

City of Berkeley HOME-ARP Allocation Plan

Participating Jurisdiction: City of Berkeley

Date: March 31, 2023

CONSULTATION

Describe the consultation process including methods used and dates of consultation:

The City sent an online survey to agencies and service providers whose clientele include the HOME-ARP qualifying populations to identify unmet needs and gaps in housing or service delivery systems, and to determine the HOME-ARP eligible activities currently taking place within the City to identify potential areas of collaboration. The survey used a template that is Section 508 and WCAG2 compliant, for accessibility. It allowed for agencies and survey providers to upload data that would help the City better understand the needs and gaps in services of the qualifying populations and provided contact information for the City to provide additional feedback. The survey was emailed to 44 agencies and service providers on January 18, 2023 and the collection period ended on January 25, 2023. Fourteen responses were received from agencies serving all four qualifying populations, including eight respondents serving Veterans.

The City gained a greater understanding of the unmet needs and gaps in services, with respect to the qualifying populations, by meeting with individuals from agencies and service providers. These meetings were about 30 minutes in length each and occurred between February 1, 2023 and February 17, 2023.

Finally, the City presented on the HOME-ARP program, its requirements, and opportunities, during the February 17, 2023 monthly meeting facilitated by the City, that is open to all providers of services to people experiencing homelessness.

List the organizations consulted:

QP1 – Homeless, QP2 – At risk of Homelessness, QP3 - Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking, QP4 - Other Populations

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Everyone HOME	CoC Serving Berkeley QP1	Meeting (2/9/23)	There is a need for supportive services to help unhoused people meet their essential needs and for more peer-led programs

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Downtown Streets Team- agency not regularly involved in CoC	Homeless Services Provider serving QP1	Meeting Request (1/27/23)	No Response
Suitcase Clinic- agency not regularly involved in CoC	Homeless Services Provider serving QP1	Meeting Request (1/27/23)	No Response
Dorothy Day House - agency not regularly involved in CoC	Homeless Services Provider serving QP1	Meeting (3/1/23)	There is a need for more supportive services across the housing continuum that prepare people experiencing homelessness for permanent housing
UC Berkeley – Homeless Services	Homeless Services Provider serving QP1 not involved in CoC	Meeting (2/17/23)	There is a need for flexible and low barrier short-term motel stays and liaison services between landlords and eligible program participants
Bay Area Community Services	Homeless Services Provider Serves QP1, QP2, QP3 and QP4	Meeting (2/17/23) and Survey	There is a need for specialists and resources to address hoarding to keep people housed
Abode Services	Homeless Services Provider. Serves QP1, QP2, QP4, and Veterans	Survey	Qualifying populations need more affordable housing, income stability, housing search, health/mental health resources
Berkeley Food and Housing Project	Homeless Services Provider. Serves QP1, QP2, QP3, QP4 and Veterans	Survey	Qualifying populations need supportive services to prevent, gain, and retain housing as well as housing opportunities.
Satellite Affordable Housing Associates	Homeless Services Provider. Serves QP1, QP2, QP3, QP4 and Veterans	Survey	Qualifying populations need quality, affordable homes and services
Family Violence Law Center*	Domestic Violence Service Provider serving QP3	Survey	No Response

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Women's Daytime Drop-in Center	Domestic Violence Service Provider. Serves QP1, QP2, QP3, and QP4.	Meeting (2/1/23) and Survey	Priority needs are domestic violence shelter, rental assistance for QP1 & QP3, shelter staffing, and mental health staffing.
Berkeley Housing Authority	Public housing agency (PHA) serving QP1, QP2, QP3, QP4, and Veterans	Meeting (2/6/23) and Survey	Mainstream voucher holders, particularly seniors and veterans, need supportive services
Berkeley Police Department	Public agency that addresses the needs of qualifying populations. QP1, QP2, QP3, and QP4	Meeting (11/10/21) and Survey	There is inadequate housing in the area that can effectively shelter victims of human trafficking in Berkeley. It is not uncommon for a victim of domestic violence to have to wait two or three days for a bed at a safe shelter, once they have requested it. When victims of domestic violence are housed in a safe shelter, they can be without essential household and hygiene items, and little to no financial resources to acquire these items.
Berkeley Fire Department	Public agency that addresses the needs of qualifying populations. QP1, QP2, QP3, and QP4	Survey	No Response
City of Berkeley Mental Health Division*	Public agency that addresses the needs of qualifying populations. QP1, QP2, QP3, and QP4	Survey	No Response
City of Berkeley - Neighborhood Services - Homeless Response Team*	Public agency that addresses the needs of qualifying populations.	Meeting (1/26/23)	Support for the unsheltered that leverages State encampment resolution funds should be a priority

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
	QP1, QP2, and QP3		
City of Berkeley – Aging Services Division*	Public agency that addresses the needs of qualifying populations. QP3 and QP4	Survey	Qualifying population needs are: food, housing, socialization, long-term case management. The gaps in services are: Housing navigation, caregiving assistance, resources for severe mental health illness and substance abuse.
City of Berkeley Library Social Worker	Public agency that addresses the needs of qualifying populations. QP1, QP2, QP3 and QP4	Survey	Qualifying populations need more shelter and housing resources followed by benefits and employment
City of Berkeley – Public Health Division	Public agency that addresses the needs of qualifying populations. QP1, QP2, QP3 and QP4	Survey	No Response
Eviction Defense Center	Private organization that addresses civil rights and fair housing. Serves QP2, QP4, and Veterans.	Survey	Qualifying populations need rental assistance, financial assistance for housing stability related items, and assistance applying for affordable housing.
The Eden Council for Hope and Opportunity (ECHO Housing)	Private organizations that address civil rights and fair housing. Serves QP2 and QP4.	Meeting (2/1/23)	There will be an explosion of need for rental assistance, legal services, and housing counseling when the eviction moratorium ends
Center for Independent Living	Private organization that addresses the needs of persons with disabilities. Serve QP1, QP2, QP3, QP4, and Veterans	Meeting (2/6/23) and Survey	Flexible funding for low-cost accessibility tools like commode chairs and threshold ramps are critical for ensuring people with disabilities can access and remain in shelter and housing

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
Through the Looking Glass	Private organization that addresses the needs of persons with disabilities and low-income families. Serves QP1, QP2, QP3, and QP4	Survey	Families with disabilities often have difficulty finding and affording accessible housing.
Easy Does it	Private organization that addresses the needs of persons with disabilities and seniors. Serves QP2 and QP4.	Survey	Qualifying populations needs include transportation services, in-home care and assistance, assistive device repair, support to hire and maintain in-home care workers.
Toolworks	Private organization that addresses the needs of persons with disabilities. Serves QP1, QP2 and QP4.	Survey	Qualifying populations need housing, rental subsidies, and employment assistance.
Rebuilding Together East Bay North	Private organization that addresses the needs of low-income seniors, veterans, and adults with disabilities. Serves QP2 and QP4	Survey	Service gaps include making residential bathrooms accessible for older adults and clean out services to prevent displacement
Berkeley City College Veterans Resource Center	Public organization that addresses the needs of veterans.	Meeting Request (1/31/23)	No Response
Swords to Plowshares	Public organization that addresses the needs of veterans.	Meeting (2/15/23)	There is a need for more programs that help veterans age in place and building social connections and community

Agency/Org Consulted	Type of Agency/Org	Method of Consultation	Feedback
East Bay Housing Organization – Berkeley Committee	Private organizations that address the needs of QP1, QP2, QP3, and QP4	Meeting (2/10/23)	Attendees encouraged to fill out survey

Summarize feedback received and results of upfront consultation with these entities:

The two largest needs identified through the survey for all qualifying populations were supportive services and affordable rental housing. Service gaps identified by survey respondents included mental health and recovery services, wraparound services, accessibility resources, case management, housing navigation, and nonprofit capacity building and operating support. These findings were echoed by consultation meetings, where agencies also emphasized that each qualifying population needs tailored services and programming to meet their unique circumstances.

