Transitional Housing Assessment and Recommendations Report for EveryOne Home

Alameda County, CA

Heather Lyons and Steven Shum, CSH
About CSH

CSH transforms how communities use housing solutions to improve the lives of the most vulnerable people. We offer capital, expertise, information and innovation that allow our partners to use supportive housing to achieve stability, strength and success for the people in most need. CSH blends over 20 years of experience and dedication with a practical and entrepreneurial spirit, making us the source for housing solutions. CSH is an industry leader with national influence and deep connections in a growing number of local communities. We are headquartered in New York City with staff stationed in more than 20 locations around the country. Visit csh.org to learn how CSH has and can make a difference where you live.

About EveryOne Home (EOH)

EveryOne Home coordinates the implementation of Alameda County, CA’s plan to end homelessness and serves at the community’s Continuum of Care. Partners include; local governments, homeless service providers, affordable housing developers, landlords and concerned citizens. EveryOne Home offers a unique 360-degree perspective on what works to end homelessness. Our data-driven approach measures our progress, provides constant feedback and holds all of our partners mutually accountable to continuous performance improvement. EveryOne Home generates social awareness about homelessness, secures financial support, improves resource efficiency, builds political will by facilitating local government and non-profit partnerships, and works with local developers to create new permanent housing units quickly. Together with our partners we:

- Permanently house people as quickly and cost effectively as possible
- Allocate funding to proven approaches
- Coordinate and expand housing resources
- Support extremely low-income and disabled people to help keep their homes
- Interpret and manage federal regulations regarding homelessness
- Improve coordination and communication between partners

About HUD’s Community Planning and Development Division, San Francisco Regional Office

HUD’s Community Planning and Development Division in the San Francisco Regional Office works with 33 Continuums of Care in Northern California, Nevada, and Arizona, including the Alameda County Continuum of Care. Within the Alameda County Continuum of Care, there are approximately 17 grantees administering 51 McKinney-Vento Act grants. HUD Community Planning and Development Representatives work directly with grantees, providing technical assistance while also ensuring compliance with the regulatory requirements through its ongoing monitoring efforts.

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I. Executive Summary

CSH is thankful for this opportunity to complete our assessment of Alameda County’s transitional housing system, and grateful to EveryOne Home and all of its community partners – particularly its transitional housing providers – for their willingness to devote the time and energy to participate. The transitional housing assessment provides a comprehensive analysis of program level readiness for conversion to supportive housing (SH) or rapid re-housing and retooling to high performing transitional housing (TH) that will help to improve Alameda County’s overall capacity to meet the needs of homeless individuals and families.

Conversions and Retooling by the Numbers

Following the guidance of this report, up to 59 units can be converted to supportive housing (SH), and an additional 75 units can be converted to rapid re-housing (RRH). The balance of the units can be retooled to high performing transitional housing (TH) to meet HEARTH guidelines and improve the overall system response to homeless individuals and families. While many of these TH units could still be considered for conversion, most of them are extremely difficult to convert primarily due to constraints on the physical plant of the facility or other barriers described in the assessment. Greater detail is provided in the program profiles.

Percentage of Conversions

In addition to the overall recommendations, this report contains program profiles that outline our analysis, scoring, and the basis for our recommendations. The program level scores and analysis are not intended to serve as grades or definitive action steps for TH programs, but rather as a starting point for discussion between the TH provider, the Continuum of Care, and the project sponsors about what is the best course forward for that particular program and Alameda County’s overall efforts to end homelessness.

Numbers by Population
Finally, the report contains steps that EveryOne Home and its partners can undertake to move forward with conversions or retooling efforts. This includes addressing specific barriers that may require consideration to avoid any unintended consequences of conversions. It is important to keep in mind that every project will have unique issues. The most common include the following:

- Ensuring clear communication throughout the organization to ensure follow-through with the change process
- Changing service delivery methods to promote retention rather than moving on (if converting to SH), and moving on (if converting to rapid re-housing)
- Updating policies and procedures to reflect program changes
- Addressing neighborhood concerns and zoning – generally not a significant issue if a project has existed in the community for a long time, but zoning and other planning issues should be researched for conversions
- Accounting for funding gaps tied to the rehab of properties
- Understanding that new funding will generally not be available for TH, only for SH and rapid re-housing conversions – this may improve organizational revenues if changes are adopted
- Matching up the timing of resources – especially if these match resources are from a variety of funders
II. Background

Overview
Building upon our successful work with local communities to retool their homeless assistance systems, CSH received approval from the Community Planning and Development Division of the San Francisco HUD Regional Office – under a HUD Community Development Technical Assistance award – to work with EveryOne Home (EOH) and its partners to complete an assessment of Alameda County’s transitional housing system. As Alameda County’s Continuum of Care and 10-Year Plan implementation body, EveryOne Home has been an ideal candidate for this technical assistance assignment.

CSH’s goal for the assessment process is to provide the community with an analysis of Alameda County’s existing portfolio of transitional housing, and a detailed assessment of program level readiness for conversion to supportive housing (SH) or rapid re-housing (RRH) or retooling to high performing transitional housing (TH). The assessment process aims to create a platform for improved system level performance, where the overall homeless assistance system is more responsive to the needs of homeless individuals and families. As part of CSH’s analysis, this report includes recommendations to improve the performance of the overall system by converting or retooling existing transitional housing programs based on findings gathered throughout the assessment process.

For the past several years, HUD has placed an increasingly higher emphasis on permanent housing over other components of the Continuum of Care to end and prevent homelessness. This emphasis is linked to the growing empirical evidence that permanent housing approaches – such as rapid re-housing and supportive housing – are the most effective models for ending homelessness among key segments of homeless individuals and families. Accordingly, EveryOne Home has encouraged the adoption of homeless prevention and rapid re-housing efforts across Alameda County, and prioritized the increase in new supportive housing stock over the past several years by allocating new HUD homeless funding for new supportive housing projects.

One key advantage to undertaking this County-wide analysis is to promote conversion opportunities that would result in new permanent housing units – whether supportive housing or rapid re-housing – while expending no new CoC dollars, and thus have no impact on the Continuum of Care’s renewal burden. This assessment also sets the stage for improving performance among all transitional housing providers.

Federal Context
The role of transitional housing in a community’s homeless assistance system has come under greater scrutiny with the implementation of the HEARTH (Homeless Emergency Assistance and Rapid Transition to Housing) Act along with the adoption of Opening Doors, the nation’s first comprehensive strategy to prevent and end homelessness.

These changes at the national level, along with local systems analyses, have encouraged more and more communities throughout the country to evaluate the overall effectiveness of their own Continuum of Care. In Alameda County, approximately 25% of the Continuum of Care award funds are for transitional housing – which is relatively low compared to other CoC’s. That said, the overall cost per person or cost per exit from transitional housing to permanent housing is high compared to other interventions for people who have few or no special needs.
needs. While transitional housing will continue to remain a component of the Continuum of Care, how this particular intervention will operate to end homelessness will likely change.

The primary goal of the HEARTH Act is to improve community capacity to carry out the mission of preventing and ending homelessness through systems transformation because systems can overcome barriers, achieve efficiencies, and bring best practices to scale in a way that individual homeless assistance programs cannot. Specifically, the HEARTH Act aimed to increase flexibility of HUD resources, and in return increase the focus on system-wide results. The primary system level measures for CoCs include the following:

- Length of homelessness episodes for individuals and families
- Repeated episodes of homelessness experienced by individuals and families
- Thoroughness of grantees in reaching homeless individuals and families in the geographic area
- Overall reduction in number of homelessness individuals and families
- Jobs and income growth for homeless individuals and families
- Success at reducing number of people who become homeless

A community’s performance against these system level measures is expected to shape future funding decisions for CoC’s. As of this writing, communities are continuing to operate under the HEARTH Interim Rule – the final regulations have not been published.

An additional driver for system-wide change at the CoC level is the adoption of Opening Doors, the nation’s comprehensive strategic plan to prevent and end homelessness. Opening Doors established four primary goals: ending chronic homelessness by 2015, ending veteran homelessness by 2015, ending homelessness for families, youth and children by 2020, and setting a path to end all types of homelessness.
Within the 74-page document, *Opening Doors* says the following about transitional housing:

“Temporary residential programs (shelters, transitional housing, VA grant and per diem programs, VA domiciliary, adult rehab centers, etc.) are an integral part of the crisis response system. They must be efficient and effective in helping people experiencing homelessness successfully and quickly achieve the outcome of long-term housing. Strong collaboration with mainstream programs and services as well as programming to create a pathway to permanent housing is critical.” (Opening Doors, Retool the Homeless Crisis Response System, pg. 49)

Research suggests that permanent housing approaches that support living independently in lease-based housing work well with a variety of homeless populations. For a subset of the homeless population with multiple physical and behavioral health issues to remaining stable in housing, supportive housing is likely the best intervention if tailored to the unique long-term needs of this population. For individuals and families who are homeless primarily due to economic conditions, rapid re-housing is likely the best short-term strategy to help these households move out of homelessness and into permanent housing. This intervention may include providing supportive services to help a household quickly secure housing, providing short-term financial and rental assistance, and addressing barriers to housing stability.

Communities across the country are re-examining their transitional housing programs to determine how best to target this temporary housing and services model to homeless individuals and families that may need an acute intervention for a short period of time, who can then move to stable, permanent housing. Sometimes this happens in a “transition in place” model where the scattered site program passes along the lease of the apartment to the participant/tenant. And, sometimes this happens in

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**Four Primary Goals of Opening Doors**

- Finish the job of ending **chronic** homelessness by 2015.
- Prevent and end homelessness among **Veterans** by 2015.
- Prevent and end homelessness among **families, youth, and children** by 2020.
- Set a path to ending **all** types of homelessness.
facility-based transitional housing programs. Because these programs require individuals and families to move upon completing the program, it can be potentially destabilizing and disruptive.
III. Assessment Process & Key Criteria for the Assessment

Background
CSH received approval from the Community Planning and Development Division of the San Francisco HUD Regional Office to provide technical assistance to EveryOne Home and its partners on March 5, 2012. Soon afterwards, CSH convened a conference call with representatives from EveryOne Home and the Cities of Berkeley and Oakland to discuss the scope of work and timeline for the assessment process, identify available data, and decide on an outreach strategy for a kick-off meeting with transitional housing providers.

On May 21, 2012, EveryOne Home hosted a kick off meeting with most of Alameda County’s transitional housing providers to highlight CSH’s plans for conducting the transitional housing assessment and the project timeline, and to encourage the active participation by transitional housing program staff in the overall assessment. CSH presented on the background and methodology to the transitional housing assessment, and then facilitated two breakout discussions on the viability of converting existing transitional housing programs to supportive housing or rapid re-housing. More than 35 people attended the kick off meeting, representing more than 19 community organizations and public agencies, including the following:

- Abode Services
- Alameda Point Collaborative
- Anka Behavioral Health, Inc.
- Berkeley Food and Housing Project
- Building Opportunities for Self Sufficiency
- Building Futures with Women and Children
- East Oakland Community Project
- FESCO
- First Place for Youth
- Fred Finch
- Operation Dignity
- San Francisco HUD Regional Office
- Alameda County Housing and Community Development Department
- Alameda County Behavioral Health Care Services Department
- City of Oakland
- City of Berkeley
- City of Livermore

In preparation for the kick-off meeting, CSH reviewed performance data from EveryOne Home’s Measuring Progress, Achieving Outcomes: 2011 Progress Report on Ending Homelessness in Alameda County, CA and program-level data from the Annual Progress Reports (APRs) of transitional housing programs.

Following the kick-off meeting, CSH reached out to transitional housing programs participating in Alameda County’s InHouse HMIS System to collect and analyze additional information, including program descriptions, operating guidelines and budgets.
During the July 9 – 12, 2012 period, CSH completed face-to-face meetings and site visits with key staff members from seven organizations representing 17 transitional housing programs.

<table>
<thead>
<tr>
<th>Purpose of the face-to-face meetings</th>
<th>Provide an orientation to the transitional housing assessment process and timeline</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Describe the role of HEARTH and how it requires greater emphasis on outcomes for homeless households</td>
</tr>
<tr>
<td></td>
<td>Confirm initial findings from review and analysis of APR data and program-level information</td>
</tr>
<tr>
<td></td>
<td>Interview program staff and managers who have the most knowledge of program operations and program population</td>
</tr>
<tr>
<td></td>
<td>Assess the capacity of the TH program to convert to supportive housing or rapid re-housing or retool to high performing TH</td>
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</table>

For the organizations that were not able to meet with us in early July, CSH scheduled conference calls and face-to-face meetings to provide a similar level of TA support.

