friendly Initiatives strategic plan and send liaisons to relevant commissions to ask for support for the Age Friendly Initiatives during public comment.
- c. Output(s)
  - i. Commission will develop recommendations for City Council regarding Age Friendly Initiatives.
  - ii. A minimum of two forums will be held.
- d. Outcomes
  - i. Short-term desired changes: Council adoption of Age Friendly Initiatives, long-term desired changes: Aging being considered in all city policies

#### 2. Advocate for Needs of Older Citizens in the Implementation of Scooter Share Program

- a. Resources
  - i. Staff time
- b. Program activities
  - i. Staff time will be used for coordination of commission meeting presentations from guests relevant to scooter share program and for the preparation of council submissions.

- ii. Commission will seek public input regarding scooter share program and discuss recommendations for submission to council. Commission will designate two commissioners to research the implementation of scooter shares programs in other cities and report back to commission. Commission will send liaisons to Transportation Commission to address concerns during public comment.
- c. Output(s)
  - i. Commission will develop recommendations for City Council regarding scooter share initiative.
- d. Outcomes
  - i. Short-term desired changes: Delay of implementation of scooter share program until proper consideration can be given to concerns of aging population, long-term desired changes: Safe public sidewalks and downtown areas for older citizens

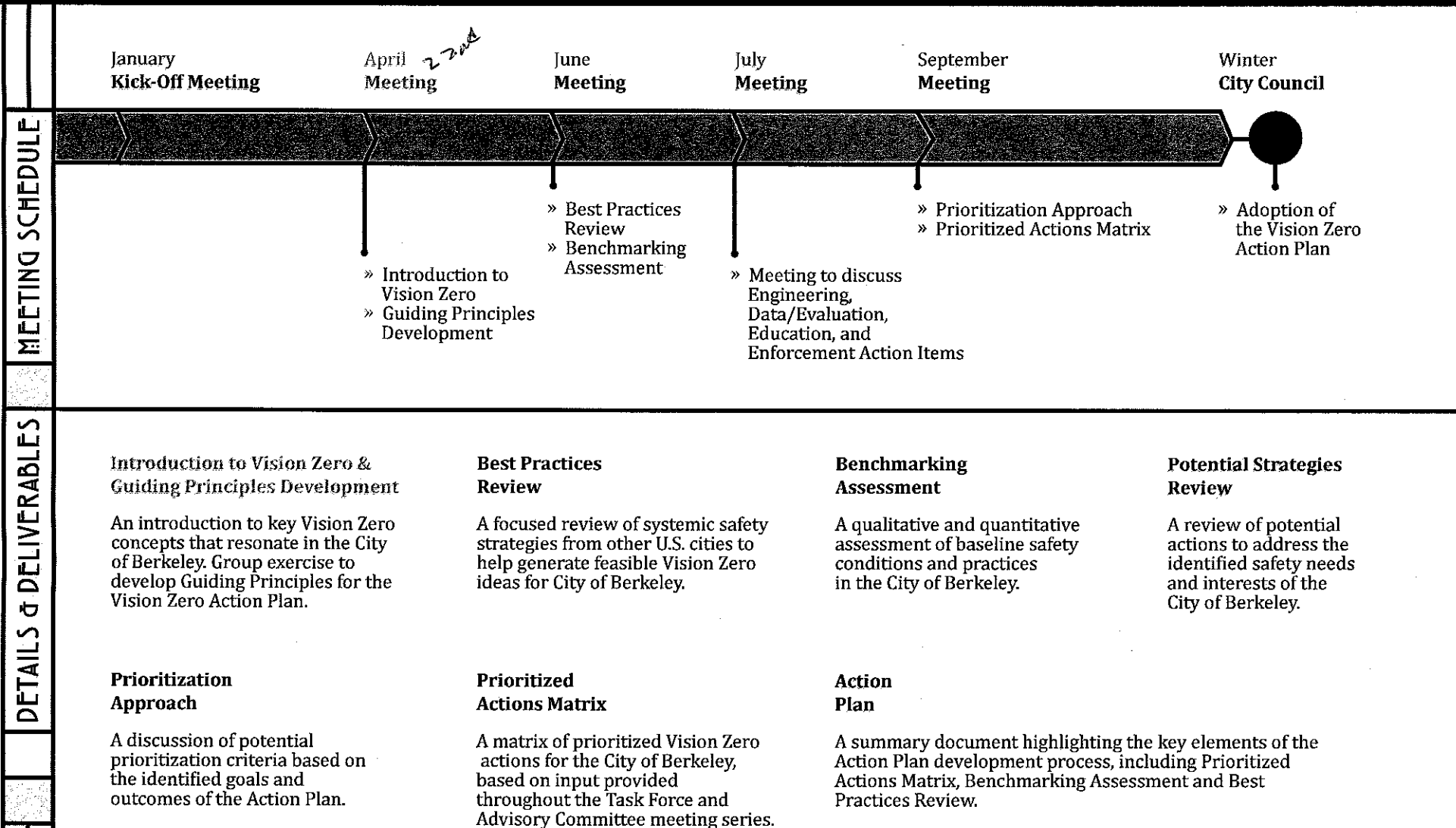
### **3. Advocate for Affordable Housing for Older Adults**