PUBLIC PARTICIPATION

Describe the public participation process, including information about and the dates of the public comment period and public hearing(s) held during the development of the plan:

- ***Date of public notice:*** February 24, 2023
- ***Public comment period:*** start date – March 3, 2023. end date – March 18, 2023.
- ***Date of public hearing:*** March 2, 2023.

Describe the public participation process:

A Public Hearing on the PY21 Draft Annual Action Plan Substantial Amendment #1 (HOME-ARP Allocation Plan) was held on March 2, 2023 before the City of Berkeley Housing Advisory Commission. The City published the public notice notifying the community of the public hearing and the opportunity to provide public comment on the draft plan after the public hearing.

The Housing Advisory Commission recommended the City Council approve the City’s HOME-ARP Allocation Plan and, as required by the City’s Citizen Participation Plan, the City Council reviewed and approved the Housing Advisory Commission’s recommendation.

Subsequently, during the March 21, 2023 Regular Meeting of City Council, the Council adopted the Housing Advisory Commission's recommendation and adopted a resolution (No. 70,739–N.S.), to that effect.

Describe any efforts to broaden public participation:

Several efforts were made to broaden public participation. The draft Amendment was posted on the City's website, and a copy was presented at the City Council's March 21, 2023 meeting. The City distributed the hard copy and electronic flyer mailings to interested parties, including Alameda County-wide Homeless Continuum of Care, community agencies serving low-income people, and public buildings such as recreation centers, senior centers, libraries and other government buildings. The public notice was published in English, Spanish and Mandarin. The Notice also made clear how the public can request reasonable accommodations and meaningful access to the plan in accordance with fair housing and civil rights requirements and the City's citizen participation plan.

Summarize the comments and recommendations received through the public participation process:

The public comments were supportive of the chosen activity of supportive services.

The public recommended which supportive services the funds should be used for, namely, the public commenters recommended considering supportive services, that in addition to serving the qualifying populations, would assist youth in the foster care system and single women who are victims of domestic violence.

The public also requested that people receiving services be involved in the selection process for the RFP, adding a valuable perspective on which supportive services and providers would do best delivering the supportive services.

Summarize any comments or recommendations not accepted and state the reasons why:

Not Applicable

NEEDS ASSESSMENT AND GAPS ANALYSIS

Describe the size and demographic composition of qualifying populations within the PJ's boundaries:

Homeless:

The most recent (2022) Point In Time (PIT) count found 1,057 people who were homeless in Berkeley, three quarters (803) of whom were unsheltered. The majority of unsheltered persons were sleeping either in a tent or on the street (67%) or in a vehicle (33%). About half (68%) of everyone in the count had been living in Alameda County

(the County Berkeley is a part of) for ten years or more, and another 9% for five to nine years. 75% of the Alameda County PIT count respondents had been experiencing their current episode of homelessness for one year or more.

While 8% of Berkeleyans identify as Black/African American, the PIT count found that 45% of all people who were sheltered homeless residents of Berkeley were Black/African American. Conversely, 58% of the total population of Berkeley identifies as white, but 36% of the people found to be experiencing sheltered homelessness in Berkeley were white. Similarly, 2% of the sheltered homeless population in the Berkeley identified as Asian, but 21% of all residents were Asian. People in the PIT count who identified as Latinx/Hispanic, Multi-Racial, American Indian or Alaskan Native and Native Hawaiian or Pacific Islander experienced sheltered homelessness at disproportionate rates compared to the Berkeley total population.

Two-thirds of all people who were counted as sheltered homeless in the 2022 PIT count identified as male, 31% female, 0.8% transgender and 0.4% no single gender. Fourteen percent of people in the 2019 PIT count identified as LGBTQ+.

The 2019 PIT count is the most recent data source for other demographic information about Berkeley's unhoused population. The majority of people in the 2019 PIT count (73%) were between the ages of 25 and 69 and 17% were 60 years of age or older. There was one unaccompanied youth counted as homeless and additional 81 people were young adults.

In 2019, only five percent of the homeless population were persons in families, while the remaining 95% were single individuals.

A little more than a third (35%) of people who were found to be homeless during the PIT count in 2019, were chronically homeless and nearly 6 in 10 were unsheltered. Forty-one percent of all people who were homeless reported a disabling condition.

Because "most homeless services experts agree that the HUD point in time count undercounts the number of people experiencing homelessness in a community," to get a more accurate and detailed understanding of the homeless population in Berkeley, the City produced a report in 2019, the 1,000 Person Plan to Address Homelessness¹, that used 42,500 individual records from the homeless management information system (HMIS), between the years 2006 and 2017.

Analysis of this data, found that "over the course of a year in Berkeley, nearly 2000 people experience homelessness of some duration. This number has been steadily

¹ <http://www.rashikesarwani.com/wp-content/uploads/2019/02/2019-02-26-Item-20-Referral-Response-1000-Person-Plan-2.pdf>

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%.”

At Risk of Homelessness:

To account for all persons at-risk of becoming homeless is difficult because this population does not always present themselves to the homelessness response system and there is not an alternative systematic way to collect this data.

However, we can analyze the (2014-2018) Comprehensive Housing Affordability Strategy (CHAS) data. This data contains elements of households that go some way to meeting the definition of “at risk of homelessness” found in 24 CFR 91.5. Specifically, the CHAS data breaks down occupied housing units by HUD Area Median Family Income (HAMFI)², including 30% and below of HAMFI and by their housing problems. This analysis uses severe housing problems³ as a proxy for the non-income criteria found in definition, thus coming close to the precise definition of “at risk of homelessness”.

The CHAS data shows that about 16% of all households in housing units, in Berkeley, meet this proxy definition of “at risk of homelessness”. Five percent of all households in owner occupied units and 24% of all households in renter occupied units are” at risk of homelessness”. This data also provides estimates of the racial and ethnic makeup for the heads of households in these units. Households headed by people who identify as Asian and Black or African American, are overrepresented in this category, as compared to the total share of all housing units (see table below).

Race of Head of Household	<=30% HAMFI & at least 1 Housing Problem	All Housing Units
White alone, non-Hispanic	43%	62%
Black or African-American alone, non-Hispanic	13%	8%
Asian alone, non-Hispanic	28%	17%
American Indian or Alaska Native alone, non-Hispanic	1%	0.4%
Pacific Islander alone, non-Hispanic	1%	0.3%

² HAMFI – HUD Area Median Family Income. This is the median family income calculated by HUD for each jurisdiction, in order to determine Fair Market Rents (FMRs) and income limits for HUD programs. HAMFI will not necessarily be the same as other calculations of median incomes (such as a simple Census number), due to a series of adjustments that are made (For full documentation of these adjustments, consult the HUD Income Limit Briefing Materials).

³ The four housing problems are: incomplete kitchen facilities; incomplete plumbing facilities more than 1 person per room; and cost burden greater than 30%.

Hispanic, any race	9%	8%
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The Turner Center’s December 2021 report, “On the Edge of Homelessness”⁴, found that Extremely Low Income (ELI) households in the Bay Area are “more likely to include a person over 65 than higher income households, but they also represent a disproportionate share of children in the region.” The report also found that over 75 percent of employed ELI individuals are working-age adults who are primarily engaged in low-wage work, and that “Black and Hispanic/Latinx individuals, women, and immigrants are disproportionately represented among the low-wage labor force in the Bay Area.”

A May 2022 report from the California Budget Center⁵ found that half of low-income renters, who were hit hardest by pandemic-related job loss and suffering as inflation drives up the costs of food, energy and other necessities, are struggling to afford housing costs. The report also found that Black and Latinx renters are experiencing higher rates of housing hardship, and that half of California renters experiencing housing hardship are families with children.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking:

In the absence of comprehensive data, this report has consulted with the Berkeley Police Department (BPD) for available domestic violence data. While incomplete, given that not every victim has an accompanying case to record their victimization, examining criminal case data provides a reasonable approximation of the size and demographic makeup of this qualifying population.

