



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Estelle Clemons
Interim Director, Human
Services Department

SUBJECT: Informational Report On Using The
Former Oakland Army Base As A
Homeless Intervention Site

DATE: May 11, 2022

City Administrator Approval

Date:

May 26, 2022

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The Feasibility Of Establishing A Temporary Homeless Intervention Site, To House At Least 1,000 Individuals, At The North Gateway Parcel Located At The Former Oakland Army Base; Including A Fiscal Analysis, Environmental Assessment, Associated Timelines For Standing Up The Site

EXECUTIVE SUMMARY

This report will discuss considerations in using the North Gateway area in the former Oakland Army Base as a temporary homeless intervention site. Due to environmental, regulatory, contractual and other constraints staff does not recommend use of the North Gateway for a homeless intervention site.

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland, along with many other communities in this country, is facing a humanitarian crisis of neighbors who find themselves homeless. On a single night in February 2022, more than 5,000 people were experiencing homelessness in Oakland. Nearly two out of three (66 percent) of the people experiencing homelessness in Oakland are unsheltered and live outdoors or in tents or vehicles, often along the city's streets and in our city parks. These numbers represent a 24 percent increase in total homelessness in Oakland since 2019. The City's strategies to address this crisis fall into three main areas:

- **Prevention strategies** to keep people from becoming homeless.
- **Emergency strategies** to shelter and rehouse households and improve health and safety on the street.

City Council
June 7, 2022

➤ **Housing strategies** to create Extremely Low Income (ELI) and Permanent Supportive Housing (PSH) units prioritized for individuals and families experiencing homelessness. Funding to address homelessness and deeply affordable housing is limited and requires constant balancing between the three main strategies. On October 20, 2020 the City Council adopted Resolution No. 88341 C.M.S. which, among other things, directed the City Administration to establish part of the currently unused acreage of the Army Base Site as an emergency homeless intervention. No funding was provided at that time for this purpose. The idea of the Army Base being used for this purpose has been raised in subsequent Council Meetings however no funding for this purpose was identified. Since late 2020, multiple informational reports and funding legislation has come before the City Council for authorization, including the December 21, 2021 legislation referenced below which specifically listed the North Gateway (NGW) parcel of the Army Base as a possible interim site, however the City Council has not allocated funding for this purpose.

On July 27, 2021 the Environmental Services Division of Oakland Public Works prepared a memo for the City Administrator's office about the feasibility of using the 20-acre NGW parcel in the former Oakland Army Base as a homeless intervention site (**Attachment A**); this informational report provides updates to that attachment.

Gateway Industrial District Development Status

The former Oakland Army Base has been the focus of redevelopment efforts following the 2012 Base Reuse Plan amendment. The former base, the Gateway Industrial District, has now been largely redeveloped (see [Informational Report](#) dated May 4, 2021). The final key piece of the logistical/recycling use elements of Base Reuse Plan amendment is currently being implemented: relocating two major recyclers – California Waste Solutions (CWS) and CASS, Inc. (CASS) – out of the West Oakland neighborhood and onto the NGW site. Relocating CWS and CASS to the NGW has been a long-term effort for CWS, CASS, the City and the West Oakland community, as the existing uses in the West Oakland neighborhood are heavily truck oriented and no longer compatible with the West Oakland Specific Plan. The relocation of these recycling uses to the NGW is a key objective of the community benefits program identified for the Oakland Army Base in 2012 (Resolution No. 83933 C.M.S.).

To that end, the City Council approved a Lease and Disposition Development Agreement (L/DDA) with CWS for the approximately 12-acre western portion of the NGW on July 20, 2021. See “CWS Property” on **Attachment B**. CWS now has rights to the land and is in the process of obtaining its entitlements and is expected to begin construction as soon as December 2022/January 2023.

The City Council also authorized, and the City entered into, a one-year Exclusive Negotiations Agreement (ENA) with CASS for the remaining approximately 8-acre eastern portion of the NGW on September 21, 2021. See “CASS Property” on **Attachment B**. At this time, the disposition and development agreement (DDA) with CASS is expected to be finalized by December 2022, subject to City Council approval, and construction is expected to commence by September 2023. Under the ENA, CASS is expending time and resources to obtain all of its entitlements as required under the ENA.

NGW Site Condition and Deed Restriction Waiver Process

The NGW is currently bare ground with no utility connections. When the site was transferred from the Army to the City, the City entered into a Consent Agreement with the California Department of Toxic Substances Control (DTSC), which included an analysis of the environmental condition of the site and DTSC’s finding that the site was not suitable for residential uses. Specifically, chemicals of concern (COCs) found at the site as compared to residential levels are provided in **Table 1**.

Table 1. Chemicals of Concern at the NGW

COCs in Soil	Maximum Detected Concentration	Residential Screening Level
Kerosene	1,700 mg/kg	100 mg/kg
Diesel	1,700 mg/kg	100 mg/kg
Arsenic	9.2 mg/kg	0.39 mg/kg
Lead	160 mg/kg	150 mg/kg
Polychlorinated Biphenyls (PBC) Aroclor 1260	0.76 mg/kg	0.22 mg/kg
COCs in Groundwater	Maximum Detected Concentration	Potable Level
Kerosene	1,000 ug/L	100 ug/L
Diesel	1,000 ug/L	100 ug/L
Arsenic	15 ug/L	0.045 ug/L
Manganese	2,300 ug/L	880 ug/L

Source: Amendment to Final Remedial Action Plan for Subaru Lot, EKI, (2004); p. 8-4, 805.

Therefore, the site is subject to a deed restriction from DTSC that prevents residential uses, including temporary residential uses unless a waiver is obtained from DTSC. To determine the waiver process set forth in the informational memo in July 2021, Environmental Services staff spoke with the DTSC case manager for the former Army Base to understand the process and timeline for pursuing tent or RV interim use for homelessness services for 1-3 years at the NGW. Based on feedback from DTSC and consultation with Public Work’s outside consultant, EKI, the process would require additional site testing and a health risk assessment.

Table 2 below presents a summary of the steps, and time required a to pursue DTSC waiver. If a waiver is granted, then additional time would be required to install health and safety ground barriers (e.g., site mitigation), which would likely consist of a vapor barrier and gravel, at a minimum, and possibly full paving. These steps must be completed before any site preparation work for a homeless intervention could commence and were originally estimated to take 12-14 months and cost \$121,000-145,000 (not including any site mitigation and site preparation). However, DTSC staff consulted for this project retired, and staff estimate that this DTSC timeline could increase to up to 48 months.

Table 2. DTSC Waiver Process

Step	Time	Estimated Cost
Draft health risk assessment (HRA) and sampling plan scope of work	1-2 months	\$13,000-\$15,000
DTSC review and comment	1-2 months	
Revise/Finalize HRA	1-2 months	\$2,000-\$4,000
DTSC approval	1-2 months	
Conduct sampling	1 week	\$87,000-\$100,000
Submit HRA and Homelessness Services Project Plan	1-2 months	\$15,000-\$20,000
DTSC review and comment	1-2 months	
Project Plan revision/submit final proposal with HRA	1-2 months	\$4,000-\$6,000
DTSC decision	TOTAL: 12-24 months*	TOTAL: \$121,000-\$145,000
Site mitigation	unknown	unknown

*DTSC has recently had a new staff assigned to this site and staff estimate that this could increase the time for a waiver to be up to 48 months.

Homeless Intervention Cost Analysis

In October 2021 the Human Services Department (HSD), along with the contractor and architects who have designed and constructed previous interim interventions, met at the NGW site to assess the feasibility of implementing a homeless intervention there. HSD asked for site plans (**Attachment C**) and construction estimates for a 100-person RV site assuming that costs could be scaled up proportionately. Construction estimates included partial paving, full electricity and water/ sewer connections to support plumbed bathroom units. HSD also made some estimates for the annual costs of operating a site. This information was brought to the City Council on December 21, 2021 as one of several options for using available HHAP funds. (See Attachment B to staff report attached here (**Attachment D**). Estimated costs for a 100 RV program are in **Table 3** below.

Table 3:

Intervention	Site construction costs	Services Costs/100 RVs	ESTIMATED total year 1
RV Safe Parking for 100 RVs. Can scale up in increments of 100 RVs	\$1.8M for first 100 RVs; additional \$400k per each additional 100 RVs	\$1.8 million per first 100 RV's served.*	\$3.6 Million

*Estimating \$18,000/year per RV based on current RV Safe Parking sites. True costs could vary depending on location, economies of scale, specific security issues, etc.

Using these estimates, the cost to prepare the site to serve 1,000 people would be **\$5.4 Million** and the operating costs would be approximately **\$18 Million annually**. Those estimates are based on a linear upscaling of the numbers in **Table 3**. The City has never undertaken and has

no experience with an intervention of this size. The increased level of services needed for an intervention of this size may have greater costs than extrapolating from an intervention a tenth of the size reflects.

Costs to prepare a site for cabins would be considerably more due to the need to purchase 1000 cabin structures. Operating costs to serve 1000 people in cabins would be approximately **\$22.5 Million**.

For reference, the total annual operating costs for all current interim interventions is \$28.8 Million in FY 22-23

ANALYSIS AND POLICY ALTERNATIVES

Timeline:

Construction on the western NGW parcel (CWS) will begin sometime between Fall 2022 and Spring 2023. Construction on the eastern NGW parcel (CASS) will begin as soon as Fall 2023. These timelines do not provide enough time for the DTSC waiver process, toxics mitigation process, and site construction to be completed prior to the start of the new, Council-approved, intended use of the sites.

Location:

The NGW site is surrounded by freeways, railroad tracks, and a sewage treatment facility. The proximity to these uses renders it subject to noise, poor air quality, and noxious smells depending on wind direction. The NGW is located far from public transportation and any amenities. Use of this site for a homeless intervention would require participants to have their own working vehicles to access food, jobs and social services not provided on site. Alternately, the City could provide a shuttle service between the site and a bus route (at additional cost).

Toxics Mitigation:

The environmental condition of the NGW is not favorable to human habitation and would require a time consuming and expensive process to secure regulatory approval and mitigate environmental hazards. Only then could site preparation begin for an emergency housing program.

Site Preparation Needs:

The NGW would require substantial site preparation for use by an emergency housing program. It is currently vacant land with no metered utility services available. Providing utility service would require the installation of new gas and water meters and lines, which is an expensive and time consuming (estimated 8-12 month) process.

