



FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

2017 APR 14 AM 10:38

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Funding Strategies To Reduce  
Homelessness In Oakland

**DATE:** April 13, 2017

City Administrator Approval

Date:

4/13/17

## RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On Funding Strategies For Consideration In City Council's Fiscal Year (FY) 2017-19 Biennial Budget Deliberations. The Investments Outlined Below Are Designed To Relieve Human Suffering Currently Being Experienced For People Who Find Themselves Homeless Especially Those Who Must Live Unsheltered On Streets.

## EXECUTIVE SUMMARY

The current housing crisis has not only caused displacement of long term Oakland residents to other communities but many of our most vulnerable, low income residents have been driven into literal homelessness, often unsheltered. The current system for all types resources -- shelter, interim and transitional housing, permanent supportive housing -- is inadequate to meet the current and projected need, based on economic and housing cost trends. There is a crisis of health, safety and dignity for unsheltered Oakland residents who are forced to live on streets and under freeways. There is an outcry from sheltered residents to address the issue in their neighborhoods, to respond with compassion and a remarkable number of requests to offer assistance.

The 2015 Homeless count had 2,200 individuals who were literally homeless and of that number 1400 were unsheltered. The balance were in transitional housing or shelters. Staff fully expects the 2017 count to be higher and all homeless counts are considered undercounted by a factor of two or three.

To address this need, staff recommends investments in the following interventions to begin to meet the needs of chronically homeless individuals living on the streets and their sheltered neighbors. These investments are designed to create options to shelter and mitigate health and safety issues while the currently designated funding to develop deeply subsidized housing -- city and county bonds, a proposed state mental health services bond -- will lead to permanent solutions. The potential actions outlined in this staff report are focused on what can be accomplished now, balancing current needs and limited resources.

Item: \_\_\_\_\_  
Life Enrichment Comte  
April 25, 2017

The chart below outlines the recommended actions and their costs.

Potential Strategy	Estimated Cost	Notes
<b>Encampment Health and Safety</b>		
Health and Hygiene Services in Place Projects	\$180,000/ year	Creation of an additional 5 sites per year
Renew Shelter Emergency Ordinance	None	Facilitates expeditious implementation of shelter/interim housing proposed here
Private Sector Coordination	Estimated \$137,000/ year	Staff person at the Program Analyst II level Coordinate donations, landlords, etc.
Create formal interdepartmental teams with specialization in homeless services	TBD, costs may include dedicated OPD and PWA teams	Staff of team includes: HSD, PWA, OPD, Fire, Transportation, CAO
<b>Interim Housing</b>		
Safe Haven/ Camping & Parking Sites	\$1,000,000 /year	3 sites serving 40 people each at one time
Create second Henry Robinson—interim housing tied to rapid permanent housing placements	\$2,000,000/ year for services; leasing costs for non-city owned building would be on top of this amount. Building acquisition possible through housing bond funds from KK or A1.	137 beds, approximately 300 people served over 1 year with 240 getting housed; includes 6 months post housing support (case management and financial assistance)
<b>Permanent Housing Development</b>		
Focus on rapid construction program models for deeply affordable units	TBD by HCD, using new bond resources	Stackable micro-units, purchase and renovation of Single Room Occupancy hotels and other similar buildings, etc.
Explore regulatory or financial relief for income restricted second units such as tiny houses		Home owners could have rental units / tiny homes tied to housing homeless residents.
<b>Other Options/ Programs</b>		
Coordinated Entry for Oakland	County funded	Will result in expanded street outreach and housing navigation (case management) for the most vulnerable; should lead to increased efficiencies
Employment for unsheltered residents pilot	Estimate \$50,000 for 1 year pilot, serving 45 individuals	Explore program options that use individuals who are homeless under employment training e.g, at Safe Haven sites
Develop significant investment in capital costs and services costs to address homelessness		Explore strategies being used by other cities including: <ul style="list-style-type: none"> <li>• Public -Private campaigns (SF)</li> <li>• Ballot Measures to create dedicated revenue stream for homelessness (San Diego and Berkeley)</li> <li>• Sales Tax (LA)</li> <li>• Air B&amp;B tax (Portland)</li> </ul>