In 2019, the BPD recorded 260 cases of domestic violence. In 2020, the number of cases increased to 241 and as of October 31st, there were 199 cases in 2021. Approximately, three quarters of the victims, during each time period, were female and a quarter were male. A disproportionately large number of victims have been Black or African American, compared to the total Berkeley population (~50% of victims each year vs. 6% of total population), and a disproportionately low number of victims identified as white or Asian. Fifty-four percent of the total Berkeley population identified as white, while the percent of victims who identify as white were 25, 31 and 24%, respectively. Similarly, 22% of the Berkeley population is Asian, while 7, 4, and 3% of victims identified as Asian, respectively.

⁴“On the Edge of Homelessness: The Vulnerability of Extremely Low-Income Households in the Bay Area”; December 2, 2021; Carolina Reid; <https://turnercenter.berkeley.edu/research-and-policy/edge-of-homelessness-extremely-low-income-bay-area/>

⁵ “Who is Experiencing Housing Hardship in California?; Californians Continue to Live in State of Emergency as Millions Struggle with Housing Costs”; May 2022; Aureo Dias Mesquita and Sara Kimberlin; <https://calbudgetcenter.org/resources/who-is-experiencing-housing-hardship-in-california/>

Using BPD data of sexual assault cases, we find that there were 74 victims of this crime in 2019, 62 in 2020 and 47, as of October 31st, in 2021. The sex of the victims was largely female. In 2019, 85% were female, in 2020 the percentage was 95 and as of the end of October 87% of victims were female. The racial and ethnic disproportionality for sexual assault victims is different than it is from domestic violence victims. Sexual victims who identified as Black or African American made up 14% of all victims in 2019, 23% in 2020 and 23% in the most recent data from 2021 (up to October 31, 2021). These proportions are still disproportionate compared to the total population (6%), but less so than domestic violence victims. The proportion of sexual assault victims who identify as white (51 in 2019, 51 in 2020 and 36 as of October 31, 2021) is largely the same as the total population 54%.

The 2022 PIT count offers us a view of the size of the homeless population that had experience domestic violence. Four percent of the respondents in the Berkeley count reported currently experiencing domestic violence or abuse, compared to 5% of respondents in Alameda County. Twenty-five percent of the 2019 PIT count respondents in Berkeley reported a history of experiencing physical, emotional or sexual abuse by a relative or by a person with whom they have lived⁶.

Other Populations:

(1) Other Families Requiring Services or Housing Assistance to Prevent Homelessness

The City of Berkeley currently funds a Housing Retention Program (HRP) that provides emergency rental assistance to qualifying individuals. This program has provided emergency rental assistance for 257 households during FY21, 223 of whom were formerly homeless.

Of those recipients of emergency rental assistance who were formerly homeless, 62% were households where the head of the household was Black or African American. This is in stark contrast to the 8% of all households in Berkeley headed by someone who identifies as Black or African American. Similarly, head of households who identify as Hispanic/Latinx make up 8% of the total households in Berkeley, but were 15% of all emergency rental assistance recipients.

Conversely, 16% of all recipients, head of households, who were formerly homeless identified as white, compared to 62% of all head of households in Berkeley, and 17% of all head of households in Berkeley identify as Asian, but only 4% of emergency rental assistance recipients identify as Asian.

The largest age demographic, when broken by ten-year age groups, for this cohort, were 60-69 years old. A little over 1 in 5 of the recipient head of households were in this

⁶ This data was not collected in the 2022 PIT

age group. Just under 1 in 5 recipient head of households were in the 30-39 and 40-49 age ranges, each.

Notably, 67% of all households receiving emergency assistance from the HRP, whose head of household was formerly homeless, had a child or adult with a disability in the household. Almost a quarter of the households were headed by single parent households.

The Rapid Rehousing programs within the City also have participants that meet the definition of this qualifying population. Participants of this program are formerly homeless individuals, notably it does not include families, who receive a temporary rental subsidy while they participate in supportive services that are meant to transition them to permanent housing. Data pulled from HMIS for the period of July 2020 to March 2021 from HMIS shows that there were 153 people served in this program, 41% of whom were female, 58% male and 1% trans women. Sixty-nine percent of participants identified as Black or African American and 25% white. The plurality of participants (31%) were 55-64 years of age. Twenty-five to 34-year-olds made up the next largest share of participants, by age group, at 21%, and a similar share (19%) was made up of 45 to 54-year-olds.

(2) At Greatest Risk of Housing Instability

(i) has annual income that is less than or equal to 30% of the area median income, as determined by HUD and is experiencing severe cost burden (i.e., is paying more than 50% of monthly household income toward housing costs)

According to the 2014-2018 CHAS data, there were an estimated 44,980 occupied housing units in Berkeley. Of these, an estimated 6,295 (14%) were comprised of a household with an annual income that was less than or equal to 30% of the area median income, as determined by HAMFI, and were experiencing severe housing cost burden (i.e. paying more than 50% of monthly household income toward housing costs). Broken down by tenancy type, this amounted to 4% of owner-occupied units and 22% of all renter occupied units.

According to the same CHAS data set, the largest proportion (49%) of the owner-occupied units were households categorized as non-family elderly. Whereas, the largest share (69%) of renter occupied units meeting this definition of qualifying population, were households described as non-elderly and non-family.

Almost all of the units meeting this definition, 100% of owner and 95% of renter occupied unit had complete plumbing and kitchen facilities.

While there is no readily available data that estimates the racial and ethnic breakdown of this qualifying population, 2014-2018 CHAS data has been used to estimate the racial and ethnic breakdown for the population that meets the criteria of households that have a housing cost burden of 50% or greater. Using this proxy, we find that percentage

of households headed by someone who identifies as Asian (26%), is disproportionately higher than it is for the total household population of Berkeley (17%). There is also an overrepresentation of housed Black or African American headed households, that fall under this categorization (11% of $\geq 50\%$ housing cost burden vs. 8% of total housed households). Relatedly, white headed households are underrepresented in this category (49%), compared to the total population of occupied housing units (62%).

(ii) has annual income that is less than or equal to 50% of the area median income, as determined by HUD, AND meets one of the seven conditions from paragraph (iii) of the “At risk of homelessness” definition established at 24 CFR 91.5.

The 2014-2018 CHAS data can also be used to provide a limited understanding of individuals and families that meet the definition of this qualifying population. There are several ways in which an individual or family can meet the criteria for this qualifying population. One of these ways, households living in units with 1.5 or more people and a HAMFI less than or equal to 50%, is covered in the CHAS data. The CHAS data estimated 2% of all occupied housing units are made up of households that meet this criterion, all of which are renter occupied households. Of those households, 25% are families and 75% are non-family households.

In its 2020 Consolidated Plan the City of Berkeley defined the “At risk of homelessness” subpart, “(G) Otherwise lives in housing that has characteristics associated with instability and an increased risk of homelessness, as identified in the recipient’s approved consolidated plan”; as the high cost burden of housing characteristic in Berkeley. Using the number of households with a housing cost burden of greater than 30% as a high cost burden, and a HAMFI of less than or equal to 50%, we can utilize CHAS data to further understand the size and demographics of this population.

In Berkeley, 30% of all households occupying a housing unit have an income that is 50% or less of HAMFI and pay 30% or more on their housing costs. Broken down by type of tenancy, 10% of owner occupied and 44% of renter occupied units carry this housing cost burden. Low-income renters have a greater housing cost burden.

We can further breakdown the households who meet this criterion by their type of household. According to the data using the 2014-2018 American Community Survey, the most recent version of CHAS, we find that 59% of households in this subcategory are defined as non-family and non-elderly. The next most prevalent household type is, elderly non-family making up 21% of the subpopulation, followed by small families⁷ (15%) and elderly families⁸ and large families⁹ (2% each).

⁷ Small family is defined as: 2 persons, neither person 62 years or over, or 3 or 4 persons

⁸ Elderly family is defined as: 2 persons, with either or both age 62 or over

⁹ Large family is defined as: 5 or more persons

The closest approximation to a breakdown of households that meets the definition for this qualifying population, by race and ethnicity, is the breakdown by housing cost burden found in the current CHAS data tables (meeting subpart (G) of the “at risk” definition). For all households living in a housing unit with a housing cost burden greater than 30% (18,229 estimated) we find in this data series, that 54% are headed by someone who identifies as white, 11% as Black or African American, 20% as Asian, 1% as American Indian or Alaskan Native, 0.5% as Pacific Islander, 9% as Hispanic and 5% as multi-racial or a race not identified in the survey. These percentages largely mirror the share of occupied units throughout Berkeley by race and ethnicity (62% white, 8% Black or African American, 17% Asian, 0.4% American Indian or Alaskan Native, 0.3% Pacific Islander, 8% Hispanic and 4% multi-racial or a race not specified in the data).

