

CITY OF OAKLAND



CITY HALL • 1 FRANK H. OGAWA PLAZA • OAKLAND, CALIFORNIA

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Date: April 26, 2021
To: Members of City Council and Members of the Public
From: Vice Mayor Rebecca Kaplan
Re: **City Auditor's Office Presentation Of Homeless Services Performance Audit**

Dear Colleagues on the City Council and Members of the Public,

Oakland is facing a severe homelessness and housing crisis, which has continued to worsen. According to the City Auditor's Performance Audit, in July 2019, Alameda County released its Homeless Point-in-Time count, indicating the number of homeless residents living in Oakland between 2015 and 2019, increased from 2,191 to 4,071, an increase of 86%. The lack of permanent affordable housing options and the limited emergency and temporary housing options were the main factors (79%) that led to people becoming unsheltered. This crisis has been further exacerbated in the time since that report.

There is also a fiscal impact to not properly addressing the rising numbers of unsheltered people in our City. The City Auditor found that in Fiscal Years 2018-19 and 2019-20, Oakland incurred roughly \$12.6 million in costs associated with encampment activities. Most of these costs were unbudgeted and resulted in the City redirecting staff and resources to the encampment activities from other city services, and did not involve solving the homelessness of the people impacted.

The City of Oakland must implement programs and policies that address the housing and homelessness crises in our City. Over the last few years, the City Council has passed actions to address many of the challenges we face in providing deeply affordable housing, providing temporary housing, and providing clean and sanitary spaces on private and public lands for people. Many of these Council directives have not been implemented, or only partially implemented by the Administration. As we work now to strengthen the efforts to remedy homelessness and respond to the issues raised in the Homeless Audit, it is important to identify examples where policy direction has been given and to help ensure it is fully implemented.

Prior City Council Action on Housing and Homelessness:

Table 1 lists many of past actions that City Council has taken to address the housing and homelessness crises. Some of these items were directives to the Administration on a specific program and informational reports to learn more about the implementation of those programs.

Date	Action	File #
4/17/2018	<p>Adopt A Resolution Encouraging The Private Development Of Expanded Housing Options, Including For Non-Profits, Faith-Based Organizations, Private Property Owners, And Service Providers Working On Private Land, To Provide Housing And Sanitary Facilities For The Homeless Through Strategies Including "Small Homes," Shipping Container Conversion Homes, Recreational Vehicles, Unattached Trailers, Restroom Structures, And Other Options To Provide Dignity, Privacy, And Disease Control</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=3461300&GUID=721740F1-C88A-483E-8385-CFD766C5CDAC&Options=ID Text Attachments &Search=18-0193</p>	18-0193
4/24/2018	<p>Receive An Informational Report On 1) Status Of The Previously Council Approved Allowance For Public Sites To Be Used With Community Based Organizations Providing Support For The Homeless, Including "The Village"; 2) Status Of Implementation, And Information About Any Roadblocks; 3) Status Of Implementation Of Sanitation And Trash Removal For Homeless Encampments; 4) And Options For Council Action To Resolve Any Unresolved Issues</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=3461208&GUID=C27A02CF-87BC-4DAC-82AA-7361F590A2A5&Options=ID%7CText%7C&Search=homeless</p>	18-0117
10/23/2018	<p>Approve A Report And Recommendation From The Administration Responding To Reso No 87129 And A New Location For "The Village"</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=3698666&GUID=AD4184CE-CED9-4DEE-9EE0-FB7D8175F723&Options=ID%7CText%7C&Search=homeless</p>	18-0924
3/21/2019	<p>Receive An Informational Report From The City Administrator On The Status Of Implementation Of Homelessness Solutions Approved By The City Council In Resolution No. 87129 C.M.S. Encouraging The Private Development Of Expanded Housing Options, Including For Non-Profits, Faith-Based Organizations, Private Property Owners, And Service Providers Working On Private Land, To Provide Housing And Sanitary Facilities For The Homeless</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=3856998&GUID=F002F8B6-D3CB-4DF9-BF6C-98AB69D7DECA&Options=ID%7CText%7C&Search=homeless</p>	18-1317
2/18/2020	<p>Adopt An Ordinance Amending Oakland's Homeless Commission Ordinance, Codified In Oakland Municipal Code Section 4.56.060, Established Pursuant To Measure W, The Vacant Property Tax Measure Passed By Voters In 2018, To Add Additional Oversight And Responsibilities Commission On Homelessness</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4309164&GUID=96A859BD-A646-49FF-B1A1-65E1BF028276&Options=ID%7CText%7C&Search=homeless</p>	18-2517
2/25/2020	<p>Receive An Oral Report On Implementation Of The Resolution No. 87129 C.M.S., Encouraging The Private Development Of Expanded Housing Options, Including For Non-Profits, Faith-Based Organizations, Private Property Owners, And Service Providers Working On Private Land, To Provide Housing And Sanitary Facilities For The Homeless Through</p>	18-2304