- a. Resources
  - i. Staff time
- b. Program activities
  - i. Staff time will be used for coordination of commission meeting presentations from guests relevant to affordable housing and for the preparation of council submissions.
  - ii. Commission will designate two commissioners to identify relevant City Council agenda items and report back to commission. Commission will send liaisons to Housing Advisory Commission to address concerns during public comment. Commission will form an ad-hoc subcommittee to research questions raised during discussion and report back on key issues in order to draft a recommendation. Commission will invite relevant speakers to present on key issues related to housing policy at commission meetings.
- c. Output(s)
  - i. Commission will develop recommendations for City Council regarding housing policies.
  - ii. Commission will hold 1 public forum to hear housing concerns from older citizens.
- d. Outcomes
  - i. Short-term desired changes: city support for ADUs, long-term desired changes: increased affordable housing options for older citizens.



BERKELEY VISION ZERO

# TASK FORCE AND ADVISORY COMMITTEE WORKFLOW



*All deliverables will be reviewed by the Task Force and Advisory Committee prior to finalization.*

## Berkeley Vision Zero Action Plan – Advisory Committee Meeting #1 Group Activity

## VISION ZERO GUIDING PRINCIPLES

### Advisory Committee Meeting #1 Group Activity

#### WHAT ARE GUIDING PRINCIPLES?

Statements that serve as the basis for and rationale behind our Vision Zero actions. They guide our approach to the Action Plan and the recommended actions and performance measures we include in the Plan.

#### EXAMPLE GUIDING PRINCIPLES FROM VISION ZERO CITIES

##### SAN FRANCISCO, CALIFORNIA

- 1) Traffic deaths are **preventable and unacceptable**.
- 2) Safety is our **highest priority**.
  - a) Preserving life is the highest priority.
  - b) San Francisco's transportation system should be safe for all road users, for all modes of transportation, in all communities and for people of **all ages and abilities**.
  - c) Transportation and land use development policies, standards, programs and design decisions should prioritize preserving lives.
- 3) **Human error** is inevitable and unpredictable; we should design the transportation system to anticipate error so the consequence is not severe injury or death.
- 4) Safe human behaviors, education about and enforcement of safety rules, and vehicle technologies are essential contributors to a **safe system**.
- 5) People are inherently vulnerable and **speed** is a fundamental predictor of crash survival. The transportation system should be designed for speeds that protect human life.

##### SANTA BARBARA, CALIFORNIA

- 1) Vision Zero adopts a "**Safety First**" mentality involving **collaboration** between the City, non-profit partners, and the general public.
    - a) This shifts previously-accepted transportation practices to place maximum importance on **preserving human life**.
  - 2) Vision Zero takes a **comprehensive**, four-pronged approach to traffic safety through Evaluation, Engineering, Enforcement, and Education – the Four E's
    - a) The Four E's requires coordination of resources and the focus of many different organizations and teams to effectively eliminate death and serious injuries.
    - b) The **responsibility** of safety is shared by the system designers, law enforcement, and the general public.
  - 3) Determining the **causes and trends** of transportation-related injury and death by location is critical to prevent future collisions.
-