Any strategy that the City adopts to address homelessness must ensure that resources and interventions are targeted to the people most likely to benefit from them. Attachment A provides a rough estimate of the breakdown of high, medium and low need individuals who experience homelessness in Oakland. [Attachment A- Modeling levels of need .docx](#)

Addressing homelessness in Oakland is occurring in the context of changing policies at the county and federal level. At the county level, significant resources are being added to the existing homeless services infrastructure. These resources are targeted to people with the highest levels of need (as described in Attachment A) and to increase system efficiencies. The strategies outlined in this report are designed to be complementary to the county efforts as well as provide a broader reach within Oakland – addressing a wider population of homeless individuals (including high, medium and low need) and keeping in mind the specific needs of

Item: \_\_\_\_\_  
 LE Committee  
 April 25, 2017

Oakland, with its high numbers of unsheltered homeless individuals, high numbers of encampments, and the significant impact of homelessness on the City's housed residents.

### **REASON FOR URGENCY**

The last homeless Point In Time Count, conducted in January 2015, found 1384 individuals sleeping on the streets of Oakland on any given night. These numbers were widely assumed to be an undercount at the time and, although the 2017 numbers are not available yet, it is very possible that the Point In Time count numbers will increase. Additional recent events including the pending closure of the services in place site at 35<sup>th</sup>/Magnolia (displacing 40 homeless individuals), the pending closure of the City's main Winter Shelter (displacing 65 homeless individuals), and the fire at 2551 San Pablo (displacing over 100 individuals from an existing building that was deeply affordable) have served to highlight the crisis nature of this issue. While there is some relief on the horizon in the form of extremely low income units to be built or rehabbed through the recent county and city bond measures, there is an urgent need for more City focused actions to address this problem.

### **BACKGROUND / LEGISLATIVE HISTORY**

Just as the reasons for homelessness are diverse and complex, the solutions to homelessness are similarly varied. No single response will work effectively given how people come into and stay homelessness. That said, there are demonstrated federal, state and county strategies that we know work in Oakland and can alleviate this crisis.

In the past two years, the City Council has received 3 reports about homelessness in Oakland. These include:

- A September 29, 2015 report regarding the Winter Shelter Strategy for FY 2015-2016. ..\Winter Shelter 2015\85845 CMS - winter shelter 15-16 staff report.pdf
- A January 7<sup>th</sup>, 2016 report with additional information on the Homeless Crisis in the City of Oakland. ..\Homeless Investments 2016\Published Homeless Crisis Rpt Jan19CC.pdf
- A December 2016 informational report on Homelessness was submitted to the City Council ..\Compassionate Communities\final reso and report\Homeless Encampments-Compassionate Communities report.pdf

All of these reports have recommended some combination of strategies to address the short term, medium term and long term solutions to homelessness. These reports have resulted in the City Council providing additional funding to enhance and expand existing strategies to respond to this problem. This report on homelessness echoes many of the recommendations presented in previous reports and recommends specific interventions for funding including immediate strategies to address encampments and a request to replicate an existing, successful interim intervention model. In addition, it addresses some specific items as requested by the Council including:

- Information On Coordination with State, County and other jurisdictions
- Progress On Identifying Land For A Sanctioned Encampment
- Status And Feasibility Of Tiny Homes As A Partial Solution

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017

- Number Of Beds In Oakland-Based Shelters
- Other Solutions That The Administration Deems Worthy Of Consideration
- Point-in-time" results of the 2017 homeless count
- Information on using 455 7<sup>th</sup> Street to house homeless individuals
- Using hotels along MacArthur Blvd. for housing
- Involving the private sector to help address homelessness

### Changing Federal/County Landscape of Strategies to Address Homelessness

#### ***Coordinated Entry***

Coordinated Entry is a standardized method to connect people experiencing homelessness with the resources available in a community. The US Department of Housing and Urban Development (HUD) has mandated that all communities implement a coordinated entry system as their method for distributing resources including emergency shelter, interim housing, rapid rehousing, and permanent supportive housing. See Attachment B: Definition of Housing Interventions.

#### ***Prioritization***

Prioritizing chronically homeless people with the highest levels of needs for available resources is a core aspect of a coordinated entry homeless system. The shift from a system of first come, first served to one that prioritizes people based on chronic homeless status and vulnerability is designed to significantly reduce the numbers of unsheltered homeless individuals.