	<p>Strategies Including “Small Homes,” Shipping Container Conversion Homes, Recreational Vehicles, Unattached Trailers, Restroom Structures, And Other Options To Provide Dignity, Privacy, And Disease Control, Adopted On April 17, 2018</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4205414&GUID=27357322-E28C-466C-A9C8-7070413A5518&Options=&Search=</p>								
3/24/2020	<p>Approve A Report And Recommendation From The City Administrator On The Status Of Implementation Of Homelessness Solutions Approved By The City Council In Resolution No. 87129 C.M.S.</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4205414&GUID=27357322-E28C-466C-A9C8-7070413A5518&Options=ID%7Ctext%7C&Search=homeless</p>	18-2304							
3/27/2020	<p>Resolution Requesting The City Administrator To Take Action Acquiring Buildings, Facilities To Prevent COVID-19 From Spreading Among High Risk And Homeless Communities, Submit To Federal Government For Reimbursement For Costs</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4406723&GUID=A7FFA7BB-F313-4D65-9223-686B5985123A&Options=ID%7Ctext%7C&Search=homeless</p>	20-0315							
4/21/2020	<p>Receive An Oral Status Report From The City Administration On City Council Resolution No. 88078 C.M.S. Related To Acquiring Buildings, Facilities And Supplies For The Provision Of Aid And Housing To The Homeless Residents To Prevent The Spread Of COVID-19 In Homeless Communities</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4421371&GUID=341A74E1-60C6-44FC-88CC-0EAA3D8C9865&Options=ID%7Ctext%7C&Search=homeless</p>	20-0331							
7/21/2020	<p>Fiscal Year 2020-2021 Budget Amendments, to provide \$2 million in CARES funds, to be under control of the Homeless Administrator, to be able to put people up in hotel rooms and related tasks.</p> <p>Link to spreadsheet (Page3): https://oakland.legistar.com/View.ashx?M=F&ID=8675794&GUID=B967EBE9-4937-41E3-A02E-3A233F3444A4</p> <table border="1"> <tr> <td>HCD/ Homeless Administrator</td> <td>COVID: Anti Displacement: Residential Rent and Mortgage Relief & Homelessness Response</td> <td></td> <td>\$ 5,000,000</td> <td>\$ 5,000,000</td> <td>Supplemented by CDBG COVID Funding for a total of approximately \$7million. Includes funding for hotel accommodations for unhoused persons.</td> <td>Specify not less than \$2 mil for urgent assistance for those experiencing or imminent risk of homelessness, under direction of Homelessness Administrator. Use of hotels and more to prevent spread of disease.</td> </tr> </table>	HCD/ Homeless Administrator	COVID: Anti Displacement: Residential Rent and Mortgage Relief & Homelessness Response		\$ 5,000,000	\$ 5,000,000	Supplemented by CDBG COVID Funding for a total of approximately \$7million. Includes funding for hotel accommodations for unhoused persons.	Specify not less than \$2 mil for urgent assistance for those experiencing or imminent risk of homelessness, under direction of Homelessness Administrator. Use of hotels and more to prevent spread of disease.	20-0501
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7/28/2020	<p>Adopt The Following Pieces Of Legislation; 1) An Ordinance Adding Oakland Municipal Code (OMC) Chapter 5.72 To Establish A Pilot Program To Permit Occupancy Of A Recreational Vehicle On Undeveloped Property; Making Conforming Changes To The OMC And Oakland Planning Code;</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4594939&GUID=E965FE6E-4413-4441-AB48-653E82F2843C&Options=ID Text Attachments &Search=20-0549</p>	20-0549
10/20/2020	<p>Councilmember Amendments, including:</p> <ul style="list-style-type: none"> - Directing The City Administration to identify comparable areas across all seven districts to host encampments. Where public spaces are not available, the City may work with private organizations, such as churches to use their site for camping. - Launch at least one co-governed encampment pilot on public land within the next four months, working collaboratively with the unhoused community to design the program, advocates, housed and business neighbors and the Councilmember of the district. <p>Link to Meeting Minutes (Item 8): https://oakland.legistar.com/View.ashx?M=M&ID=807712&GUID=699BDC2E-8B86-45EF-AD7B-40F282627F70</p>	20-0239
12/15/2020	<p>City Council Declaration of Emergency Regarding Homelessness: (Which also enables us to use a wider range of strategies and solutions)</p> <p>https://oakland.legistar.com/LegislationDetail.aspx?ID=4711841&GUID=5185AED6-2E7E-4C53-B522-179018E3500C</p>	20-0901
3/2/2021	<p>Unfreeze And Authorize Development Services Fund (Fund 2415) Positions From: Vice Mayor Kaplan Recommendation: Adopt A Resolution Amending Resolution No. 88174 C.M.S., Which Adopted The Fiscal Year 2020-21 Mid-Cycle Budget Adjustments, To 1) Unfreeze Positions Funded By The Development Services Fund (Fund 2415); 2) Appropriate Two Million Four Hundred Fifty Thousand Two Hundred Seventy-Nine Dollars (\$2,450,279) From Fund 2415 Fund Balance To Fund The Unfrozen Positions; And 3) To Appropriate One Hundred Sixty Thousand Dollars (\$160,000) From The Penalty Revenue In Fund 2415 Fund Balance To Create A 1.0 Full Time Equivalent (FTE) Human Resources Analyst Position In The Human Resources Department To Expedite Hiring To Fill Positions Funded By Fund 2415</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4774106&GUID=BCB40A62-ACE8-4352-A3CF-0B975D688551&Options=ID Text Attachments &Search=2415</p>	21-0092
3/16/2021	<p>Adopt A Resolution Requesting Bureau Of Planning Staff To Study And The Planning Commission To Consider (1) Allowing Four-Plexes In Areas Currently Designated For Single-Family Residences, Especially In High Resource Areas, And (2) Options For Protecting Existing Tenants From Displacement, And To Forward Any Recommendations For Action To The City Council</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4815334&GUID=C981D0A8-C841-43F1-A33F-12CA0DA76B07&Options=ID Text Attachments &Search=21-0174</p>	21-0174