Veterans and Families that include a Veteran Family Member – that meet the criteria for one of the qualifying populations described above:

The 2019 PIT count found that 81 people (7%) who were homeless were Veterans. The large majority (74%) of Veterans counted were living in unsheltered conditions¹⁰.

An annual report from an agency that serves Bay Area veterans found that 50% of veterans served are over the age of 55, 44% have a disabling condition such as a traumatic brain injury, and 51% are unhoused. 54% of this agency’s clients are veterans of color and 40% are Black veterans.

Describe the unmet housing and service needs of qualifying populations, including but not limited to:

- ***Sheltered and unsheltered homeless populations;***
- ***Those currently housed populations at risk of homelessness;***
- ***Other families requiring services or housing assistance or to prevent homelessness; and,***
- ***Those at greatest risk of housing instability or in unstable housing situations:***

Homeless, At Risk of Homelessness & Other Populations at Greatest Risk of Housing Instability:

Needs Identified by People with Lived Experience

In August 2022, the Alameda County Continuum of Care, EveryOneHome, convened a work group to help develop the Plan for Serving Individuals and Families Experiencing Homelessness with Severe Service Needs. The group has six members, all of

¹⁰ 2022 PIT data was not broken down in this manner

whom have experienced or are currently experiencing homelessness. Some of the group members have experienced living outside and/or in a vehicle. They have held two meetings to identify recommended strategies to be pursued either through multiple funding sources and processes.

As part of their discussions and deliberations, the Work Group identified the following recommendations and ideas for how to better address unsheltered homelessness:

- Terms used to describe people experiencing homelessness, such as “unsheltered”, are intended to be respectful but in many ways, can actually be offensive, giving a technical definition to an experience that is traumatizing and tragic. Whatever terms we use, it is important to always strive to preserve the dignity and humanity of people we are talking about. HUD’s official definitions are also very restrictive and tend to exclude a lot of people that are unstably housed.
- Each person who experiences homelessness is unique and has their own story. Policies and programs should not treat people who are unhoused as a monolithic group.
- In general, programs and services need to be more individualized and oriented to the needs of individuals who are unhoused. In particular, we need improved “connectivity” throughout the system. The system is very difficult to navigate, and people need help getting from Point A to Point B. Speed and responsiveness are also important. People have to wait much too long for assistance. People need housing now—not many years from now.
- There needs to be more accountability and transparency about how public funds are spent. People who are staying in a program (e.g., a shelter) that receives public dollars should be able to see how the program is paid for, what the funding sources are, and how the money is spent.
- Program rules need to be more flexible to make it possible for people to succeed. Rules tend to be made and enforced by people who have never experienced homelessness. “Don’t tell me what is best for me if you have not walked in my shoes.”
- Fundamentally, homelessness is a problem caused by insufficient affordable housing and people not having sufficient income to afford housing.

The Work Group identified some key strategies that should be prioritized through federal funding.

a. Immediate Needs/Hygiene

- There is a need for showers, laundry, clothing, bathrooms, and other ways to help people meet basic hygiene needs while they are unsheltered. It is hard to find a job or a place to live when you are not able to be clean or have clean clothing. Basic hygiene provides dignity and is essential.

- Phones are also critical; it is hard to keep a hold of a phone when you are unsheltered, and people need phones to be able to access any help (services, shelter, housing).

b. Mental Health and Trauma

- Being unhoused is incredibly traumatizing and can cause or exacerbate mental health and/or substance use issues. Being unhoused can cause people to become mentally unwell due to the stress of being outside, fear for safety, and focus on basic survival. It is hard to do things as basic as keeping appointments.
- It is essential that staff from programs are understanding of trauma and how difficult it can be to transition back to housing. Staff sometimes underestimate the level of stress that people are experiencing, and the long-term effects of this trauma.
- Once people are placed into housing, there needs to be more focus on helping to meet mental health needs and supporting them to rebuild their lives. There is a need for reintegration services to help people relearn things to rebuild a life.
- Mental health and substance abuse services are insufficient.

c. Street Outreach

- Street outreach programs will be much more effective if outreach teams include peers who have experienced homelessness. Train and pay peers, including people currently living in encampments, to be outreach workers, navigators, ambassadors.
- Offer outreach at night when people are awake.
- All outreach workers should be subject matter experts and have up-to-date and accurate information on available resources.
- All outreach teams should enter data into the Homeless Management Information System (HMIS) in real-time, so information can be shared and used to help connect people to what they need right away.

d. Physical Service “Hubs”

- In addition to street outreach, there is a need for physical “hubs” for drop-in services where people can go to get information and to communicate with each other and with case managers. One key function of hubs would be a place people can go to find out the status of their housing applications and ensure they don’t miss out on opportunities due to not having a phone or not getting messages in a timely way. The hubs would also be a place people could receive mail, access immediate needs like clothing, laundry or showers, and a place to safely store important documents so that they are not lost or stolen.
- Hubs should be a place where people can regularly meet Case Managers, as well as access other professionals, such as medical provider and attorneys.
- Hubs should be organized by quadrants (north, south, east, and west parts of the County) and there should be a bus to provide free access to hubs. Ideally, each City should be responsible for setting up a hub.

e. Encampments and Peer Navigators

- Identify people living in encampments who are interested in leadership roles and invite them to be part of a council that works with the cities on policies relating to encampments.
- Employ people living in encampments to do clean-up and other kinds of work through Public Works.
- Identify people living in encampments who can serve as ambassadors for outreach teams. People are more likely to share personal information and seek help from someone that they know and trust.
- There is a need for more peer navigators and peer counselors throughout the system. Peer navigators should be trained and compensated for their time. Policy change is needed so that stipends/wages do not jeopardize benefits such as housing or other benefits received.

f. Shelter and Housing

- It can be very challenging to move directly from streets to housing. Sometimes people need a place where they can transition (e.g., transitional housing), or a time in which they receive more intensive services during a time of transition into housing
- Provide services and supports to people who are newly housed. If their trauma and crisis is not addressed, people will return to homelessness. There is a need for landlord incentives to get landlords to rent units to people (e.g., direct payments, tax breaks).
- Stigma about homelessness needs to be addressed, to interrupt NIMBY-ism (“not in my backyard”) and discriminatory practices from landlords.

g. Use of Data

- There is always lots of data being collected but it seems like homelessness gets worse and worse. There needs to be action behind the data; use data to enact solutions in a timely fashion.
- We need more and better ways to understand how many people are unhoused and what their challenges are; not just Point in Time (PIT) count data. People who are interviewed in the PIT often do not self-report everything, such as criminal justice involvement. For many people, having a criminal background is a bigger obstacle to securing housing than mental health issues.
- There is a need for tracking and communicating data on housing – how many units are needed, how many are becoming available, how many developers are there, etc. Is the amount of housing production sufficient to meet needs?
- Need transparent data about how funding is being used.
- Look to other communities for what is working well and increase collaboration.

Needs Identified by Service Providers and Primary Data

49% of 2022 Alameda County PIT count respondents reported that rent assistance could have prevented their homelessness. Employment assistance (37%), mental health services (27%), benefits/income (26%), and family counseling (23%) were also top responses. We can safely assume that to some degree this means that these services were lacking in either in quantity, quality or accessibility.

Relatedly, the top five primary causes of homelessness can be viewed as a barometer for the needs of people who were homeless and populations at risk of homelessness. The 2022 Alameda County PIT count respondents noted that, family or friends couldn't let me stay or argument with family/friend/roommate (27%), eviction/foreclosure/rent increase (25%), job loss (22%), other money issues including medical bills (13%), and substance use (13%), were the top reasons for homelessness.