**Berkeley Vision Zero Action Plan – Advisory Committee Meeting #1 Group Activity****EUGENE, OREGON**

- 1) These principles are core to successful Vision Zero efforts (Source: Vision Zero Network)
  - a) Traffic deaths and severe injuries are acknowledged to be **preventable**.
  - b) **Human life and health** are prioritized within all aspects of transportation systems.
  - c) Acknowledgement that **human error** is inevitable, and transportation systems should be forgiving.
  - d) Safety work should focus on **systems-level changes** above influencing individual behavior.
  - e) **Speed** is recognized and prioritized as the fundamental factor in crash severity.
- 2) In order to be effective, every agency, community partner and resident involved in making Vision Zero a reality should check their actions against these tenets by asking is this program or this project equitable, data-driven and accountable?
  - a) **Equitable** - Eugene strives to be a community where every person regardless of their identity is safe, valued and welcome. A person's identity encompasses multiple aspects, including, but not limited to: age, race, ethnicity, gender, national origin, religion, disability, sexual orientation, socio-economic and housing status. This plan seeks to make Eugene's streets safer for all people who travel on them, regardless of their identity.
  - b) **Data-Driven** - The actions in this plan were determined through a process of data analysis and community conversation that took place at community events over the spring and summer of 2017. Starting with data allows us to address the issues we know have caused crashes in the past, and the locations with the worst crash histories. This plan calls for increasing the amount of data and agency coordination to ensure even more detailed and pertinent analysis can drive Vision Zero actions in the future.
  - c) **Accountable** - This plan belongs to the people of Eugene. We recognize that traffic crashes can impact anyone in our community, and we want to be held accountable by our residents for addressing that serious problem. To do this, the plan must first be accountable to itself which is why we call for tracking the effectiveness of actions and making changes where and when needed. When that process is in place, we can then report to our residents on our successes and adjustments. Progress will be communicated in an annual progress report.

**LOS ANGELES, CALIFORNIA**

- 1) Traffic deaths are **preventable and unacceptable**.
    - a) Traffic deaths are not "accidents," but preventable tragedies. Our efforts are based on **proven solutions** that consider the large variety of factors that contribute to risk such as the design of the street, location, and time of day.
  - 2) **Human error** is inevitable and unpredictable.
    - a) The transportation system should be designed to anticipate error so the consequence of a collision is not severe injury or death. Continued technological advancement will play an important role, but it must be accompanied by retooling our streets.
  - 3) **Engineering, education, enforcement, evaluation, and equity** are essential to a safe system.
    - a) The hallmark of success for Vision Zero is the coordination between all of the "E's" and a multi-disciplinary approach to making our streets safer.
  - 4) **Human life** takes priority over other objectives of the road system.
    - a) Our streets must be safe for people of **all ages and abilities**, traveling by all modes of transportation. Prioritizing people walking and vulnerable users such as children and older adults will enhance safety for everyone. Streets that are safe to walk on are also safe for people
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**Berkeley Vision Zero Action Plan – Advisory Committee Meeting #1 Group Activity**

bicycling, accessing transit, and driving. We will retrofit and reconstruct our streets using both existing tools and pioneering new, **innovative design strategies**.

- 5) **Speed** is a fundamental predictor of crash survival.
  - a) The transportation system should be designed for speeds that protect human life. High vehicle speeds greatly increase the likelihood of death as the outcome of a collision.
- 6) **Government policies** at all levels should be coordinated to promote safety as the highest priority.
  - a) Many of the laws and regulations governing safety on our streets are determined at the State and Federal level. Appropriate legislative changes in Sacramento and Washington can enhance our efforts at the local level.