These lengthy discussions with transitional housing programs were a mixture of providing information to the organizations about the changing environment for transitional housing and talking about the conversion or retooling process, in addition to learning more about the individual programs to determine their capacity to proceed with an actual conversion to supportive housing or rapid re-housing or retool to high performing transitional housing. CSH was able to review program and financial reports with key staff to inform our assessment of which programs would be the most “ready” or best suited to move forward with a conversion or retooling. After completing our initial assessment, using the analytical tool outlined below, CSH held follow-up meetings with transitional housing providers to review and revise our scoring for accuracy.

**Determining “readiness to go”**

CSH adapted an analytical tool that scored transitional housing programs on their capacity to convert or retool based on six criteria. CSH staff used our experience with program conversions in other communities to inform the assessment process, taking into consideration six issues that play key roles in a community’s successful conversion from transitional housing to supportive housing or rapid re-housing, or retooling to high performing transitional housing.
housing. The six criteria for CSH’s assessment process are as follows:

As part of CSH’s assessment process, each of the criteria was weighted equally, and scored on a numerical scale ranging from 1 (not suited) to 5 (best suited). Weighing each category equally allowed for an assessment process that could survey a diverse range of programs (including populations, physical plant/structures, and organizational missions). In future analyses, communities may elect to weigh the criteria differently. However, CSH recommends that each criteria be taken into consideration as part of the assessment. Once each of the criteria received a score, the transitional housing program’s scores in these six key areas were then averaged and an overall score, ranging from 1 to 5, was generated, indicating whether the program’s was best suited to convert to supportive housing or rapid re-housing or retool to become higher performing TH.

The assessment process consisted of a highly structured and detailed review of the participating TH programs. While CSH aimed to conduct the assessment as objectively as possible, we acknowledge that there is a level of subjectivity to our analysis. In order to adjust for this, CSH held follow-up meetings and discussions with TH providers to review and revise our scoring to reflect a combined understanding of the overall suitability of the TH program to convert to supportive housing or rapid re-housing or retool to high performing transitional housing. The overall scores are not intended to serve as grades for programs or definitive action steps, but rather as a starting point for conversation between the provider, the Continuum of Care, and the project sponsors about what is the best course forward for that program and Alameda County’s overall efforts to end homelessness.

**Defining the key assessment criteria**

**Organizational Commitment**

Critical to any conversion or retooling effort is the organization’s own desire to make the change from transitional housing to another model of housing and services – whether converting to supportive housing or rapid re-housing or retooling to high performing transitional housing. A commitment to changing the day-to-day operations of the program is required at multiple levels within the organization (from the Board of Directors to executive management to front line staff), and this broad-based commitment ensures the best chance of success for a conversion or retooling effort. The openness and willingness of the organization to explore the possibilities of conversion or retooling, or at a minimum, an
analysis of the program’s operations is essential. The four areas evaluated as part of this criterion include:

- Openness to change/conversion
- Organizational History
- Understanding of HEARTH
- Connection to CoC/Homeless System

**Mission and Program Rules**

In addition to organizational commitment, the program’s mission should also support adopting a rapid re-housing approach or supportive housing approach if converting to permanent housing. For some programs, this could mean embracing a new outlook on the homeless individuals and families they have been serving in emergency or transitional settings. Under the rapid re-housing model, the program’s mission orientation is critical in supporting the individual’s or family’s quick movement through the program, to achieve a placement into permanent housing. Providing supportive housing would require a cultural shift in the program’s mission orientation that would now consider the “client” as a long-term “tenant” who is part of a permanent community rather than a “participant” in a short-term housing and services program.

Additionally, while program rules are common in transitional housing and many supportive housing projects, best practices indicate that a voluntary services approach results in greater success. Encouraging staff to outreach and engage with tenants or clients rather than requiring participation in services often leads to greater housing stability and the achievement of longer-term outcomes, either in a supportive housing setting or in a transitional or rapid re-housing setting that leads to permanent housing placements. The four areas evaluated as part of this criterion include:

- Organizational Mission
- Staffing model
- Program Rules
- Lease or Participant Agreement

**Financials**

While the overall financial health of an organization is a key consideration, for the specific purposes of CSH’s assessment we analyzed the range of project funding supporting the transitional housing program – including capital, operating, and services funding as part of our primary review. The reason for the inclusion of this analysis is to ensure that these leveraged funds do not have contradictory requirements that prevent a transitional housing program from moving toward conversion, either to rapid re-housing or supportive housing. In some cases, units may be set aside, or funding may have to be swapped out to accommodate conversion. The four areas evaluated as part of this criterion include:

- HEARTH alignment (vs. SHP)
• Covenants and Ownership
• Other money in the project (match and leverage)
• Adequacy to support a conversion

Structure/Physical Plant
This component is significant for single-site, facility-based transitional housing. Converting transitional housing to supportive housing or rapid re-housing requires that individuals are able to live as long-term tenants. In addition to holding a lease, this means that tenants are able to have a key, and their own entrance and exit to their housing unit. Ideally, units have private kitchens/kitchenettes and bathrooms. However, HUD regulations do not require that tenants have private kitchens and bathrooms. While shared kitchen and bathroom facilities are allowable under HUD SHP for supportive housing, the addition of capital funding from other affordable housing programs may require private facilities.

For families, these housing units need to contain an appropriate amount of livable space to accommodate the entire household’s needs (i.e., if the family is a household of 5, at least 3 bedrooms would be appropriate, if the children are younger).

For rapid re-housing, TH units need to be converted to long-term, affordable units, and the operation and service funding is transferred to a scattered site, “transition in place,” rapid re-housing model. The converted units may also need an operating subsidy to stay affordable, and changes can be constrained by regulatory agreements on the property. For many organizations operating site-based transitional housing, this is the biggest barrier to considering a conversion to RRH. The four areas evaluated as part of this criterion include:

• Facility vs. Scattered Site
• Unit vs. Room (individual vs. shared)
• Unit vs. Room (shared kitchen and or baths)
• Condition
Population
For a conversion to supportive housing, unlike SHP transitional housing, eligible participants in HUD SHP Permanent Housing must be homeless and disabled. For homeless families, the head of household must be disabled to qualify for assistance. For transitional housing programs that are not currently serving a predominately disabled population, conversion to permanent housing, means potentially a dramatic shift in the program’s target population. The determination of disability is not as rigorous as under the SSI/SSDI process, however, HUD clearly outlines the guidelines for eligibility here (HUD SHP - Desk Guide, Demonstrating Eligibility for Permanent Housing Component). Currently, under the HEARTH Interim Rule, families with disabled children also qualify for SH.

Consideration of a shift to a rapid re-housing model does not require a change in target population, but it does require a change in approach that involves working closely with participants to create a housing plan to identify long-term housing opportunities upon entrance in the program, rather than later on in the stay for the household. The three areas evaluated as part of this criterion come from the APR (Annual Progress Report) and include:

- Singles and/or families served (not scored, just for information)
- Special Needs
- Percentage coming from literal homeless situations and institutional settings

Performance Measures
The Annual Progress Report (APR) provides useful performance data, such as participant length of stay, exits, turnovers, and placement after program exit, all of which offer more insight into the success of a particular transitional housing program. Additional information is calculated with these measures that include the churn rate (or rate of households moving through the program) and a per unit placement rate (in addition to per household). If a program is reporting long lengths of stay, low placement rates, and low retention rates with its participants, this program data may indicate the need to convert, or at a minimum, re-tool. To be consistent with the rest of the analysis, the scoring for performance measures is counter-intuitive. If a program has low performance measures (in the categories described above), they will receive a higher score indicating that the program may be better suited for conversion to a permanent housing model. Whether a program converts to rapid re-housing or supportive housing depends on the other criteria of the assessment process (e.g. organizational commitment, mission and program rules, population, etc.). Additional analysis of program outcomes may surface other reasons to convert or not convert. The five areas evaluated as part of this criterion come from the APR and include:

- Average Length of Stay (Leavers Only)
- Churn Rate – the rate at which households move through a program
- Number of permanent housing (PH) placements to total Households served
- Number of PH placements to total number of units
- Percentage increase of income among participants

Please note: Alameda County/EveryOne Home also produces an annual performance progress report that looks at program performance on community outcomes, some of which are the same, and others which are different from those being used for this TH assessment. The two scores are not inter-changeable. Those contained in this assessment report are to be used for the discussion of future directions for the TH programs herein. The
assessment report’s scores will not be applied by local funders or EveryOne Home in any rating and ranking processes or other forms of program evaluation.

**Additional analysis for assessment process**

Based on the experience of CSH staff in the Cities of Portland, Chicago, and Los Angeles and the States of New Jersey and Indiana, it is atypical for a transitional housing program to be 100% “ready-to-go.” This was the case in our analysis and assessment of Alameda County’s transitional housing programs as well. Programs with assessment scores below 3.5 to 4 will likely require modifications to their operations in order to convert or retool.

A variety of reasons existed to prevent each organization from proceeding with full conversion – from lack of organizational commitment to lack of eligibility for the target population to an inadequate physical plant/structure. Detailed discussions of the scoring and ranking process for each program may be found in the program profiles section.

Additionally, if the scoring indicated that the program was not suited for conversion to permanent housing, CSH advised program staff that their transitional housing program would likely need to change because of the adoption of HEARTH’s system wide outcome measures. The staff of EveryOne Home has been providing similar guidance to transitional housing providers for some time and many organizations have already begun to change their day-to-day operations to improve their outcomes. The two significant areas that transitional housing providers will need to consider if they are not considering a conversion to permanent housing, is how to retool their existing program to reduce the overall length of stay for participants and how to ensure higher rate of exits to permanent housing.
### IV. Overall Findings and Recommendations

Almost all organizations engaged in the CSH assessment process indicated an openness to explore their capacity to convert to permanent housing — supportive housing or rapid re-housing — or retool to high performing transitional housing. A wide range of transitional housing programs were involved in this effort, providing a diversity of approaches with even more diverse target populations to consider in our overall analysis. The following chart provides an overview of our assessment of Alameda County’s transitional housing programs and their capacity to convert or retool their existing programs.

Of the assessed programs, a higher green bar indicates a program is best suited for conversion to supportive housing and a higher orange bar indicates a program is best suited to convert to rapid re-housing. A higher grey bar indicates that the program is best suited to continue operating as transitional housing, while operating more effectively with the HEARTH outcome measures in mind. In addition to looking at the color of the bar as an indicator of whether to convert or retool by program type, the level of the bar is an indicator of the program’s readiness for conversion or retooling. For example, the Alameda County Housing and Community Development Department/Abode Services’ Alameda County Housing/Jobs Linkages Program has a very high orange bar, indicating that it is best suited for conversion to rapid re-housing, while Alameda Point Collaborative’s Dignity Housing West has a high green bar, indicating that it is best suited for conversion to supportive housing.
Recommendations

Conversion to Supportive Housing

Based on our analysis and assessment, the following transitional housing programs are best suited to convert to PH-SH, the higher the score the most suited they are for conversion:

<table>
<thead>
<tr>
<th>Program</th>
<th>Units</th>
<th>Families</th>
<th>Singles</th>
<th>Youth</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>APC - Dignity Housing West</td>
<td>22</td>
<td>20</td>
<td>2</td>
<td></td>
<td>4.2</td>
</tr>
<tr>
<td>Fred Finch - Turning Point</td>
<td>9</td>
<td>9</td>
<td></td>
<td></td>
<td>4.3</td>
</tr>
<tr>
<td>BOSS - Pacheco Court</td>
<td>10</td>
<td>8</td>
<td>2</td>
<td></td>
<td>3.7</td>
</tr>
<tr>
<td>BOSS - McKinley House</td>
<td>7</td>
<td></td>
<td>7</td>
<td></td>
<td>2.8</td>
</tr>
<tr>
<td>BOSS - Rosa Parks</td>
<td>11</td>
<td>11</td>
<td></td>
<td></td>
<td>2.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>59</td>
<td>35</td>
<td>15</td>
<td>9</td>
<td></td>
</tr>
</tbody>
</table>

Conversion of these programs to supportive housing would better meet the needs of homeless individuals and families with long-term physical and behavioral health issues. For each of the listed programs, they are serving a target population with special needs that are unlikely to be resolved in the two-year timeframe of transitional housing, thereby requiring a longer-term housing and services intervention. Each of the organizations has expressed a willingness to explore conversion, and operate programs that could be modified to provide permanent housing with services to a largely disabled population. Taking into account physical plant/structure, financials, and performance criteria, these five transitional programs are strong candidates for full or partial conversion to supportive housing.