3/16/2021	<p>Receive An Informational Report From The City Administrator, Or Their Designee, On The Status And Timeline Of Easing The Process For Adding Accessory Dwelling Units (ADUs), Including: Updating Our Municipal Code To Comply With State Law And Make Other Revisions; Providing Dedicated Staff And Extended Hours For Processing ADU Applications; The Number Of Applications And Number Of Approvals And Average Timeline Of Approval For Each Of The Past Two Years; Use Of Pre-Approved Templates For ADUs; Improved Public Informational Materials And Online Systems For ADU Applicants</p> <p>Link:https://oakland.legistar.com/LegislationDetail.aspx?ID=4807659&GUID=14802B49-28DB-412C-96FC-1D6CFF703B8D&Options=ID Text Attachments &Search=ADU</p>	21-0142																
4/12/2021	<p>Council Amendments To Fiscal Year 2020-2021 Budget, including significant portions for new support for homeless services, including hotel rooms, sanitation, and more. Link to Spreadsheet: https://oakland.legistar.com/View.ashx?M=F&ID=9299052&GUID=C5DA9463-459B-4D56-AE38-815929765568</p> <table border="1" data-bbox="381 716 1235 856"> <tr> <td data-bbox="381 716 467 821">C26</td> <td data-bbox="467 716 553 821">1010</td> <td data-bbox="553 716 716 821">CAO - Homeless Administration</td> <td data-bbox="716 716 792 821">Seed funding from new JPA funds, to allow Homeless Administrator to put people up in Hotels, and then submit to FEMA for reimbursement</td> <td data-bbox="792 716 873 821"></td> <td data-bbox="873 716 954 821">400,000</td> <td data-bbox="954 716 1036 821">400,000</td> <td data-bbox="1036 716 1235 821">FEMA has authorized 100% reimbursement to provide hotel rooms for the homeless, and food. Immediate funding be used to help people get off the streets now. Flexible funding for homelessness administrator to use. The reimbursed funds would be expected to be received in FY 2021-2022 and the uses of those funds would go in the FY 2021-2023 budget. Proposed by VM Kaplan.</td> </tr> <tr> <td data-bbox="381 821 467 856">C44</td> <td data-bbox="467 821 553 856">1010</td> <td data-bbox="553 821 716 856">Homeless Administrator</td> <td data-bbox="716 821 792 856">Expand support for sanitation and related efforts</td> <td data-bbox="792 821 873 856"></td> <td data-bbox="873 821 954 856">200,000</td> <td data-bbox="954 821 1036 856">200,000</td> <td data-bbox="1036 821 1235 856">To improve health and sanitation. CM Fife, Kaplan</td> </tr> </table>	C26	1010	CAO - Homeless Administration	Seed funding from new JPA funds, to allow Homeless Administrator to put people up in Hotels, and then submit to FEMA for reimbursement		400,000	400,000	FEMA has authorized 100% reimbursement to provide hotel rooms for the homeless, and food. Immediate funding be used to help people get off the streets now. Flexible funding for homelessness administrator to use. The reimbursed funds would be expected to be received in FY 2021-2022 and the uses of those funds would go in the FY 2021-2023 budget. Proposed by VM Kaplan.	C44	1010	Homeless Administrator	Expand support for sanitation and related efforts		200,000	200,000	To improve health and sanitation. CM Fife, Kaplan	21-0243
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ADMINISTRATION ACTION