**PORTLAND, OREGON**

- 1) The Plan will be **equitable**.
  - a) It will address the disproportionate burden of traffic fatalities and serious injuries on communities of concern, including people of color, low-income households, older adults and youth, people with disabilities, people with limited English proficiency, and households with limited vehicle access
  - b) It will prioritize filling gaps in infrastructure where those gaps contribute to fatalities and serious injuries, or limit the transportation options of communities of concern
  - c) It will not result in racial profiling
- 2) Actions in the plan will be **data-driven** to address the factors that lead to serious injury and death on Portland's streets
  - a) Safety data will be gathered from both traditional and innovative sources to identify the location, behaviors, and circumstances—including street design—related to serious and deadly crashes
  - b) Equity data, including demographics, risk factors, traffic enforcement data, and infrastructure gaps linked to crashes, will be used to ensure the plan prioritizes the needs of communities of concern
- 3) The plan will be **accountable**, setting out clear objectives and measuring performance against them
  - a) Progress will be communicated in annual reports and in an easily accessible dashboard
  - b) Engagement with communities will be ongoing
  - c) Success will be measured by the level of investment in communities of concern, as well as by safety metrics

**AUSTIN, TEXAS**

- 1) Traffic deaths and injuries are a **preventable, public health issue**. Any traffic death is too many.
  - 2) People will make **mistakes**; the transportation system should be designed so those mistakes aren't fatal.
  - 3) Safety is the **primary consideration** in transportation decision making.
  - 4) Traffic safety solutions must be addressed **holistically**, through:
    - a) Education and culture change,
    - b) Enforcement and prosecution, and
    - c) Land use, planning and transportation engineering.
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To: The Mayor and City Council

From: Commission on Aging

Re: Risks to seniors and disabled during wildfire-safety related power outages - stronger mitigation needed

Honorable Mayor and Council Members,

We on the CoA are writing today out of strong concern that insufficient attention has been paid to the disproportionate risks and stressors placed on our elder and disabled citizens in the event of safety measure, power outages in time of high fire danger. Businesses will be effected, of course, and our more able bodied citizens will be inconvenienced by this measure, but these more vulnerable demographics could be put at a much higher level of physical risk, especially given that this may occur during an extreme heat event.

Though broad studies on the issue have yet to be made, empirical data to be found on the net supports common-sense - seniors are at higher risk of falling during a power outage and those falls can be life-changing, those are who dependent upon plug-in supportive devices from respirators to the charging units for wheel chairs could find themselves in a desperate situation unless well-prepared. That list goes on and on (including no air-conditioning or garage door openers) and, indeed, all of the simple preparedness and commonplace adaptations to the situation can be much harder for these demographics - if PG&E announces a few hours in advance that there will be a power outage, these citizens will have a much harder time "popping-out" to the market or the hardware store to prepare. Importantly too, emergency communication and, if necessary, evacuation measures may be hampered, especially for those who get most of their information from something plugged into the wall. This could be extremely problematic during fire season - not all fires start at the electrical grid. Add to this the possibility of extreme heat and the mix is toxic even if (hopefully) a wildfire doesn't occur

Though Berkeley has a good record of protecting its elders and disabled, sometimes the needs of those demographics are not addressed in a timely manner - hence this letter. As regards this particular situation, we suggest that ASAP the possibility of fire-safety related blackouts be more strongly brought to the attention of all our citizens and that this process should include preparedness and personal safety recommendations specific to the more vulnerable among us. To address this, we've also sent this letter to the Disaster and Fire Safety Commission and to the Office of Emergency services. The message needs to get out.

Thank you for taking our concerns and suggestions into consideration,

Commission on Aging



Office of the City Manager

INFORMATION CALENDAR

February 26, 2019

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

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

Subject: Referral Response: 1000 Person Plan to Address Homelessness

SUMMARY

On any given night in Berkeley, there are nearly 1,000 people experiencing homelessness. The City of Berkeley has implemented a number of programs to respond to this crisis, but data from the homeless point-in-time count indicate that, for the past several years, homelessness has nonetheless steadily increased. To understand the resources and interventions required to end homelessness in Berkeley--both by housing the currently unhoused population and by preventing inflow of future homelessness--the City Council asked staff to create a 1000 Person Plan on April 4, 2017. This report responds to that referral.