EXAMPLE: Candidate for Supportive Housing Conversion

Approximately 70% of program participants at Alameda Point Collaborative’s Dignity Housing West transitional housing program are drawn from literal homeless situations, and 76% of households have special needs that would benefit from longer-term SH rather than TH. As a likely result of the special needs of its target population, APC’s program participants have long lengths of stays (520 days for all clients; 722 days for exited clients) and the program’s exits into PH fall short of Alameda County’s benchmark of 80% and the current HUD national goal of 65%. APC has an organizational willingness to convert its TH program to SH and has experience with both operating SH as well as converting TH to SH. APC operates its TH program to support independent living with a voluntary services and harm reduction approach. The physical plant/structure of the facility-based TH program lends itself to conversion to SH, especially since existing households have access to lockable housing units with private kitchens and bathroom facilities.

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1 Since the TH Assessment was initially conducted – at least one additional project is moving toward a conversion to supportive housing. BOSS’s Rosa Parks House was not included in the original table because a number of criteria indicated that the program was not suitable for conversion to supportive housing at the time. BOSS’s leadership has changed in recent months, and County staff members are now working closely with BOSS’s executive management to consider opportunities for conversion.
Conversion to Rapid Re-Housing

The following TH programs are best suited to convert to a rapid re-housing approach to addressing homelessness:

<table>
<thead>
<tr>
<th>Permanent Housing - Rapid Re-Housing Conversion</th>
<th>Units</th>
<th>Families</th>
<th>Singles</th>
<th>Youth</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alameda County HCD/Abode Services - Housing/Jobs Linkages</td>
<td>47</td>
<td>27</td>
<td>20</td>
<td>4</td>
<td>4.6</td>
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<tr>
<td>First Place for Youth</td>
<td>4</td>
<td></td>
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<td></td>
<td>3.7</td>
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<tr>
<td>BOSS - Housing Stabilization</td>
<td>14</td>
<td>11</td>
<td>3</td>
<td></td>
<td>3.6</td>
</tr>
<tr>
<td>EOCP - Families in Transition</td>
<td>10</td>
<td>10</td>
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Conversion to rapid re-housing would ensure residential stability for homeless individuals and families with short-term needs for financial assistance and supportive services. Each of these candidates TH programs is serving a target population that does not have long-term special needs, and that would likely benefit from short-term rental assistance and services geared to achieving housing stability and improving economic self-sufficiency. Each organization has expressed openness to exploring conversion to rapid re-housing, in spite of the administrative challenges to conversion. They each operate scattered-site “transition in place” TH that could be modified to serve as a rapid re-housing program. Factoring in mission/program rules, financials, and performance criteria, these four programs would be excellent candidates for conversion to rapid re-housing.

EXAMPLE: Candidate for Rapid Re-Housing Conversion

The Alameda County Housing/Jobs Linkages Program provides scattered-site “transition in place” TH to homeless families across Alameda County. The program screens for families who are able to achieve stabilization and self-sufficiency within the timeframe of the transitional housing program. Alameda County HCD and its nonprofit partner Abode Services have expressed an interest in converting the program from TH to RRH. Families linked with participating shelters receive up to 18 months of rental assistance while working or attending vocational training, developing independent living skills, and addressing individual and family issues. This scattered-site TH program model could be modified to adopt a rapid re-housing program model. As of this report, Linkages is already undergoing conversion to Rapid Re-Housing.
Retooling to High Performing Transitional Housing

The remaining TH programs that participated in the assessment process expressed a readiness to retool their operations to function as high performing transitional housing with shorter lengths of stay and improved exits to PH:

- Re-tooled Transitional Housing

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Retooling to high performing transitional housing would ensure that more homeless individuals and families are able to end their homelessness episode more quickly – with shorter lengths of stay and improved exits to PH. While programs will continue to operate as transitional housing, these same programs should move toward providing time-limited housing and intensive, time-limited services to a target population that requires this level of support in order to achieve housing stability. Most of the listed programs expressed an openness to retool the day-to-day operations of their existing transitional housing program to achieve the performance outcomes expected of higher performing transitional housing.

Re-tooling - Access

One of the biggest changes that many transitional housing providers need to address is their entrance criteria and program rules. Many TH programs adopted program rules that may screen out homeless individuals and families with a strong need for time-limited housing and services, including some of the populations – such as transition age youth, survivors of domestic violence, and individuals coming out of drug/alcohol recovery programs – that are key populations that could benefit from this intervention. In addition to looking at average lengths of stay and housing placement rates, CSH recommends that EveryOne Home and its partners review the entrance criteria and program rules of transitional housing programs to improve access to the overall homeless assistance system. The following chart shows where organizations fall in terms of their access – a lower score indicates more identified barriers to access. Categories considered under this score include policies that agencies have adopted regarding:

- Curfew
- Visitors
- Sobriety requirements (when not associated with treatment programs)
- Income
- Others as defined by each program (i.e., number of required meetings with case managers, etc.)

*A lower score indicates entrance criteria and program rules that are more stringent. Linkages and Casa Maria did not have data at the time of this assessment and are N/A.*

One valuable resource for capacity building support is EOH’s ongoing EveryOne Housed Academy, a two-day learning retreat for providers, during which agency staff develop personalized tools and strategies for moving people to permanent housing as quickly and efficiently as possible. The Academy engages program staff in training geared to expanding their knowledge of resources that support housing including housing first, progressive engagement, harm reduction, trauma-informed services, and creating a consumer-oriented experience.

Program staff members are encouraged to explore options for transforming key policies and practices such as:
- engagement strategies
- exit and termination policies
- physical environment
- program rules

These changes to policies and practices are focused on encouraging programs to create a housing-oriented culture; learn from other agencies and best practices of what works best; and be part of a learning community that inspires accountability and improvement.

The EveryOne Housed Academy deepens a CoC program’s change processes toward permanent housing outcomes and provides tools, resources and support to develop what works for each organization.

**Re-tooling – Targeting**
Determining “who” is best served by transitional housing is a conversation that needs to be held community-wide in Alameda County. There are few communities that have reached consensus on the population that would most benefit from this model of temporary housing and services. However, based on some analyses and experiences with multiple jurisdictions and Continuums, the model seems to best serve a population that requires on-site services for a limited amount of time. This would include populations that, with a shorter term intervention single site housing with on-site services, would succeed in housing outside the homeless systems. These are typically populations that do not have chronic health conditions (including behavioral health), and are not primarily homeless due to income or poverty. For example, alcohol and drug-free housing tied to treatment may work best for those who are early in recovery, and for whom no other major health conditions are a contributor to their homelessness. Transition age youth populations, who also do not have other major conditions that contribute to their homelessness, also seem to benefit from this model. There may be many other populations that benefit from this model as well. However, higher functioning populations that need some assistance to obtain permanent housing can be served by a rapid re-housing model, including affordable and public housing. On the other end of the Continuum, those with chronic health conditions and higher levels of special needs are best suited for a permanent supportive housing intervention.

* A lower score may indicate that the population served is not necessarily the best suited for a TH project

**Summary and Recommendations**

CSH’s overall assessment of Alameda County’s transitional housing providers offers a detailed, program-level analysis as to whether a program is best suited for conversion to supportive housing or rapid re-housing or retooling to high performing transitional housing and how ready a program is for the change. CSH is encouraged that its findings from this assessment process may serve as the foundation for system level discussions to right-size Alameda County’s homeless assistance system, expanding the range of housing and services interventions available to homeless individuals and families that will better match up with their needs. Individual Program Profiles start
on page 22, and provide a detailed description of scoring by assessment criteria as well as recommendations at the program level.

Overall, CSH recommends that EveryOne Home and its partners implement a staggered conversion/retooling schedule and begin with programs that have more elements in place for the change (higher scores), while simultaneously supporting programs with more barriers to address these barriers in preparation for conversion or retooling. Many of these barriers are structural in nature and require an infusion of rehab dollars to create housing that is suitable for permanent living.

For performance improvement, CSH recommends that EveryOne Home continue its ongoing quality improvement/performance evaluation work as the lead for the County’s Continuum of Care and the Ten Year Plan to End Homelessness. CSH recommends using some of the details contained in the program profiles as guidance for improving the overall performance of the homeless assistance system in Alameda County. Considering other measures for performance – including churn rate and placement per unit can be helpful in providing a more detailed look at a program’s overall performance. For example, an agency may have an incredibly high placement rate (90% or higher), but they may have a very low churn rate, and long lengths of stay. Both should be considered when evaluating performance.
V. Program Profiles and Recommendations

Alameda County Housing and Community Development Department/Abode Services – Alameda County Housing/Jobs Linkages Program

The Alameda County Housing/Jobs Linkages Program is a seven-agency collaborative that provides scattered-site transitional housing to approximately 47 homeless families throughout Alameda County. Alameda County HCD is the lead agency and fiscal agent, and Abode Services administers the leased housing portion of the grant.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: Staff from Alameda County HCD and Abode Services expressed an interest in converting the Linkages Program to rapid re-housing. Currently, the Linkages Program operates a “transition in place” TH program, and converting to rapid re-housing would be fairly straightforward. However, there are strong concerns that administrative hurdles associated with the conversion would interfere with the successful operation of the program. **Score: PH-SH (2), PH-RRH (5), TH (5)**

Mission/Program Rules: The Linkages Program’s eligibility requirements include compliance with shelter service plan, income eligibility, HUD homeless definition, and an assessment of the appropriateness of the family for employment in order to achieve self-sufficiency within the program timeframe. Oftentimes, the target population does not have long-term physical or behavioral health issues that would interfere with ability to achieve self-sufficiency. **Score: PH-SH (2), PH-RRH (5), TH (5)**

Population: None of the program participants were chronically homeless, and each of these families was assessed by shelter providers to be self-sufficient in 6 months to 18 months in order to increase their income to cover rental housing costs. **Score: PH-SH (4), PH-RRH (4), TH (4)**

Structure/Physical Plant: As a scattered-site TH program, most of the program’s units are located in Hayward and Oakland. Currently, the Linkages Program is operated as a transition in place TH program, similar in programmatic structure to many rapid re-housing programs. **Score: PH-SH (3), PH-RRH (5), TH (4)**

Financials: Much of the program’s leasing and supportive service costs are covered by CoC funding without restrictions that would prevent a conversion. **Score: PH-SH (2), PH-RRH (4), TH (4)**

Performance: Based on information provided through the APR, the Linkages Program has extremely high exits into permanent housing and relatively lower lengths of stay. **Score: PH-SH (4), PH-RRH (5), TH (4)**

Overall Score:

- PH-SH (2.8)
- PH-RRH (4.6)
- TH (4.3)

Recommended Outcome

The Linkages Program could continue operating as an effective transitional housing program based on its successful outcomes and other key indicators. However, because the program is scattered-site transitional housing that has
traditionally operated with a “transition in place” approach, Linkages is an ideal candidate for conversion to rapid re-housing. Conversion would create additional permanent housing opportunities for homeless families in Alameda County, benefiting these families and the overall homeless assistance system.

Alameda Point Collaborative – Dignity Housing West
Alameda Point Collaborative’s (APC) Dignity Housing West provides 22 units of facility-based transitional housing for homeless families on a former military base in the City of Alameda. Dignity Housing West is part of a larger community of housing and services for 200 homeless households.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: APC indicated a strong willingness to convert its Dignity Housing West program to supportive housing. They have experience in operating SH and converting some of the organization’s TH to SH in the past. The previous conversion, coupled with the addition of project-based Section 8 provided a significant boon to that program’s operating budget. They are interested in serving a tenant population that would most benefit from SH, and they are concerned about ensuring housing stability and success for these homeless families. Score: PH-SH (4), PH-RRH (2), TH (4)

Mission/Program Rules: Dignity Housing West is operated under a Housing First model that supports independent living while addressing the special needs of their tenants. APC’s program participants have tenant lease agreements. The program has adopted a voluntary services and harm reduction approach to delivering a range of services to family members. Score: PH-SH (5), PH-RRH (3), TH (4)

Population: Based on information provided through the Annual Progress Report (APR), Dignity Housing West serves households with significant barriers to remaining stably housed. Of the families served during the last reported year, 76% were documented as having special needs, and 70% came from literal homeless situations (i.e., street, shelter) or institutional settings. Score: PH-SH (4), PH-RRH (3), TH (3)

Structure: Dignity Housing West provides its program participants with access to lockable housing units with private kitchen and bathroom facilities. APC’s larger campus is designed to support SH with independent units, and nearby social services. Score: PH-SH (4), PH-RRH (2), TH (4)

Financials: Much of Dignity Housing West’s funding is CoC funding and there does not appear to be ownership or covenant issues associated with the facility-based program that would prevent a conversion. However, APC shares its CoC grant with Building Futures with Women and Children’s Bessie Coleman Court TH program, and any contract amendment that separates the two programs may not be allowed by HUD and would require coordination between the two organizations. Score: PH-SH (4), PH-RRH (2), TH (4)

Performance: Based on information provided through the APR, Dignity Housing West has relatively high lengths of stay (510 days for all clients, 722 days for exited clients) and relatively low rate of successful transitions to permanent housing (less than 60%). Score: PH-SH (4), PH-RRH (2), TH (3)
Overall Score:

- PH-SH (4.2)
- PH-RRH (2.3)
- TH (3.5)

Recommended Outcome

APC’s Dignity Housing West could remain a lower performing transitional housing program based on its outcomes and other key indicators. However, APC has an organizational willingness to convert its transitional housing program to SH to better meet the special needs of its target population. APC has experience with both operating SH as well as converting TH to SH. Because the program is facility-based TH with independent housing units, they could fairly convert to supportive housing and create additional permanent housing opportunities for homeless families with special needs in Northern Alameda County. A key hurdle would be APC’s shared CoC grant with Building Futures with Women and Children.