#### ***The Case for Coordinated Entry***

Most jurisdictions, like Oakland, do not have enough services, housing, or funding to end homelessness in their communities. Prioritization focuses limited resources on those with the most barriers to housing, who also use the most resources within the system (e.g. are the most costly to serve given the lack of coordinated entry such as numerous emergency room visits rather than connecting individuals to the right type of health care to address needs). These individuals are most affected by homelessness and are the least likely to successfully find housing on their own. Over time, as the system houses people with the highest barriers, resources are freed up to serve those with lower barriers.

#### ***What exists now***

- The City of Oakland began implementing coordinated entry for homeless families in November 2015.
- The City of Berkeley began implementing coordinated entry for all homeless populations in January 2016.
- In 2016, Alameda County Health Care Services Agency began implementing a coordinated entry system, called Home Stretch, which is the single access point county-wide for the system's most intensive housing and supportive services (permanent supportive housing).

#### ***Next Steps***

Alameda County Health Care Services Agency (Whole Person Care Funding), Everyone Home, and the County Housing and Community Development Department are in the process of investing resources throughout the county to implement the strategies discussed above. The

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017

goal is to launch a coordinated entry system for all homeless populations in the county by September 2017. HSD applied for funding to implement coordinated entry in Oakland. Regardless of whether Oakland or another entity is awarded CES, it will lead to an increase in street outreach, assessment and housing navigation and eventually fewer unsheltered people.

## **ANALYSIS AND POLICY ALTERNATIVES**

### **IMMEDIATE STRATEGIES TO ADDRESS ENCAMPMENTS**

#### ***Health And Hygiene Services In Place***

While housing is the end goal in addressing homelessness, there is also value to improving basic quality of life for people experiencing homelessness while they remain unhoused. In March, 2017, the City began a pilot intervention on Wood Street between 24<sup>th</sup> St. and 26<sup>th</sup> St to provide health, hygiene and safety interventions to an encampment. K-rails were placed to protect homeless residents from nearby traffic; portable toilet and wash stations and regular garbage pickup have been provided to address health and hygiene needs. Street outreach and street based case management, while not specifically increased for this site, continues to be available through existing services. There are many encampments around the City which could benefit from similar interventions. Each intervention costs approximately \$25,000 to set up and maintain for a year, which includes the cost of k-rails and portable toilets. These interventions target all people living in an encampment regardless of their level of need and have a positive impact on both the homeless and housed residents in an area. These interventions are not a solution to homelessness. Rather they are a way to manage the current crisis in the short term.

**The City Council could consider funding for the creation of 5 additional Health and Hygiene Services In Place projects in FY 17/18 and 5 additional sites in FY 18/19 for a cost of \$180,000 per year.**

#### ***Renewal of Emergency Shelter Crisis Ordinance***

The foundation for implementing many of the ideas discussed in this report rests on having city planning, zoning, building, and life-safety codes that support these interventions for addressing homelessness. On January 5, 2016 the City Council adopted Ordinance 13348 C.M.S declaring a shelter crisis in Oakland. That ordinance expired in January 2017. California Government Code section 8698 et seq. - Shelter Crisis - states that upon a declaration of a shelter crisis state or local provisions prescribing "*standards of housing, health, or safety shall be suspended to the extent that strict compliance would in any way prevent, hinder, or delay the mitigation of the effects of the shelter crisis.*" The code further states that a jurisdiction "*may, in place of such standards, enact municipal health and safety standards to be operative during the housing emergency consistent with ensuring minimal public health and safety.*"

**The emergency shelter crisis ordinance can be renewed once specific proposals are specified and it can contain specific language related to implementing California Government Code section 8698 et seq.** In addition, while California Government Code sections 8698 et seq. refers only to property owned by a political subdivision which "*includes the state, any city, city and county, county, special district, or school district or public agency authorized by law*" **The City Council may also explore broadening its emergency ordinance to include private property which is employed in the use of alleviating homelessness.**

### ***Private Sector Collaboration***

HSD recognizes that the City and its nonprofit partners cannot solve homelessness on our own. HSD's vision is to create a collective response to homelessness that involves a broad swath of the community. The City could solicit community involvement and have the internal capacity to manage community partnerships more effectively.