While all homeless people lack stable housing, not everyone needs the same level of support to obtain housing. To end homelessness in Berkeley, the city needs targeted investments in a variety of interventions, ensuring every person who experiences homelessness in Berkeley receives an appropriate and timely resolution according to their level of need (i.e., a homeless population of size "functional zero"). HHCS staff analyzed ten years of administrative homelessness data to understand the personal characteristics of people experiencing homelessness in Berkeley, how they are interacting with homeless services in Berkeley, and the factors most predictive of exiting homelessness without eventually returning back to the system.

From these analyses, HHCS staff estimate that over the course of a year, nearly 2000 people experience homelessness in Berkeley. This population has been growing because the population is increasingly harder to serve (longer histories of homelessness and more disabilities) and because housing is too expensive for them to afford on their own.

The types and sizes of all interventions to help Berkeley reach "functional zero" by 2028 are described in this report. To end homelessness for 1000 people in Berkeley, the original referral directive from City Council, the city will need up-front investments in targeted homelessness prevention, light-touch housing problem-solving, rapid rehousing, and permanent subsidies, with a cost of \$16 - \$19.5 million up front and an

annual ongoing expense of between roughly \$12 – 15 million. These analyses suggest, though, that a 1000 Person Plan will not address the entire homeless population in Berkeley, but rather a portion of it. To end homelessness for all who experience it in Berkeley over the coming ten years, staff estimate an annual expense of between \$17 and \$21 million in year one, growing annually to a total expense of between \$31 and \$43 million by 2028. Staff recommend four strategic goals for the Council to consider in moving Berkeley's current system more rapidly towards a goal of functional zero.

These projected costs are in addition to Berkeley's current general fund expenditures on homeless services. Detailed analyses and cost estimates supporting staff's conclusions and recommendations are included as Attachment 1.

## CURRENT SITUATION AND ITS EFFECTS

### *Overview of homelessness in Berkeley*

Most homeless services experts agree that the HUD Point-in-Time (PIT) count actually undercounts the number of people experiencing homelessness in a community. If Berkeley's estimated homeless population size of 972 is based on a single night of data, that number will have missed anyone who lost their housing the next night, or who ended their homelessness the night before. This static, one-night number provides insufficient data to plan for a budgetary response to homelessness over the course of several fiscal years.

To address this, HHCS staff obtained 42,500 individual records from the county's Homeless Management Information System (HMIS), HUD's standardized homeless database where information on every person touching the service system in Berkeley is recorded. These records date to 2006, the first year Berkeley programs began participating in HMIS, and represent the most comprehensive data source available for such a project. Using these data, staff found:

- Over the course of a year in Berkeley, nearly 2000 people experience homelessness of some duration. This number has been steadily growing at an average rate of 10% every 2 years and is highly disproportionate in its racial disparity: since 2006, 65% of homeless service users in Berkeley identify as Black or African American, compared to a general population of less than 10%.
- Despite this growing population, Berkeley's homeless services beds<sup>1</sup> have been serving fewer unique households over time—even after accounting for the change in system bed capacity over time. The average number of unique individuals served per system bed has dropped from a high in 2011 of over 5 to under 3 by 2017.

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<sup>1</sup> This includes emergency shelter, transitional housing, and rapid rehousing programs.

- The same individuals appear to be cycling in and out of homelessness in Berkeley. When looking only at clients who have used the system multiple times we find that the average number of times these individuals return back to homeless services has been increasing 9% year over year, and has increased 160% since 2006 (from 1.4 previous entries in 2006 to 3.5 in 2017). Moreover, these homeless people are finding it harder to exit those beds to permanent housing year over year; the average number of days they are spending in homeless services beds has been increasing an average of 13% year over year, from just under 1 month in 2006 to just under 3 months in 2017.
- The likelihood of returning back to homelessness in Berkeley after previously exiting the system for a permanent housing bed is increasing over time, irrespective of personal characteristics or the type of service accessed. Importantly, among those who previously exited the system to permanent housing in the past but eventually returned, the largest percentage of those exits had been to unsubsidized rental units. None of this is surprising given the extreme increase in the East Bay's rental housing costs over the past several years, and the volatility that creates for poor and formerly homeless people struggling to make rent.
- A comprehensive regression analysis found that having any disability (physical, developmental, substance-related, etc.) is by far the single largest reason a person is unlikely to exit homelessness to housing and subsequently not return back to homelessness.<sup>2</sup> Unfortunately, the percentage of homeless Berkeleyans self-reporting a disability of any kind has increased greatly, from 40% in 2006 to 68% by 2017--meaning the population is increasingly comprised of those least likely to permanently end their homelessness with the services available.
- Per Federal mandate, all entities receiving HUD funding for homeless services are required to create a Coordinated Entry System (CES) that prioritizes limited housing resources for those who are most vulnerable. However, Berkeley's Federal permanent supportive housing (PSH) budget, which supports housing for 260 homeless people, can place only about 25-30 new people every year. To help alleviate this lack of permanent housing subsidy, Berkeley experimented with prioritizing rapid rehousing for its highest-needs individuals at the Hub. We found that rapid rehousing can be used as a bridge to permanent housing subsidies, but, used alone, cannot prevent some of the highest needs people from returning to homelessness.

