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OAKLAND

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# AGENDA REPORT

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

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

**SUBJECT:** Informational report and  
recommendations on efforts to  
address homelessness

**DATE:** May 15, 2019

City Administrator Approval

Date:

5/16/19

## RECOMMENDATION

**Staff Recommends That The City Council Receive A Comprehensive Informational Status Report On The City's Efforts To Address The Challenges And Needs Of The Homeless Individuals Residing In Oakland With Options And Recommendations For Additional Administrative, Legislative And Budgetary Actions, Including, But Not Be Limited To, Updates On Proposals From April And May 2017 Staff Reports On Solutions To Homelessness.**

## EXECUTIVE SUMMARY

This report provides two critical summaries: 1) a comprehensive and detailed update on the programs and strategies implemented in FY 2017-19 to address the homeless crisis in Oakland; and, 2) a preview, for discussion, of potential recommendations from the updated Oakland PATH Plan to end homelessness that is under development. This report does not currently provide specific funding or budget recommendations which could be provided at a later date.

Both the work completed to date and the PATH Plan structure organizes strategies to end homelessness under three major themes:

1. Prevention strategies to keep people from becoming homeless
2. Emergency strategies to shelter and rehouse households and improve health and safety.
3. Creation of affordable, extremely low income and permanent supportive housing units prioritized for households experiencing homelessness.

The work described is aligned with the County's Everyone Home Plan, but is responsive to the specific needs of Oaklanders. Oakland has approximately 50% of the county's homeless population so the City of Oakland must be a leader in the work to address this crisis.

In Oakland, 68% of people who are homeless are African American compared to 28% of the general population. Our work must be defined by what works for African Americans first and foremost and reduce the racial disparities. Work on disaggregating racial data and continued

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outreach to all community stakeholders is on-going in the development of the PATH plan. However, the following draft recommendations are posited for initial discussion and feedback.

- Continue to invest in prevention and anti-displacement efforts, but specifically focus more investments on individuals who are most likely to become literally homeless.
- In partnership with private and County funding, create an additional 600-800 emergency beds by 2021 through a variety of strategies such as community cabins, sprung tent shelters, safe parking, respite beds, and other models. This is in addition to the 700 bed increase underway with state HEAP funding.
- End unsheltered family homelessness through investments in expanded shelter, housing navigation, and rapid rehousing. Include an alignment of existing childcare and workforce funding to maximize support services for these families.
- Eliminate racial disparities that are impacting African Americans who are homeless in Oakland by using an equity framework when planning and evaluating interventions.
- Purchase a third "Henry Robinson" aligned with the current transitional housing and rapid re-housing services provided at the Holland and Henry. The on-going operational funding for the Holland and a potential third site is NOT secured and thus requires a revenue strategy as defined below or partnering funders.
- Create a multi-agency Housing Pipeline Group, potentially the Kaiser funded Housing Impact Table, that defines clear and certain metrics and tracks success for the development of affordable, deeply affordable and permanent supportive housing units.
- Support the development of a County-wide ballot measure to raise revenues that support services and operating subsidies that can be matched to existing City and County funded bond projects to truly meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.

## **BACKGROUND / LEGISLATIVE HISTORY**

In April 2017 the City Council received a report titled: Funding recommendations to reduce homelessness in Oakland. That report outlined a series of recommended actions and costs to address homelessness in the short, medium and long term. The chart of proposed recommendations is included in this report as **Attachment A**. With the funding available, over the past two years, the City has implemented almost all of the original recommendations from the 2017 report. A summary of the work over the past two years is below.

### **Implementation of Coordination Entry**

Coordinated Entry is a standardized method to connect people experiencing homelessness to the resources available in a community. Like the triage desk in an Emergency Department of a hospital, a Coordinated Entry System (CES) assesses the conditions of the people who are in need and prioritizes them for assistance. The U.S. Department of Housing and Urban Development, local funders, such as the City of Oakland and the Alameda County are also requiring that the majority of dedicated homeless resources be accessed through Coordinated Entry.

In the spring of 2017, the City of Oakland was selected by Alameda County to be the lead entity to implement CES for homeless adults for the North County/Oakland region (includes Oakland and Piedmont) as well as for families for the North County/Oakland and North County/Berkeley

regions (includes Oakland, Piedmont, Berkeley, Albany, and Emeryville). Implementation started in October 2017. Alameda County's grant to the City to manage the Coordinated Entry system is \$13,382,194 over 3 years (FY 18-20) and is a significant increase in resources to the current homeless services delivery system. These resources include: street outreach, tenancy sustaining support services (260 clients), housing navigation (313 clients), and flexible funds. The grant currently supports one City Full Time Equivalent and over 26 FTE in community based provider contracts. The grant will reach the end of its three year term on June 30, 2020 resulting in a significant decline of revenues for homeless services. The City anticipates that the County will provide some level of ongoing funding to continue a portion of the CES services, but less than the current level of funding.

### **Encampment Management Team**

In the early spring 2017 an informal working group was convened by the City Administrator to address issues arising out of the increase in encampments and the need to better coordinate the City's Response to manage what was happening on the street. This group drafted an Encampment Management Policy to provide increased clarity and coordination around all aspects of managing encampments in Oakland. The policy addresses which encampments are closed, cleaned or provided with health and safety interventions, how those decisions get made, and which City departments are involved in the process. The working group evolved into the City's Homeless Encampment Management Team (EMT) in the late spring of 2017. The EMT includes staff from the City Administrator's Office, Public Works, Human Services, Transportation, Police, Fire, Alameda County Vector Control, and the Mayor's Office. On occasion, representatives from BART, Caltrans, Alameda County's Homeless Response Team and other City Departments also participate. It is a model that has been replicated by Alameda County and other cities due to its efficacy.

The EMT meets every other Friday and uses the Policy to determine which intervention should be applied. The interventions include:

1. **Closure:** removing the encampment and using enforcement to prevent re-encampment.
2. **Cleaning:** temporarily moving an encampment so that health and hygiene issues can be addressed and allowing the encampment to return.
3. **Temporary Health and Safety Measures:** providing portable toilets, hand-washing stations, regular garbage service, and/or traffic barriers to protect the health and safety of those in the encampment.
4. **Debris pick-up:** regular scheduled removal of garbage and debris associated with or near the encampment.

The EMT and the policy are only one part of the City's larger strategy to address homelessness in Oakland and it only addresses the physical management of homeless encampments. Other City and County policies address the needs of specific populations and how those populations are connected to services and housing.

### **Health and Hygiene Interventions at encampments**

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. With general funds that were added to the budget for FY 2017-19, the City began providing portable toilets, wash stations, and garbage service at selected encampments around the City.

Encampments were selected for this intervention as part of the work of the EMT. Since the summer of 2017, 24 encampments have received this intervention and it is currently in place at 15 encampment sites and three Community Cabin sites. 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.