Costs:

The total estimated cost to stand up the site for 1,000 RVs and operate it for one year is \$23.4 Million. Ongoing operations are estimated at \$18 Million per year for 1,000 RVs. The costs for the DTSC waiver process total up to \$145,000 and additional costs would be required for environmental mitigation. *There are currently no funds identified for this effort.*

Numbers Served:

The proposal to serve a very large number of people at this location (at least 1,000 individuals) raises concerns about the ability for the City and its providers to provide strong site management and to ensure safety. Many people who are unsheltered already avoid using homeless programs based on the real or perceived lack of safety within them. It is likely that some residents may also be concerned about the safety of their belongings and their personal safety in an intervention of that size, even if there are smaller intervention communities within the larger space.

Provider Capacity:

The City of Oakland, like many jurisdictions, is struggling to identify homeless services providers with the capacity to take on new programs. Efforts are underway to identify new providers and support them to become City contractors. However, homeless services providers, like employers in many fields, are currently struggling to hire and retain staff. Therefore, even with efforts to bring in new service providers, it is questionable that the City would be able to find enough providers (with the ability to hire enough staff) to support an intervention at this scale.

Site Control and Impacts on Intended Uses of the Site:

- **CWS Western Parcel:** On July 21, 2021, the City entered L/DDA with CWS as authorized by the City Council. The City expects CWS to begin construction on the site sometime between Fall 2022 and Spring 2023. Pursuant to the L/DDA, conveyance of the CWS Property to CWS will occur prior to commencement of construction. Under the L/DDA, the City is obligated to convey the CWS Property to CWS free of all liens, encumbrances, and rights of occupancy, such as an emergency housing program. Given the timeline for site mitigation and preparation described above, the CWS L/DDA does not allow time to actually operate an emergency housing program on the site. Additionally, due to the CWS/LDDA, any such use of the CWS Property would require CWS' prior written consent. Relocating CWS to the NGW has long been a priority for the West Oakland neighborhood and delaying implementation of the project would extend intensive truck traffic and odor-related impacts from existing CWS operations.
- **CASS Eastern Parcel:** On September 21, 2021, the City entered into ENA with CASS, as authorized by the City Council. At this time, negotiations of the terms of a DDA with CASS have begun. Subject to City Council approval of a DDA, construction could commence by September 2023, thereby fulfilling a long-held community vision to relocate this intensive industrial use from its existing location in the West Oakland neighborhood. Pursuant to the ENA, the City reserved the right throughout the term of the ENA to grant to other parties' licenses, leases, or other occupant agreements to use all or a portion of the CASS Property, subject to certain conditions. While use of the CASS Property for an emergency housing program within the parameters provided under the ENA would not require the consent of CASS, the City should provide written notification to CASS, and obtain CASS' cooperation regarding its use of the CASS Property. Failing to do so could jeopardize implementation of this project, which has long been a priority for the West Oakland neighborhood, and in any event would substantially delay implementation of the project.

Based on the issues outlined above it is staff's recommendation that it is not practical to utilize either of the NGW parcels for an emergency homeless intervention program.

Alternatives:

The NGW parcel is not the only option available for use as an interim homeless intervention. As stated above, the December 21, 2021 City Council report specifically listed possible sites that could be considered for homeless interventions, including the NGW parcel. The possible sites listed in that report and their current status are below:

<u>Site</u>	<u>Use</u>	<u>Status</u>
796 66 th Avenue (D7)	Safe RV Parking -	In process
Wood St - north half (D3)	cabins	In process
BART lots - 40th/MLK (D1)	Cabins	No Update
Wake Ave (Oakland Army Base - North Gateway Area) (D3)	RV Safe Parking	Currently being evaluated
City owned Lot next to Home Depot parking lot (D1)	RV Safe Parking	No update
Under 880 freeway at High St. (D5)	RV Safe Parking	Caltrans has ruled out this use
Lau Family Program - Motel 6- 8480 Edes Ave (D7)	Transitional Housing	In Process

On May 4, 2021 (**Attachment E**) and June 1, 2021 (**Attachment F**) City Council discussed additional sites by Council District.

The City's PATH Framework calls for investments across the continuum of homelessness responses- prevention, intervention, and housing. The City has increased its interim housing capacity in the past three years by over 800 beds/spaces. **Staff recommends that additional resources for homelessness which are identified in FY 2022-23 be used to support permanent housing exits from existing interim beds.**

FISCAL IMPACT

This is an informational report and therefore has no fiscal impact.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the informational report beyond the standard City Council noticing procedures.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends that the City Council receive an Informational Report on the feasibility of establishing a temporary homeless intervention site, to house at least 1,000 individuals, at the North Gateway Parcel located at the former Oakland Army Base; including a fiscal analysis, environmental assessment, associated timelines for standing up the site.

For questions regarding this report, please contact Lara Tannenbaum, Community Homelessness Services Manager at (510) 238-6187.

Respectfully submitted,



ESTELLE CLEMONS
Interim Director, Human Services Department

Reviewed by:
Lara Tannenbaum, Manager
Human Services Department

Reviewed by:
Brendan Moriarty,
Real Property Asset Manager
Economic & Workforce Development
Department

Attachments (6):

Attachment A: North Gateway Area Proposed Interim Use Memo July 27, 2021

Attachment B: North Gateway Area Site Map

Attachment C: North Gateway Area Site Plan Concepts

Attachment D: HHAP 2 and 3 Funds Staff Report December 13, 2021 LEC

Attachment E: Informational Report – Progress Identifying Sites For Homeless Interventions
May 4, 2021 City Council

Attachment F: New Homeless Interventions by Council District Staff Report June 1,2021 City
Council



CITY OF OAKLAND

INTER OFFICE MEMORANDUM

TO: City Administrator's Office**FROM:** Mark Arniola
Environmental Services Division**SUBJECT:** Oakland Army Base - North
Gateway Area Proposed
Interim Use**DATE:** July 27, 2021

As follow-up to a request for information on regulatory compliance actions required to obtain approval to use the North Gateway (NGW) for homelessness services, the following memorandum provides a summary of critical process factors.

Issue:

The Encampment Management Plan requires:

The City Administration shall immediately work to establish part of the currently unused acreage of the Army Base Site as a place to be for homeless residents living in high sensitivity areas of District 3. This should accommodate both RVs [Recreational Vehicles] and people living in tents on an emergency basis until negotiations with future tenants are completed.

Working with the Council member for District 3, the NGW portion of the Army Base was identified as the only vacant portion of the Army Base. The NGW is an approximately 20-acre area in the Gateway Industrial District adjacent to East Bay Municipal Utilities District and across from the Prologis warehouse/logistic uses and truck parking uses on the Ancillary Maritime Services site.

Background:

The NGW is currently bare ground with no utility connections. Negotiations with the NGW developer, CWS, are complete and the City approved a lease and disposition development agreement for approximately 12 acres on July 20, 2021. The City expects to enter into a one year Exclusive Negotiations Agreement with the second NGW developer, CASS, for the remaining approximately 8 acres in September, and the final negotiations are expected to be complete within one year of the ENA. The site is subject to a deed restriction from the Department of Toxic Substances Control (DTSC) that prevents residential uses, including temporary residential uses unless a waiver is obtained from DTSC.

Analysis:

Environmental Services staff spoke with the DTSC case manager for the Army Base to understand the process and timeline for pursuing tent or RV interim use for homelessness services at the NGW site for 1-3 years. Based on feedback from DTSC and consultation with our outside consultant, EKI, the process would require additional site testing and a health risk assessment.

Table 1 below presents a summary of the steps, and time required to pursue DTSC waiver. If a waiver is granted, then additional time would be required to install health and safety ground barriers, which would likely consist of a vapor barrier and gravel, at a minimum, and possibly full paving. This memo does not address any additional time/cost for intervention strategy design or requirements like utilities or other services.

Table 1. DTSC Waiver Process

Step	Time
Draft health risk assessment (HRA) and sampling plan scope of work	1-2 months
DTSC review and comment	1-2 months
Revise/Finalize HRA	1-2 months
DTSC approval	1-2 months
Conduct sampling	1 week
Submit HRA and Homelessness Services Project Plan	1-2 months
DTSC review and comment	1-2 months
Project Plan revision/submit final proposal with HRA	1-2 months
DTSC review of final plan	1-2 months
Depending on proposed use and DTSC approval, installation of vapor barrier and ground covers (gravel or paving)	4-8 months
TOTAL	12-24 months

To: City Administrator's Office

Subject: Oak:Jand Army Base - North Gateway Area Proposed Interim Use

Date: July 27, 2021

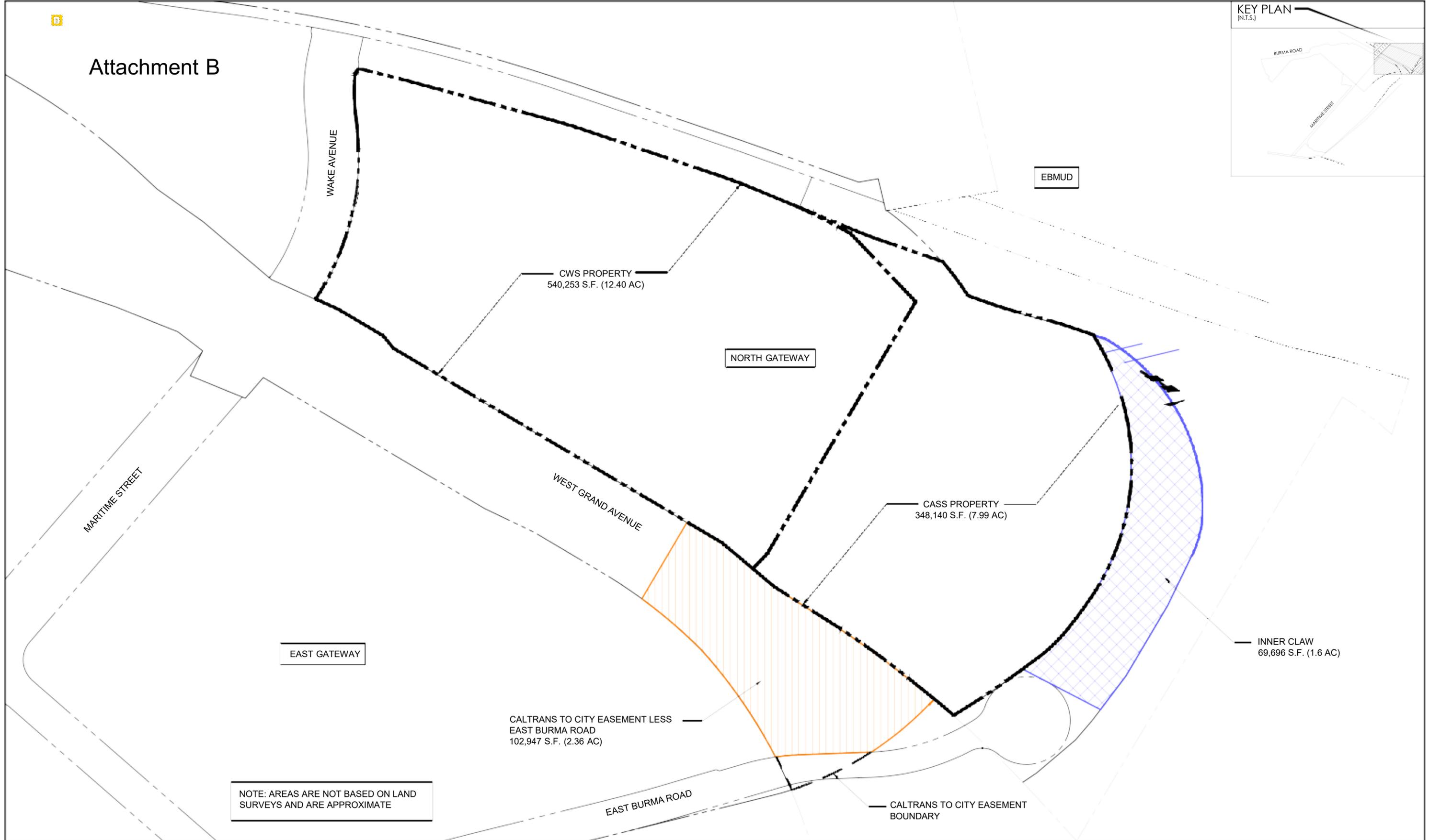
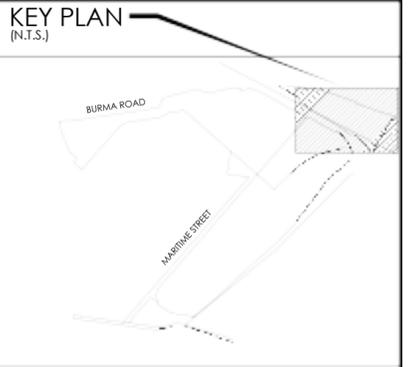
Page 3