Resolution No. 87129 C.M.S, which encourages the private development of expanded housing options, and was adopted On April 17, 2018, is still not fully implemented three years after its passage. During an oral informational report on December 15 2020, the former Homelessness Administrator reported that the Administration had secured crisis response spaces, or beds, including Community Cabins, Covenant House, and Clifton Hall. They had also increased the number of sanitation services being offered at encampments and increased garbage service. These updates aligned with some of the clauses in the resolution and represented welcomed progress in the efforts to implement the resolution.

There were also pieces to Resolution No. 87129 that remain to be implemented. We need to identify and open public lands that those with RVs or tents can move into, including the previously-urged at least one new parcel per Council District. We are urging all of our colleagues to provide their recommended sites as part of an item coming to Council on May 4, 2021. We also urge additional follow up on seeking other public lands, including those owned by Alameda County, BART, Oakland Unified School District and other agencies. This is key to creating spaces that will allow people to go there to get off the streets and into safe and clean areas. (Several of the recently-added intervention sites have no methods for those in need to sign up for them). Second, we continue to need to open a dump station where those with RV’s can dump their sewage. Having dump stations is vital in ensuring that people are not dumping their sewage on the streets or waterways, and will help keep our streets clean and sanitary, and protect public health. Some public toilets which Council has funded and authorized have not yet been installed, the installation of which can also support public health for both housed and unhoused persons. We continue to await implementation of directed actions to smooth the process for permitting and adding new housing, including making it easier for people to help increase Oakland’s housing supply and to build Accessory Dwelling Units (ADU’s) on their property.

Another more recent example of Council directives still needing implementation is in providing hotel rooms for unhoused people and putting more funds under the control of the Homeless Administrator for use in these and other related needs. The Council has included funds in the Mid-Cycle budget in July 2020 for upfront costs for

the hotel rooms program, and the Administration apparently did not give the Homeless Administrator the money. This program would protect public health and get people off the streets and into safer rooms.

FURTHER ACTION

Removing unhoused people from one location, if there's no plan of where they will go, just wastes money and time and worsens suffering, and results in them then staying in another place that is not better -- such as moving people from one underpass to the next underpass. That is why we have been urging the providing of viable solutions for real alternate locations including rapid build affordable housing, using hotel rooms, and RV parking and more. Our strategies for action on housing and homelessness addresses Oakland's needs for additional housing and gets people off the streets and into safe, sanitary, and clean spaces.

**CITY OF OAKLAND
COUNCILMEMBER AT LARGE
REBECCA
KAPLAN
Vice Mayor**

OAKLAND VICE MAYOR REBECCA KAPLAN'S HOUSING & HOMELESSNESS PLAN FOR ACTION

- Hotels**
 - Immediately provide hotel rooms for the homeless to get people into safer conditions now.
 - Submit costs for 100% FEMA reimbursement for these expenditures, so we can get the money back to use for further strategies.
- Accessory Dwelling Unit (ADUs)**
 - Make it easier and faster for property owners to add additional units to their homes (also known as "in-law units").
 - Expand hours of operation for permits, provide pre-approved templates, staff support, expedite approval times.
- Rapid Build Affordable Housing**
 - Use rapid modular housing construction options to build deeply affordable housing more quickly.
 - Designate several properties for rapid action, to provide real housing options to help the homeless.
- Recreational Vehicles (RV's)**
 - Ensure locations for RV's with safety and sanitation, trash removal, water and sewage systems.
 - Expand and ease ability to have an individual RV on a private lot.
 - Provide for designated managed RV parks with amenities.
- Affordable-Workforce Housing**
 - Use available publicly-owned land to encourage development of housing that is affordable to all.
 - Issue call for proposals for partners to develop projects that include affordable and workforce housing on public land.

Respectfully submitted,

Vice Mayor Rebecca Kaplan
Oakland City Councilmember At Large