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<sup>2</sup> We regressed all final permanent exits from Berkeley's homeless services system (i.e., an exit to permanent housing with no eventual return back to the system at some point thereafter) on a variety of personal characteristics, controlling for type of service accessed and year of enrollment in that project. Those reporting any disability were over 730% less likely to permanently exit the system. Race and gender had no discernable pattern of effects on outcomes.



Staff conclude from these findings that **the system has not created sufficient permanently subsidized housing resources to appropriately service a Coordinated Entry System**, and has instead relied on rapid rehousing to exit them from the system. Overreliance on rapid rehousing with high needs individuals in a tight housing market—all of which we found evidence for in these data—is a strategy that is tenuous in the long-run, as HHCS has previously explained in an April 2018 Information Report.<sup>3</sup>

#### *Overview of a Homelessness Response Plan*

In offering a response to this situation, HHCS staff offers the following:

- First, even with a fully-funded system, some people will continue to experience housing crises over time, and some of those people may lose their housing as a result. What can be designed, however, is a homelessness response system that renders homelessness brief, rare, and non-recurring: that is, a system that quickly triages each person based on their need and assigns them to an appropriate level of support to resolve their housing crisis as quickly as possible. A homeless population of ‘zero’ on any given night cannot be planned for, but a homeless population of ‘functional zero’ can: in other words, if the system’s capacity to resolve homelessness is greater than the rate at which people are becoming homeless over time, then long-term, chronic episodes of homelessness can be eliminated.
- Second, while every homeless person lacks permanent housing, not everyone needs the same level of support to obtain and retain new housing. A “right-sized” system offers the right amount of a variety of interventions, ranging from targeted homelessness prevention, to light-touch, one time assistance like housing problem solving assistance, to rapid-rehousing, to permanently subsidized housing.
- Third, not all permanent housing subsidies are the same. Some high-needs individuals require a deep subsidy (whereby they pay 30% of their income, whatever that may be, towards rent, with subsidy to cover the rest). However, many others would be able to remain permanently housed with a shallow subsidy (for example, \$600 per month). In projecting costs, we offer two permanent subsidy options for Council to consider: an option with 100% deep subsidies for everyone who needs ongoing support, and an option that has some subsidy variation.<sup>4</sup>

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<sup>3</sup> See: [https://www.cityofberkeley.info/Clerk/City\\_Council/2018/04\\_Apr/Documents/2018-04-24\\_Item\\_39\\_Rapid\\_Rehousing\\_What\\_it\\_Can.aspx](https://www.cityofberkeley.info/Clerk/City_Council/2018/04_Apr/Documents/2018-04-24_Item_39_Rapid_Rehousing_What_it_Can.aspx)

<sup>4</sup> Specifically, we assume that 1/3 will receive set-aside access to below market-rate (BMR) affordable units already subsidized for those at 50% AMI; 1/4 will receive market-rate apartments with subsidies covering 50% of the rent; 1/5 will receive a flat subsidy of \$600 per month; and 1/4 will receive permanent

*Addressing homelessness for 1000 people in Berkeley—the 1000 Person Plan*

To permanently end homelessness for 1000 people in Berkeley, we estimate that the resources outlined below will be required. Detailed information on calculations, assumptions, and cost projections are available in Attachment 1.