### **The City Council could consider funding a position, or contract with a Community Organization to manage all aspects of community partnerships including:**

- Organizations/ Faith Based Organizations/ Individuals who want to provide goods, services, or volunteers on one-time or ongoing basis
- Raise private funds, from foundations, businesses, corporations and wealthy individuals (throughout the Bay Area, and beyond) to support the programs and projects associated with Oakland's efforts to address homelessness.
- Engage merchant, business and other local associations such a Lions Club to get involved in addressing homelessness
- Create a Fund-A-Structure effort – cost out and then fundraise privately for structures and other capital costs associated with Oakland's efforts including: health and hygiene interventions, sanctioned sites, safe parking/safe camping, and more permanent structures such as a second HFSN.
- Engage contractors, builders, unions, and others to volunteer labor to set up temporary sites and structures where feasible.

A city staff person in this role would cost approximately \$137,000. There also may be grant or foundation funding available for such a position.

### ***Explore Dedicated Oakland Police Department Officers- Homeless Engagement Officers***

HSD and OPD are actively discussing the possibility of having dedicated Homeless Engagement Officers. Many communities around the country are using dedicated police officers as part of their strategy to address homelessness. These officers develop expertise in homelessness and related issues for both homeless individuals and surrounding, sheltered neighbors. The positions would be similar to officers assigned to schools or particular traffic beats who develop areas of expertise and skill sets with subject matter expertise because of exposure to that set of certain tasks and populations.

The primary role of the Oakland Homeless Engagement Officers would be to build and maintain trusting relationships with homeless residents of Oakland; work with city and county agencies, nonprofits, and community groups to provide targeted services for those in need while addressing quality of life concerns in the communities; work on site with the Department of Public Works when encampments are cleaned or removed; provide enforcement to prevent re-encampment in designated areas; and to provide a sense of security to homeless encampment residents and to nearby housed residents.

**This option will continue to be discussed and considered, given other OPD priorities and staffing. A report back to Council could be considered with the 2017-19 budget deliberations during May and June.**

## **INTERIM HOUSING WITH EXTREMELY LOW BARRIERS TO ENTRY, INTENSIVE SERVICE DELIVERY**

### ***Safe Havens: Camping/ Parking***

In addition to the Health and Hygiene interventions described above, staff recommend providing additional, deeper services at existing encampments and at locations set up by the city. Safe camping/parking sites are a platform from which services can be delivered and housing goals achieved.

### ***Safe Haven Work to Date: Compassionate Communities***

The Compassionate Communities Pilot Program was described in detail in the Homeless Encampments/Compassionate Communities report which was presented to the Council in December 2016. A summary of the project, its outcomes, and lessons learned is below.

#### **Situation**

- In October 2016, the encampment at 35<sup>th</sup> St. and Peralta had a cohort of 40 individuals who had been there regularly for over a year.
- The goal of the pilot was to end unsheltered homeless status for individuals in the pilot site within 6 months
- Unsheltered residents were provided with:
  - Intensive housing navigation (case management)
  - Linkages to housing programs
  - Portable bathrooms and hand-washing stations
  - Garbage pick-up

#### **Successes (as of 4/1/17)**

##### Impact on homeless individuals

- **24 clients of the original cohort have been housed**
  - 8 have moved into permanent housing
  - 16 moved into transitional housing at the Housing First Support Network (HFSN)
- 6 of the original cohort remain at the site
- 7 of the original cohort have left the site and are not locatable
- 3 are currently incarcerated
- Most residents of the site demonstrated increased engagement in services

##### Neighborhood Impacts:

- Significant reduction in incidence of illegal dumping and garbage build up within & surrounding the site.

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017

- Significant reduction in the incidence of hazardous health conditions for the housed community and unsheltered residents within & surrounding the site (human waste debris, syringes, etc.)