Anka Behavioral Health, Inc. – Henry Robinson Multi-Service Center

Anka’s Henry Robinson is located in a residential hotel in downtown Oakland, and it offers 54 units of transitional housing and 8 units of emergency housing for homeless families with children.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: Anka is currently in discussions with the City of Oakland and Alameda County Housing and Community Development to explore opportunities to convert its transitional housing program at the Henry Robinson to another housing and services intervention and another target population. Score: PH-SH (4), PH-RRH (2), TH (4)

Mission/Program Rules: Anka’s mission at the Henry Robinson is similar to many traditional transitional housing programs. They seek to provide temporary housing and services support to enable families to become self-sufficient. The program rules for the Henry Robinson are similar to many traditional programs. Participants are required to work with a case manager, comply with a services plan, and participate in groups/classes to build independent living skills. Participants are subject to drug testing. Participants must sign in and sign out at the front desk, and overnight guests are prohibited. Score: PH-SH (4), PH-RRH (3), TH (4)

Population: Based on information provided through the Annual Progress Report (APR), a significant percentage of program participants are not entering with physical or mental health conditions. However, Anka staff members state that the APR undercounts the onsite disabled population. Score: PH-SH (3), PH-RRH (3), TH (3)

Structure: Participants have access to lockable room with private bathroom facilities. Dining hall and kitchenette facilities are shared. Score: PH-SH (4), PH-RRH (2), TH (4)

Financials: Much of the Henry Robinson’s funding comes from public sources supplemented with private foundation and corporate gifts that would not appear to prevent a conversion or retooling of the onsite program,
though public and private funds may have restrictions on the population served and FEMA funding may have restrictions on the type of housing. **Score: PH-SH (3), PH-RRH (2), TH (3)**

**Performance:** Based on information provided through the APR, the Henry Robinson’s has average lengths of stay (323 days for all clients, 360 days for exited clients) and relatively low rate of successful transitions to permanent housing (slightly more than 60%). **Score: PH-SH (3), PH-RRH (3), TH (3)**

**Overall Score:**
- PH-SH (3.3)
- PH-RRH (2.6)
- TH (3.3)

**Recommended Outcome**

Anka’s Henry Robinson should consider converting the onsite program to create permanent housing opportunities for a target population that would thrive at its downtown location, or retooling the existing transitional housing program to create a better pathway to permanent housing for homeless individuals or families. Converting to supportive housing would provide a much needed housing and services intervention for homeless households with long-term physical and behavioral health needs. Retooling the onsite transitional program at the Henry Robinson would provide a time-limited intervention for homeless individuals and families without the same physical and behavioral health issues. The retooled transitional housing program would have to be focused on shortening lengths of stay, and improving exits into permanent housing.

**Berkeley Food and Housing Project – Transitional House**

BFHP’s Transitional House is a two-year transitional housing program that helps homeless women with severe psychiatric disabilities to develop necessary life skills to live independently. Transitional House offers 8 units of transitional housing (consisting of 6 shared rooms and 2 family rooms for 12 individuals and 2 families). Transitional House is located on the third floor of BFHP’s North County Women’s Center in the City of Berkeley.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** BFHP is open to retooling Transitional House to serve as high performing TH with improved exits to PH. The organization is also open to having a longer-term discussion of converting this program to SH, especially since the program serves a target population with long-term special needs. BFHP has experience operating TH as well as SH. **Score: PH-SH (2), PH-RRH (2), TH (3)**

**Mission/Program Rules:** BFHP operates Transitional House as a traditional transitional housing program. The mission of Transitional House is to provide temporary housing and services support to homeless women with severe psychiatric disabilities (and/or dual diagnosis) to develop necessary life skills to live independently. The program requires attendance at weekday dinners, weekly house meetings, and 20 hrs of weekly time management. Participants must be willing to complete chores, and follow a case management plan. If the participant has a history of substance abuse, the participant must be in recovery and be clean and sober for at least 3 months before...
entry into the program. Drug testing is required. Program participants must have stable income, and participants contribute to a mandatory savings program. Participants operate under a Transitional Housing Participant Agreement. Participants are subject to 60 days of evaluation, and 90-day probationary period upon move-in. No overnight guests are allowed. The program goal is to develop social connections between program participants at Transitional House and Independent House to prepare them for independent living. **Score: PH-SH (2), PH-RRH (2), TH (3)**

**Population**: Transitional House’s participant population consists of homeless women with a seriously disabling mental health disorder. Based on information provided through the Annual Progress Report (APR), a significant number of program participants are entering with mental illness, alcohol/drug abuse, or physical disability (11 program participants). Three participants are domestic violence survivors. Six program participants came from living in emergency shelter, non-housing living situation, or transitional housing. With the downturn in the economy, fewer program participants have stable income. **Score: PH-SH (4), PH-RRH (1), TH (2)**

**Structure**: Transitional House occupies the third floor of BFHP’s North County Women’s Center, providing 8 units of transitional housing with shared kitchen and bathroom facilities. The Women’s Resource Center occupies the ground floor, and another transitional housing program, Independent House, occupies the second floor. It would be a challenge to convert the third floor of the building to permanent housing considering the existing set-up. **Score: PH-SH (2), PH-RRH (2), TH (4)**

**Financials**: For FY 2010-2011, BFHP’s Transitional House received approximately $242,000 in HUD CoC funding. According to staff, the program’s operating funding doesn’t appear to prevent a conversion to the existing TH program, though local capital funding may have restrictions on the population served or the type of housing. **Score: PH-SH (2), PH-RRH (2), TH (3)**

**Performance**: Based on information provided through the APR, BFHP’s Transitional House has average lengths of stay (305 days for all clients, 329 days for exited clients, 243 days for active clients, and 376 days for clients to PH) and relatively high rate of successful transitions to permanent housing (between 70% and 80%). Although the program did not meet Alameda County’s benchmark of 80% of program participants exiting to PH, the program did meet the County’s improvement benchmark by increasing its performance by more than 10 percentage points or more. **Score: PH-SH (4), PH-RRH (1), TH (2)**

Overall Score:
- PH-SH (2.7)
- PH-RRH (1.5)
- TH (2.8)

**Recommended Outcome**

BFHP’s Transitional House should consider converting the facility-based program to create permanent housing opportunities for a target population with long-term special needs, or retool the existing transitional housing program to create a better pathway to permanent housing for homeless women with severe psychiatric disabilities. While converting the third floor of the North County Women’s Center to supportive housing would provide a much needed housing and services for a population with long-term behavioral health issues, CSH understands that
this programmatic change would have an impact on the larger building. As a second option, retooling BFHP’s Transitional House would provide a time-limited intervention for homeless individuals and families with perhaps less persistent behavioral health issues. In addition to focusing on shortening lengths of stay, and improving exits into permanent housing, the retooled program should also consider relaxing its eligibility criteria and program rules to serve a broader population.

**Berkeley Food and Housing Project – Independent House**

BFHP’s Independent House is a six-month transitional housing program targeted to higher functioning homeless women than the disabled program participants at the adjoining Transitional House. Independent House offers 9 units of transitional housing (consisting of 8 single rooms and 1 shared room for 10 individuals). Independent House is located on the second floor of BFHP’s North County Women’s Center in the City of Berkeley.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

*Organizational Commitment:* BFHP is open to retooling Independent House to serve as high performing TH with improved exits to PH, and shorter lengths of stay. The organization has extensive experience operating TH. **Score: PH-SH (2), PH-RRH (2), TH (3)**

*Mission/Program Rules:* BFHP operates Independent House as a traditional transitional housing program. The program requires that participants attend house meetings, complete chores, and follow a case management plan. Participants must be willing to designate 30% of income for rent, and 25% for savings program. If the participant has a history of substance abuse, the participant must be in recovery and be clean and sober for at least 3 months before entry into the program. Drug testing is required. Participants operate under a Transitional Housing Participant Agreement. No overnight guests are allowed. As with Transitional House, the program goal is to develop social connections between program participants to prepare them for independent living. **Score: PH-SH (2), PH-RRH (2), TH (3)**

*Population:* Independent House’s program population consists of higher functioning homeless women with a seriously disabling mental health disorder. Based on information provided through the Annual Progress Report (APR), 18 of 33 persons had 1 or more physical and mental health condition at entry – most frequently a chronic health condition, drug/alcohol abuse, or mental illness. Eleven program participants came from homeless settings, including emergency shelter and transitional housing. Five persons came from institutional settings, all from substance abuse treatment or detox centers. **Score: PH-SH (3), PH-RRH (4), TH (2)**

*Structure:* Independent House occupies the second floor of BFHP’s North County Women’s Center, providing 9 units of transitional housing with shared kitchen and bathroom facilities. The Women’s Resource Center occupies the ground floor, and another transitional housing program, Transitional House, occupies the second floor. It would be a challenge to convert the second floor of the building to permanent housing considering the existing set-up. **Score: PH-SH (2), PH-RRH (2), TH (4)**

*Financials:* For FY 2010-2011, BFHP’s Independent House received approximately $141,000 in HUD CoC funding. According to staff, the program’s operating funding doesn’t appear to prevent a conversion or retooling
of the existing TH program, though local capital funding may have restrictions on the population served or the type of housing.  **Score: PH-SH (2), PH-RRH (2), TH (4)**

**Performance:** Based on information provided through the APR, BFHP’s Independent House has average lengths of stay (348 days for all clients, 345 days for exited clients, 353 days for active clients, and 288 days for clients to PH) and relatively low rate of successful transitions to permanent housing (between 50% and 60%). The program did not meet Alameda County’s benchmark of 80% of program participants exiting to PH, or the HUD national goal of 65%.  **Score: PH-SH (3), PH-RRH (4), TH (3)**

**Overall Score:**
- PH-SH (2.3)
- PH-RRH (2.6)
- TH (3.0)

**Recommended Outcome**

BFHP’s Independent House should consider retooling its facility-based program to become high performing TH focused on improving exits to PH and shortening lengths of stay for this higher functioning target population. In addition to focusing on HEARTH performance outcomes, the retooled program should also consider relaxing its eligibility criteria and program rules to serve a broader population of homeless women who would benefit from a time-limited intervention consisting of temporary housing and intensive services.