### **Health and Hygiene - Pilot Janitorial Leadership**

The pilot janitorial leadership stipend program began in May 2018 and was implemented in sites where regular outreach and engagement alone were not sufficient in addressing challenges such as portapottie units being damaged, foreign objects being thrown in tanks, and difficult relationships between the vendor and the site residents. In the past 18 months approximately 65 portapottie units have had to be replaced due to damage at a cost of approximately \$100/unit.

The leadership program has been implemented in approximately 50% of operating sites at any one time, not all sites require the additional support. As part of this program, an identified site leader is provided with cleaning supplies in order to maintain the cleanliness and usability of the portapottie unit and is provided with a stipend for their work.

The Janitorial Leadership program has been successful in sites where there is regular engagement with City staff such as Human Services, Public Works or Vegetation Abatement. It has been successful where the community is stable without many new people joining or people leaving. Smaller encampments fair better and have more easily maintained the units without issue. In larger encampments it is difficult to get "buy in" from all residents in how to use the portapotties in an appropriate way.

### **Public/Private Collaboration**

The intentional strategy of fostering public/private collaboration on the issue of homelessness has shown great promise over the past few years and is a recommended strategy moving forward. Recent efforts include:

- **Keep Oakland Housed** - a coordinated partnership to prevent Oakland residents from losing their housing and becoming homeless. The San Francisco Foundation in partnership with the Mayor's Office was successful in obtaining significant contributions from private donors and Kaiser Permanente to fund three nonprofit partners — Bay Area Community Services (BACS), Catholic Charities of the East Bay, and East Bay Community Law Center — to work together to provide legal representation, emergency financial assistance, and supportive services. As of the end of February 2019, Keep Oakland Housed had served 721 households (144 with minor children) at risk of losing their housing.
- **The Holland** – as described below, in the summer of 2018 the City purchased an SRO (Single Room Occupancy) hotel to use as short term transitional housing for single homeless adults. The Kaiser Community Benefits Foundation has granted the City \$3,000,000 to support, along with other funding, the services and operations of the program over the next two years.
- **Community Cabins**-The Community Cabin sites (described below) have been made possible through the generous support of local charitable partners and private funders who have collectively contributed nearly \$1.3 million in monetary and in-kind support, including Kaiser Permanente, Sutter Health, Oakland Builders Alliance, the Oakland

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Metropolitan Chamber of Commerce, Jim Moore of Sustainable Urban Neighborhoods, and Pyatok Architects.

- **Kaiser Senior Initiative**-providing funds to house over 500 frail seniors in 2019
- **Kaiser Affordable Housing**- in January 2019, Kaiser Permanente announced that it had spent approximately \$5.2 million to purchase a 41-unit housing complex, the Kensington Gardens Apartments, in East Oakland. The building will be operated as affordable housing for Oaklanders.

### **Dedicated Oakland Police Department Team**

The City successfully piloted an OPD team dedicated to homelessness from the fall of 2016- through the spring of 2017 in connection with the Compassionate Communities pilot. (This pilot provided a safe camping space for an existing encampment along with hygiene measures and increased services. It ultimately ended because the self-governance in place was not successful without site control measures. Ultimately several significant fires at the site necessitated its closure.) As the EMT and the associated policy was developed, it became clear that a dedicated OPD team would continue to be valuable for the City. OPD responds to locations of predetermined closures to create a safe work zone for Public Works employees, to close off city streets if applicable, and to maintain public safety for all. OPD participates in all encampments Closures and Clean and Clears, and participates in the weekly garbage service effort as well. Currently, the City has 1 full time team of a dedicated sergeant and 2 dedicated officers along with a second, part time team of officers who rotate into the assignment.

### **Community Cabins**

Community Cabin Sites are outdoor shelters which house approximately 40 people at one time in 20 insulated cabins with windows. The Community Cabin model has been an effective and compassionate intervention focused on increasing people's health, stability, dignity, and safety while service providers intensively work with people to help end their unsheltered status. The intervention addresses the significant safety and sanitation impacts to both unsheltered residents *and* their sheltered neighbors that arise from encampments.

- The first site at 6<sup>th</sup> & Castro opened in December 2017 (closed January 2019)
- The second site at 27<sup>th</sup> & Northgate opened in May 2018
- The third site at Lake Merritt opened October 2018
- The fourth site opened at Miller Ave in January 2019
- Additional sites on Mandela Ave and near Jack London will open in the summer of 2019.

The program is 100% voluntary, and people can come and go 24/7. The sites are designed to be extremely low barrier, with minimal rules. Participants are asked to abide by a Code of Conduct that is designed to maintain a healthy and safe community. In addition to emergency housing, the sites also include:

- Security and privacy (two people per unit with a lock on the door)
- Basic sanitary services such as porta-potties, handwashing stations, garbage service
- On-site shower service once per week
- 24/7 site security
- Secure storage for personal items

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- o Low voltage electricity to each cabin
- o Community tent with television, microwave, and water
- o Ability for people to bring in their pets
- o Limited food service (breakfast and dinner)

Each site costs \$approximately \$200,000 to set up and it has approximately \$125,000 in flexible housing funds each year to assist clients in overcoming barriers to housing, including security deposits and a few months of rent subsidy, clothing for job interviews, and transportation assistance related to employment or reunification with friends or family. These flexible funds contribute to greater housing outcomes through the Community Cabin sites than would be possible for the general population of people living in encampments.

Each site costs about \$850,000 per year to operate (inclusive of the flexible funds). Funds to operate each site have come from a variety of sources including Alameda County, the City of Oakland, Kaiser Permanente, and California State Homeless Emergency Assistance Program (HEAP) funds.

As of April 2019, 300 individuals have been served across the 4 sites

- 197 people have exited the program.
- 140 of the exits (71%) were positive exits which include:
  - o 103 people exiting to permanent housing
  - o 37 people exiting to transitional housing or shelter

### **Safe Parking**

A Safe Parking program provides a secure environment for people living in their vehicles, while simultaneously reducing the impact in neighborhoods where the vehicles are parked. In FY 18/19 funding was allocated in the mid cycle budget to pilot a safe parking program, in partnership with the faith community, to serve 45 vehicles parking in three church parking lot sites. This program launched in early May 2019. Also in FY 18/19 the City received state HEAP funds, described in more detail below, and allocated a portion of the funds for the creation of several safe Recreational Vehicles (RV) parking sites. Each site is expected to serve 50 RV's with an estimated 2 people per vehicle. The first site should open in late May 2019 with the additional two sites scheduled to open in the summer of 2019.