Conclusion:

Based on feedback from DTSC, the critical factors to consider in determining whether a homelessness intervention can be accomplished on the NGW are: (1) the process and timeline requirements to obtain a waiver from DTSC, including the need for additional site testing and health risk analysis, which process would require approximately 8-16 months; and (2) the timeline required to procure and install ground cover if DTSC approves a waiver, which could take up to another 8 months.

Mark Arniola
Supervisor, Environmental Protection and
Compliance
Oakland Public Works

Attachment B



EAST GATEWAY

NORTH GATEWAY

EBMUD

CWS PROPERTY
540,253 S.F. (12.40 AC)

CASS PROPERTY
348,140 S.F. (7.99 AC)

INNER CLAW
69,696 S.F. (1.6 AC)

CALTRANS TO CITY EASEMENT LESS
EAST BURMA ROAD
102,947 S.F. (2.36 AC)

CALTRANS TO CITY EASEMENT
BOUNDARY

NOTE: AREAS ARE NOT BASED ON LAND SURVEYS AND ARE APPROXIMATE



ARCHITECTURAL DIMENSIONS

ARCHITECTURAL DIMENSIONS
JAMES HEILBRONNER
510-463-8300
300 FRANK H. OGAWA PLAZA, SUITE 375
OAKLAND, CA 94612

1" = 50' (N.T.S.)

NORTH GATEWAY AREAS
CITY OF OAKLAND, ALAMEDA COUNTY, CALIFORNIA

CAT. NO.	AD-0663.01
INV. NO.	33594

REV	DATE	COMMENT

JOB NO.	OAB02
SCALE:	1" = 50'
DATE:	7/28/2015
DRAWN BY:	J. ARMADA
CHECKED BY:	J. ARMADA

DRAWING NO.:
X-1736
SHEET 1 OF 1

Jul 28, 2015 - 3:43pm, Plotted By: jacqueline
 G:\cadd\Files\OAB\OAB02\ARCHITECTURAL_DIMENSIONS\A-Dwg\X-1736.dwg



Concept 1

70 RVs

70 parking stalls

8 toilet-shower rooms

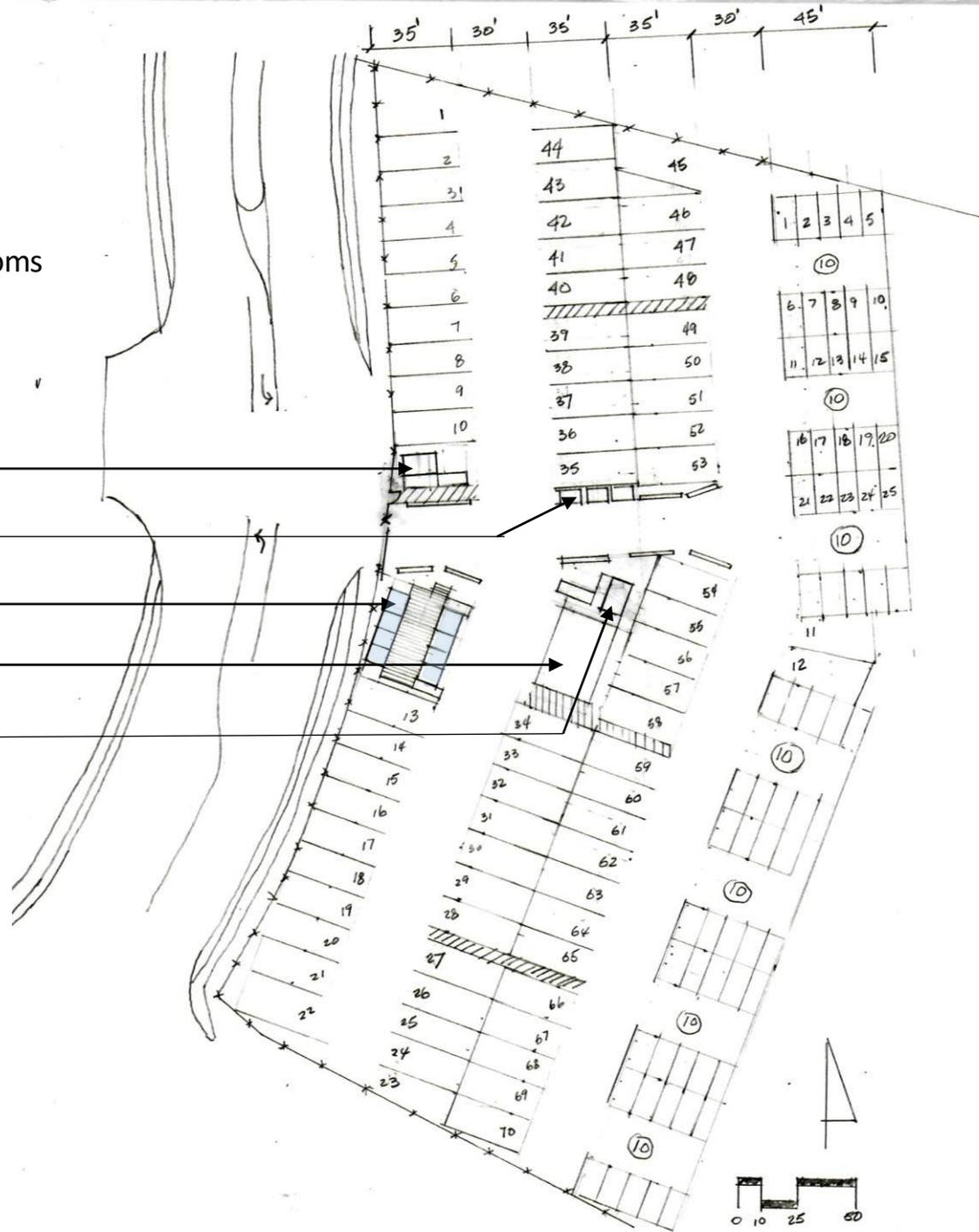
Site manager

Trash bins

Toilets/showers

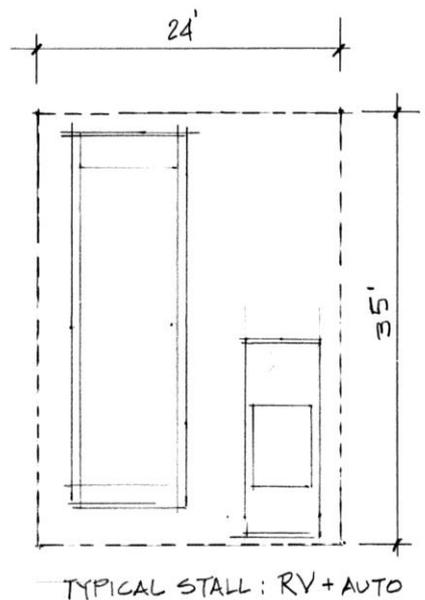
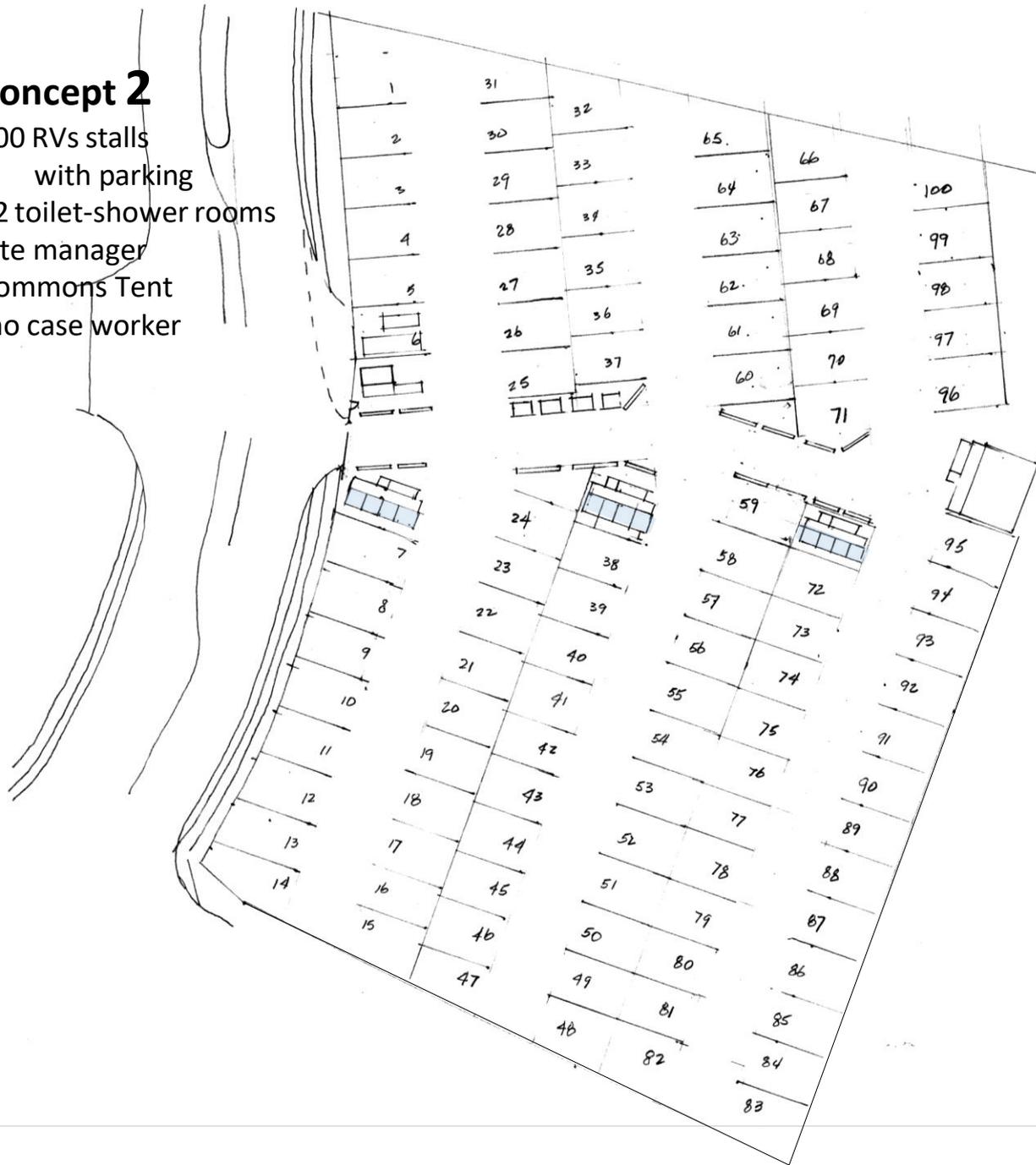
Commons Tent