<b>Inventory - slots needed</b>	
Targeted homeless prevention slots	295
Light touch, no financial assistance slots	211
Rapid Rehousing slots	211
Permanent Supportive Housing (PSH) slots	218
Permanently subsidized housing (PH) slots	361
Outreach (FTE)	11
<b>Cost (all line items assume 20% nonprofit admin expenses and associated city staff costs)</b>	
Targeted homeless prevention slots	\$1,326,230
Rapid Rehousing slots	\$2,000,112
PH + PSH subsidies and case management -- 100% deep subsidies*	\$15,347,297
PH + PSH subsidies and case management -- with subsidy variation*	\$11,891,616
Outreach costs	\$891,000
<b>TOTAL ANNUAL COST -- 100% deep subsidies</b>	<b>\$19,564,639</b>
<b>TOTAL ANNUAL COST -- with subsidy variation</b>	<b>\$16,108,958</b>

\* Represents an ongoing annual expense

This amounts to an up-front expense ranging from roughly \$16 - \$19.5 million up front, with an annual ongoing expense of between roughly \$12 – 15 million for permanent subsidies.

A plan for solving homelessness for 1,000 people, the original Council referral, does not transform Berkeley's homeless system into a system that achieves "functional zero". To achieve functional zero, more resources would be needed as outlined below.

*Ending all homelessness in Berkeley – A plan for Functional Zero by 2028*

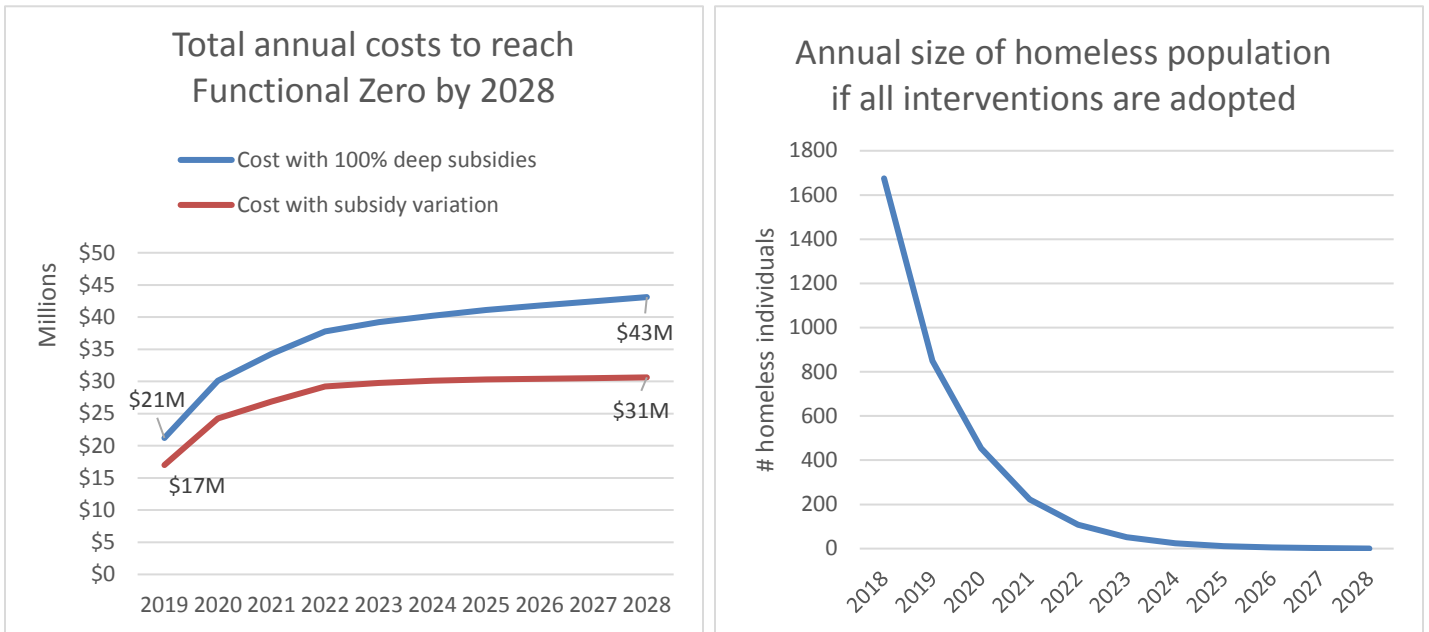
A plan to sustainably end homelessness in Berkeley within 10 years would require:

- An investment in targeted homelessness prevention of roughly \$1.5M annually;

subsidy in market-rate apartments at 30% of their income. These proportions align with those used in the 2018 EveryOne Home Strategic Plan update.