### **Creation of a large, low barrier, interim housing program - A second Henry Robinson**

The Henry is a 137 bed Transitional Housing program that serves people who enter directly from the streets with approximately 80% of exits going to permanent housing. In 2018, the City desired to create a new program in the model of the successful Henry Robinson program, and utilized over \$7M from Measure KK to acquire a seventy (70) unit SRO-style building (the Holland). Like the Henry, the Holland provides short term housing and supportive services (with a goal of exits after 6 months), and up to six months of aftercare services and rental subsidy once participants transition out of residency and into permanent housing. The Property contains seventy (70) units and can provide temporary housing for up to eighty individuals at one time. The Henry and Holland are managed by Bay Area Community Services (BACS). By opening the Holland, the program significantly increased the City's capacity to provide transitional housing to Oakland's most vulnerable residents.

### **Employment Pilot**

In the mid cycle budget for FY 18-19, funding was allocated in the amount of \$85,000 to pilot a workforce development program for unsheltered persons. \$85,000 was not sufficient to launch a wage-paying program (See cost analysis for wage program on p 14). In the alternative, the City partnered with Downtown Streets, Inc., a local nonprofit organization that specializes in street-based homeless interventions and workforce development for individuals experiencing homelessness. The program has a respected track record in Santa Clara County and Alameda County as a pre-employment step that is beneficial especially for those who have multiple barriers to employment. The pilot is focused on beautification efforts around Lake Merritt. In this program model, unsheltered residents receive gift cards in return for volunteering on sanitation/beautification projects. Participants also receive job-focused services such as resume writing and assistance with placement into paid employment. The funding for this program ends on June 30, 2019. So far, 30 individuals have participated in the program and 3 have obtained regular paid employment.

In addition to the recommendations above which were implemented over the past two years, other new interventions in the past two years include:

### **Prevention**

See Public/Private Collaboration-Keep Oakland Housed, above.

### **HEAP funds**

In the fall of 2018 the City applied for, and was awarded \$8,600,000 in state funding from the Homeless Emergency Aid Program (HEAP). An additional \$3,200,000 in HEAP funds was awarded to the City through Alameda County. Designed to allow jurisdictions to quickly ramp up their response to street homelessness, Oakland immediately began using these funds to support interventions such as year round emergency shelter, community cabins, safe parking, and mobile hygiene. These funds will be expended by the end of FY 19-20.

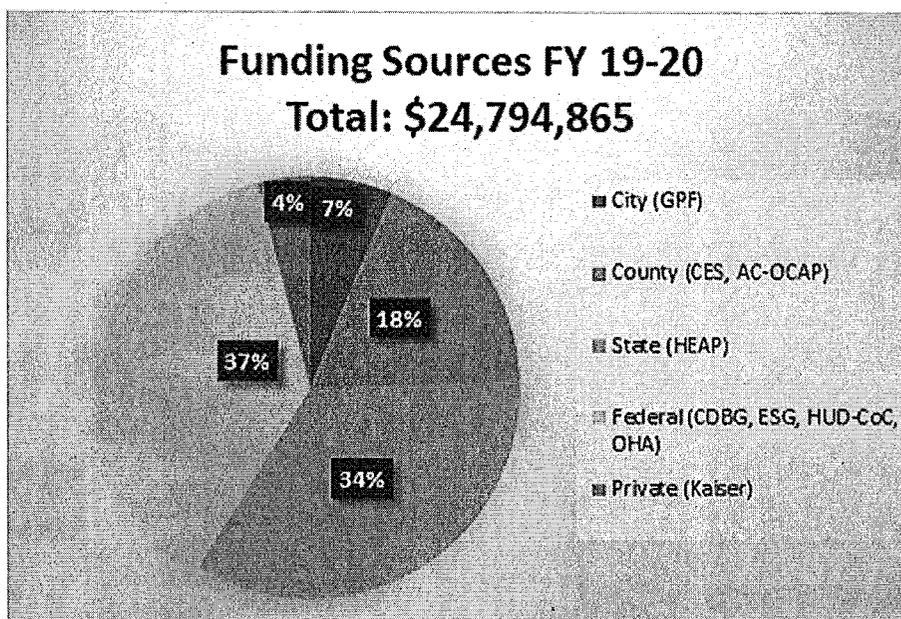
### **Current Snapshot of Services and Funding**

For the 2019-2020 fiscal year (FY) the Human Services Department is projecting a budget of \$24,795,000 through a combination of federal, state, county, city and private funds. Approximately 40% of these funds (\$10,000,000) are part of the baseline of homelessness funding and approximately \$15,000,000 are one time funds with an end date in the next 1-2 years.

These funds are managed directly by the Human Services Department and do not include other City resources. The costs for service from dedicated Public Works and OPD personnel that are directed to support the work of addressing homelessness is significant, but not captured within this report. In addition, emergency 911 response by the Oakland Fire Department, paramedics and the Oakland Police Department are also not quantified in this report, but are equally significant. Alameda County also makes investments that more broadly support services and housing for people experiencing homelessness in Oakland and countywide. These include Permanent Supportive Housing programs (such as Shelter plus Care), and investments in affordable housing which are allocated on a county-wide basis. County health care, behavioral health care (mental health and substance use disorder), social services and probation also provide services to homeless individuals primarily in brick and mortar facilities, but with limited

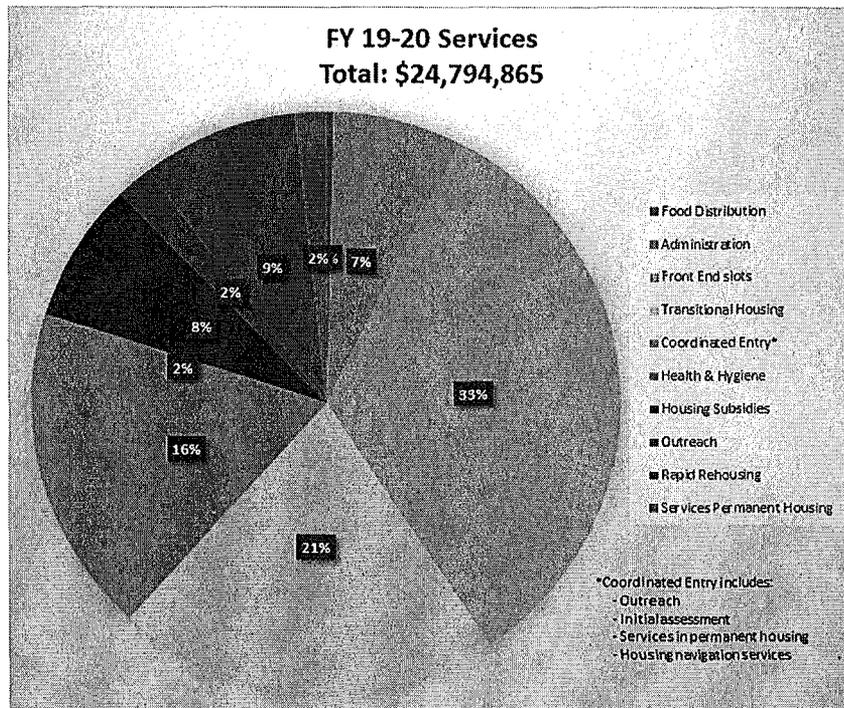
mobile service such as Health Care for the Homeless and a small pilot mobile mental health program.