Case worker



Concept 2

- 100 RVs stalls
- with parking
- 12 toilet-shower rooms
- Site manager
- Commons Tent
- (no case worker)



Concept 3

- 103 RVs
- 104 parking stalls
- 16 toilet-shower rooms
- 2 storage containers
- Site manager
- (no case worker, no tent)





AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: HHAP 2 and 3 Funds

DATE: November 15, 2021

City Administrator Approval

Date: Dec 9, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt a Resolution:

1. **Accepting And Appropriating Round 2 Homeless Housing, Assistance, And Prevention Program (“HHAP 2”) Grant Funds In An Amount Not To Exceed Nine Million, Three Hundred Eleven Thousand, Five Hundred Sixty-Eight Dollars (\$9,311,568) Awarded To The City Of Oakland For The Provision Of Emergency Homeless Interventions;**
2. **Authorizing The City Administrator To Take All Steps Necessary To Apply For And Receive Round 3 Homeless Housing, Assistance, And Prevention Program (“HHAP 3”) Grant Funds Allocated To The City Of Oakland;**
3. **Accepting And Appropriating HHAP 3 Grant Funds In The Amount Of Twenty-Four Million, Sixty-Six Thousand, Eight Hundred Twenty-Two Dollars And Fifty-Two Cents (\$24,066,822.52) Allocated To The City Of Oakland For The Provision Of Emergency Homeless Interventions; And**
4. **Allocating Up To Ten Million Dollars (\$10,000,000) Of HHAP Grant Funds To Provide Long-Term Operating Funds For Homekey Program Extremely Low Income Permanent Housing Sites.**

EXECUTIVE SUMMARY

The crisis of homelessness in Oakland demands a bold and strategic response. The recommendations in this report build on the work of the past several years, which saw unprecedented investments in homeless services in Oakland. We must sustain these increases to the homeless services system *and* sharpen our focus to ensure that each dollar spent on this crisis is having maximum impact in moving people off the streets and into permanent housing.

This report proposes a goal of reducing unsheltered homelessness in Oakland by 75% (from anticipated 2022 Point In Time numbers) and provides a data informed framework that recommends focusing efforts on three core areas of work:

- stabilize- provide interim shelter
- house- permanent housing
- prevent- prevent people from becoming or returning to homelessness

The City has more than tripled the number of interim housing beds/spaces in the past three years. However, in order to meet this goal, we must also invest in the housing and prevention units that will eventually make shelters nearly obsolete. We must also focus on the harder and related tasks of improving outcomes so our investments are as efficient and effective as possible.

The proposed legislation authorizes the City Administrator to accept and appropriate State of California funds to address homelessness and recommends enabling the expenditure of those funds for specific projects. Specifically, the City of Oakland has been awarded Homeless Housing Assistance and Prevention Program (HHAP) Round Two funds in the amount of \$9,311,568 and HHAP Round Three funds in the amount of \$24 million, with 20% available now, or \$4,813,364, and the balance later in FY 21-22. The resolution also allows the City to pursue the application for the balance of the HHAP Round 3 funds once they are made available by state.

The resolution also authorizes the City Administrator to allocate up to \$10,000,000 of HHAP funds available now to use as an operating reserve for City projects submitted to the state Homekey funding opportunity in FY 21-22. An operating subsidy supports the creation of housing units affordable to very low income homeless households. HomeKey is a dedicated state fund specifically designed to create permanent units for homeless households. The City's Homekey application is managed by the Housing and Community Development Department (HCD) and the specific proposed Homekey projects will be brought to City council for approval on December 21, 2021 by HCD.

A companion and related report and resolution will also recommend the use of the youth portion of these HHAP funds, in part, to implement a Guaranteed Income pilot - monthly income supplements to homeless transition age youth (18-24 years old) to support stable housing and economic self-sufficiency.

This report further projects forward to January 2022 and beyond and makes specific recommendations related to future investment of HHAP funds to be made available later in this fiscal year. Specifically, it recommends foremost to *retain all existing interim beds and spaces and health and hygiene interventions* and to consider expanding interim beds and/or enhance exit funding for existing interim beds thereby allowing any one site or bed to serve more people, more successfully. Staff will return to City Council with the specific enabling legislation for this recommendation or others in the Spring of 2022.

BACKGROUND / LEGISLATIVE HISTORY

On December 4, 2019, the City’s five-year PATH Framework to address homelessness was presented to the Life Enrichment Committee. The PATH Framework provided priority areas for City investments in addressing homelessness and stressed the importance of balancing investments from basic health and hygiene to permanent housing. This framework has been guiding the City’s use of funding and similarly guides the recommendations in this report.

HHAP funds are one-time block grants offered by the State of California (State) to assist local governments in their response to the statewide homelessness crisis. Eligible municipalities include counties, Continuums of Care (CoC) and large cities with populations exceeding 300,000. Each jurisdiction has a specific amount of funds set aside by the State based on 2019 Point In Time (PIT) Count numbers. Homeless Emergency Assistance Program (HEAP) funds were the first allocation to come to cities in FY 18-19. HHAP Round 1 funds were the second allocation of one-time funds from the state in the Spring 2020 which allowed jurisdictions to continue and expand upon the interventions started with HEAP funds.

On May 12, 2020, the City Council adopted Resolution No. 88109 C.M.S. which authorized the City Administrator to accept and appropriate Homeless Housing Assistance and Prevention (HHAP) Round One funding provided by the State of California and, in alignment with the PATH Framework, to sustain existing interventions in FY 20-21 and to authorize various new homeless programs as directed by City Council.

On April 20, 2021, the City Council adopted Resolution No. 88603 C.M.S. which authorized the continued use of HHAP Round One funds in agreements for existing interventions through FY 21-22.

To date, HHAP-1 funds have been spent in the following programmatic ways:

State HHAP Category	City Interventions Funded*
Navigation Centers/Emergency Shelters	Community Cabins, Safe RV Parking Sites, St Vincent de Paul Shelter
Capital Improvements	Site preparations at: 71 st Ave for Safe Parking; Hegenberger for Youth Tiny Homes, Covenant House trailers-shelter expansion
Operating Subsidies	Clifton Hall 42 Permanent Housing Units – 15-year operating subsidy
Outreach/Workforce	Mobile Showers; Downtown Streets Team
Systems Support	Capacity Building Initiative for small, Black-led community-based agencies
Youth Set Aside (mandatory 8%)	Youth Spirt Artworks (YSA) Transitional Housing

*some interventions also included funding from Measure Q, and ESG-CV

ANALYSIS AND POLICY ALTERNATIVES

The City of Oakland is working with All Home to create an Oakland specific investment framework and funding strategy based on our current inventory of interim housing, permanent subsidized housing, and prevention slots. Using this data along with Oakland specific “flow” data – turnover rates, length of stay, returns to homelessness – the work is yielding a preliminary ratio for investment of 1:4:4 based on the needs of our Oakland community. For every interim bed/space there should be a corresponding investment in 4 units of housing and 4 units of prevention. The data analysis done at this local level generates a strategy and frame that is very specific to the needs of Oakland’s unsheltered, largely Black, homeless community.

Over the past several years there have been several other system modeling efforts that have looked at gaps in the homeless services system and made recommendations for strategic investments. These include:

- City of Oakland’s 2019 PATH Framework
- Alameda County’s 2019 Racial Equity Systems Modeling, now being re-evaluated in 2021 as part of the Home Together implementation Plan

Based on the on the common tenets of the City’s PATH Framework, the All Home System Modeling for Oakland, and the County’s Racial Equity System Modeling Plan, staff recommend that Council align on a framework for making homeless funding decisions in the future. This proposed framework includes:

- Invest across the spectrum of stabilize, house, prevent.
- Align with Council’s Approved PATH priorities including sustaining current inventory of interim beds/spaces
- Focus on meeting system wide performance outcomes to unlock HHAP bonus funding and other funds as available (e.g., investing in enhancing outcomes from existing interim interventions).
- Leverage opportunities to fund permanent housing with other funds (e.g., Homekey) and being prepared to be competitively positioned for anticipated new state and federal funds.

Currently Available Funding

Homeless Housing, Assistance And Prevention (HHAP)- Round 2 (HHAP-2)

HHAP Round 2 is a \$300 million statewide grant that will provide support to local jurisdictions to continue to build on what has been developed through previous rounds of State funding (HEAP, HHAP) and to be used for similar purposes. The Oakland specific allocation is \$9.3 million.

Homeless Housing, Assistance And Prevention (HHAP)- Round 3 (HHAP-3)

HHAP-3 funds are a \$1 billion statewide grant that will provide support to local jurisdictions to continue efforts to end and prevent homelessness in their communities. Eligible categories are similar to HHAP-1 and HHAP-2 to allow for continuity of existing programs and services. Oakland’s full allocation of HHAP 3 funding is \$ 24,066,822.52. The funds are being disbursed in two parts.