- An investment in light-touch, housing problem-solving for rapid rehousing of roughly \$2M in year one, shrinking to roughly \$700,000 by 2028;
- An investment in permanently subsidized housing of:
  - \$17M in year one, growing to \$42M annually by 2028, for 100% deep subsidies;
  - \$13M in year one, growing to \$29M by 2028, for a varied approach to permanent subsidy.

This amounts to a total annual expense—and corresponding effect on the homeless population—as follows:



Detailed information on calculations, assumptions, and cost projections are available in Attachment 1.

Since this option requires an investment of substantially more resources than currently available, staff propose the following 5-year goals as a starting point.

*Strategic Goals for Addressing Homelessness in Berkeley*

Given the complexity and cost of homelessness in Berkeley, staff recommend that Council prioritize the following strategic goals over the following 5 years:

1. *Transform Berkeley’s shelter system into a housing-focused, low-barrier Navigation System.* Staff project that this can be accomplished with \$4.8 million in

2019, growing annually with costs of living to reach \$5 million annually by 2023. To be maximally successful, this strategy relies on increased County and State funding for permanent housing subsidies. We believe, however, that shelters could improve housing outcomes with additional financial resources. Navigation centers, which are open 24 hours and allow more flexibility for clients, are more appealing to Berkeley's highest-needs street homeless population.

2. *Reduce chronic homelessness by 50% by 2023.* Staff project a total annual cost of \$1.3 million beginning 2019, growing to \$5.1 million annually in 2023 and beyond, to fund both deep and shallow permanent housing subsidies.
3. *Enhance the efficacy of homeless prevention resources with pilot interventions specifically targeted to need.* Staff project that this can be accomplished with \$1.45 million in 2019, growing with costs of living to reach \$1.52 million annually by 2023. For reasons detailed in the report, we recommend Council adopt this goal only after making progress on goals 1 and 2. Ideally, this would be funded by Alameda County, given the regional nature of housing and homelessness.
4. *Continue to implement changes to Berkeley's Land Use, Zoning, and Development Review Requirements for new housing with an eye towards alleviating homelessness.* If present economic trends continue, the pace with which new housing is currently being built in Berkeley will likely not allow for a declining annual homeless population. Berkeley should continue to streamline development approval processes and reform local policies to help increase the overall supply of housing available, including affordable housing mandated by inclusionary policies.

We project that the annual costs of achieving all these goals (with the exception of goal #4, which cannot be quantified at this time) is \$7.8 million in year one, growing to \$12.7 million annually by 2023. Detailed information on calculations, assumptions, and cost projections are available in Attachment 1.

### BACKGROUND

On April 4, 2017, Council voted unanimously to take the following action: "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."

### ENVIRONMENTAL SUSTAINABILITY

There are no identifiable environmental effects associated with strategic goals #1, 2, and 3 recommended in this report. The adoption of strategic goal #4 may have potentially significant environmental impacts, such as the reduction in vehicle emissions as commuters have access to denser housing along public transit corridors, case managers have less distance to travel when performing home visits to their formerly homeless clients, etc. Precise effects depend on specific actions taken.

#### POSSIBLE FUTURE ACTION

The City may consider adopting one or more of the four strategic goals outlined above.

#### FISCAL IMPACTS OF POSSIBLE FUTURE ACTION

True costs of all four goals are unknown, but staff estimate that the 5-year strategic goals 1-3 will cost \$7.8 million in year one, growing to \$12.7 million annually by 2023.

#### CONTACT PERSON

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#### Attachments:

1: Analyses, assumptions, and cost projections.