The chart below reflects the total operating budget for the City of Oakland's Community Housing Services Division and illustrates the specific percentage of each funding source. It is important to note that one-time State funds (HEAP) account for over one-third of the total operating budget. Federal funding, comprised of multiple grants (i.e. CDBG, ESG, HUD CoC, OHA)<sup>1</sup>, also accounts for over one-third of the total operating budget. City, County, and Private funding collectively account for the remaining third.



Allocations by service type: over half of the budget has been earmarked for crisis response beds, Transitional Housing and Front End slots ( Community Cabins, Safe Parking, shelters). Definitions of homeless services are included as **Attachment B**.

<sup>1</sup> Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG), Housing and Urban Development (HUD), Continuum of Care (CoC), Oakland Housing Authority (OHA), Coordinated Entry System (CES), Alameda County-Oakland Community Action Partnership)



## ANALYSIS AND POLICY ALTERNATIVES

### Updated PATH Plan

This section of the report contains many recommendations that will help improve the system of care for individuals who are homeless. The following recommendations are highlighted because they are most aligned with a City role for investment; they build on existing work and focus on the reducing unsheltered homelessness. However, concurrently we must emphasize that creating more deeply affordable housing, and creating it quickly, is the single most important goal to solve homelessness.

- Continue to invest in prevention and anti-displacement efforts, but more narrowly focus those investments to specifically target individuals who are most likely to become homeless without that intervention.
- In partnership with private and County funding, create an additional 400 emergency beds per year for unsheltered residents and improve community impact through a variety of strategies such as community cabins, sprung tent shelters, safe parking, respite beds, and other models. This is above and beyond the over 700 bed increase that has already happened since 2017 and which currently is funded with state HEAP monies through FY 2019-20.

- End unsheltered family homelessness through investments in expanded shelter, housing navigation, and rapid rehousing. Include an alignment of existing childcare and workforce funding to maximize support services for these families.
- Eliminate racial disparities that are impacting African Americans who are homeless in Oakland by using an equity framework when planning and evaluating interventions.
- Purchase a third "Henry Robinson" aligned with the current transitional housing and rapid re-housing services provided at the Holland and Henry. The on-going operational funding for the Holland and a potential third site is NOT secured and thus requires a revenue strategy as defined below or partnering funders.
- Create a multi-agency Housing Pipeline Group, potentially the Kaiser funded Housing Impact Table, that defines clear and certain metrics and tracks success for the development of affordable, deeply affordable and permanent supportive housing units. This group allows for focus on reducing barriers to producing units for very low income households and strategically aligning existing services and funding streams.
- Support the development of a County-wide ballot measure to raise revenues that support services and operating subsidies that can be matched to existing City and County funded bond projects to truly meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.

While the City of Oakland alone cannot afford the level of investment outlined here, strategically engaging County, state, federal and private partners will be critical to resolving the suffering so many of our neighbors are experiencing on the street.

For the past several months, the City has been working on a draft of the Updated PATH Plan. This process has included data analysis, a review of existing documents and meetings with key stakeholders. A complete list of stakeholders who have provided input this far is included as **Attachment C**. A summary of goals and recommendations from the draft Updated PATH plan is below. Work is ongoing and there will be opportunity for community input in the next few months before the plan is brought forward for Council's consideration.

This Plan includes the following (DRAFT) goals, which will be tracked annually to measure progress over the next five years:

- Reduce the number of people experiencing homelessness in Oakland
  - Fewer people become homeless each year
  - More people return to housing as quickly as possible
  - People don't have to sleep outdoors
  - People who have been homeless have the incomes and supports they need to avoid returning to homelessness
  - Address impacts of unsheltered homelessness on sheltered and unsheltered neighbors
- Focus on equity to reduce racial disparities
- Align Oakland resources and policies with partners in county, state, and private sector
- Learn from and use best practices based on evidence about what works

Specifically, the plan sets the following ambitious targets:

- 2020: No families with children will be sleeping outdoors, in cars, or other places not meant for human habitation

- 2021: Reduce unsheltered homelessness by half and reduce all homelessness in Oakland by 1,000 people from 2019 levels
- 2021: Eliminate disparities by race in permanent housing outcomes
- 2022: No one needs to sleep outdoors or in places not meant for human habitation
- 2023: Reduce all homelessness by half from 2019 levels

The countywide Point In Time (PIT) count from January 2019 shows a staggering increase in the number of people experiencing homelessness in Alameda County. The numbers of homeless individuals has increased 43% from approximately 5600 in 2017 to approximately 8000 in 2019. This also represents a 63% increase in unsheltered homelessness countywide.

While the Oakland specific numbers from the January 2019 PIT count are not available at this time, staff can make educated assumptions about the relationship between City and County counts. The City of Oakland is usually home to 50% of the homeless population in the county. Therefore, staff expects that Oakland's PIT count will be around 4000 individuals. Staff estimates that 3000 people in Oakland experience unsheltered homelessness each night. On an annual basis, the estimate is that between 7000 to 10,000 individuals in Oakland experience homelessness at some time during the year. Because many people experience episodes of homelessness that last for a few days or weeks, not all of these people will be homeless at the same time.

Most people who experience homelessness in Oakland are African American. 68 percent of Oakland's homeless population is African American, compared with only 28 percent of Oakland's residents. Racial disparities in who becomes homeless result from systemic racism and disparities across many systems including housing, employment, criminal justice, education, and foster care.

An overarching goal of the updated PATH Plan is to eliminate racial disparities that are impacting African Americans who are homeless in Oakland and to use an equity framework when planning interventions and evaluating progress.

### **Embedding Racial Equity into Oakland's Plan to End Homelessness**

Throughout the United States, people who are African American are more likely to experience homelessness than people who are White, Latino or Asian. In addition to being disproportionately represented in the homeless population, when compared with Whites, African Americans who are homeless are also:

- Less likely to exit homelessness to permanent housing
- More likely to move in with family or friends when they exit homelessness
- More Likely to return to homelessness

An overarching goal of the updated PATH Plan is to eliminate racial disparities that are impacting African Americans who are homeless in Oakland and to use an equity framework when planning interventions and evaluating progress.