**BASELINE STATE HHAP FUNDING AVAILABLE OR PROJECTED AVAILABLE FOR THE
 CITY OF OAKLAND AS OF 12/1/2021**

Source	Admin	Youth Set Aside	General Program	Total	Grant term	Encumbrance/Spending Deadlines
HHAP-1 *(most fully expended by FY 21-22)		\$945,000		\$945,000	May 2020 - June 2025	50% encumbered on or before May 31st, 2023.
HHAP-2		\$744,925	\$7,914,833	\$8,659,758	October 2021 - June 2026	50% encumbered on or before May 31st, 2023.
HHAP-3		\$2,406,682	\$19,975,462	\$24,066,822	TBD	Spending deadline June 2026
HHAP-4**	\$1,684,678	\$2,406,682	\$19,975,462	\$24,066,822	TBD	Spending deadline June 2027
Totals	\$1,684,678	\$6,503,289	\$47,865,757	\$56,053,724		

* HSD is on track to meet the state's encumbrance and spending deadlines for HHAP-1. All HHAP 1 funds are committed for FY 21-22 with the exception of capital funds for Henry Robinson and Covenant House which require time extensions and will be brought to council for that approval in February 2022. Available youth funding is recommended for expenditure for Guaranteed Income in the companion report.

**Proposed for FY 22-23 State budget. Not passed by State legislature yet.

HHAP Round 3 funding, and presumably Round 4 as well, requires the submission of a funding plan compliant with the state regulations and aligned with the performance metrics used currently by federal HUD funding. The plan needs to identify metrics and outcomes that if met by June 2024 will unlock bonus funding from the state for Oakland. System-wide metrics required by the state are as follows.

- Reducing the number of persons experiencing homelessness.
- Reducing the number of persons who become homeless for the first time.
- Increasing the number of people exiting homelessness into permanent housing.
- Reducing the length of time persons remain homeless.
- Reducing the number of persons who return to homelessness after exiting homelessness to permanent housing.
- Increasing successful placements from street outreach.

In order to maximize Oakland's chances of qualifying for bonus funds, wherever possible HHAP funds should be targeted to interventions that will have the greatest impact on these performance measures.

Alameda County has its own HHAP allocation and is developing a plan, Home Together, based on an update of the Racial Equity Systems Modeling report issued last year. The goal is to have alignment between the City's plan and submission to the state and the County's plan so that the investments are mutually reinforcing and leading to better shared outcomes and ultimately bonus funding.

CURRENT AND FUTURE FUNDING RECOMMENDATIONS

Immediate Funding Recommendation

Use immediately available HHAP 2 and 3 funding to provide \$10 million to create a minimum of 50 extremely low income units of permanent housing for homeless households leveraging currently available Homekey funds. This recommendation is aligned with investing in strategies leading to permanent housing outcomes. The proposed resolution will allow HCD to add these funds to their Homekey process and support specific projects that will be coming to City Council on December 21, 2021.

Recommendations for FY 21-22

State HHAP Category	City Interventions Funded	HHAP funding year	Amount proposed for FY 21-22
Operating Subsidies	50 units of deeply affordable housing under HomeKey	HHAP-2/3	\$10,000,000

A companion report to this recommendation will also propose a resolution recommending using Transition Age Youth Set Aside funds to launch a Youth Guaranteed Income Pilot starting in January 2022. Details of this recommendation can be found in the accompanying report presented at Life Enrichment on December 13, 2021.

Funding Recommendations for January -- June 2022 and FY 22-23

Funding priorities for 2022, FY 22-23 and beyond:

- *Preserve existing beds/spaces currently funded with one time funds-* The City of Oakland is currently funding 541 interim beds and 147 parking spaces (serving approximately 294 people) with one time funds. The cost to maintain these beds/spaces is approximately \$14 million in FY 22-23 and \$14.3 million in FY 22-23.
- *Preserve hygiene sites currently funded with one time funds-* This recommendation preserves approximately 40 of the curbside hygiene sites and 32 shower sessions per week. Sustaining this baseline of services will cost \$2.3 million in FY 22-23 and \$2.45 million in FY 23-24. (note: in FY 21-22 the City Council authorized additional one time

funds to augment this baseline and increase hygiene services. The City currently provides hygiene services at 60 sites and will continue to increase as provider capacity allows.)

- *Increase Exit Funding for Existing Beds*- There is \$1.7M available now to invest in exit resources that could help people move more quickly out of the interim beds (cabins, pallet shelters, RV sites) and thus serve additional people over the course of a year without adding beds. Currently, programs that have more investments in services and exit resources see higher rates of exits to permanent housing. Staff recommends investing in both light touch resources to help households quickly return to housing and in deeper subsidies and supportive services with a workforce focus to assist households exiting interim housing to increase income and sustain permanent housing.

Attachment A outlines some options for expanded exit resources to enhance interim bed exits

Attachment B outlines options for new interim sites with location and estimated costs.

Attachment C provides other options raised by City Council for investments

Attachment D provides an overview of all homelessness funding in City's adopted budget for the Human Services Department

Staff also recommends that Council align any additional funding decisions for State funds and any other funding with the framework discussed above.

The chart below shows staff recommendations for HHAP funds: 1) Homekey subsidies at \$10 million; 2) cost of preserving all interim beds for FY 22-23; and, 3) balance available by category and year for programming. using HHAP funding

CURRENT AND FUTURE FUNDING RECOMMENDATION					
	FY 21-22			FY 22-23	FY 23-24
	HHAP-1 (youth)	HHAP-2	HHAP-3	HHAP-3	HHAP-4
Grant Dollars for Program	\$945,000	\$8,659,758	\$4,813,365	\$17,568,780	\$22,382,144
Youth Guaranteed Income	\$945,000	\$744,925			
HomeKey Operating Support		\$7,914,833	\$2,085,167		
Preserve Existing Interim Beds (Adults)				\$13,668,000	\$13,936,000
Preserve Existing Interim Beds-(TAY)				\$388,292	\$395,905
Preserve Existing Hygiene Interventions				\$2,295,000	\$2,457,000
LM Lodge*					
Total Program Recommendations	\$945,000	\$8,659,758	\$2,085,167	\$16,351,292	\$16,788,905
Youth Unprogrammed			\$962,673	\$1,055,717	\$2,010,777
General Unprogrammed	\$0	\$0	\$1,765,525	\$161,771	\$3,582,462
Total Unprogrammed	\$0	\$0	\$2,728,198	\$1,217,488	\$5,593,239

**Lake Merritt Lodge* is currently funded under the Federal Emergency Management Administration through March 31, 2021. The building provides 92 units of housing, serving an estimated 115 individuals, who were formerly unsheltered and are Covid vulnerable due to age and/or medical conditions. HSD was allocated \$2 million in Measure W to support client exits when FEMA funds expired. Those funds remain in reserve until such time as the building's disposition under Homekey or otherwise is known. At the current lease rate of \$140/night with services the total cost of the building annually exceeds \$6 million. It will be imperative to provide a 4-6-month lead time if the building must close.

Additional Funding Opportunities

The opportunity to make this bold vision of reducing unsheltered homelessness by 75% a reality lies in taking advantage of the current unparalleled funding environment in which new county,

state and federal funds are available. Smartly and strategically blending and integrating funding from multiple sectors from housing to healthcare and from multiple sources from private to public will be essential to achieving the goal.

In addition to the HHAP 2,3, and 4 allocations, the State of CA, has also released or is expected to release several other funding opportunities over the next six months. These include:

HHAP Bonus Funds

As stated above, as part of applying for and receiving the HHAP-3 and HHAP-4 funding, jurisdictions must set systemwide goals that align with Federal and State performance measures. Jurisdictions that meet their goals by June 2024 are eligible for additional “bonus” funds in the fall of 2024. HHAP investments in projects that enhance these outcomes – reducing returns to homelessness, exits to permanent housing – should be prioritized.

Encampment Resolution Grants

City Administrator’s Office and HSD are working with Townsend Associates to submit an application for this fund by the December 31, 2021 deadline. It requires focus on one specific site and can be used to open an additional interim site, and invest in the exit strategies like short term subsidies and employment support.

Family Homeless Challenge Grants

- Upcoming competitive funding opportunity from the State
- RFP not released yet
- Focus on new or enhanced solutions targeted towards ending family homelessness

Additional potential funding sources are listed in **Attachment E** and will be explored by staff.

FISCAL IMPACT

Approval of the resolution authorizes the City Administrator to accept and appropriate funds from HHAP 2 and HHAP 3. These funds will be appropriated in State Fund (2159), Community Housing Organization (78411), Projects (TBD), Fostering Safe and Healthy Communities Program (SC22). It also authorizes the City Administrator to utilize \$10,000,000 of State HHAP funding for HomeKey operating reserves (specific projects TBD).

Use	Organization	Account	Project	Source	Amount
Homekey Operating Subsidies	78411 Community Homelessness Services	54912 Third Party Contract	TBD	HHAP-2/ HHAP 3	\$10,000,000

PUBLIC OUTREACH / INTEREST

This report did not require public outreach other than the posting of this report on the City’s website. The City of Oakland participates in the planning processes of the Alameda County Everyone Home Continuum of Care which includes public and non-profit leadership from throughout Alameda County and member cities. Everyone Home also has strong participation from those with lived experience. Overall planning and alignment on the homeless system is developed through this process and informs the recommendations here. This report was also presented to and adopted by the City’s Homelessness Commission on 12/8/21.