Participants in the 2019 PIT count, people who were homeless, also identified how they think money should be spent to alleviate homelessness¹¹. This serves as another proxy for the needs expressed by people who are experiencing homelessness. In the responses, the top suggestion was to spend money on affordable rental housing (58%). A little under half (43%) of people felt that employment training/job opportunities was how money should be spent. The next most popular response (29%), was permanent help with rent/subsidies, followed by substance abuse/mental health services (28%), housing with supportive services (22%) and 24/7 basic sanitation (19%).

Examining the findings from the aforementioned, 1,000 Person Plan to Address Homelessness (the Plan) also helps to ascertain unmet housing and service needs for people who are homeless, which overlaps with people who may qualify as: at risk of homelessness. The Plan found, using the 42,500 individual records from HMIS, between the years 2006 and 2017, that:

- “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

¹¹ This data was not collected in the 2022 PIT

not return back to homelessness. 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.”

The Plan concludes 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.”

A system model analysis in the Continuum of Care’s 2021 report, “Centering Racial Equity in Homeless Response System Design¹²” found that Alameda County has a sufficient inventory of emergency shelter and transitional housing, and that capacity and investment is most needed in interventions that prevent homelessness and help people experiencing homelessness secure and retain permanent housing. The report also identified the “acutely limited housing options available in Alameda County for extremely low-income people.” According to its Regional Housing Needs Allocation, the City of Berkeley will need to build 2,446 affordable housing units for extremely- and very-low income households between 2023 and 2031.

The consultation process identified the following unmet housing and service needs for people experiencing homelessness:

- Mental health resources
- Needs of shelter residents are becoming increasingly complex and there is a need for additional staffing and resources to address those needs
- Unhoused people with a disability are in need of accessibility equipment in order to obtain and retain permanent and transitional housing

¹² <https://everyonehome.org/wp-content/uploads/2021/02/2021-Centering-Racial-Equity-in-Homeless-System-Design-Full-Report-FINAL.pdf>

- There is a need for more peers in the field who are well compensated and trained
- Recently housed people are in need of additional supportive services to obtain and retain their housing, including mental health resources, transportation, education and employment services

Priority unmet needs identified at the February 17, 2023 homeless services provider meeting included short term hotel stays, respite beds and supportive services for shelter guests with disabilities and medical conditions, housing retention services along with short and medium term rental assistance, liaison services between landlords and eligible program participants, and resources to address hoarding.

A consultation stakeholder also shared that people experiencing chronic homelessness need gradual tiered support transitioning from living in encampments to being permanently housed, and that there is a need for more transitional housing programs that help prepare participants for being housed. There is a need for more encampment outreach services as well as indoor encampment and other emergency housing programs with flexible rules and strong programming that build community and connection.

Needs for People At Risk of Homelessness

The largest needs identified through the City’s January 2023 consultation survey for people at risk of homelessness (QP2) are also supportive services and affordable rental housing. Other identified needs include shelter and transitional housing, rental assistance, housing counseling, and accessibility services. The service gaps most often identified by organizations serving this population are mental health and recovery services and wraparound services such as employment training and caregiving support. Consultation meetings also identified a need for flexible funding to help with deposit and first month’s rent to keep people housed and for shallow subsidies and long-term rental assistance that doesn’t require a disability.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking

According to the previously referenced Berkeley Homeless Count and Survey, a history of domestic violence and partner abuse can be a primary cause of homelessness. Victims of domestic violence have a great risk of becoming homeless and experiencing poverty. According to the Family and Youth Services Bureau¹³, this is likely tied to a high need for services, including housing and financial support, and the lack of commensurate housing and financial resources available. The lack of affordable housing in the City likely makes it difficult for victims of domestic violence to leave their violent homes, so it is plausible that they are more likely to go unidentified, move to an

¹³ <https://www.acf.hhs.gov/fysb/resource/dv-homelessness-stats-2016>

overcrowded unit, or move into a homeless shelter than those not experiencing domestic violence.

After consulting with the Berkeley Police Department's Domestic Violence and Sexual Assault Unit, three things became apparent:

- There is inadequate housing in the area that can effectively shelter victims of human trafficking in Berkeley. If victims of this crime are housed in the community into which they have been victimized, it is likely that they will be re-victimized. Because of the nature of the crime, the perpetrator is often able to coerce victims to leave the shelter and re-enter the abusive cycle. This becomes more likely when the shelter is nearby to where the victim lives and presumably, the perpetrator. Currently, there is not adequate housing that can place victims of this crime outside of the area, a safe distance away from their abuser, with sufficient supportive services, like counseling specialized to help victims of this crime.
- It is not uncommon for a victim of domestic violence to have to wait two or three days for a bed at a safe shelter, once they have requested it. This can lead to victims to stay with or return to their abuser while they wait for a bed to become available.
- When victims of domestic violence are housed in a safe shelter, they can be without essential household and hygiene items, and little to no financial resources to acquire these items. This may lead to the victim to return to the abuser for financial security.

The University of California, Berkeley Human Rights Center's 2018 report¹⁴ on supporting human trafficking survivors in the Bay Area identified a need for housing dedicated to victims of human trafficking, finding that "shelter is sorely needed across the Bay Area, and special attention should be paid to providing appropriate transitional and long-term housing, foster care placements, and shelter for queer and gender non-conforming survivors." The report also identified a particularly acute shortage of services for victims of labor trafficking, finding that "victims of sex trafficking generally have greater access to services than those of labor trafficking."

The largest need identified through the City's January 2023 consultation survey for this population (QP3) is more affordable rental housing. Other identified needs include shelter and transitional housing, supportive services, housing counseling, and homelessness prevention services. Service gaps identified by organizations serving this population include wraparound services, mental health services, and case

¹⁴ "LIFELINES; Supporting Human Trafficking Survivors in the San Francisco Bay Area; April 2018; Khaled Alrabe and Eric Stover; https://www.law.berkeley.edu/wp-content/uploads/2018/05/Bay_Area_Trafficking_Report_final.pdf

management. Interviews with agencies serving this population emphasized that human trafficking is a very complex issue that requires thoughtful and nuanced interventions.

Other Populations:

Housing Needs Inventory and Gap Analysis Table

Non-Homeless			
	Current Inventory	Level of Need	Gap Analysis
	# of Units	# of Households	# of Households
Total Rental Units	29,822		
Rental Units Affordable to HH at 30% AMI (At-Risk of Homelessness)	1,455		
Rental Units Affordable to HH at 30% - 50% AMI (Other Populations)	640		
Total	2,095		
0%-30% AMI Renter HH w/ 1 or more severe housing problems (At-Risk of Homelessness)		6,275	
30%-50% AMI Renter HH w/ 1 or more severe housing problems (Other Populations)		3,205	
Total		9,480	
Current Gaps			-7,385

Data Sources: 1. American Community Survey (ACS); 2. Comprehensive Housing Affordability Strategy (CHAS)

(1) Other Families Requiring Services or Housing Assistance to Prevent Homelessness

The City has had a rental assistance program for many years, but this program was prioritized during the COVID-19 pandemic and an additional \$3.7 million was added to provide rent relief and prevent evictions that may lead to homelessness. This program currently has a waitlist and is unable to fully meet the need in the community. The unmet needs for the recipients can be enumerated using some of the data collected from the heads of household. Loss of employment was cited as the primary reason for recipients seeking assistance. More than half (57%) listed their loss of employment and subsequent inability to find alternative employment as the reason for needing emergency rental assistance to remain housed. Increases in expenses, including child care and health care costs, accounted for a little more than a third (37%) of the recipient’s primary reason for needing assistance. Implied, but not explicitly mentioned as a reason for the high demand for rental assistance, is the reason for high rental costs. This is primarily due to the extremely low vacancy rate of rental units, both on the market and units rented but not occupied, in Berkeley, 1.9%, according to the American Community Survey data from 2015 to 2019.

The largest need for this population identified through the City's January 2023 consultation survey for is more affordable rental housing. Other identified needs include shelter and transitional housing, supportive services, housing counseling, and accessibility services. Service gaps identified by organizations serving this population include wraparound services, mental health services, and accessibility resources, and case management.