### Lessons Learned

- Nearly half of the campers were housed in the first two months. With the right type of housing options, a surprising number of people were ready to quickly to move indoors. The HFSN was the primary source of housing for this pilot and needs to be expanded (see below).
- Site control is essential to managing who comes in and out of the site if eventual closure within a time certain is the goal to prevent backfill. Any sanctioned site must have this element and there is a cost to assuring that time frame is met.
- There is a subset of people (about 20%) who may take much longer to engage in services and housing options
- Intensifying housing navigation services (housing case management) was key to providing the support to come inside.
- Campers were responsible for and maintained the cleanliness of the site and were supportive of the effort. However, the site was not completely self-governing.
- Housed residents were grateful for immediate cleanliness improvements but still want encampments to be moved. Drug dealing and drug use is most often cited as chief complaints.
- Management of this project has created strong partnerships across multiple city departments (Human Services, Public Works, OPD, Traffic, and City Administration). There is now a core group of people from each of those departments who are a de facto homelessness team.
- Having dedicated OPD officers has been successful. It enabled enforcement of a no camping zone outside of the site, allowed OPD to become well versed in homelessness issues, and allowed people at the site to interact with OPD in a very different way. There has been increased OPD presence and engagement at other homeless encampment interventions as a result of this partnership.
- Shared talking points were critical for all parties. Regular and consistent messaging to sheltered and unsheltered residents was vital.

### Next Steps

The pilot site was scheduled to be closed at the end of March, 2017. The City was hoping to obtain a second site where anyone still at the 35<sup>th</sup>/Peralta site could move when the pilot site was closed. Although only 6 people from the original cohort remain at the pilot site, the spaces have been backfilled by other homeless individuals and there are currently around 40 people still in this location. At the time of this writing, the City is assertively pursuing a lease with Caltrans for another site that can be used as a Safe Camping location and the pilot project remains in place for the time being.

### Safe Haven: Camping Parking

The City is actively looking for locations to situate **three longer term safe camping/safe parking sites**. In addition to the Caltrans lot mentioned above, the Department of Real Estate has compiled a list of city owned properties, including vacant lots and parks that could potentially be used for this purpose. Staff is reviewing the list to find feasible locations.

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017



Locations for safe camping/safe parking will be identified so that the impact to the surrounding community can be managed and a cleaner and safer environment for housed and unhoused residents can be maintained. These sites could provide "services in place" if a current encampment location is conducive to the models below. Alternately, new sites may be identified and people will be invited to participate in programming at the new locations.

The new safe camping/parking projects would have similar aspects to the initial Compassionate Communities Pilot, and will incorporate our learning from that pilot as well as a stronger alignment with County and HUD policy regarding coordinated entry and prioritization. We note again that dedicated and consistent support and intervention services are essential to this approach and involve an ongoing City cost.

**If the Council moves forward with such an approach, the three sites could be used in the following ways:**

1. A site will operate as safe camping and be in alignment with the coordinated entry process, serving individuals who are chronically homeless with the highest levels of needs. The intention is not to be geographically specific in targeting people but to use the coordinated entry and prioritization processes to offer spaces to the most vulnerable, chronically homeless individuals. Access to housing resources will be allocated through the coordinated entry/prioritization process. This site will provide a safe space for people to stay while they work intensively with their Housing Navigators (case managers) to get referred to Home Stretch for Permanent Supportive Housing. As clients become housed, new, high needs clients will move into the site. We anticipate that a site for high needs individuals can serve 40 individuals at any one time, with 65% of the individuals (26 people) becoming housed over the course of the year. As people exit for housing, additional people will move in.
2. A site will operate as safe camping and will have a geographical focus with specific existing encampments invited to participate. This site will serve individuals with a range of needs. We anticipate that this site will serve 40 people at a time for up to 6 months. Access to housing resources will be allocated through the coordinated entry/prioritization process meaning that some residents will receive homeless specific housing assistance and others will be assisted to increase income, access mainstream housing, and/or reunify with friends and family. Not all people will end their homelessness through this strategy.
3. A site will operate as a safe parking location. This site will prioritize families who are living in their cars as well as other vehicle dwellers as space permits. Access to housing resources will be allocated through the coordinated entry/prioritization process meaning that some residents will receive homeless specific housing assistance and others will be assisted to increase income, access mainstream housing, and/or reunify with friends and family.

Similar to the Compassionate Communities pilot, these sites will have Portable toilets, wash stations, and regular garbage pickup. Since the need for site control was a major lesson learned in the pilot, it would be most effective for the City to contract with a nonprofit agency to provide some site management activities (coordination with other service providers, weekly community meetings, managing site cleanliness ) and with a security company to provide 24 hour security, thus ensuring that the sites are only occupied by designated people.