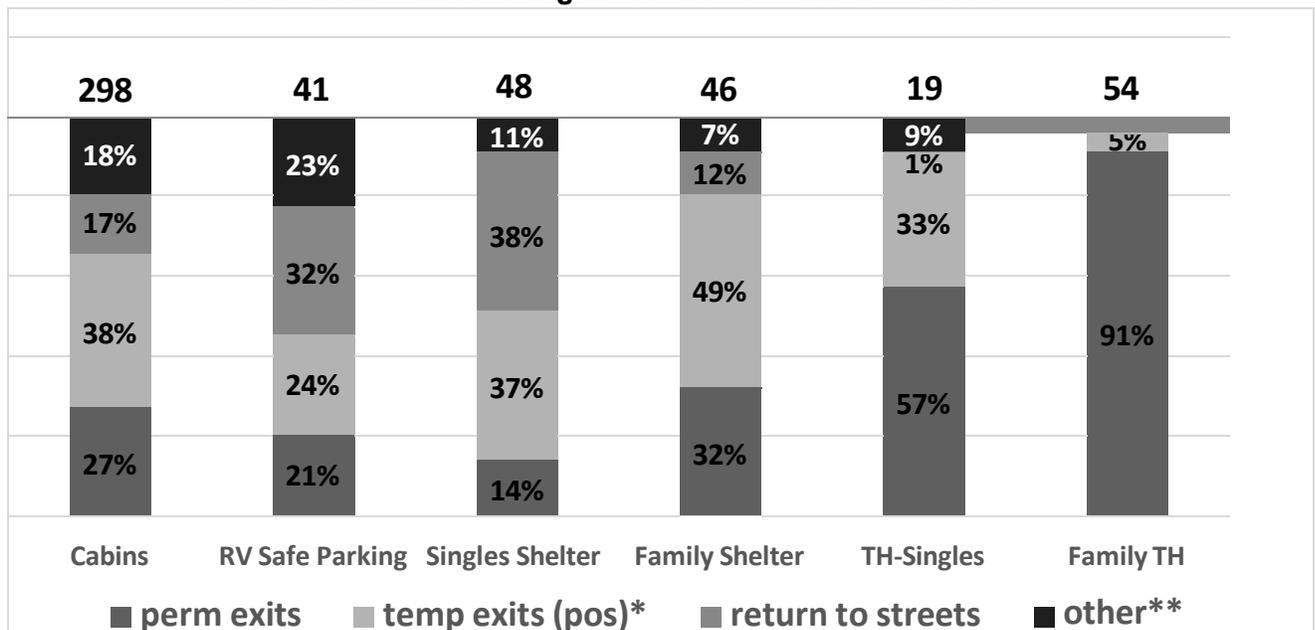
COORDINATION

Coordination has occurred between the Human Services Department (HSD), Office of the City Attorney and Budget Bureau in the preparation of this report and resolution.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Staff recommend that HHAP funds be used to sustain and improve exits from interim housing interventions. Outcomes for interim interventions, by intervention type are below.

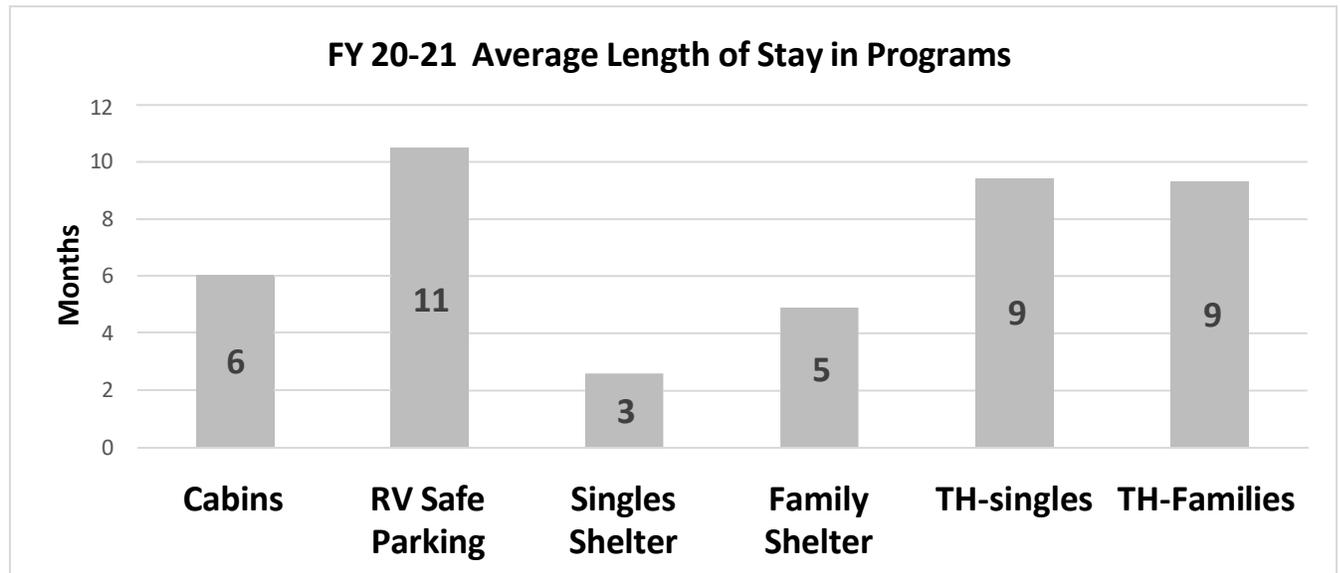
FY 20-21 Interim Housing Interventions – Exit Destinations



**positive temporary exits* include all temporary housing locations except place not meant for human habitation, exits to a hospital, and exits to jail. Examples of positive temporary exits include transitional housing programs and staying with friends/ family.

** *other* includes exit destinations that are unknown, or data was not collected

The average length of stay for each program type is in the chart below.



SUSTAINABLE OPPORTUNITIES

Economic: All funds identified in this report are for the purpose of providing housing and services to the homeless to eliminate and prevent homelessness. Such outcomes are achieved through rapid rehousing assistance, homelessness prevention, transitional housing, shelter services, homeless encampment services, outreach and the like.

Environmental: The provision of housing for at-risk and homeless persons is intended to address the environmental degradation caused by homeless families and individuals precariously housed or living on the streets.

Race & Equity: In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. Ending homelessness in Oakland must be defined by what works for African Americans first and foremost in order to reduce the racial disparities. These drivers of homelessness include:

- Structural racism
- Insufficient controls on the rental housing market that create vulnerability and housing instability for tenants

-
- Insufficient housing units that are affordable to households with the lowest incomes, including particularly those whose incomes are below 20 percent of Area Median Income (AMI)
 - Systematic barriers that often prevent residents who are returning home from incarceration from living with family members and/or accessing both public and private rental housing and employment opportunities

In FY 20-21, 68% of people served across Oakland's entire system of homeless services were African American. One of the goals of Oakland's Permanent Access to Housing (PATH) Plan is to eliminate racial disparities in the rates at which people experience homelessness, and in exits to stable housing. The City is working towards this goal in a number of ways:

- The City utilizes data from the Homeless Management Information System (HMIS) to track client demographics and outcomes and is able to disaggregate outcome data by race.
- The City is working with a consulting team to support the development of healthy, sustainable community-based organizations that are able to successfully bid, receive, and execute contracts from the City and other government agencies. The goals of the project are to:
 - Expand contracts to a larger number and percentage of provider organizations led by, and specifically serving, communities that have been underrepresented or poorly served;
 - Expand contracts to more programs located in, or deeply connected to, areas with significant populations of targeted racial or ethnic groups.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt a Resolution:

1. Accepting And Appropriating Round 2 Homeless Housing, Assistance, And Prevention Program ("HHAP 2") Grant Funds In An Amount Not To Exceed Nine Million, Three Hundred Eleven Thousand, Five Hundred Sixty-Eight Dollars (\$9,311,568) Awarded To The City Of Oakland For The Provision Of Emergency Homeless Interventions;
2. Authorizing The City Administrator To Take All Steps Necessary To Apply For And Receive Round 3 Homeless Housing, Assistance, And Prevention Program ("HHAP 3") Grant Funds Allocated To The City Of Oakland;
3. Accepting And Appropriating HHAP 3 Grant Funds In The Amount Of Twenty-Four Million, Sixty-Six Thousand, Eight Hundred Twenty-Two Dollars And Fifty-Two Cents (\$24,066,822.52) Allocated To The City Of Oakland For The Provision Of Emergency Homeless Interventions; And
4. Allocating Up To Ten Million Dollars (\$10,000,000) Of HHAP Grant Funds To Provide Long-Term Operating Funds For Homekey Program Extremely Low Income Permanent Housing Sites

For questions regarding this report, please contact Lara Tannenbaum, Community Homelessness Services Manager, at 238-6187.

Respectfully submitted,



SARA BEDFORD, Director
Human Services Department

Prepared by: Lara Tannenbaum, Manager,
Community Homelessness Services

Attachments (5):

Attachment A: options for expanded exit resources

Attachment B: options for new interim sites

Attachment C: provides other options raised by City Council for investments

Attachment D: HSD homelessness funding overview

Attachment E: other potential funding opportunities

Attachment A- Additional options for funding consideration

<u>Option</u>	<u>Costs</u>	<u>numbers served</u>	<u>Notes</u>
Exit Resources - General			
Exit Resources for households to get help with housing problem solving and light touch financial assistance (approx \$4500/household)	\$900,000	200 ppl	This type of intervention is supported by both the PATH Framework modeling and the Alameda County Racial Equity systems modeling
Exit Resources- Workforce focus			
Exit resources focusing on people exiting interim sites (cabins, shelter, RV sites) who are ready, willing and able to work. Partial subsidies and services (housing navigation, workforce) for 40 participants for 1 year	\$1.4M	40 ppl	

Attachment B - Possible Interim Intervention Sites

<u>Site</u>	<u>Use</u>	<u>Considerations - pros/cons</u>	<u>Approx Site set up costs - one time</u>	<u>Approx provider costs- annual</u>
796 66 th Avenue (D7)	Safe RV Parking - up to 150 RVs. Could also hold RV site and Cabin/Interim structure site	pros: large lot - could accommodate both RV's and cabins, close to public transit and amenities, city owned - no end date	\$1.2 M site prep for 150 RV site	approx \$2.7 million for 150 RV site*
Wood St - north half (D3)	TBD-possible cabins/interim structures- up to 120 single units	pros: already paying for the site, some site prep already complete; cons: not sure if lease will be extended past Nov 2022 cons: lease ends Nov 2022 and need to negotiate extension if new intervention is proposed	TBD	Approximately \$850,000 per each 40 person site;
BART lots - 40th/MLK (D1)	23 cabins/interim structures	pros: good location-close to public transit and amenities; cons: small site - not as much economy of scale. BART Board must authorize. Site will be developed in approx 5 years	TBD	\$600,000

Attachment B - Possible Interim Intervention Sites

<u>Site</u>	<u>Use</u>	<u>Considerations - pros/cons</u>	<u>Approx Site set up costs - one time</u>	<u>Approx provider costs- annual</u>
Wake Ave (Oakland Army Base - North Gateway Area) (D3)	RV Safe Parking. Can scale up in increments of 100 RVs	pros: large space, can accommodate many people cons: far away from services and amenities, requires state toxic remediation process (DTSC) of up to 12 months, expensive site prep, site only available through approx 2024	\$1.8M; additional \$400k per 100 RVs;	estimate \$1.8 million per first 100 RV's served.* May be some reduced costs for additional increments of 100 Rvs.
City owned Lot next to Home Depot parking lot (D1)	Safe RV Parking	need to confirm city timeline for 42nd ave construction- site availability. Site is small and would likely need private lot to reach an economy of scale	TBD	TBD
Under 880 freeway at High st. (D5)	Safe RV Parking for up to 100 RVs	pros: large space, paved, fenced; cons: completely under freeway - unpleasant for people to live with that level of noise and lack of light; historically CalTrans will not allow programming directly under freeway		estimate \$1.8 million for 100 RV's served.*

Attachment B - Possible Interim Intervention Sites

<u>Site</u>	<u>Use</u>	<u>Considerations - pros/cons</u>	<u>Approx Site set up costs - one time</u>	<u>Approx provider costs- annual</u>
Lau Family Program - Motel 6- 8480 Edes Ave (D7)	130 units Transitional Housing and short term exit resources	pros: no one time capital costs, brick and mortar building offers more stability for participants; higher level of supportive services provided compared with RV Safe parking model; cons: proposed budget is \$100/bednight which is significantly higher than other TH program which average around \$75/bednight		\$4,784,918

*Estimating \$18,000/year per RV based on current RV Safe Parking sites. True costs could vary depending on location, economies of scale, specific security issues, etc.