One homelessness prevention provider noted that a primary cause of housing instability and loss of housing was unemployment or underemployment during the pandemic, which many households have still not recovered from. Another provider shared that the major barriers for unstably housed and unhoused families are jurisdictional limitations, assessment barriers, programmatic limitations, and system navigation, and noted that the issues families need to resolved in order to secure stable housing are complex and require a great deal of trust and staff time to resolve.

Veterans and Families that include a Veteran Family Member – that meet the criteria for one of the qualifying populations described above

The 2022 Alameda County PIT count helps us better understand the needs and extrapolate the unmet needs for the population of veterans that are homeless. In this report, the top five primary causes the veterans list for being homeless are: Eviction/Foreclosure/Rent Increase, Loss of Job, Family or friends couldn't let me stay or argument with family/friend/roommate, Divorce/Separation/Break-up, and Other Money.

The largest needs for veterans identified through the City's January 2023 consultation survey are supportive services and affordable rental housing. Other identified needs include rental assistance and housing counseling. Service gaps identified by six organizations serving this population include wraparound services, mental health and recovery services, housing navigation, and accessibility resources.

The Berkeley Housing Authority noted that that there is a particular need for supportive services for veterans using mainstream vouchers, such as mental health resources, support with transportation, and securing housing. They also noted that there is a far greater need for VASH vouchers than the current amount available.

Providers that serve veterans identified a need for culturally responsive services that understand veterans' specific barriers and expectations when accessing support. Veterans tends to be older, more isolated, and have more complex health issues than civilians, and there is a need for programs that create community and social connection for veterans in addition to housing and wraparound services. The Bay Area's veteran

population is rapidly aging and there is a need for more resources that help veterans age in place.

Identify and consider the current resources available to assist qualifying populations, including congregate and non-congregate shelter units, supportive services, TBRA, and affordable and permanent supportive rental housing:

Homeless Needs Inventory and Gap Analysis Table

Homeless													
	Current Inventory					Homeless Population				Gap Analysis			
	Family		Adults Only		Vets	Famil y HH (at least 1 child)	Adult HH (w/o child)	Vets	Victim s of DV	Family		Adults Only	
	# of Beds	# of Units	# of Beds	# of Units	# of Beds					# of Beds	# of Units	# of Beds	# of Units
Emergency Shelter	50	12	221	221	12								
Transitional Housing	42	10	54	54	42								
Permanent Supportive Housing	98	25	341	341	0								
Other Permanent Housing						28	10	27	0				
Sheltered Homeless						51	295	21	87				
Unsheltered Homeless						0	813	60	203				
Current Gap										+111	+48	-502	-502

Data Sources: 1. Point in Time Count (PIT); 2. Continuum of Care Housing Inventory Count (HIC); 3. Consultation

Homeless:

The City funds multiple agencies to provide 298 year around shelter beds, 30 seasonal shelter beds and 27 transitional housing beds. As part of the City’s COVID-19 response, the census at these programs has been reduced by approximately 50% so staff and participants can maintain 6’ social distancing. Additionally, funds have been provided to expand shelter operations to 24/7 and to provide three meals per day so participants don’t have to leave during the day.

To offset the census reduction, while providing a safe space, the City implemented a non-congregate shelter program to house 18 households who meet the CDC’s criteria for at-risk populations, 65+ or having an underlying medical condition requiring extra precautions against COVID-19. These shelter enhancements are expected to be in place until the City’s Shelter In Place (SIP) order is lifted. Rapid re-housing resources

are being offered to help people move into permanent housing. Additionally, the City expanded the Berkeley Emergency Storm Shelter operations from an inclement weather shelter to supporting a 24/7 winter shelter operation through mid-April.

Additionally, while the Emergency Solutions Grant (ESG) regulations allow for federal funds to be provided to those categorized as “at-risk” but not necessarily at “imminent risk”, Berkeley uses its ESG funds for rapidly rehousing people who are literally homeless.

Berkeley funds prevention assistance for people who meet “immediate risk” criteria defined as:

“An individual or family who will imminently lose their primary nighttime residence, provided that:

- the primary nighttime residences will be lost within 14 days of the day of application for homeless assistance;
- No subsequent residence has been identified; and,
- The individual or family lacks the resources of support networks, e.g., family, friends, faith-based or other social networks, needed to obtain other permanent housing.”

Alameda County has mental health, foster youth, health care, and corrections discharge policies intended to prevent discharges of individuals from these systems into homelessness, described in detail in the Consolidated Plan.

During the coronavirus pandemic, the City expanded the housing retention program to assist households unable to pay rent due to a COVID-19 related loss of income. Households must provide a dated Notice of Eviction from landlord stating amount owed for back rent OR a letter of verification from landlord stating the amount owed for back rent, since there is currently an eviction moratorium.

The City is working with local hospitals to share information about the North County HRC and available homeless services in Berkeley to reduce discharges to local daytime drop-in centers and shelters that can’t support the needs of medically fragile people with severe disabling conditions. The City will continue to participate in countywide and regional efforts to reduce discharges into homelessness.

The following is a list of services targeted to people who are homeless in Berkeley:

Homelessness Prevention Services:

- Counseling/Advocacy
- Rental Assistance

Street Outreach Services:

- Law Enforcement
- Mobile Clinics
- Other Street Outreach Services

Supportive Services:

- Alcohol & Drug Abuse
- Employment and Employment Training
- Life Skills
- Mental Health Counseling
- Transportation

At Risk of Homelessness & Other Populations at Greatest Risk of Housing Instability

The City of Berkeley established the Housing Trust Fund (HTF) program in 1990, and since then the HTF program has funded the renovation or construction of approximately 1,414 units of affordable housing. The City's HTF portfolio includes units affordable to households at a variety of income levels, including units for formerly homeless households, people with disabilities, Extremely Low-Income households, veterans, and survivors of domestic violence. City funding is currently supporting projects that will create more than 564 new affordable housing units. 58 units in the City's pipeline received No Place Like Home funding from the State of California, which supports units for formerly homeless households with mental illnesses. The projects include supportive services and case management.

The City has committed more than \$27 million in local funding for the development of the City-owned Berkeley Way parking lot to address the needs identified in the plan, which was recently completed. On September 9, 2014, after a Request for Qualifications process, the City Council approved the selection of a development team consisting of Bridge Housing, the Berkeley Food and Housing Project, and Leddy Maytum Stacy Architects (LMSA) as the preferred development team for the site. Since then, the City has been working closely with the project team on a three-part project including a community kitchen and wrap-around services space, 32 emergency shelter beds, 12 transitional housing beds for Veterans, 53 units of permanent supportive housing (53 units at 30% AMI), and 89 affordable apartments for low and very-low income families.

The City also offer flex funds. These funds are available for one-time costs like back payment of rent, security deposits, etc. They must generally must be used to obtaining or maintaining housing. Providers have emphasized in consultation meetings the importance of flex funds for this population.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking

The following is a list of resources available to victims in Berkeley and the surrounding area:

Bay Area Women Against Rape (BAWAR) is Alameda County's community rape crisis center offering advocacy and counseling to folks in Alameda County who have experienced sexual violence. BAWAR has a 24/7 crisis line in both English and Spanish.

Family Violence Law Center (FVLC) provides survivor-centered legal advocacy and assistance for individuals who have experienced intimate partner violence or sexual assault. They have a 24/7 crisis line for people living in Alameda County.

Alameda County Family Justice Center provides access to 80 community agencies and programs that provide healing, support and resources to people impacted by domestic violence, sexual assault and exploitation, child abuse, elder and dependent adult abuse, and stalking.