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**Building Futures with Women and Children – Bessie Coleman Court**

BFWC’s Bessie Coleman Court provides 22 units of transitional and 30 units of permanent housing for survivors of domestic violence, including individuals and small families. Bessie Coleman Court is located on a former military base in the City of Alameda. Bessie Coleman Court is part of a larger community of housing and services operated largely by Alameda Point Collaborative.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** BFWC is open to retooling Bessie Coleman Court to serve as high performing TH. However, staff members believe that the TH model may be an effective intervention for survivors of domestic violence, and that its program participants would benefit from two solid years of transitional housing with support services. They state that a facility-based TH may offer households recovering from similar experiences of trauma, the ability to receive similar services, and develop a strong community.  **Score: PH-SH (4), PH-RRH (3), TH (5)**

**Mission/Program Rules:** BFWC participated in the Schwab Foundation-funded Shifting Gears Initiative that led the organization to adopting a trauma-informed and harm reduction approach to supporting the households it provides time-limited housing and services. BFWC operates BCC under a voluntary services model, and the community does not function with clean and sober requirements. Participants operate with standard leasing agreements.  **Score: PH-SH (4), PH-RRH (3), TH (5)**
Population: According to APR data, 13 of 65 persons residing at Bessie Coleman Court have 1 or more known physical or mental health condition at entry. Eleven persons have a mental illness, 5 persons have a physical disability, 3 persons have a developmental disability, 2 persons have a chronic health condition, and 1 person with drug abuse. 15 of 31 households come to Bessie Coleman Court from emergency shelter, 3 households from place not meant for habitation, and 13 households from other transitional housing program. Score: PH-SH (3), PH-RRH (3), TH (4)

Structure: Bessie Coleman Court’s housing units are lockable and independent. However, the units are very small, and probably not the best long-term environment for large and growing families. The size of the units may lead to overcrowding. Score: PH-SH (4), PH-RRH (3), TH (4)

Financials: According to BFWC staff, the long-term funding for Bessie Coleman Court is not sustainable. The onsite services staffing is not sufficient for the target population; more services support is needed. CoC funding is insufficient. BFWC shares its CoC grant with Alameda Point Collaborative’s Dignity Housing West, and BFWC is looking to renegotiate the split in funding between Bessie Coleman Court and Dignity Housing West. There are no known regulatory barriers to converting or retooling the existing program. However, Department of Justice funding to BFWC does preference TH versus PH. If BFWC were to retool to high performing TH with shorter lengths of stay and improved exits to PH, staff members state that there will likely be a need for more services and operating support as unit turnover quickens. If BFWC were to convert to SH, staff members state that more services and operating support would be necessary to serve a more vulnerable population. Score: PH-SH (3), PH-RRH (3), TH (5)

Performance: Based on information provided through the APR, BFWC’s Bessie Coleman Court has relatively high lengths of stay (509 days for all clients, 733 days for exited clients, 472 days for active clients, and 728 days for clients to PH) and extremely high rate of successful transitions to permanent housing (approximately 90%), meeting Alameda County’s benchmark of 80% of program participants exiting to PH. Score: PH-SH (4), PH-RRH (2), TH (3)

Overall Score:
- PH-SH (3.5)
- PH-RRH (2.9)
- TH (4.3)

Recommended Outcome

BFWC’s Bessie Coleman Court should consider retooling to high performing TH, especially since the program is serving a target population that would benefit from time-limited housing and intensive supports. Bessie Coleman Court is successful in matching the time-limited nature of the housing and services intervention with the needs of the population, especially regarding its eligibility criteria and program rules. Bessie Coleman Court is already meeting the County’s performance benchmarks for exits to PH; however, the organization is concerned it may not be able to shorten its lengths of stay considering the special needs of its target population.
Building Opportunities for Self Sufficiency – Casa Maria

BOSS’s Casa Maria is a transitional housing program for single adults who are mental health clients referred by Alameda County Behavioral Health Care Services and newly released from a detox facility. Casa Maria offers 25 beds for this target population, and the program is located in the City of Oakland.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: BOSS is fully committed to retooling Casa Maria to higher performing TH. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of its TH programs to SH. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. **Score: PH-SH (1), PH-RRH (2), TH (3)**

Mission / Program Rules: BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. **Score: PH-SH (1), PH-RRH (2), TH (2)**

Population: Casa Maria’s program population consists of single adults who are mental health clients referred by Alameda County Behavioral Health Care Services, and newly released from a detox program. Based on APR data, 42 of 42 program participants have a known physical or mental health condition. Thirty six of 36 persons come from institutional settings, and 6 persons come from homeless situations. **Score: PH-SH (4), PH-RRH (1), TH (4)**

Structure: Casa Maria is a 25 bed facility-based transitional housing program. CSH staff did not visit. **Score: PH-SH (1), PH-RRH (1), TH (3)**

Financials: Casa Maria’s primary funding comes from Alameda County Behavioral Health Care Services. No financials were reviewed. **Score: PH-SH (n/a), PH-RRH (n/a), TH (n/a)**

Performance: Based on information provided through the APR, BOSS’s Casa Maria has shorter than average lengths of stay (114 days for all clients, 105 days for exited clients, 134 days for active clients, and 150 days for clients to PH) and a very low rate of successful transitions to permanent housing (between 30% and 40%). The program does not meet Alameda County’s benchmark of 80% of program participants exiting to PH, or the HUD national goal of 65%. **Score: PH-SH (1), PH-RRH (1), TH (1)**

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1 This analysis reflects CSH’s original assessment of the TH program. However, based on input from community stakeholders, CSH included the program as one best suited for retooling their operations to function as high performing transitional housing or interim housing with shorter lengths of stay and improved exits to permanent housing.
Overall Score:

- PH-SH (1.4)
- PH-RRH (1.0)
- TH (2.0)

Recommended Outcome

BOSS’s Casa Maria should consider retooling its facility-based TH program to provide high performing TH to its existing target population of single adults who are County mental health clients newly released from a detox facility. The program is already responding to the needs of a population that would benefit from time-limited housing and intensive services to achieve housing stability. Clearly, the program needs to focus on improving exits to PH. Though, further reductions in lengths of stay may not be possible with special needs population being served at Casa Maria.

Building Opportunities for Self Sufficiency – Harrison House

BOSS’s Harrison House is a five-unit transitional housing program for up to nine homeless families, where the families are enrolled into the program on an emergency basis. Harrison House is part of the Ursula Sherman Village, a residential campus that provides short-term shelter, transitional housing, meals, and services to single adults and families. Harrison House and Ursula Sherman Village is located in the City of Berkeley.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: BOSS is open to converting or retooling its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of its TH programs to SH. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. Score: PH-SH (1), PH-RRH (2), TH (3)

Mission/Program Rules: BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self-sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. Scheduled quite time at TH program facilities is 9:30pm to 6:30am. Score: PH-SH (1), PH-RRH (2), TH (2)

Population: Harrison House’s program population consists of very vulnerable families who are enrolled into the program on an emergency basis. According to staff, these families are often not ready to maintain their housing.
Based on APR data, 27 of 35 program participants have a known physical or mental health condition; 23 persons have mental illness, 8 persons have a physical disability, 8 persons have a drug abuse issue, 4 persons have alcohol abuse issues, and 3 persons have a developmental disability. 35 persons come from homeless situations including 8 from non-housing, and 27 from emergency shelter. **Score: PH-SH (3), PH-RRH (3), TH (4)**

**Structure:** Harrison House consists of 5 units for up to 9 homeless families at the larger Ursula Sherman Village campus. CSH staff did not visit. **Score: PH-SH (1), PH-RRH (1), TH (3)**

**Financials:** No financials were reviewed. **Score: PH-SH (n/a), PH-RRH (n/a), TH (n/a)**

**Performance:** Based on APR data, BOSS’s Harrison House has extremely short lengths of stay (73 days for all clients, 71 days for exited clients, 96 days for active clients, and 89 days for clients to PH) and an extremely low rate of successful transitions to permanent housing (between 20% and 30%). The program does not meet Alameda County’s benchmark of 80% of program participants exiting to PH, or the HUD national goal of 65%. **Score: PH-SH (2), PH-RRH (3), TH (2)**

Overall Score:
- PH-SH (1.6)
- PH-RRH (2.0)
- TH (2.4)

**Recommended Outcome**

BOSS’s Harrison House should consider retooling its facility-based TH program to provide high performing TH to its existing target population of homeless families. The program is already responding to the needs of a population that would benefit from a low-barrier, time-limited housing and intensive services to achieve housing stability. Lengths of stay do not need to be shortened. The program needs to focus on improving exits to PH.

**Building Opportunities for Self Sufficiency – Housing Stabilization**

BOSS’s Housing Stabilization is a scattered-site transitional housing program for homeless individuals and families, providing 14 units with a “transition in place” model. The scattered-site units are located across the East Bay.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** BOSS is open to converting or retooling its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of its TH programs to SH. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. **Score: PH-SH (1), PH-RRH (3), TH (4)**
**Mission/Program Rules:** BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self-sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. Scheduled quite time at TH program facilities is 9:30pm to 6:30am. **Score: PH-SH (1), PH-RRH (4), TH (4)**

**Population:** According to BOSS staff, many of the Housing Stabilization’s program participants are less vulnerable than their other TH program participants. Housing Stabilization program participants have been able to increase their income to afford permanent housing. Based on APR data, 6 program participants have a known physical or mental health condition, including 4 persons with mental illness, 3 persons with a physical disability, 1 person with alcohol abuse, 1 person with drug abuse, and 1 person with HIV/AIDS. 6 persons come from homeless situations, including 4 persons from non-housing, 1 from emergency shelter, and 1 from transitional housing. **Score: PH-SH (3), PH-RRH (5), TH (4)**

**Structure:** Housing Stabilization consists of 14 scattered-site transitional housing units that operate with a “transition in place” model. The scattered-site units are located across the East Bay. CSH staff did not visit the program. **Score: PH-SH (1), PH-RRH (4), TH (3)**

**Financials:** No financials were reviewed. **Score: PH-SH (n/a), PH-RRH (n/a), TH (n/a)**

**Performance:** Based on APR data, BOSS’s Housing Stabilization has average to higher than average lengths of stay (420 days for all clients, 600 days for exited clients, 343 days for active clients, and 600 days for clients to PH) and an extremely high rate of successful transitions to permanent housing – 100% according to the *Measuring Progress, Achieving Outcomes Report* by EveryOne Home. The program meets Alameda County’s benchmark of 80% of program participants exiting to PH, as well as the HUD national goal of 65%. **Score: PH-SH (3), PH-RRH (3), TH (2)**

Overall Score:
- PH-SH (1.8)
- PH-RRH (3.6)
- TH (3.1)

**Recommended Outcome**

BOSS’s Housing Stabilization Program could continue operating as a fairly effective transitional housing program based on its successful outcomes, especially its high rate of transition to PH. However, because the program is scattered-site transitional housing that operates with a “transition in place” model, Housing Stabilization is a strong candidate for conversion to rapid re-housing. BOSS’s openness to conversion is also encouraging. Conversion of Housing Stabilization from TH to SH would create permanent housing opportunities for homeless individuals and families in the County, a boon to these households and the overall system.
Building Opportunities for Self Sufficiency – McKinley House

BOSS’s McKinley House is a 7-unit transitional housing program that provides time-limited housing and services for up to 7 homeless families. The facility-based program is located in the City of Berkeley.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: BOSS is open to converting or retooling its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of its TH programs to SH. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. Score: PH-SH (3), PH-RRH (2), TH (3)

Mission/Program Rules: BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. Score: PH-SH (2), PH-RRH (1), TH (3)

Population: According to BOSS staff, McKinley House is serving more stable and independent families. Based on APR data, 1 program participant came in with a known physical or mental health condition, and 1 person came in from a homeless situation. Score: PH-SH (1), PH-RRH (5), TH (2)

Structure: McKinley House is a 7-unit transitional housing program for homeless families. CSH staff did not visit. Score: PH-SH (3), PH-RRH (1), TH (3)

Financials: For FY 2009-2010, McKinley House received $72,766 from HUD, $14,020 from Alameda County, $4,057 from the City of Berkeley, $7,583 from rental income, and $78,696 from in-kind rent. Any decision for converting or retooling McKinley House would be made in conjunction with BOSS’s key partners, including the City of Berkeley, owner of the property, and HUD, primary funder of the TH program. Score: PH-SH (3), PH-RRH (1), TH (2)

Performance: Based on APR data, BOSS’s McKinley House has shorter than average lengths of stay (208 days for all clients, 263 days for exited clients, 93 days for active clients, and 263 days for clients to PH) and a very high rate of successful transitions to permanent housing – 100% according to the Measuring Progress, Achieving Outcomes Report by EveryOne Home. Score: PH-SH (4), PH-RRH (1), TH (3)

Overall Score:

• PH-SH (2.6)
• PH-RRH (1.8)
• TH (2.4)

Recommended Outcome

As a facility-based program with independent housing units, BOSS could convert the TH program to SH and create new permanent housing opportunities for homeless families. However, the current population of homeless families – very few with special needs – would not be ideal for SH. If BOSS is committed to serving the same target population, McKinley House could continue to operate as a fairly effective transitional housing program based on its successful outcomes, particularly its high rate of transition to PH. The program is already responding to the needs of a population that would benefit from time-limited housing and services to achieve housing stability. The program could also focus on further reductions in lengths of stay and relaxing its eligibility criteria and program rules, to expand access to a broader population.