Attachment C- Additional options for funding consideration

Option	Costs	numbers served	Notes
Exit Resources - General			
Exit Resources for households to get help with housing problem solving and light touch financial assistance (approx \$4500/household)	\$900,000	200 ppl	This type of intervention is supported by both the PATH Framework modeling and the Alameda County Racial Equity systems modeling
Workforce programming			
Exit resources focusing on people exiting interim sites (cabins, shelter, RV sites) who are ready, willing and able to work. Partial subsidies and services (housing navigation, workforce) for 40 participants for 1 year	\$1.4M	40 ppl	
Continue workforce model of paid internships with homeless service providers leading to employment in the homeless services field	\$250,000	30 participants / year	DST currently implementing this model. Funding ends in February.
Plumbing Existing Sites-showers and toilets			
Mandela North/South	\$400,000	76 ppl	
Northgate	\$265,000	40 ppls	
Miller	\$175,000	40 ppls	
71st Ave RV Safe Parking	\$356,254	45 RVs, approx 90 ppl	
E 12th st- LakeView Village, UPP rising	\$500,000	81 ppl	
3rd/peralta	\$75,000	40 ppls	
total 6 sites	\$1,771,254		
RV Dump Station(s)			
	costs per site: \$100,000 site set up. \$100,000/year operations		Assumes construction of these sites can fall under emergency shelter crisis ordinance. If not- site set up costs will be much higher and will take much longer.
Outside Evaluation of homeless services strategies	\$300,000		
Racial Equity/Anti Racist training for homeless services staff/leadership	\$200,000		
Lake Merrit Lodge			
on going operations	\$6.8M/year		assume could be slightly less if able to negotiate lower rate with building owner
exit strategies	\$2.2M		currently funded with one time Measure W funds

Attachment D

Human Services Homeless Budget in FY 2021-22				
Human Services- org 78411				
Funding Source	Planned Uses	Budgeted Amount for 21-22	One Time/On going	Expiration Date
City of Oakland Funds- Flexible uses				
Measure Q (fund 2244)	Street Outreach, Employment Programs, Henry/Holland ongoing funding, Oakland PATH Rehousing Initiative (OPRI) Services, Motel Vouchers, and Hope Housing Lease.	\$5.89M	On going	N/A
Community Housing Expenditures in GPF (fund 1010 – Maintenance of effort)	Street Outreach, Svc in permanent housing, match for federal grants, Homeless Services Staff	\$1.8M	On going	N/A
Federal HUD Funds- Restricted uses				
Community Development Block Grants -CDBG (fund 2108)	Homeless Services Staff, Shelter Services	\$1.14M	On going	6/30/22
Continuum of Care Grants -COC (fund 2103)	Rapid Rehousing, Transitional Housing and Supportive Services	\$5.4M	On going	Various within FY 21-22
Emergency Solutions Grants- ESG (fund 2103)	Rapid Rehousing, Street Outreach, Shelter	\$0.66M	On going	6/30/23
Housing Opportunities for Persons with AIDS- HOPWA (fund 2103)	Housing Assistance for low income persons living with HIV/AIDS.	\$3.09M	On going	6/30/24
Alameda County Funds- Restricted uses				
County Grants (fund 2160)	Winter Shelter	\$0.13M	On going	6/30/22
County Grants (fund 2160)	Housing Fast Support Network -Transitional Housing	\$0.35M	On going	6/30/22
CA State Funds- Flexible uses				

State COVID (carryforward)		\$.4M	One-Time	6/30/22
Homeless Housing Assistance Program- Round 1 (carryforward)	Sustaining Current Interventions: Shelter, Cabins, RV Safe Parking, Workforce, Capacity Building	Approx. \$8M	One Time	6/30/24
Oakland Housing Authority Funds- Restricted uses				
Oakland Path Rehousing Initiative (OPRI)	Housing placement, subsidies, and supportive services	\$3.08M	On Going	6/30/22
Transitional Housing (TH) Operations - OHA	Transitional Housing Operations funding	\$0.55M	On Going	6/30/22
ESG CARES Act Including Carry Forward (fund 2103)	Street Outreach, Emergency Shelter, Rapid Rehousing, Prevention	\$19.36M	One Time	9/30/22

Appendix E: Upcoming State Funding Opportunities To Be Explored

Source	Budget Available	Notes
Encampment Resolution Grants	\$50M statewide	Presents an opportunity to partner with surrounding cities or Alameda County
Affordable Housing Backlog Fund	\$1.74B statewide	Fund to alleviate backlog in “shovel ready” affordable housing projects that were unable to secure LIHTCs.
Preservation/Acquisition Fund	\$300M statewide	
Cal-OES Youth Emergency Services and Youth Housing Programs	\$50M statewide	Best suited for acquisition/preservation
Community Care Expansion	\$805M statewide	To support the acquisition and rehabilitation of residential settings for seniors and adults with disabilities
Dept of Social Services – CalWorks – Housing Support Program	\$380M over two years	This allocation is over and above the \$90M annual allocation to this program to prevent family homelessness. This funding will be passed through to Alameda County Dept. of Social Services. It has typically been used for RRH.
Family Homelessness Challenge Grants	\$40M statewide	
TOTALS	\$3.33B	This is an enormous infusion of one-time State resources that Oakland should aggressively pursue, particularly to increase permanent housing and homelessness prevention options.



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Informational Report – Progress
Identifying Sites For Homeless
Interventions

DATE: April 22, 2021

City Administrator Approval 

Date: Apr 22, 2021

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report From The Human Services Department On Progress Towards Identifying Sites In Each Council District For Homeless Interventions Including Specific Types Of Structures And Models For Services.

EXECUTIVE SUMMARY

This report provides information requested at the March 22, 2021 Life Enrichment Committee (LEC) meeting to return to the City Council with an update on identifying land in each Council District for a homeless intervention.

BACKGROUND / LEGISLATIVE HISTORY

On March 22, 2021, the LEC received a [Homeless Services Report](#) from the Human Services Department which identified potential uses for public lands to address homelessness and outlined a variety of service models. The report included a list of all City-owned vacant sites of significant size, sorted by Council District, excluding parks and open spaces. It also included a list of non-City owned sites. Staff sought direction from City Council on which City-owned or privately owned sites to prioritize for interventions in each Council District. The report also identifies unexpended funds totally about \$3.9 million that could be used for implementation of such sites.

Staff was also requested to return to the City Council meeting on May 4, 2021 with enabling legislation identifying costs, providers and sites to implement such interventions. While every Council District is actively exploring their options, no single District is yet ready for defined implementing legislation and will require staff to return as specifics are defined in each District.

ANALYSIS AND POLICY ALTERNATIVES

Discussions with Councilmembers are ongoing to identify available land in their Districts. Initial results are as follows:

District 1: Councilmember Kalb has identified three potential properties in District 1, both City-owned and belonging to other jurisdictions. All three properties require additional exploration with other City departments or with other jurisdictions, and this work has begun. The Councilmember has expressed an interest in both quick interim interventions and permanent, deeply affordable development. This District is home to the recently acquired Clifton Hall, supporting family shelter and 42 permanent housing units for homeless seniors.

District 2: Councilmember Bas has identified several possible sites in her district and would like to create a co-governed site. She and her staff have identified the population of focus, a possible service provider and a possible vendor for the living accommodations. Work has begun to draw plans and estimate costs of site infrastructure. The preferred site has some time constraints that require more time. District 2 was the home to the recently closed Lake Merritt community cabin site.

District 3: Councilmember Fife provided staff with a list of sites in her district which the Real Estate Division of the Economic and Workforce Development Department (EWD) has reviewed and provided detailed feedback on each site. Initial efforts are focused on standing-up interventions on the leased Wood Street site. District 3 is home to the Mandela Cabin site and RV parking, the Northgate Cabin Site, St. Vincent de Paul shelter, and the new Federal Emergency Management Agency (FEMA) project, Lake Merritt Lodge. In addition, the Holland/Henry transitional housing projects are located in this District.

District 4: Councilmember Thao has limited public land in her District that is not already in use and that is near services and public transit. She is looking at privately owned sites and is interested in exploring some of the hotels on the MacArthur corridor in her district as possible temporary or permanent housing sites. The EWD Real Estate Division will be able to provide analysis of hotel options. The Councilmember is committed to identifying a site despite specific parcel limitations.

District 5: Councilmember Gallo would like to have a new intervention in his District that is managed by a nonprofit agency. He is working with staff to identify the best location, program model, and, ideally, to identify a District 5 provider to manage the site. A tour of locations is planned for the week of April 26th, 2021 and conversations with providers are being initiated. District 5 is home to the Miller Cabins, and High Street RV parking.

District 6: Councilmember Taylor has identified a possible site for a Safe RV parking intervention. District 6 is home to the Matilda Cleveland transitional housing program for families and borders the 71st Ave RV Safe parking site which is in District 7.

District 7: Councilmember Reid is interested in possibly using a City surplus property site to develop with modular permanent housing for families. District 7 has the Homebase site with three homeless interventions (YSA Tiny Homes, HomeBase trailers, Covenant House shelter),

the Crossroads Shelter, the 71st Ave Safe RV Parking site, and is home to the County's COVID Roomkey hotels, at least one of which will be converted to a Permanent Supportive Housing site.

Staff will return with implementing legislation as specific sites and providers are identified by each District.

FISCAL IMPACT

This item is for informational purposes only and does not have a direct fiscal impact or cost. It should be noted that staff identified \$3.9 million available in unexpended funds (closed or delayed projects in fiscal year 2020-21) that are available for these projects. However, additional funds will likely be needed to reach the goal of a new project in every Council District. All funding is one-time and so important decisions regarding funding will need to be made regarding all emergency interventions in the next 12-18 months.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures.