- Domestic violence counseling
- Sexual assault counseling
- Restraining orders
- Case management
- Trauma recovery services
- Safety planning
- Children's counseling
- Parenting support
- Shelter/housing assistance
- Medi-CAL and CalFRESH application assistance
- Victims Compensation Program application assistance
- Safe at Home application assistance
- Self-sufficiency program: financial literacy, professional development, resume writing and interviewing skills.
- Criminal justice information and assistance
- Childcare while parent or guardian is receiving services onsite (KidZone)
- GED
- ESOL (ESL) ALCO
- Public Health Immunization Clinic
- Legal Advice Clinic
- Immigration Clinic

A Safe Place is an Oakland based domestic violence agency that provides an emergency domestic violence shelter for women with children, 24/7 crisis line, mental health services, and community outreach programs.

Deaf Hope, based in nearby Richmond, is a center providing culturally specific services to deaf survivors of interpersonal violence and their children.

Narika, headquartered in Fremont, is an agency providing multicultural services for people who have experienced intimate partner violence. Narika offers support groups, seed programs and a helpline particularly for immigrants from South Asian communities.

Ruby's Place, in Castro Valley, is a free, multi-population program serving women, men, transgender people and accompanied minors who have experienced domestic violence, human trafficking or both. Shelter and 24/7 crisis line offered.

Shalom Bayit strives for social change and offers confidential peer counseling, support, information, referrals, and advocacy for women identified folk in the Jewish community. Healing support groups are offered in the East Bay, SF, Marin, and the Peninsula.

Other Populations

(1) Other Families Requiring Services or Housing Assistance to Prevent Homelessness

The City of Berkeley currently funds a Housing Retention Program that provides emergency rental assistance to qualifying individuals. This program has provided emergency rental assistance for 257 households during FY21.

The County of Alameda also operates an Emergency Rental Assistance Program. It has received more than 777 applications for emergency rental assistance, and distributed \$11,645,004 in emergency assistance to Berkeley renters. This program cap also has a cap that affects the amount of assistance they can provide.

As mentioned earlier, there are also several Rapid Rehousing programs that serve formerly homeless individuals that operate within the City, however case management services don't always continue long enough to keep people in housing.

Veterans and Families that include a Veteran Family Member – that meet the criteria for one of the qualifying populations described above

The Roads Home Veteran Services program of Berkeley Food & Housing Project provides the following services:

- Housing location help
- Temporary financial assistance, and

- Wraparound case management for people who are experiencing or at risk of homelessness
- Outreach to people who are unsheltered
- Permanent Supportive Housing – Six-bedroom house for local Veterans
- Temporary housing (6-24 months) and intensive life skills training to 18 homeless male veterans in Berkeley.
- Health care specific case management to Veterans and their families, including help with:
 - Accessing eligible benefits,
 - Getting to appointments,
 - Filling prescriptions,
 - Establishing home aid, and
 - Referrals to other services.
- Employment Services
- Shallow subsidy that provides two years of rental assistance that will not decrease if the household increases their income.
- Assist Veterans in preparing and submitting applications for Housing & Urban Development/Veterans Affairs Supportive Housing (HUD-VASH) vouchers
- Works with local public housing authorities to understand their eligibility criteria, in helping with HUD-VASH

Additionally, Operation Dignity operates a duplex in Berkeley that provides transitional housing for seven male veterans at a time.

Identify any gaps within the current shelter and housing inventory as well as the service delivery system:

Homeless Shelter, Housing Inventory and Service Gaps

The 2019 City Council report, *1000 Person Plan to Address Homelessness*, states that “Berkeley has roughly 260 permanent supportive housing (PSH) vouchers for homeless people. In any given year, only about 10% of these vouchers turn over for new placements, meaning that only 25-30 homeless individuals can be permanently housed, with ongoing deep rental subsidy, in any given year.”

Meanwhile, according to the 2019 PIT count, 35% of Berkeley’s homeless population is chronically homeless—387 individuals on any given night. “To alleviate this supply/demand mismatch, the City implemented a policy of prioritizing high-needs people not just for PSH, but also for rapid rehousing (RRH), beginning in 2016. As a result, the percentage of RRH clients entering with disability had approached that of PSH by 2017.

Given what we now know about the statistical effect of disability on housing success, this has had the predictable effect of reducing the percentage of clients who are able to

ultimately keep their housing after the subsidy and intervention ends, from a pre-CES average of 81% to a post-CES average of 57%. Compare this to PSH homeless return rates, which were less than 9% in 2017.”

It is becoming more common for City-funded affordable housing projects to restrict a portion of their total units to formerly homeless households. This responds to the significant need for homeless housing opportunities in Berkeley, but the challenge is identifying and securing funding to support rental subsidies and the long-term operation of the projects. Some of the City’s local funds are restricted to capital costs, and state funding programs often do not include operating subsidies. The City has some local funds that can be used for this purpose, but not enough to meet the demand.

The consultation process identified the following gaps in the homeless services delivery system:

- Mental health resources and staffing
- Adequate shelter staffing to respond to guests’ complex needs
- Dearth of non-congregate emergency shelter for families, which requires special employee screening and separation from other populations
- Low-barrier shelters and service hubs in multiple areas throughout the City
- Accessibility resources such as wheelchair ramps and low-cost accessibility equipment (e.g. bathroom commode chair or threshold ramps) to help unhoused people with disabilities access shelter, housing, and services
- Incentives for landlord participation in rehousing programs

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking Shelter, Housing Inventory and Shelter Gaps:

Determining the gaps in service and delivery system for this population specifically is difficult given the level of data available. However, given that there is generally a lack of affordable housing in the City, additional affordable housing options would likely also benefit the population.

After consulting with the Berkeley Police Department’s Domestic Violence and Sexual Assault Unit, three things became apparent:

- There is inadequate housing in the area that can effectively shelter victims of human trafficking in Berkeley. If victims of this crime are housed in the community into which they have been victimized, it is likely that they will be re-victimized. Because of the nature of the crime, the perpetrator is often able to coerce victims to leave the shelter and re-enter the abusive cycle. This becomes more likely when the shelter is nearby to where the victim lives and presumably, the perpetrator. Currently, there is not adequate housing that can place victims of this crime outside of the area, a safe distance away from their abuser, with

sufficient supportive services, like counseling specialized to help victims of this crime.

This largest gap identified in the consultation process is the lack of an emergency shelter for people fleeing intimate partner, domestic, or gender-based violence in Berkeley.

Other Populations

(1) Other Families Requiring Services or Housing Assistance to Prevent Homelessness

According to data provided by the City's subrecipient distributing emergency rental assistance, 57% of all recipients who were formerly homeless, needed this assistance because they could not find employment, largely due to the economic effects of COVID-19. Forty-eight percent of formerly homeless recipients stated that their disability was a contributing factor to their need for assistance, 37% said increased costs, including child care and health care costs, contributed to their need and 20% were elderly.

This data suggests there is either a gap in services to people in this qualifying population or an unmet need, that, if properly filled and met, could alleviate their need for emergency rental assistance.

Veterans and Families that include a Veteran Family Member – that meet the criteria for one of the qualifying populations described above

Determining the gaps in service and delivery system for this population specifically is difficult given the level of data available. However, given the data presented in the PIT, ongoing supportive services would be beneficial.

Identify the characteristics of housing associated with instability and an increased risk of homelessness if the PJ will include such conditions in its definition of "other populations" as established in the HOME-ARP Notice:

In the City of Berkeley, the high cost burden is a housing characteristic strongly linked with instability and an increased risk of homelessness. According to the 2019 Out of Reach report¹⁵, the hourly wage needed to afford a two-bedroom at FMR (\$2,790) in downtown Berkeley is \$53.65. According to the report, the same downtown zip code (94704) also has a poverty rate of 51.4% with a median household income of \$26,758 and an unemployment rate of just over nine percent (9.1%). The urbanized downtown area of Berkeley sits in stark contrast with the more suburban neighboring zip code (94705), which has an unemployment rate of just over five percent (5.3%), a 10.1% poverty rate, an \$116,250 median household income and where the hourly wage needed to afford a two-bedroom at FMR (\$2,370) is \$45.58. Proximity to social services and regional job centers via public transit makes Berkeley's urban downtown appealing,

¹⁵ <https://reports.nlihc.org/oor/2019>

but its higher housing prices make it difficult for low income, transit dependent residents (without cars) to retain housing.