Recommendations for eliminating racial disparities in the homeless system include:

- Disaggregate data by race on a systems level and program (agency) level

- Use data to improve service delivery and outcomes for African Americans (see pg 23 for current data analysis questions)
- Ensure that program design, implementation, and evaluation are informed by African Americans who have lived experienced homelessness.
- Expand training for service providers on the impacts of institutional racism and racial bias on African Americans experiencing homelessness.
- Provide capacity building and support to smaller community based African American organizations to partner with City in addressing homelessness
- Create intentional cross-sector collaboration with systems (foster care, criminal justice) where African Americans are disproportionately involved / impacted
- Provide incentives or preference for non-profits to include people with lived experience as staff members

### Homeless Prevention

In addition to those people who experience homelessness at some time during the year in Oakland, there is a larger group of people who experience housing instability each year who never become literally homeless – on the streets – but are at risk of this happening. Many people who lose housing double up with family or friends or stay in motels or other temporary accommodations until they can find another place to live. For households with children, these families are considered homeless under the US Department of Education's definition of homelessness. However, they are not considered homeless under the Housing and Urban Development (HUD) definition of homelessness. The City of Oakland, along with Alameda County and private philanthropic partners has implemented a variety of broad prevention strategies designed to address a household's housing crisis. The Updated PATH plan recommends continuing and expanding these strategies with an emphasis on:

- Adding services to existing anti-displacement programs: Existing programs primarily focus on legal and financial assistance to help a household maintain their housing. However, there are often other issues, in addition to financial ones, that lead to housing instability. These could include job loss or under-employment, unaddressed substance use or mental health issues, domestic violence, or health issues. Providing short term case management services to assess for and address these issues within a household may increase the likelihood that the household will maintain their housing.
- Flexible financial assistance: Flexible financial assistance can cover everything from rental and utility arrears to car repairs and work clothes in order to prevent housing loss or get into new housing without becoming homeless.
- Increase Income e.g., workforce programs: Obtaining income that is stable and sufficient to pay for housing costs is a crucial component to successful housing retention and to preventing future housing crises.
- Asset retention – e.g, estate planning to avoid probate when a family member dies and the family risks property loss
- Targeting prevention dollars to those most at risk of becoming homeless

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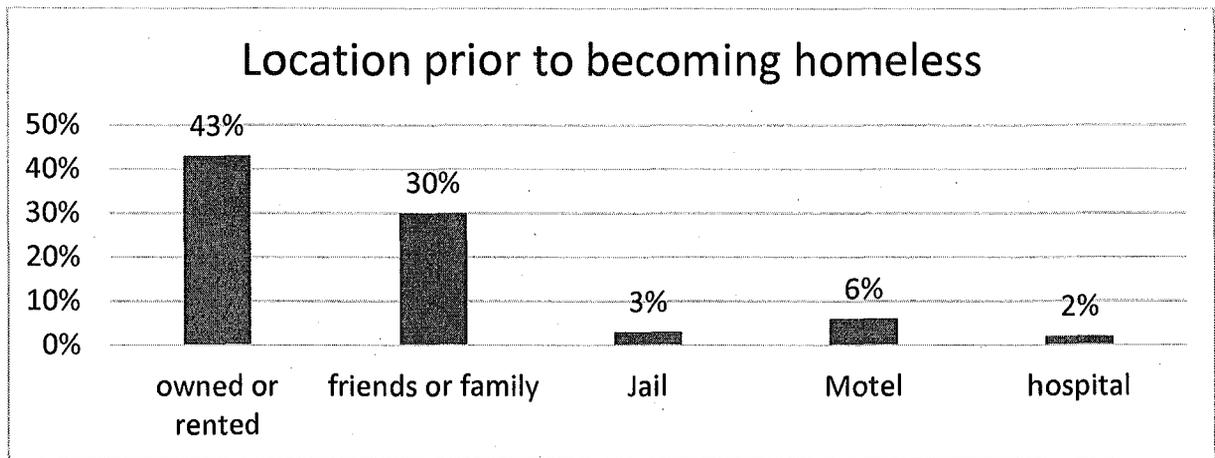
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➤ Targeted Homeless Prevention

**A key component of effective homeless prevention programs is the ability to predict and target which households are most likely to become homeless.** . This is challenging, but well worthwhile. Homeless prevention, also referred to as targeted homeless prevention, is a set of interventions designed to target people who are literally closest to being unsheltered on the streets or in emergency shelter. These strategies prevent people from becoming literally homeless and to help them maintain their housing.

Approximately 64 people per week are newly homeless in Oakland.<sup>2</sup> Where individuals lived prior to becoming homeless points to gaps in the system of care and provides a look into what types of homeless prevention services might be offered to help individuals maintain their housing.<sup>3</sup>



In the 2017 Oakland PIT Count, Forty-three percent (43%) of individuals experiencing homelessness in the City of Oakland reported living in a home owned or rented by themselves or a partner immediately prior to becoming homeless. Thirty percent (30%) of people reported staying with friends or family. In addition, data from the Homeless Management Information System (HMIS) shows that 10% of those becoming homeless had a prior episode of homelessness within the past two years. The data also shows that people who exit homelessness to friends and family are the most likely to return to homelessness. This data provides information for targeted homeless prevention.

Targeted homeless prevention assistance may include a combination of financial assistance, housing problem solving, mediation with friends/family, legal assistance, and connection to other mainstream service systems for support such as health care, benefits, and employment.

Recommendations for targeted prevention include:

<sup>2</sup> Based on 2017 Oakland PIT count survey of percent of people who reported becoming homeless in the past 7 days.

<sup>3</sup> 2017 Oakland PIT Jurisdictional Report

- Use data and a proven screening tool to prioritize resources to those most likely to actually become homeless
- Prioritize people who have been homeless in past two years
- Prioritize people who exited homelessness to friends/family
- Eliminate barriers – ex: requirements to have a lease, certain income, good credit, etc.
- Track outcomes through HMIS to see if households become homeless

Assume homelessness can be prevented (or solved quickly) for up to 20-30% of people who experience homelessness

- Average cost of prevention = \$4000/ household
- \$2.5 million a year would assist 600-700 households to prevent homelessness or quickly return to housing each year

➤ Increasing and Stabilizing Income

A household financial crisis can be both a cause of homelessness and a barrier to obtaining permanent housing. In the 2017 PIT count survey– 58% of respondents identified money issues as leading to their homelessness; 36% said employment assistance might have prevented their homelessness. The need for a living wage job to prevent people from losing housing, and to help people secure housing, was a key theme from consumer focus groups conducted to inform the updated PATH plan. Staff recommends investing in two types of employment support targeted to the homeless population. The first is low barrier work opportunities, such as beautification work crews for people re-entering the workforce. The second is career track focused employment search and employment maintenance, designed to support formerly homeless people who are recently housed and need to increase their income to maintain their housing.