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017

The City will also contract with a nonprofit agency to provide intensive street based housing navigation services to residents of a site. While the expected new county money will fund an increase in street based housing navigation throughout the City, those funds will be targeted only to the highest needs individuals. Housing Navigation services, funded by the City and provided as a part of these safe camping/safe parking projects, would be available to any individual of the encampment including medium and low need individuals.

Safe camping sites could use individual tents as their housing or could use more substantial modular units (such as Tuff Sheds) that have doors and windows and can accommodate two people. Tents have the advantage of being able to accommodate individuals living separately and modular units have the advantage of being more durable and offering more weather protection and security. In practice, tents and modular units could be used interchangeably. However, staff recommends using modular units due to their weather protection, durability, stability, and capacity to create an organized arrangement.

**Funding for up to three, year-long pilot sites would cost \$1,000,000/ year. The recommendation requires identification of appropriate land, ideally city owned or leased. Staff is actively assessing options.**

***Creation of a large, low barrier, interim housing program - A second Henry Robinson/Housing Fast Support Network (HFSN)***

The HFSN, is a 137 bed Interim Housing program that serves people who enter directly from the streets. All people entering the Henry are homeless, extremely low income and nearly half have serious mental illnesses. Many also suffer from alcohol abuse, drug abuse, physical disabilities, and chronic health conditions. Overall, 80% report some form of disability. The HFSN is currently the main entryway into the homeless services system and the major path to get homeless people off of the streets in Oakland, especially for those in the West Oakland and Downtown areas. Each year, the program serves almost 300 people and successfully assists over 80% of their clients to end their homelessness and return to being housed members of the community.

In many ways, the HFSN operates like a Navigation Center in SF – taking people and their possessions directly from the streets for short term, interim stays. Staff requests that the City Council consider a second HFSN and that this facility be even more low barrier and more aligned with the SF Navigation Center model – creating a space that can accommodate groups of people, all of their belongings and their pets. **The cost of an additional large scale Interim Housing program is approximately \$2 million/ year in services and operating costs plus the cost of acquiring a building. Using a prefabricated building(s) on a city owned lot is one option that would help to keep costs down.**

**PERMANENT HOUSING DEVELOPMENT**

***Feasibility Of Tiny Homes As A Partial Solution***

There is currently a great deal of interest in Tiny Houses as a solution to homelessness. Many communities around the country are using some form of Tiny Houses as part of their approach to addressing homelessness. However the definition of Tiny Houses can vary greatly from a limited interim structure to one which can be used for permanent housing.

Unlike many communities around the country which are using Tiny Homes as part of their approach to addressing homelessness, the City of Oakland does not have land available in the quantities that would allow stand-alone Tiny Homes to significantly impact the numbers of literally homeless people on the streets. However, HSD believes that Tiny Homes can play a role in addressing homelessness in Oakland in the following ways:

1. **Tiny Homes for homeless college students:** In the 2016-2017 mid cycle budget, the City Council added \$80,000 for Laney College to design and build two Tiny Homes prototypes. These prototypes, or other Tiny Home models, could be used to house homeless college students on land provided by the college.
2. **Tiny Homes in backyards to house homeless individuals:** Some communities around the country, such as Portland OR, have changed their zoning and other codes to allow people to place Tiny Homes in their backyards if the homes are used to house homeless households for at least 5 years. In Portland's model – which will be piloted this summer, homeless families will live in the homes rent free. In exchange for housing a homeless family for five years, the property owners will get a tax abatement and the tiny house—which they'd eventually be able to use or rent out. This project is just beginning so its impact is not documented. Staff believes that this approach could be one approach for a segment of the homeless population who are fairly stable and do not need of intensive services. If the City Council wishes to pursue such a program, staff will need to complete more analysis and research regarding incentives and resolving other issues as well as figure out the likely financial costs to the City.
3. **Stackable Units:** To reach a density that will impact people who are literally on the streets, the City could consider stackable Tiny Homes. There are a variety of companies who are designing and building these units which can be put together quickly to create apartment building like complexes. These Tiny Homes could be used as Transitional/Interim Housing or as Permanent Supportive Housing. The County is currently increasing their investments in services connected to permanent housing, or tenancy sustaining services while the two recently passed bond measures may be able to provide capital dollars for the creation of stackable tiny homes, or micro units. Additional research and analysis is required to figure out costs and approaches to demonstrate feasibility.