Building Opportunities for Self Sufficiency – Pacheco Court

BOSS’s Pacheco Court is a 10-unit transitional housing program for individuals and families with mental health and other disabilities. The program consists of 6 studio apartments and 4 larger apartments, providing rooms for up to 29 people. The facility-based program is located in the City of Hayward.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: BOSS is open to converting or retooling its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert Pacheco Court from TH to SH, particularly since the program is already serving a vulnerable population that would likely benefit from longer-term housing and support services. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. **Score: PH-SH (4), PH-RRH (2), TH (3)**

Mission/Program Rules: BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self-sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. **Score: PH-SH (2), PH-RRH (1), TH (3)**

Population: Pacheco Court is serving very vulnerable individuals and families who are living with chronic mental health and other disabilities. Based on APR data, 8 program participants came in with a known physical or mental health condition, including 8 persons with mental illness, 3 persons with drug abuse, and 3 persons with a physical
disability. Six persons came from homeless situation, including 3 persons from emergency shelter, 2 persons from non-housing, and 1 person from transitional housing. **Score: PH-SH (4), PH-RRH (3), TH (4)**

**Structure:** Pacheco Court is a 10-unit transitional housing program, consisting of 6 studio apartments and 4 larger apartments. CSH staff did not visit. **Score: PH-SH (4), PH-RRH (1), TH (3)**

**Financials:** For FY 2009-2010, Pacheco Court received $88,544 from HUD, $17,277 from Alameda County, $21,317 from rental income, and $6,264 from other income. Any decision for converting or retooling Pacheco Court would be made in conjunction with BOSS’s key partners, including HUD, the primary funder of the TH program, and Alameda County HCD. **Score: PH-SH (4), PH-RRH (1), TH (2)**

**Performance:** Based on APR data, BOSS’s Pacheco Court has average lengths of stay (362 days for all clients, 388 days for exited clients, 338 days for active clients, and 400 days for clients to PH) and a high rate of successful transitions to permanent housing – between 80% to 90% according to the *Measuring Progress, Achieving Outcomes Report* by EveryOne Home. **Score: PH-SH (4), PH-RRH (2), TH (4)**

**Overall Score:**
- PH-SH (3.7)
- PH-RRH (1.6)
- TH (3.0)

**Recommended Outcome**

As a facility-based program with independent housing units, Pacheco Court is a strong candidate for conversion to SH, creating new permanent housing opportunities for homeless individuals and families with special needs. According to BOSS staff, they are currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert the program, particularly since they are already serving a vulnerable population that would benefit from longer-term housing and support services. As SH, Pacheco Court may not be able to serve as many households in a shared setting as the transitional housing program. Also, the onsite program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless individuals and families with longer-term disabilities.

**Building Opportunities for Self Sufficiency – Rosa Parks House**

BOSS’s Rosa Parks House is an 11-unit transitional housing program for single adults with mental health, HIV/AIDS, and multiple disabilities. The facility-based program can serve up to 23 persons, and it is located in the City of Oakland.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

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1 This analysis reflects CSH’s original assessment of the TH program. However, based on input from community stakeholders, CSH included the program as one best suited for retooling their operations to function as supportive housing for a special needs population.
Organizational Commitment: BOSS is open to converting or retooling its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of their TH programs to SH, particularly since the program is already serving a vulnerable population that would likely benefit from longer-term housing and support services. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. **Score: PH-SH (1), PH-RRH (2), TH (3)**

Mission/Program Rules: BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self-sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. **Score: PH-SH (1), PH-RRH (2), TH (2)**

Population: Based on APR data, 8 program participant came in with a known physical or mental health condition, including 7 persons with mental illness, 5 persons with drug abuse, 2 persons with alcohol abuse, 1 person with HIV/AIDS, and 1 person with a physical disability. Seven persons came from homeless situation, including 7 persons from emergency shelter, and 1 person from non-housing. **Score: PH-SH (3), PH-RRH (4), TH (3)**

Structure: Rosa Parks House is an 11-unit transitional housing program, serving up to 23 persons in a shared housing setting. CSH staff did not visit. **Score: PH-SH (2), PH-RRH (1), TH (3)**

Financials: For FY 2010, Rosa Parks House received $159,326 from HUD, $14,216 from Alameda County, $5,000 from other contracts, $36,625 from rental income, and $1,088 from other income. Any decision for converting or retooling Rosa Parks House would be made in conjunction with BOSS’s key funding partners, including HUD, the primary funder of the TH program, and Alameda County HCD. **Score: PH-SH (1), PH-RRH (1), TH (2)**

Performance: Based on APR data, BOSS’s Rosa Parks House has average lengths of stay (310 days for all clients, 293 days for exited clients, 330 days for active clients, and 332 days for clients to PH) and an average rate of successful transitions to permanent housing – between 70% to 80% according to the Measuring Progress, Achieving Outcomes Report by EveryOne Home. The program does not meet Alameda County’s benchmark of 80% of program participants exiting into PH. However the program does meet the County’s improvement benchmark by increasing exits into PH by 10 percentage points or more. **Score: PH-SH (3), PH-RRH (2), TH (3)**

Overall Score:

- PH-SH (1.8)
- PH-RRH (1.9)
- TH (2.6)
Recommended Outcome

As a facility-based program with independent housing units, Rosa Parks House may be a candidate for conversion to SH, creating new permanent housing opportunities for homeless individuals or chronically homeless families with special needs – the target population for the existing TH program. According to County stakeholders, Rosa Parks House may be a candidate for conversion to supportive housing for homeless individuals, especially if BOSS can get approval to operate the property with a shared room/room rental approach. Otherwise, Rosa Parks House may be a candidate for homeless families. However, conversion to SH may result in the net loss of housing units. If Rosa Parks House remains TH, the program needs to improve its outcomes for exits to PH. Reductions in lengths of stay may be challenging, especially since the program serves a special needs population.

Building Opportunities for Self Sufficiency – Sankofa House

BOSS’s Sankofa House is a 4-unit transitional housing program for homeless families. The program serves up to 10 homeless families in a shared setting. The program is part of Ursula Sherman Village, a residential campus that provides short-term shelter, transitional housing, meals, and services to single adults and families. Sankofa House is located in the City of Berkeley.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)

Organizational Commitment: BOSS is open to converting or retooing its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of their TH programs to SH, particularly since the program is already serving a vulnerable population that would likely benefit from longer-term housing and support services. BOSS has supported rapid re-housing efforts with private foundation funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. Score: PH-SH (1), PH-RRH (2), TH (3)

Mission/Program Rules: BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS’s Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. Score: PH-SH (1), PH-RRH (2), TH (2)

Population: Based on APR data, 28 of 63 persons came in with a known physical or mental health condition. Twenty two persons came from a homeless situation. Score: PH-SH (3), PH-RRH (4), TH (3)

Structure: Sankofa House consists of 4 units for up to 10 families at the larger Ursula Sherman Village campus. CSH staff did not visit. Score: PH-SH (2), PH-RRH (1), TH (3)
Financials: No financials were reviewed. Any decision for converting or retooling Sankofa House would be made in conjunction with BOSS’s key funding partners. **Score: PH-SH (n/a), PH-RRH (n/a), TH (n/a)**

Performance: Based on APR data, BOSS’s Sankofa House has lower than average lengths of stay (262 days for all clients, 273 days for exited clients, 230 days for active clients, and 242 days for clients to PH) and an low rate of successful transitions to permanent housing – between 40% to 50% according to the *Measuring Progress, Achieving Outcomes Report* by EveryOne Home. The program does not meet Alameda County’s benchmark of 80% of program participants exiting into PH, or the HUD’s national goal of 65%. **Score: PH-SH (4), PH-RRH (3), TH (4)**

Overall Score:
- PH-SH (2.0)
- PH-RRH (2.0)
- TH (2.5)

**Recommended Outcome**

BOSS’s Sankofa House should consider retooling its facility-based TH program to provide high performing TH to its existing target population of homeless families. The program is already responding to the needs of a population that would benefit from a low-barrier, time-limited housing and intensive services to achieve housing stability. To become high performing TH, Sankofa House would need to improve its outcomes for exiting to PH, and reduce lengths of stay. Also, the onsite program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless families. As a facility-based program with independent housing units, Sankofa House may be a longer-term candidate for conversion to SH, creating new permanent housing opportunities for homeless families with special needs. However, Sankofa House may not be able to serve as many households as SH, especially since a conversion would likely result in the net loss of housing opportunities for homeless families.

**Building Opportunities for Self Sufficiency – South County Sober Housing**

BOSS’s South County Sober Housing is a 7-unit transitional housing program for mentally ill adults with co-occurring drug/alcohol addiction and other disabilities. The facility-based transitional housing program serves up to 18 single adults. The program is located in the City of Hayward.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

*Organizational Commitment:* BOSS is open to converting or retooling its portfolio of transitional housing if these efforts would ensure the long-term sustainability of the programs. BOSS has extensive experience operating a range of facility-based TH and a scattered-site transitional housing program. BOSS has no experience operating SH, though the organization has functioned as the services provider in two SH projects. BOSS is currently working with Alameda County HCD and the San Francisco HUD Regional Office to convert one of their TH programs to SH, particularly since the program is already serving a vulnerable population that would likely benefit from longer-term housing and support services. BOSS has supported rapid re-housing efforts with private foundation
funding, providing financial assistance to homeless individuals and families to move into scattered-site housing units. **Score: PH-SH (1), PH-RRH (2), TH (3)**

**Mission/Program Rules:** BOSS operates most of its TH programs with program agreements that are referred to as Conditions of Stay Agreements. BOSS’s TH programs are not voluntary services programs. Program participants are expected to meet with case managers, attend regular meetings, and develop a self sufficiency plan contract. BOSS’s TH programs are clean and sober environments, though the organization does not conduct drug testing of participants. Under BOSS's Conditions of Stay Agreement, no drug or alcohol paraphernalia may be found around its TH facilities. However, BOSS’s program staff members provide structured support to participants if they relapse. **Score: PH-SH (1), PH-RRH (2), TH (2)**

**Population:** Based on APR data, 20 participants are disabled, including 20 persons with mental illness, 6 persons with drug abuse, 5 persons with alcohol abuse, 8 persons with physical disability, and 3 persons with developmental disability. Eighteen persons came from a homeless situation. **Score: PH (4), PH-RRH (3), TH (4)**

**Structure:** BOSS’s South County Sober Housing is a 7-unit transitional housing program for mentally ill adults with co-occurring drug/alcohol addiction and other disabilities. The facility-based transitional housing program serves up to 18 single adults. CSH staff did not visit. **Score: PH-SH (2), PH-RRH (1), TH (3)**

**Financials:** For FY 2010-11, South County Sober Housing received $166,048 from HUD, $26,994 from Alameda County, $38,774 from rental income, and $8,554 from other revenue. Any decision for converting or retooling of South County Sober Housing would be made in conjunction with BOSS’s key funding partners. **Score: PH-SH (1), PH-RRH (1), TH (2)**

**Performance:** Based on APR data, South County Sober Housing average lengths of stay (244 days for all clients, 262 days for exited clients, 195 days for active clients, and 310 days for clients to PH) and a low rate of successful transitions to permanent housing – between 60% to 70% according to the *Measuring Progress, Achieving Outcomes Report* by EveryOne Home. The program does not meet Alameda County’s benchmark of 80% of program participants exiting into PH, but it may meet HUD’s national goal of 65%. **Score: PH-SH (3), PH-RRH (3), TH (3)**

**Overall Score:**
- **PH-SH (2.0)**
- **PH-RRH (1.8)**
- **TH (2.6)**

**Recommended Outcome**

BOSS’s South County Sober Housing should consider retooling its facility-based TH program to provide high performing TH to its existing target population of homeless families. The program is already responding to the needs of a population that would benefit from a low-barrier, time-limited housing and intensive services to achieve housing stability. To become high performing TH, South County Sober Housing would need to improve its
outcomes for exiting to PH, and reduce lengths of stay. Also, the onsite program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless individuals.