Recommendations for increasing income include:

- Align and prioritize existing Workforce Innovation and Opportunity Act (WIOA) workforce programs to ensure access for people who are homeless or recently housed.
- Conduct a joint RFP process across all City workforce programs with a set aside of 30% for programs serving currently and formerly homeless people.
- Ensure a minimum of 90% of people across all homeless programs (emergency shelter, transitional housing, etc) are connected to mainstream income benefits programs (e.g. SSI)

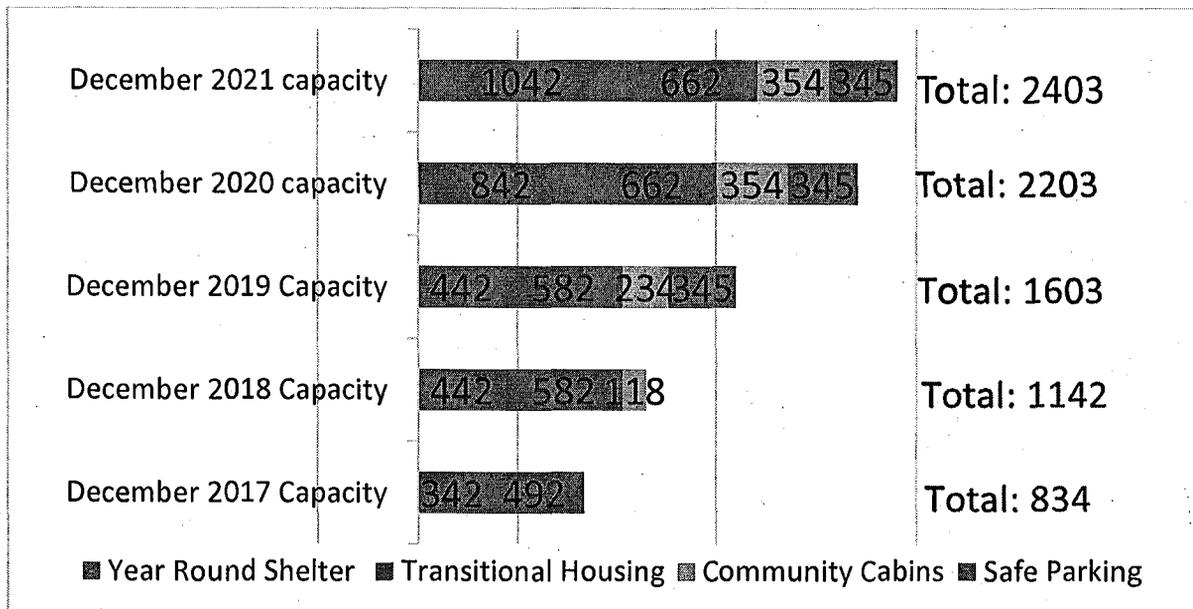
Invest \$1.8 million in employment services linked to low barrier work opportunities, homelessness prevention and rapid re-housing

- \$800,000/ year to provide employment specialists who work with people at imminent risk of homelessness or recently housed. Helps people increase their incomes so they can pay rent and maintain housing.
- \$1,000,000/ year to support 200 people with a low barrier work opportunity and training program. (\$5,000/ person for 3-4 month work crew with associated employment services.)

**Create More Emergency Beds: Reducing the Number of People Sleeping Outside**

- Increase emergency bed capacity to meet urgent needs

To offer a safe place to be to all unsheltered people in Oakland by 2022, **staff recommends increasing the total number of crisis response beds (emergency shelter, transitional housing, community cabins, safe parking, other interventions) by 400 beds each year in 2020 and 2021** We have already increased capacity by 700 beds in two years. These 800 beds would be in addition to the City’s current inventory of crisis response beds which is projected to be 1600 by the end of 2019. The chart below shows the City’s progression in adding crisis response beds for its unsheltered residents<sup>4</sup>. All additional beds should be considered temporary with the ability to scale up quickly and be transitioned to other more permanent use when no longer needed (ex: large sprung tent shelters, or converted into permanent housing). Initially beds should be prioritized for unsheltered families with children. Optimally, the City will create a shelter appropriate for families such as a brick and mortar or pre-fab building..



The chart above proposes the addition of 800 beds between December 2019 and December 2021 in the following configuration:

Increase emergency shelter by 600 beds (300 beds each year)–  
 operations cost at \$50/bed night: \$5,500,000 in 2020, \$11,000,000 in 2021  
 Capital costs for large sprung shelters: \$3,400,000

Increase Transitional Housing by 80 beds (40 beds each year)- operations costs at \$65/bed night: \$1,000,000 in 2020, \$2,000,000 in 2021  
 Capital costs: \$7,000,000 (measure KK)

<sup>4</sup> Funding for Oakland’s current crisis response beds has come primarily from HUD CoC, State HEAP funds and private funding with smaller amounts from the County and City General Fund.

Expand community cabins interventions by 120 beds (60 beds each year) –  
operations costs at \$58/bed night: \$1,300,000 in 2020, 2,600,000 in 2021  
Capital costs: \$600,000

Total capital costs: \$4,000,000

Total operations costs in 2020: \$7,800,000

Total operations costs in 2021: \$15,600,000

**Two Year Investment Needed**

- Invest \$4,000,000 over two years for the purchase/construction of additional shelter and community cabin beds\*\*
- Invest \$7,800,000 in operating costs in 2020
- Invest \$15,600,000 in operating costs in 2021

\*\* excludes capital costs for purchase of SRO/TH beds – already allocated through measure KK

➤ **Campground model**

An alternate model of increasing the number of safe spaces for people to be is to create large regulated campgrounds for unsheltered people. **The cost of starting and operating a site for 100 people is approximately \$650,000 per year.** This is inclusive of site set up, 24/7 double staffing, portable toilets, and water. Through researching other communities (Seattle, Modesto) staff has seen that where large loosely regulated campgrounds are established they have not been successful and have ultimately had to close. As a result, we strongly recommend double staffing, especially at the start of any pilot like this. However, if a site were to open and be stable for a period of time, the second staff person could be replaced with a campground member who plays this role in either a fully paid or an internship/job training position. This model, as funded, also does not include any services or flexible housing funds to assist with housing placement. If housing navigation and flexible housing funds were included, it would cost a minimum of \$900,000/year. Without those elements and adequate site control, this model is not likely to result in many positive housing outcomes for the people served and there is strong likelihood that it could devolve as it has done in other jurisdictions as well as in the Compassionate Communities pilot.

➤ **Self governed encampments**

The creation of self-governed encampments is a policy decision for the Council to consider. A possible way to pilot this is a “self-governed in place” model where an existing encampment community is provided with some level of support from a community based agency(chosen by the encampment and City together) to assist with the development of structure and policies for the group. A site leader could function as the main point of contact with the City. It is important to note that in communities where self-governed sites have been formalized and in communities where self-governed sites are not formalized, these sites are generally clean and sober and do not accept or keep residents with substance use or mental health needs. So, while this model may be a good fit for some of Oakland’s homeless population it is not a good fit for all people.