### ***Using 455 7<sup>th</sup> Street to house homeless individuals***

The former Oakland City jail is vacant and has been for over a decade. While staff has not investigated this building specifically, there is concern about housing homeless individuals in a site formerly used as a jail, as well as the current physical condition and status of building systems. Homelessness is already stigmatized and often conflated with criminal activity. HSD feels that turning this facility into any type of homeless service would perpetuate that stigma and would be a deterrent to access for homeless individuals.

***Using hotels along MacArthur Blvd***

The City Administrator's office, in partnership with HSD and the Department of Housing and Community Development, has been looking into the feasibility of using hotels along MacArthur Boulevard for interim housing for homeless individuals. Currently, staff have made site visits to some of the hotels along MacArthur and have identified one hotel, the Twin Peaks, as a possible location for the City to master lease unit. In addition, other motels such as the Rodeway Inn in East Oakland are being explored as suitable housing. Staff is also looking into preservation/ conversion of Single Room Occupancy (SRO) hotels (e.g., Sutter, Mitchell, Claridge) as possible sites for permanent or interim housing. More assessment remains to be completed to determine the best use for these units in the City's continuum of homeless services.

**OTHER OPTIONS**

***Employment Services/Job Readiness Training***

Staff recommends that funding be allocated for job readiness services which specifically focus on literally homeless people who are living in encampments. Job Readiness includes skills development such as coming to work on time, getting along with supervisors and co-workers, and completing assigned tasks. There are opportunities to use these skills in encampment clean up efforts and neighborhood beautification efforts.

**Funding for a pilot project is estimated at \$50,000/ year for one year to support 45 people in supportive employment, job placement as appropriate.**

**ADDITIONAL INFORMATION REQUESTED BY COUNCIL**

***Coordination with State, County and other jurisdictions:***

The City of Oakland's HSD work is tightly coordinated with larger countywide efforts to address homelessness in Alameda County. The City is an active participant in Everyone Home, the countywide effort to end homelessness in Alameda County. The City has participated in planning efforts for coordinated entry and intends to partner with the county once coordinated entry funding decisions are announced. In addition, in recent months the City and County have partnered in funding the Compassionate Communities pilot project to provide services at an existing encampment in West Oakland.

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017

**FISCAL IMPACT**

Potential Strategy	Estimated Cost	Notes
<b>Encampment Health and Safety</b>		
Health and Hygiene Services in Place Projects	\$180,000/ year	Creation of an additional 5 sites per year
Renew Shelter Emergency Ordinance	None	Facilitates expeditious implementation of shelter/interim housing proposed here
Private Sector Coordination	Estimated \$137,000/ year	Staff person at the Program Analyst II level Coordinate donations, landlords, etc.
Create formal interdepartmental teams with specialization in homeless services	TBD, costs may include dedicated OPD and PWA teams	Staff of team includes: HSD, PWA, OPD, Fire, Transportation, CAO
<b>Interim Housing</b>		
Safe Haven/ Camping & Parking Sites	\$1,000,000 /year	3 sites serving 40 people each at one time
Create second Henry Robinson—interim housing tied to rapid permanent housing placements	\$2,000,000/ year for services; leasing costs for non-city owned building would be on top of this amount. Building acquisition possible through housing bond funds from KK or A1.	137 beds, approximately 300 people served over 1 year with 240 getting housed; includes 6 months post housing support (case management and financial assistance)
<b>Permanent Housing Development</b>		
Focus on rapid construction program models for deeply affordable units	TBD by HCD, using new bond resources	Stackable micro-units, purchase and renovation of Single Room Occupancy hotels and other similar buildings, etc.
Explore regulatory or financial relief for income restricted second units such as tiny houses		Home owners could have rental units / tiny homes tied to housing homeless residents.
<b>Other Options/ Programs</b>		
Coordinated Entry for Oakland	County funded	Will result in expanded street outreach and housing navigation (case management) for the most vulnerable; should lead to increased efficiencies
Employment for unsheltered residents pilot	Estimate \$50,000 for 1 year pilot, serving 45 individuals	Explore program options that use individuals who are homeless under employment training e.g. at Safe Haven sites
Develop significant investment in capital costs and services costs to address homelessness		Explore strategies being used by other cities including: <ul style="list-style-type: none"> <li>• Public -Private campaigns (SF)</li> <li>• Ballot Measures to create dedicated revenue stream for homelessness (San Diego and Berkeley)</li> <li>• Sales Tax (LA)</li> <li>• Air B&amp;B tax (Portland)</li> </ul>

**PUBLIC OUTREACH/INTEREST**

This report did not require public outreach other than the posting of this report on the website.