**East Oakland Community Project – Families in Transition**
EOCP’s Families in Transition program is a scattered-site TH program for up to 10 homeless families. The program provides independent transitional housing units that allow families to achieve self-reliance. Families have access to case management, life skills and parenting training, client empowerment, mental health counseling, and family activities at their homes or at another EOCP TH site. The units are located in the City of Oakland.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** EOCP is committed to the TH model at their Families in Transition program, though staff expressed openness to converting the program to a scattered-site SH model since the target population includes more independent families. The existing scattered-site TH program may be more conducive to a rapid re-housing approach, though the scattered-site program is not a “transition in place” model. According to staff, EOCP’s TH programs are now focused on providing housing and support to families during 9 month to 12 month stays. EOCP offers shorter-term housing that addresses the family’s emergency issues with a focus on placing the household into PH. EOCP has revamped its housing specialist position to identify housing opportunities for households upon exit. **Score: PH-SH (2), PH-RRH (2), TH (4)**

**Mission/Program Rules:** The Families in Transition program mission and rules match up with traditional TH programs for homeless families. Participants are required to meet with a case manager, housing specialist, and client empowerment specialist to complete intake and family assessment. The program offers clean and sober housing, and participants are subject to random UA and/or breath testing for alcohol and other drugs. Participants are required to enroll in savings program. Under the Families in Transition program, there is no probationary period for participation. No overnight guests are allowed in the program without approval. **Score: PH-SH (2), PH-RRH (2), TH (3)**

**Population:** Based on APR data, 10 of 59 participants had at least one known physical or mental health condition at entry to the program. Most families were living in shelter or living with families and friends prior to program entry. According to EOCP staff, most program participants have special needs, with a great deal of undiagnosed mental health issues. Under SH, the program population would be required to meet HUD requirements for homelessness and disability. **Score: PH-SH (1), PH-RRH (4), TH (2)**

**Structure:** The Families in Transition program is a scattered-site TH program for up to 10 families. The units are located in the City of Oakland. CSH staff did not visit. **Score: PH-SH (4), PH-RRH (3), TH (4)**

**Financials:** For FY 2010-11, the Families in Transition CoC funding contract was $283,463. There doesn’t appear to be other funding sources that would prevent a conversion or retooling effort. Any decision for converting or retooling the program would be made in conjunction with EOCP’s key funding partners. **Score: PH-SH (3), PH-RRH (2), TH (4)**
Performance: Based on APR data, the Families in Transition program has average lengths of stay (261 days for all clients, 372 days for exited clients, 183 days for active clients, and 372 days for clients to PH) and a very high rate of successful transitions to permanent housing – 100% according to the Measuring Progress, Achieving Outcomes Report by EveryOne Home. The program meets Alameda County’s benchmark of 80% of program participants exiting into PH, and HUD’s national goal of 65%. **Score: PH-SH (2), PH-RRH (4), TH (3)**

Overall Score:
- PH-SH (2.3)
- PH-RRH (2.7)
- TH (3.2)

**Recommended Outcome**

EOCP’s Families in Transition program should consider retooling its scattered-site TH program to provide high performing TH to families who would most benefit from time-limited housing and intensive services supports. The program has already achieved high outcomes for exits to PH, and there may be opportunities for reducing lengths of stay. However, staff did highlight the time-intensive nature of its housing placement support to households. Addressing a household’s past evictions, past due payments, criminal records, identification card issues, etc. takes considerable time, and these activities often conflict with EOCP’s efforts to further reduce lengths of stays. The program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless individuals.

EOCP staff expressed openness to converting the Families in Transition program to a scattered-site SH, but operations of the program could pose a challenge. Under a SH model, the program would be required to serve homeless households with a disability. There would be a need to provide more intensive services support to meet the needs of this population, and this could be daunting to staff without experience operating SH, especially scattered-site SH.

**East Oakland Community Project – Matilda Cleveland**

EOCP’s Matilda Cleveland program is a facility-based TH facility for homeless families with children. The program offers 14-units and a full array of onsite services for the families who live here. The program is located in the City of Oakland.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** EOCP is committed to the TH model at their Matilda Cleveland program, and the organization is committed to reducing lengths of stay for program participants. According to staff, EOCP’s TH programs are now focused on providing housing and support to families during 9 month to 12 month stays. EOCP offers shorter-term housing that addresses the family’s emergency issues with a focus on placing the household into PH. EOCP has revamped its housing specialist position to identify housing opportunities for households upon exit. **Score: PH-SH (2), PH-RRH (2), TH (4)**
**Mission/Program Rules:** The mission and program rules for EOCP’s Matilda Cleveland follow a traditional TH model for homeless families. Program participants move into Matilda Cleveland under a probationary period of 21 days to determine whether the family is a good match. Participants enroll in a mandatory savings program, and 50% of the household’s food stamp budget is charged as food fee during the stay. The program is a clean and sober facility, and participants abide by a zero tolerance policy for alcohol and drug use. Staff members provide random UA and/or breath testing. Participants must sign in and out when arriving and exiting the facility. Participants are subject to scheduled and unscheduled inspections. There are nightly curfews, and there are no visitors. **Score:** PH-SH (2), PH-RRH (2), TH (3)

**Population:** Based on APR data, 10 of 54 participants had at least one known physical or mental health condition at entry to the program. Most families were coming to the program from emergency shelter or living with families and friends prior to program entry. According to EOCP staff, most program participants have special needs, with a great deal of undiagnosed mental health issues. **Score:** PH-SH (1), PH-RRH (4), TH (2)

**Structure:** Matilda Cleveland is a renovated motel, and the program offers furnished TH units with private bathrooms. The unit configurations range from studios to 3-bedrooms. However, the units do not have independent kitchens. Meals are served in a congregate dining facility. **Score:** PH-SH (3), PH-RRH (2), TH (4)

**Financials:** For FY 2010-11, Matilda Cleveland received CoC funding for $191,612 and City of Oakland funding of $14,156. There doesn’t appear to be other funding sources that would prevent a conversion or retooling effort. Any decision to convert or retool the program would be made in conjunction with EOCP’s key funding partners. **Score:** PH-SH (3), PH-RRH (2), TH (4)

**Performance:** Based on APR data, the Matilda Cleveland program has average lengths of stay (313 days for all clients, 297 days for exited clients, 331 days for active clients, and 318 days for clients to PH) and a very high rate of successful transitions to permanent housing – nearly 90% according to the Measuring Progress, Achieving Outcomes Report by EveryOne Home. The program meets Alameda County’s benchmark of 80% of program participants exiting into PH, and HUD’s national goal of 65%. **Score:** PH-SH (3), PH-RRH (2), TH (2)

**Overall Score:**
- PH-SH (2.3)
- PH-RRH (2.2)
- TH (3.3)

**Recommended Outcome**

EOCP’s Matilda Cleveland program should continue retooling its TH program to provide high performing TH to families who would most benefit from time-limited housing and intensive services supports. The program has already achieved high outcomes for exits to PH, and there may be opportunities for reducing lengths of stay. However, staff did highlight the time-intensive nature of its housing placement support to households. The program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless individuals.
**East Oakland Community Project – Our House**

EOCP’s Our House is a facility-based TH program with 7 beds for transition age youth between the ages of 18 to 25 years old. Our House is apart of the Oakland Homeless Youth Housing Collaborative which assists homeless youth in Alameda County in gaining skills and income to secure self reliance and increase self esteem. The program is located in the City of Oakland.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** EOCP is committed to the TH model at their Our House program, and the organization is committed to reducing lengths of stays for program participants. According to staff, EOCP’s TH programs are now focused on providing housing and support to families during 9 month to 12 month stays. EOCP offers shorter-term housing that addresses the individual’s emergency issues with a focus on placing the individual into PH. EOCP has revamped its housing specialist position to identify housing opportunities for households upon exit. **Score: PH-SH (1), PH-RRH (1), TH (3)**

**Mission / Program Rules:** The mission and program rules for EOCP’s Our House follow a traditional TH model. Program participants move into the program under a probationary period of 30 days to determine whether the individual is a good match. Participants are required to meet with a case manager to develop an individual services plan. Participants are required to attend designated support and life skills groups, and complete daily chores. Participants enroll in a mandatory 50% of income savings program. Our House is a clean and sober facility. Staff members provide random UA and/or breath testing for alcohol and other drugs. Participants must keep assigned living space clean and orderly. Written passes are required to be absent from the program overnight at any time. There are nightly curfews, and visitors are only allowed in the shared living room. **Score: PH-SH (2), PH-RRH (2), TH (3)**

**Population:** Based on APR data, 9 of 17 participants had at least one known physical or mental health condition at entry to the program. Most families were coming to the program from a homeless situation, including emergency shelter, transitional housing, and place not meant for habitation. According to EOCP staff, most program participants have special needs, with a great deal of undiagnosed mental health issues. **Score: PH-SH (3), PH-RRH (3), TH (3)**

**Structure:** The Our House program is a modified single family home with shared rooms for transition age youth. There are 7 beds in total, including 3 beds for young women and 4 beds for young men. **Score: PH-SH (2), PH-RRH (2), TH (2)**

**Financials:** For FY 2010-11, Our House received CoC funding for $164,236. There doesn’t appear to be other funding sources that would prevent a conversion or retooling effort. Any decision to convert or retool the program would be made in conjunction with EOCP’s key funding partners. **Score: PH-SH (3), PH-RRH (2), TH (3)**

**Performance:** Based on APR data, the Our House program has relatively lower than average lengths of stays (202 days for all clients, 170 days for exited clients, 335 days for active clients, and 217 days for clients to PH) and a very high rate of successful transitions to permanent housing – between 80% to 90% according to the Measuring
Progress, Achieving Outcomes Report by EveryOne Home. The program meets Alameda County’s benchmark of 80% of program participants exiting into PH, and HUD’s national goal of 65%. **Score:** PH-SH (2), PH-RRH (3), TH (3)

Overall Score:
- PH-SH (2.0)
- PH-RRH (2.1)
- TH (2.8)

**Recommended Outcome**
EOCP’s Our House should continue retooling its TH program to provide high performing TH to individuals who would most benefit from time-limited housing and intensive services supports. The program has already achieved high outcomes for exits to PH, and there may be opportunities for reducing lengths of stay. However, staff did highlight the time-intensive nature of its housing placement support to program participants. The program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless individuals.

**Family Emergency Shelter Coalition (FESCO) – Banyan House**
Banyan House is a transitional housing program with 8 private rooms with bathroom facilities targeted to homeless families. The program offers communal dining, living room, and outdoor space. Banyan House is a 10-month program, and it is located in Mid-Alameda County.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

**Organizational Commitment:** FESCO’s Board adopted an initiative to implement a “rapid re-housing approach” at Banyan House to reduce lengths of stays. The program would look less like traditional transitional housing and more like a longer-term shelter program with staff members focused on working with program participants to identify PH as they enter into the program. While FESCO indicated an interest in expanding SH opportunities for its clients, the organization determined that it was not feasible to convert its Banyan House property to SH, especially since it would result in a net loss of housing units. FESCO does have experience with converting one of its small sites into SH. **Score:** PH-SH (4), PH-RRH (1), TH (5)

**Mission/Program Rules:** Banyan House participants pay 30% of their adjusted income as rent. Families are referred from homeless shelters and other facilities. All households are expected to be working or enrolled in a school or training program that will qualify them for increased income. Participants are expected to work with a case manager to create individualized self-sufficiency plans, meet weekly with a manager, and comply with program expectations. Participants are required to attend mandatory life skills events, and participate in weekly resident council meetings. Banyan House is a clean and sober living environment, and residents with a history of substance abuse are expected to attend NA/AA meetings. Participants have lease agreements with FESCO. No visitors are allowed at Banyan House, and there are weekday and weekend curfews. **Score:** PH-SH (4), PH-RRH (2), TH (5)
Population: According to APR data, 4 participants had at least one known physical or mental health condition at entry to the program. All participants were coming into the program from emergency shelter. **Score: PH-SH (3), PH-RRH (5), TH (4)**

Structure: Banyan House consists of 8 private rooms with bathroom facilities for homeless families. There is a communal dining room, living room, and outdoor space. FESCO’s review of the physical plant determined that it was not feasible to convert the property to SH with private kitchen and bathroom facilities for each unit. The conversion would result in the net loss of housing units. **Score: PH-SH (2), PH-RRH (2), TH (4)**

Financials: For FY 2011-12, Banyan House received approximately $270,000 in funding, including $77,900 in HUD funding, $15,520 in CDBG funding, $36,900 in ESG funding, $16,500 in State Children’s Food Program, $39,000 in community contributions, and $19,500 in earned income. FESCO no longer receives ESG funding. There doesn’t appear to be other funding sources that would prevent a conversion or retooling effort. **Score: PH-SH (4), PH-RRH (3), TH (4)**

Performance: Based on APR data, Banyan House has shorter than average lengths of stay (163 days for all clients, 170 days for exited clients, 134 days for active clients, and 160 days for clients to PH) and a low rate of successful transitions to permanent housing (between 60% and 70%). The program does not meet Alameda County’s benchmark of 80% of program participants exiting to PH; however, the program did meet the County’s improvement benchmark for CY 2011. **Score: PH-SH (2), PH-RRH (5), TH (4)**

Overall Score:
- PH-SH (3.0)
- PH-RRH (2.9)
- TH (4.3)

Recommended Outcome

FESCO’s Banyan House should continue their retooling efforts to provide high performing TH with a focus on serving homeless families who would most benefit from intensive time-limited services and housing support. The program would benefit from focusing on improving exits to PH, and perhaps shortening lengths of stay. The program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless families.

**Fred Finch Youth Center – Turning Point Program**

Fred Finch Youth Center’s Turning Point Program is a transitional housing program for 18 homeless young adults, ages 18 to 25. The program is located at two sites in the City of Berkeley, including 4 bedrooms at 8th Street location, and 5 bedrooms at King Street location. Onsite supportive services include mental health and substance abuse counseling, case management, job search and retention support, life skills coaching, and assistance finding permanent housing.

Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)
Organizational Commitment: Fred Finch Youth Center is open to converting half of its Turning Point Program to SH (4 bedrooms at 8th Street location), and keeping the other half as higher performing TH (5 bedrooms at King Street location). Fred Finch has experience owning and managing SH, and providing services in a permanent housing setting. The organization is open to converting or retooling its housing and services approach, especially if the process involves collaboration and community support, and the end result meets the needs of homeless young adults. **Score: PH-SH (5), PH-RRH (3), TH (5)**

Mission/Program Rules: Fred Finch’s mission and program rules are largely supportive of a permanent housing orientation. Though, participants with the Turning Point Program are required to meet weekly with their mental health case manager and specialist counselor. There are also required house meetings, and curfew is 10:00pm during the first 30 days of the program. The Turning Point Program operates with lease agreements. **Score: PH-SH (4), PH-RRH (4), TH (4)**

Population: Based on APR data, 13 of 17 participants had at least one known physical or mental health condition at entry to the program. According to staff, a significant number of participants have developmental delays. 71% of program participants are coming from literal homeless situations or institutions. **Score: PH-SH (4), PH-RRH (2), TH (4)**

Structure: The Turning Point Program offers participants access to lockable rooms with shared bathroom and kitchen facilities. The rooms are not private. There are two transitional housing beds per bedroom at both the King Street and 8th Street locations. With any conversion to SH, Fred Finch would have to either have each young adult sign a lease as a roommate, or reduce the number of young adults served to provide independent rooms/units. **Score: PH-SH (4), PH-RRH (3), TH (4)**

Financials: For FY 2011, the Turning Point program received $610,057 in CoC funding. There doesn’t appear to be program funding that would prevent a conversion or retooling effort. **Score: PH-SH (5), PH-RRH (4), TH (5)**

Performance: Based on APR data, the Our House program has average lengths of stays (278 days for all clients, 317 days for exited clients, 185 days for active clients, and 334 days for clients to PH) and an average rate of successful transitions to permanent housing – between 70% to 80% according to the Measuring Progress, Achieving Outcomes Report by EveryOne Home. The program does not meet Alameda County’s benchmark of 80% of program participants exiting into PH, but it does meet HUD’s national goal of 65%. **Score: PH-SH (4), PH-RRH (2), TH (3)**

Overall Score:

- PH-SH (4.3)
- PH-RRH (3.0)
- TH (4.2)

Recommended Outcome

Fred Finch’s Turning Point Program should continue retooling its TH program at the King Street location to provide high performing TH to homeless young adults who would most benefit from time-limited housing and
intensive services supports. The program has already achieved average rate of exits to PH, and there may be opportunities for improving these transitions. Shortening lengths of stay may be difficult considering the needs of the target population.

In response to the needs of the program’s more vulnerable population, Fred Finch has also expressed openness to converting its TH at the 8th Street location to SH. In order to address the longer-term physical and behavioral health issues of these participants, Fred Finch should consider offering a longer-term housing and services intervention to address their housing stability and special needs.

**Women’s Daytime Drop-In Center – Bridget House**

Bridget House is a transitional housing program with 4 private rooms with shared kitchen and bathroom facilities for homeless families with special needs, primarily female survivors of domestic violence and/or in recovery from drug/alcohol abuse. Bridget House is a 6-month transitional housing program located in the City of Berkeley.

**Analysis of the Key Criteria (scored from 1-5) (see page 9 for overview of each category)**

*Organizational Commitment:* WDDC staff members are committed to preserving the TH model of Bridget House, and are open to retooling the program to achieve shorter lengths of stay and higher rates of placement into PH. The organization is focused on serving single parent homeless women with children, many who are survivors of domestic violence and/or in substance abuse recovery. Staff stated that their efforts would be strengthened with greater support to expand housing case management, increased opportunities for affordable housing, and availability of shallow rental subsidies for families who do not require support services. **Score: PH-SH (1), PH-RRH (1), TH (4)**

*Mission/Program Rules:* Bridget House is a clean and sober environment that requires 6 months of documented sobriety. Use onsite or off-site may be cause for immediate termination from the program. The house is closed during regular work hours from Monday to Friday, and each program participant is required to participate in work, school, training, recovery program or other activity identified in their individual action plan for self-sufficiency. Program participants are required to meet with a case manager to develop action plan for self-sufficiency. Program participants must attend weekly meetings and participate in some form of mental health support. Bridget House operates with Participation Agreements, and not leases. Participants must have a source of income at acceptance into the program, paying 30% of income towards rent, and 20% of income towards savings program if possible. WDDC’s offsite Drop-In Center provides additional support to women, including food, work, parenting support, and housing case management. **Score: PH-SH (1), PH-RRH (1), TH (3)**

*Population:* According to APR data, 75% of Bridget House’s program participants have a physical or mental health disability, and the most common special need is domestic violence. All four households were referred from emergency shelter. According to WDDC staff, the interview process for Bridget House screens for participant capacity to live in community with others, ability to increase income, live independently, family composition, and mental health. **Score: PH-SH (4), PH-RRH (1), TH (3)**

*Structure:* Bridget House is a facility-based TH program with 4 rooms that would be difficult to convert to independent units with private kitchen and bathroom facilities. **Score: PH-SH (1), PH-RRH (1), TH (4)**
Financials: For FY 2011-12, Bridget House received $68,975 in CoC funding, $41,949 from the City of Berkeley, private foundation, and individual giving. Any decision to covert or retool the program would be made in conjunction with the program’s key funding partners. **Score: PH-SH (1), PH-RRH (1), TH (3)**

Performance: Based on APR data, Bridget House has shorter than average lengths of stay (191 days for all clients, 191 days for exited clients, 192 days for active clients, and 161 days for clients to PH) and a low rate of successful transitions to permanent housing (between 60% and 70%). The program does not meet Alameda County’s benchmark of 80% of program participants exiting to PH, or the HUD national goal of 65%. However, staff state that when you take into account families who exited to a more independent form of TH, and then to PH, this would put the program’s exit rate at 80%. **Score: PH-SH (3), PH-RRH (3), TH (4)**

Overall Score:
- PH-SH (1.8)
- PH-RRH (1.3)
- TH (3.4)

Recommended Outcome

WDDC’s should continue their retooling efforts to provide high performing TH with a focus on serving homeless families who would most benefit from intensive time-limited services and housing support. In order to become high performing TH, Bridget House would need to improve their outcomes for exits to PH. These outcomes would benefit from greater support for housing case management, increased opportunities for affordable housing, and the availability of RRH funds to provide shallow rental subsidies to economically fragile families who no longer require support services. Also, the program should consider relaxing its eligibility criteria and program rules to serve a broader population of homeless families.
VI. Summary of Conversion or Retooling Process at the Program Level

As described in the program profiles, each organization has unique challenges and opportunities for conversion to supportive housing or rapid re-housing or retooling to high performing transitional housing. As these programs work themselves through the conversion/retooling process, additional challenges and opportunities may present themselves. That being said, there are several consistent steps a provider or Continuum of Care can take to ease the process for funders and project sponsors alike.

Written Description

CSH recommends that any organization planning significant changes to their transitional housing program – such as a conversion to supportive housing or rapid re-housing – develop a written description of the conversion process that outlines significant changes to share with funders, board members, and other necessary partners in the conversion process. CSH encourages organizations to draw on this report in developing their planning documents.

Elements of a written description should include the following:

- Benefits of conversion or retooling
- Number of people served/housed and any changes based on conversion
- Characteristics of population, especially if changing focus of target population
- Budget modifications needed
- Program modifications needed
- Facility/rehab requirements (if needed)

The planning document should also include the following, clearly describing the strategy of the project sponsor:

- Transition plan (if needed for existing participants to make room for new participants)
- Lease up plan for new residents
- Service plan for new program
- Overall timeline for conversion
- New outcomes as a result of changes

For HUD and Continuum Agent contract management purposes, the following needs to be documented in order to ease the process of grant amendments, if necessary:

- Change in Project Site (if needed)
  - Evidence of site control and zoning
  - Revised project summary information from Exhibit 2 of the application
  - Revised Certification of Consistency with the Consolidated Plan, which is relatively simple to obtain.
  - Completed Environmental Review

- Change in Population Served (if needed)
  - Letter explaining the change should describe the original population (number being served, population served, where the population is coming from), proposed revision, and reasons for change
  - Revised Target Subpopulations Chart from Exhibit 2 of the HUD Continuum of Care application.

- Change in Number Being Served (if needed)
  - Letter explaining the change should describe the original population (number being served, where the population is coming from), proposed revision, and reasons for change
Evidence that the same level of services will be provided to residents of the project

• Shift in SHP funds of More Than 10 Percent – requires informing HUD regional office of changes in eligible activities and Headquarter concurrence

• Project Sponsors should also be able to demonstrate a clear understanding of the difference between operating a transitional housing program vs. operating supportive housing or rapid re-housing. This includes strengthening the organization’s existing or future capacity in property management activities, including familiarity with the legal issues regarding leasing and tenant’s rights.

Budget Analysis

Project Sponsors should provide detailed budgets that document shifts in funding, as well as any identified gaps that require additional resources to complete the conversion, including their sources. In addition, if a particular facility is converting from TH to SH or RRH, these changes should be considered and documented:

• Change in operating costs based on legal and eviction costs
• Reduction in turnover rates in units, resulting in potentially reduced unit preparation costs for SH conversion; or increase in turnover rates in units, resulting in potentially increased unit preparation costs for RRH
• Changes in rent paid by tenants and rent collection rates
• Opportunities to secure rental subsidies
• Increased or shifted costs due to creating or reorganizing a housing administration function
• Increased costs tied to building security or replacement reserve needed
• Changes in staffing patterns
• Allocation of costs between services and operating budgets

Issues, Challenges, and Opportunities along the way

As stated, every project will have unique situations. The most common include the following:

• Funding gaps tied to rehab
• Clear communication throughout the organization to ensure follow-through with the change process
• Changing service delivery methods to promote retention rather than moving on (if converting to SH), and moving on (if converting to rapid re-housing or high performing TH)
• Updated policies and procedures
• Neighborhood concerns and zoning – generally are not too significant if a project has existed in the community for some time, but zoning needs to be looked into
• New funding is generally not going to be available for TH, only for SH and rapid re-housing – this can improve organizational revenues if TH changes are adopted
• Matching up the timing of the resources – especially if match resources are from a variety of funders
VII. Next Steps for Conversion or Retooling

This report documents opportunities for conversion or retooling largely at the program level, with an understanding that these program level changes will impact overall system performance. Systems level analyses and implementation are an important approach, especially in light of HEARTH implementation and the Federal Plan to End Homelessness. Few communities have taken on a systems wide approach to converting or retooling their transitional housing programs, and while there are no established mechanisms for systems change to transitional housing, several lessons learned can help inform this process in Alameda County.

Before starting, systems level staff should pose the following questions to themselves and key stakeholders:

- Where are the biggest gaps in our overall housing inventory (from short-term to permanent options)?
- How can we serve people most appropriately through a variety of housing models?
- What is the best process for our community?
- Which funding partners do we need at the table?
- Where can we look for models? And which models suit our community?
- What is our current and needed community capacity?

Baseline required steps

Additionally, before engaging in any broad based systems change, it is critical to consider the following:

- Look at other models/examples
- Talk to HUD Regional Office
- Inform project sponsors of your process
- Assess your overall Housing Inventory
- Using data from APRs and program level data from this assessment process, determine which programs are most “ready” for change, using the tools outlined in this document
- Decide how you will approach the change process with project sponsors
  - Pick a few projects to start
  - Wholesale change to system

Differentiating between mandated vs. voluntary conversion

Depending on the community, the conversion or retooling process may range from a voluntary to a mandatory process to something in between. Key to any process is that it respects the culture of Alameda County and the communities that have participated in the continuum of care, and allows time for sustainable change. The size and number of transitional housing programs may dictate different approaches as well. Whatever approach a community decides on, constant, transparent communication is necessary to support the change process.

Using a Technical Assistance provider

It is not necessary to use a TA provider to undergo a systems wide conversion, especially if the community is mature in its development of a full continuum of housing and services and is open to change. However, there are two key reasons why using one may be helpful:

1. An outside consultant can provide TA support and motivation to program staff that local staff may not be able to deliver.
2. TA providers have often undergone these exact or similar processes in multiple communities and can offer detailed advice as well as use existing tools to ease the process.

Additional TA support to EveryOne Home and its partners may be available through OneCPD TA under HUD. To request, go to Make a TA Request and follow the instructions.