➤ **Prioritize beds for unsheltered families**

Based on data from the Family Front Door, the North County Coordinated Entry System for homeless families, **on any night there are an estimated 120 unsheltered families, mostly**

**women with young children, in Oakland living on the streets- in tents or in cars.** The impacts of homelessness on children are severe and include impacts to physical and mental health, academic performance, sense of safety and overall development. Moving families from the street into their own housing, housing with friends and family, or into crisis response beds must be a City priority. The City of Oakland has begun working with the City of Emeryville on a process to temporarily use an empty modular building, in Emeryville, as an emergency shelter for families. This shelter location is temporary while the City pursues the purchase of property in Oakland and constructs its own modular family shelter. **Funding for on going services and operations has not yet been identified.**

➤ Increase utilization of beds

To maximize occupancy, crisis response beds should be low barrier to entry (no requirements for sobriety, mental health treatment or income) and eliminate unnecessary program rules that discourage people from using shelters. Programs should use best practices in the design and implementation of their programs including accommodations for partners and pets, more privacy in sleeping areas, place to store possessions, and opportunity for people to stay indoors and engage in services during the day. The Community Cabins are an example of a very low barrier shelter. Other shelter programs, such as St. Vincent de Paul, have recently added limited storage in an attempt to become more low barrier in their model.

➤ Increase housing exits from beds: Ensure there is an exit strategy for every crisis response bed

**Faster exits to housing will make beds available to more people each year and will result in better outcomes for people served in crisis response beds.** Strategies could include:

- Using a portion of shelter beds as “bridge” housing for highly vulnerable people who will be matched to a permanent supportive housing unit soon. Provide housing-related services to ensure that these people have the documents they need to qualify for housing, and help with navigating the housing application process.
- Assisting people to exit quickly to friends and family (provide housing problem solving conversations, mediation) and providing short term financial assistance to support this outcome
- Using Rapid Rehousing (rental subsidies and services) to help people locate housing, provide a gradually decreasing rental subsidy for 6-12 months, and provide supportive services to ensure a household can maintain their housing.
- Facilitating connections to all available resources for housing assistance, including the coordinated entry system as well as applications for other types of affordable housing or rental assistance.

➤ Use data to re-assess need for more / fewer crisis response beds

To end unsheltered homelessness in Oakland, improvements and investments must be made in all areas of the homeless response and affordable housing systems. **The City must use data about prevention/entries into homelessness and exits to housing to determine if it has the right number of crisis response beds at any given point in time.**

➤ Expand respite beds

**The County should expand respite beds, short term shelter beds with enhanced services for people who are leaving the hospital and those experiencing health-related crises on**

**the streets**, including older adults with chronic medical conditions and functional impairments. Enhanced street-based outreach with a focus on health, mental health and behavioral health services is needed to engage highly vulnerable people and help them move into shelter or other interim housing, and facilitate connections to permanent housing and services to support stability.

### Addressing Unsheltered Homelessness On The Street

Most of those experiencing homelessness in Oakland are unsheltered and live outdoors. In the 2017 PIT Count, 69% (1,902 individuals) of those counted in Oakland were unsheltered, compared with 31% (859) who were in emergency shelters or transitional housing.<sup>5</sup> Oakland and Alameda County have equivalent levels of sheltered and unsheltered homelessness. However, what makes homelessness in Oakland unique in comparison to the County is the larger percentage of Oaklanders living in encampments. In 2017, Oakland identified 21% of those experiencing homelessness as living in encampments compared to 15% in Alameda County.<sup>6</sup> Staff expects the percentage of people living in encampments to rise with the 2019 count. This report and the updated PATH Plan proposes a number of strategies to reduce and end unsheltered homelessness in Oakland. However, it will take time to make these investments and to see the results.

In the meantime, **the City has been providing and should continue to provide health and hygiene interventions to unsheltered residents.** These interventions currently include portable toilets, wash stations and garbage pick up at 15 encampments around the City. Mobile showers are currently provided at Community Cabin sites and starting in early FY 19-20 will also be available at several encampments. Staff are investigating the logistics and costs of providing drinking water and storage. A chart of preliminary costs is below.

Street Based Interventions				
Use	Amount	Cost	Number Sites	Annual Cost
Drinking water at encampments	1 gallon/ person/day (assume 20 people per site)	\$1 /gallon (estimated)	20 sites	\$146,000
Portable toilets/wash stations	1 regular unit, 1 ADA unit; cleaning 3 x week	\$15,000 / site/year	20 sites	\$300,000
Mobile showers	1 session = 42 showers; 24 loads of laundry	\$558/session	20 sites	\$580,000
Storage	Pilot capacity to serve 100 people total	TBD	TBD	TBD

# of people and # of sites are provided as examples that could be scaled up as needed

<sup>5</sup> 2017 Point-in-Time Count Data for Oakland: <http://everyonehome.org/wp-content/uploads/2017/11/2017HIRDReport-Oakland.2-2-3.pdf>, p. 14.

<sup>6</sup> 2017 Point-in-Time Count Data for Alameda County: <http://everyonehome.org/wp-content/uploads/2016/02/2017-Alameda-County-8.1-2.pdf>, p.18-19.

These interventions are not a solution to homelessness. Rather they are a way to manage the current crisis in the short term. **All stakeholders must remain focused on permanent affordable housing as the solution to homelessness.**

### **Rapid Rehousing**

Based on data from the HMIS system, staff estimates that **30% of people who are homeless, at any given time (approximately 1200 people) could get back into housing with a Rapid Rehousing (RRH) intervention:** time-limited financial assistance and housing-focused supportive services.

Current resources in Oakland include population specific RRH for transitional aged youth (ages 18-24), families, veterans, and seniors (through an emerging collaboration with Kaiser to help older homeless adults get back into housing quickly). Additional RRH funding for the general homeless population is also available as part of the City's Coordinated Entry System grant from the County. However, the current RRH capacity in Oakland can serve fewer than 300 individuals each year.

Strategies for Rapid Rehousing include:

- Attach new dollars for rapid-rehousing to crisis response beds to increase exits to permanent housing (and allow beds to be used by more people)
- Help people avoid returning homelessness
  - Link employment services and supports to rapid-rehousing to increase incomes
  - Use rapid re-housing as bridge to permanent subsidies: Engage Oakland Housing Authority as partner for those whose fixed incomes are inadequate to pay rent

Assume homelessness can be resolved for up to 30% of people who experience homelessness

- Average cost of RRH = \$15,500/ household
- \$12 million a year would assist 750 additional households to become housed

### **Landlord Recruitment and Incentives: Risk Mitigation Pool**

The need to recruit and retain a group of landlords willing to rent to very low income and homeless households is crucial. The strategy proposed below applies to landlords who rent to clients in Rapid Rehousing programs as well as in deeply affordable and permanent supportive units.