COORDINATION

Coordination has occurred between the Human Services Department (HSD), City Administrator's Homelessness Administrator, Economic and Workforce Development Department, Housing, and Community Development Department, City Attorney's Office, and City Council offices.

SUSTAINABLE OPPORTUNITIES

Economic: Items discussed in this report are for the purpose of providing housing and services to prevent, address and end homelessness.

Environmental: The provision of housing and services for homeless persons is intended to address the environmental degradation caused by homeless families and individuals precariously housed or living on the streets.

Race & Equity: In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. According to the 2019 Point In Time count for Oakland, 70 percent of the population experiencing homelessness in Oakland identifies as Black or African American; however this demographic is

Edward D, Reiskin, City Administrator

Subject: Informational Report – Progress Identifying Sites For Homeless Interventions

Date: April 22, 2021

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only 24 percent of the general population. Ending homelessness in Oakland must be defined by what works for African Americans first and foremost in order to reduce the racial disparities.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report From The Human Services Department On Progress Towards Identifying Sites In Each Council District For Homeless Interventions Including Specific Types Of Structures And Models For Services, As Requested At The March 22 2021 Life Enrichment Committee (LEC) Meeting.

For questions regarding this report, please contact Lara Tannenbaum, Manager, Community Housing Services Division, at 510-238-6187.

Respectfully submitted,

A handwritten signature in blue ink that reads "Sara Bedford". The signature is written over a horizontal line.

SARA BEDFORD

Director, Human Services Department

Prepared by: Lara Tannenbaum, Manager
Community Homelessness Services



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: New Homeless Interventions by
Council District

DATE: May 24, 2021

City Administrator Approval

Date: May 26, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

(1) Authorizing The City Administrator To Implement The Following Actions:

- a) **Waive The Competitive Bidding Process And Negotiate And Execute An As-Needed Construction Contract With Sustainable Urban Neighborhoods In An Amount Up To \$2 Million For Site Preparation Work At City Of Oakland Owned And/Or Leased Parcels The City Designates For Homeless Intervention Programs For A Term Of June 1, 2021 Through June 30, 2022;**
- b) **Waive The Competitive Request For Proposal (RFP) Process And Enter Into A Professional Services Agreement With Tiny Logic, LLC, In An Amount Up To \$350,000 For The Support And Management Of A Co-Governed Interim Intervention, Location To Be Determined, For A Term Of March 1, 2021 Through June 30, 2022;**
- c) **Enter Into A Professional Services Agreement With A Provider Selected Through A Request For Quotations (RFQ) Process, Building Opportunities For Self Sufficiency (BOSS), For The Operation Of A Safe Recreational Vehicle (RV) Parking Site At The City-Leased Property At 2201 And 2601 Wood Street In An Amount Up To \$1.2 Million For A Term Of July 1, 2021 Through June 30, 2022;**
- d) **Enter Into A Grant Agreement With Housing Consortium Of The East Bay (HCEB) In An Amount Up To \$1.5 Million For Services And Operation Of An Interim Housing Site At The City Owned Parcel On East 12th St And 2nd Avenue For A Grant Term Of July 1, 2021 Through June 30, 2022;**
- e) **Continue Work On License And/Or Lease Agreements, As Appropriate, To Establish Sites, As Identified Here In, For Homeless Intervention Programs;**
- f) **Continue Negotiations With Providers To Operate Homeless Intervention Programs On The Sites Identified Herein; And**

(2) Directing The City Administration To:

City Council
June 1, 2021

- 1. Work With The Council To Strongly Pursue Funding To Develop Sites For Homeless Intervention Efforts, Including With County, State, And Federal Partners, And For Funding For Fiscal Year 2021-2022, The Second - Fiscal Year 2022-2023 And Beyond For Existing Sites And New Sites Identified; And**
- 2. To Review And Report Back To Council With Action To Regulate And Permit Recreational Vehicle (RV) Parks In Oakland, With Specific Requirements;**
- 3. Bring Forward Any Other Sites That Staff Wish To Recommend For Council Consideration With Suggested Homelessness Intervention Solutions For Such Sites; And,**
- 4. Report Back To Council On Costing, Options, And Needs To Open Sliding Scale Recreational Vehicle Or Vehicle Campgrounds With Sanitation.**

EXECUTIVE SUMMARY

The proposed legislation authorizes several agreements with providers to operate interim homelessness interventions on City owned or leased sites. In addition, it states that staff will continue to work on developing interventions at several other sites around the City.

BACKGROUND / LEGISLATIVE HISTORY

On March 22, 2021, the Life Enrichment Committee received a Homeless Services Report which identified potential uses for public lands to address homelessness and outlined a variety of service models. The report included a list of all City-owned vacant sites of significant size, sorted by Council District, excluding parks and open spaces. It also included a list of non-City owned sites. Staff sought direction from City Council on which City-owned or privately owned sites to prioritize for interventions in each Council District. The report also identifies unexpended funds totaling about \$3.9 million that could be used for implementation of such sites.

At the May 4, 2021 City Council meeting, staff presented an informational report outlining the status of possible sites within each Council District which could be used for a homeless intervention. Staff were asked to return to the June 1st, 2021 City Council meeting with enabling legislation identifying costs, providers and sites to implement such interventions.

Every Council District has identified at least one potential site to be used for a homeless intervention. Staff is working with Council to fully vet each proposed site. Several sites are ready for implementing legislation. Staff will continue to return to the City Council as additional specifics are defined in each district and as additional funding is identified for implementation.

ANALYSIS AND POLICY ALTERNATIVES

The proposed legislation authorizes grant agreements, professional services agreements and license agreements for those sites and interventions which are ready to move forward at this time. There are three interventions ready to move forward. These include:

- District 2: Staff is working with Council President Fortunato Bas to stand-up an interim homelessness intervention on a City-owned parcel at east 12th Street and 2nd Avenue. The use of this site is subject to the rights of developers under the Disposition and Development Agreement (DDA). The site would serve up to 60 individuals using pallet shelters as the sheltering structure. The proposed legislation authorizes a grant agreement and a license agreement to Housing Consortium of the East Bay (HCEB) to use the site and operate the program
- District 3: The proposed legislation authorizes a professional services agreement and a license agreement to Building Opportunities for Self Sufficiency (BOSS) use the site and operate the program.
- The proposed legislation authorizes a grant agreement with Tiny Logic, LLC for the support and management of a City-designated co-governed interim intervention at a location to be determined.

In addition, the proposed legislation authorizes a construction contract with Sustainable Urban Neighborhoods to provide site preparation services (grading, electrical, plumbing, fencing, lighting) to stand up the sites listed above.

The legislation also states that staff will continue to pursue additional options. Details per Council District are outlined below.

District 1: Councilmember Kalb has identified three Bay Area Rapid Transit (BART)-owned sites in District 1 and is meeting with the BART Board of Directors to discuss the use of the sites for an interim homelessness intervention.

District 2: As stated above, staff is working with Council President Fortunato Bas to stand-up an interim homelessness intervention on a City-owned parcel at East 12th Street and 2nd Avenue. The use of this site is subject to the rights of developers under the Disposition and Development Agreement (DDA) (Ordinance No. 13382 C.M.S.) . The site would serve up to 60 individuals using pallet shelters as the sheltering structure. The proposed legislation authorizes a grant agreement and a license agreement to HCEB use the site and operate the program.

District 3: As stated above, initial efforts remain focused on standing-up the Safe RV Parking intervention on the leased Wood St. site. The proposed legislation authorizes a professional services agreement and a license agreement with BOSS to use the site and operate the program. Staff will continue to work with the Council Office to plan for the use of the second half of that leased site on Wood St., as well as develop an interim homeless intervention on the Caltrans property at 3rd and Peralta Streets.

District 4: Staff is exploring some of the hotels on the MacArthur corridor in this district as possible permanent housing sites which could be acquired by affordable housing partners during the next round of HomeKey funds, expected this summer.

District 5: Staff are exploring several sites, both City-owned and privately owned, in this district. This work includes considering a proposal to use a City-owned parcel at East 12th Street and 23rd Avenue in partnership with Lao Family Community Development and to pursue a safe parking site on both City-owned and privately owned sites at 3801 and 4200 Alameda Avenue.

District 6: Councilmember Taylor identified a possible site for a Safe RV parking intervention. After assessing the site, staff feel that it is too small to be fiscally viable and that other possible RV Safe Parking sites currently being explored would provide greater economies of scale.

District 7: Staff are exploring the possibility of a grant agreement with Lao Family Community Development to provide shelter to 50 people in the Motel 6 on Edes Ave.

Staff will also continue to investigate options for managing RVs including the creation of RV camping sites and an RV permit process.

FISCAL IMPACT

Staff have identified \$3.9 million available in State Homeless Housing And Assistance Program (HHAP) funds, using unexpended funds due to closed or delayed projects in fiscal year (FY) 2020-21, that are available for these projects. These funds are needed to support the interventions listed above, including the 60-person site in District 2, the co-governed site, and the site preparation work. The \$3.9 million allocation will support the agreements with Sustainable Communities, HCEB, and Tiny Logic.

The Safe RV Parking program in District 3 will also be funded by HHAP funds but is not part of this \$3.9 million allocation. The City Council approved an overall homeless funding resolution on December 15, 2020 which identified the Wood Street RV site as a priority for HHAP funding in FY 2020-21 (Resolution No. 88452 C.M.S.). This action allows for the execution of an agreement with BOSS as the selected provider for this particular intervention.

All funding is one-time, therefore important decisions regarding funding will need to be made regarding all emergency interventions in the next 12-18 months.

While staff is continuing to pursue additional interventions in each district, additional funding will be needed to implement additional projects.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures.

COORDINATION

Coordination has occurred between the Human Services Department (HSD), City Administrator's Homelessness Administrator, Economic and Workforce Development Department, Housing and Community Development Department, City Attorney's Office, and City Council Offices.

SUSTAINABLE OPPORTUNITIES

Economic: Items discussed in this report are for the purpose of providing housing and services to prevent, address and end homelessness.

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Edward D. Reiskin, City Administrator
Subject: New Homeless Interventions by Council District
Date: May 24, 2021

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- d) Enter Into A Grant Agreement With Housing Consortium Of The East Bay (HCEB) In An Amount Up To \$1.5 Million For Services And Operation Of An Interim Housing Site At The City Owned Parcel On East 12th St And 2nd Avenue For A Grant Term Of July 1, 2021 Through June 30, 2022;
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For questions regarding this report, please contact Lara Tannenbaum, Manager, Community Housing Services Division, at 510-238-6187.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Prepared by:
Lara Tannenbaum, Manager Community
Homelessness Services

City Council
June 1, 2021