**COORDINATION**

Coordination has occurred between the Human Services Department, Office of the City Attorney, Controller's Bureau, and the City Administrator's Office.

Item: \_\_\_\_\_  
 LE Committee  
 April 25, 2017

**SUSTAINABLE OPPORTUNITIES**

**Economic:** As noted in the report, 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

**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.

**Social Equity:** The expenditure of these funds is targeted to the most vulnerable and at-risk populations in this City and is providing essential and basic human services, housing and support.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council review and consider the potential strategies outlined in this staff report for funding in Council's FY 2017-19 biennial budget deliberations. The investments outlined are designed to relieve human suffering due to homeless, especially for those who must live unsheltered on streets.

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

Respectfully submitted,



SARA BEDFORD  
Director, Human Services Department

Prepared by: Lara Tannenbaum, Acting  
Manager

Attachment A-Modeling Levels of Need  
Attachment B- Definition of Housing Interventions

Item: \_\_\_\_\_  
LE Committee  
April 25, 2017

## **Attachment A: Modeling the level of need among people experiencing homelessness in Oakland.**

In the 2015 Point In Time Count for Oakland the total number of people experiencing literal homelessness (living on the streets, in shelters, in transitional housing) in Oakland was approximately 2200 individuals. Based on data from other communities around the country as well as from what we know in Oakland, we can roughly estimate that this breaks down to:

- 25% (550) of people are chronically homeless and have high levels of need. These are people who need significant levels of assistance to end their homelessness and are likely to need Permanent Supportive Housing (PSH)– housing that is both deeply affordable (20% AMI or below) and has permanent intensive services attached to each unit.
- 50% (1100) of people are medium need – requiring significant assistance to end their homelessness through time limited interventions such as Transitional Housing or Rapid Rehousing (subsidy assistance) and intensive case management.
  - We estimate that half of this population, or 550 individuals, will resolve their homelessness through these services.
  - We estimate that the other half of this population, or 550 individuals, will require on going affordable housing (at 20%-80% AMI), but may not need on going intensive services
- 25% (550) of people are low need. These are people who may have recently become homeless, who have a work history and no disability, and who could be assisted to end their episode of homelessness through interventions such as move in assistance (deposit and first month's rent), short term Rapid Rehousing subsidies, employment support, or family reunification.

When the City receives the 2017 Point In Time numbers a more robust modeling will be developed including an analysis of who is entering into homelessness, what the levels of need are, and who is exiting homelessness.

## **Attachment B: Definitions of Housing Interventions**

**Permanent Supportive Housing (PSH)** is housing for people who are homeless and have a disability or families in which one adult or child has a disability. Supportive services designed to meet the needs of the program participants are available. PSH may be building based (an entire building) or may be scatter site (individual units around the city).

**Rapid rehousing (RRH)**— involves providing temporary financial assistance and services to return people experiencing homelessness to permanent housing. Core components include assistance locating housing, paying for housing and maintaining housing. Clients have a lease in their name and gradually contribute more and more towards their rent until they are able to take over the entire rental payment. RRH programs vary in length from 6 months to 24 months.

**Transitional/Interim Housing** refers to a supportive – yet temporary – type of accommodation that is meant to bridge the gap from homelessness to permanent housing by offering structure, supervision, and support. Length of stay can be up to 24 months but in Oakland we have transitioned our Transitional/Interim programs to have shorter lengths of stay and have a goal of exiting people to housing within 6 months.

**Emergency Shelter** - is a facility whose primary purpose is to provide temporary shelter for homeless people in general or for specific populations of homeless individuals. Emergency shelters play a critical role in a crisis response system. Low barrier, permanent housing-focused shelters not only ensure that homeless individuals and families have a safe place to stay, but that their experience of homelessness is as brief as possible.