While the lower income households within the downtown core of Berkeley is of particular note, the numbers also reflect the impact of the University of California at Berkeley's (UC Berkeley) student population many of whom have little or no income. Students compete with nonstudent residents for housing, creating elevated pricing conditions for existing low-income households, especially in those geographic areas surrounding the UC Berkeley campus.

Service gaps for this population identified in the consultation process include:

- Dedicated funding for veteran services
- Resources to help unhoused seniors and veterans age in place
- Services and programs that build social connection and community for veterans, seniors, and people experiencing homelessness

Identify priority needs for qualifying populations:

Homeless, At Risk of Homelessness, Other Families Requiring Services or Housing Assistance to Prevent Homelessness & Other Populations at Greatest Risk of Housing Instability:

Housing instability and homelessness continue to be a pressing issue for Berkeley community members, many of whom are still grappling with the economic, social, and emotional impacts of the pandemic along with a regional housing shortage. All populations have a number of critical needs that outstrip the amount of HOME-ARP funding available. Overall, there is a need for more affordable and permanent housing, as well as the expansion of supportive services and non-congregate shelter.

Priority supportive services needs for all qualifying populations include mental health and recovery, peer support, essential hygiene services, accessibility resources, case management, and housing navigation.

The consultation process also identified a need for nonprofit capacity building, particularly to respond to the increasingly complex needs faced by qualifying populations and to adjust operations to comply with HOME-ARP requirements.

Fleeing, or Attempting to Flee, Domestic Violence, Dating Violence, Sexual Assault, Stalking, or Human Trafficking

The inability of a victim of domestic violence, dating violence, sexual assault, stalking or human trafficking to find immediate safe shelter, upon request, and quality affordable housing are top needs for this qualifying population.

Explain how the level of need and gaps in its shelter and housing inventory and service delivery systems based on the data presented in the plan were determined:

The data represented here is a compilation of the 2014-2018 CHAS data, the 2019 and 2022 PIT counts, the 1000 Person Plan to Address Homelessness and the PY2020-2025 Consolidated Plan. Some 2022 PIT count responses are not currently available at the local level, so a combination of 2019 and 2022 data was used to provide a more complete understanding of homelessness in Berkeley. All of the Plans had various methodologies and went through extensive public consultation process including multiple public hearings. We also used our consultation with various stakeholders to identify the needs and gaps in shelter, housing inventory and services.

PROPOSED HOME-ARP ACTIVITIES

Describe the method for soliciting applications for funding and/or selecting developers, service providers, subrecipients and/or contractors and whether the PJ will administer eligible activities directly:

The City will select subrecipients to administer the activities directly. It will do so by issuing a Request for Proposals (RFP) to provide supportive services to all of the qualifying populations in the city of Berkeley.

If any portion of the PJ's HOME-ARP administrative funds were provided to a subrecipient or contractor prior to HUD's acceptance of the HOME-ARP allocation plan because the subrecipient or contractor is responsible for the administration of the PJ's entire HOME-ARP grant, identify the subrecipient or contractor and describe its role and responsibilities in administering all of the PJ's HOME-ARP program:

Not applicable.

PJs must indicate the amount of HOME-ARP funding that is planned for each eligible HOME-ARP activity type and demonstrate that any planned funding for nonprofit organization operating assistance, nonprofit capacity building, and administrative costs is within HOME-ARP limits. The following table may be used to meet this requirement.

Use of HOME-ARP Funding:

	Proposed Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$ 2,188,557		
Acquisition and Development of Non-Congregate Shelters	\$ 0		
Tenant Based Rental Assistance (TBRA)	\$ 0		
Development of Affordable Rental Housing	\$		
Non-Profit Operating	\$ 0	0 %	5%
Non-Profit Capacity Building	\$ 136,785	5%	5%
Administration and Planning	\$ 410,354.40	15 %	15%
Total HOME ARP Allocation	\$ 2,735,696		

Describe how the PJ will distribute HOME-ARP funds in accordance with its priority needs identified in its needs assessment and gap analysis:

Given the significant need for multiple forms of supportive services to help community members access and retain housing, the City will distribute HOME-ARP funds to supportive services providers to offer McKinney-Vento Supportive Services, Homelessness Prevention Services, and/or Housing Counseling to help more people in the qualifying populations find and/or maintain housing. The one-time nature of the HOME-ARP funds as well as the availability of other resources to address the needs of new non-congregate shelter beds and affordable rental housing, mean the best use of the funds to address the needs and gaps in Berkeley are providing supportive services to all the qualifying populations.

Describe how the characteristics of the shelter and housing inventory, service delivery system, and the needs identified in the gap analysis provided a rationale for the plan to fund eligible activities:

The City’s seminal 2019 report to Council, 1,000 Person Plan to Address Homelessness, clearly identified the lack of supportive services as a reason for the number of people returning to homelessness in Berkeley after previously exiting the system for a permanent housing bed, and that this need has increased over time. Specifically, the report found that people with the highest needs in the homeless population needed more support than what rapid rehousing programs provide to prevent a return to homeless.

Furthermore, the 1,000 Person Plan to Address Homelessness, found that “Berkeley has roughly 260 permanent supportive housing (PSH) vouchers for homeless people. In any given year, only about 10% of these vouchers turn over for new placements, meaning that only 25-30 homeless individuals can be permanently housed, with ongoing deep rental subsidy, in any given year.” This lack of significant turnover of vouchers suggests people receiving them are not getting the supportive services they

need to release their voucher, solidifying the case that supportive services are lacking in Berkeley.

The most recent data on factors contributing to homelessness underpin the findings from the 2019 report. For instance, the leading causes of homelessness in the 2022 Alameda County PIT count were, in order of prevalence, rent assistance, employment assistance, mental health services, benefits/income, and family counseling, all of which can be addressed with supportive services. Many of the priorities identified by people with lived experience, such as mental health resources, service hubs, and peer support, can be addressed through supportive services.

The consultation process further supported the 2019 findings, as every service provider of the qualifying populations mentioned supportive services as a need.

HOME-ARP PRODUCTION HOUSING GOALS

Estimate the number of affordable rental housing units for qualifying populations that the PJ will produce or support with its HOME-ARP allocation:

N/A

Describe the specific affordable rental housing production goal that the PJ hopes to achieve and describe how it will address the PJ's priority needs:

N/A

PREFERENCES

Identify whether the PJ intends to give preference to one or more qualifying populations or a subpopulation within one or more qualifying populations for any eligible activity or project:

N/A

If a preference was identified, explain how the use of a preference or method of prioritization will address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or category of qualifying population, consistent with the PJ's needs assessment and gap analysis:

N/A

If a preference was identified, describe how the PJ will use HOME-ARP funds to address the unmet needs or gaps in benefits and services of the other qualifying populations that are not included in the preference:

N/A

REFERRAL METHODS

Identify the referral methods that the PJ intends to use for its HOME-ARP projects and activities. PJ's may use multiple referral methods in its HOME-ARP program. (Optional):

N/A

If the PJ intends to use the coordinated entry (CE) process established by the CoC, describe whether all qualifying populations eligible for a project or activity will be included in the CE process, or the method by which all qualifying populations eligible for the project or activity will be covered. (Optional):

N/A

If the PJ intends to use the CE process established by the CoC, describe the method of prioritization to be used by the CE. (Optional):

N/A

If the PJ intends to use both a CE process established by the CoC and another referral method for a project or activity, describe any method of prioritization between the two referral methods, if any. (Optional):

N/A

Limitations in a HOME-ARP rental housing or NCS project

Describe whether the PJ intends to limit eligibility for a HOME-ARP rental housing or NCS project to a particular qualifying population or specific subpopulation of a qualifying population identified in section IV.A of the Notice:

N/A

If a PJ intends to implement a limitation, explain why the use of a limitation is necessary to address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or subpopulation of qualifying population, consistent with the PJ's needs assessment and gap analysis:

N/A

If a limitation was identified, describe how the PJ will address the unmet needs or gaps in benefits and services of the other qualifying populations that are not included in the limitation through the use of HOME-ARP funds (i.e., through another of the PJ's HOME-ARP projects or activities):

N/A