- Create a risk mitigation fund for landlords. This is a pool of funding that landlords could access, if needed, to cover things like rental loss incurred to hold units, small repairs to meet Housing Quality Standards required by funding, or significant damage. This provides added protection for landlords who are willing to rent to someone with limited income, a poor rental history, or a criminal history. It is more cost effective to have a shared pool of funds than to pay each landlord a double deposit. Other communities, such as Denver, Orlando, Portland, and Seattle are successfully using this model. Risk mitigation funds are managed by a variety of entities including Cities, Counties or CoC's and may include public and private dollars.

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### **Deeply Affordable Housing**

Most people who are experiencing homelessness in Oakland are living in poverty, and their incomes are at or below 20% of Area Median Income (AMI).<sup>7</sup> With rents rising in Oakland much faster than incomes for those who are working in low-wage jobs or living on fixed incomes, the availability of housing that is affordable for households with extremely low incomes has been shrinking. Households with incomes below 30% of AMI<sup>8</sup> are considered "Extremely Low Income (ELI)". Only about 1 out of 4 extremely low income people who qualify for housing assistance get any help with housing costs (rent subsidies or opportunity to live in an affordable housing unit). As a result, more than 75% of extremely low income households spend more than half their income for rent. This puts many of them at risk of homelessness when their income is disrupted or they face unexpected expenses. And it puts rental housing out of reach for many people who are experiencing homelessness in Oakland, even those who were renters or home-owners just before they became homeless.

Most of the affordable housing that has been developed in recent years has been designed to serve people with incomes at or below 50% of AMI. Other housing developments that include units designated for persons with incomes at or below 20% or 30% of AMI have often been created as permanent supportive housing (PSH), described below. While PSH meets a critical need for housing, primarily for persons with disabilities who experience chronic homelessness, it is not available to or needed by many people with extremely low incomes who experience homelessness. Developing and operating housing for people with incomes at or below 20% AMI has been very challenging for non-profit developers or other property owners, because tenants cannot afford to pay enough rent to cover the costs of operating and maintaining the housing – even when construction costs have been subsidized with public funding. Both capital funding (for costs of construction or purchase and renovation of existing buildings) and long-term operating subsidies (project-based rental assistance) are needed for the development of financially viable, deeply affordable housing for people with incomes at or below 30% of AMI.

**Approximately 35% of the people experiencing homelessness in Oakland – about 3,300 families or individuals over the next four years – need deeply affordable housing in order to exit homelessness.** This group includes older adults and people with disabilities who are living on fixed incomes (primarily SSI or social security benefits), those who are the primary caregivers of family members with special needs, and others who may be working in low wage jobs but unable to increase their incomes enough to pay rent without assistance that continues beyond the time limits associated with rapid re-housing or other short-term interventions. Research has shown that housing vouchers, which provide long-term rent subsidies, effectively end homelessness and prevent families from returning to homelessness. Access to stable, affordable housing provides a platform for better employment, health, and education outcomes.

Oakland faces both an extraordinary shortage of deeply affordable housing opportunities for residents who are experiencing homelessness, and an opportunity to use local investments to leverage additional state and federal resources to expand housing that is affordable to people with the lowest incomes. Strategies for expanding access to deeply affordable housing can include:

#### **Production of New Units**

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<sup>7</sup> 20% of AMI is \$16,280 for a single individual or \$20,920 for a family of three in Oakland

<sup>8</sup>

- **Setting a goal of dedicating 40% of available affordable housing funding to create deeply affordable housing opportunities for people with incomes below 20% AMI.** This will only be possible if units are linked with firm commitments from the Oakland Housing Authority to provide project-based vouchers which help tenants pay rent that will cover project operating costs.<sup>9</sup>
- **Using the City's affordable housing funding process** (i.e., the Notice of Funding Availability or NOFA) to incentivize developers to create units that are deeply affordable and restricted to people experiencing homelessness. Such units would be required to use a Housing First approach, which does not screen out applicants who are experiencing homelessness.

#### Accessing Existing Units

- **Prioritizing people who are experiencing homelessness for new units of deeply affordable housing** being created for households with incomes below 20% AMI, in projects that receive support from City's and Alameda County's affordable housing bond programs, and other sources of funding to create or preserve affordable housing.<sup>10</sup>
- **Engaging with the Oakland Housing Authority (OHA)** to strengthen and expand its current policies and programs that provide access to housing vouchers and affordable public housing developments, by **prioritizing people experiencing homelessness**, including those who need long-term housing assistance after participating in a program of transitional housing or other time-limited rental assistance, for half of all vacancies.
- Making investments and policy changes to facilitate the use of OHA's federal housing subsidies:
  - Providing housing navigation support services to assist people who are homeless as they complete the process of establishing their eligibility for vouchers, search for housing, and negotiate with landlords;
  - Collaborating with OHA to provide incentives for landlords to participate in the voucher program, including funds to repair damages when needed (see mitigation fund above)
  - Enacting local ordinance and supporting proposed state legislation to prohibit discrimination against housing applicants who use vouchers or other forms of rental assistance.
- **Establishing a new City funded "shallow rent subsidy" program** to provide subsidies of approximately \$600 a month to help participants pay rent.<sup>11</sup> Based on estimated need, this would cost \$14.5 million to serve 500 people (over 3 years).
- Vetting all housing policies to ensure that access to stable, affordable housing is equitable across race and ethnicity

Additional strategies are included below in the discussion of permanent supportive housing

<sup>9</sup> Accomplishing this goal will be impacted by the requirements of Measure KK to fund preservation and rehabilitation, as well as the need to add funding to pipeline projects with funding gaps so that they can start construction in 2020.

<sup>10</sup> In addition to these locally controlled resources, capital costs for these housing projects will be supported by other sources of state and federal funding, including Low Income Housing Tax Credits.

<sup>11</sup> As proposed, the program would provide a monthly rent subsidy of \$600 for 3 years, with extensions available for seniors or people with disabilities who are living on fixed incomes and unable to obtain other sources of long-term rental assistance or affordable housing. The total cost of providing this assistance over a 3 year period would be approximately equal to the cost of serving a person for one year in an emergency shelter or transitional housing program.

### **Permanent Supportive Housing**

For many people with disabilities who experience chronic homelessness, particularly for those who face the greatest barriers to getting and maintaining stable housing, permanent supportive housing is the most effective solution to homelessness. Permanent supportive housing (PSH) combines deeply affordable housing with the supportive services some people need to live as successful tenants and neighbors. PSH also has the benefit of significantly reducing the crises that can otherwise lead to avoidable emergency room and hospital visits as well as involvement the criminal justice system – thereby substantially reducing local government costs associated with crisis response and institutional care.

**About 15% of the people experiencing homelessness in Oakland – or 2,000 people over the next four years – need permanent supportive housing in order to successfully exit homelessness.** Most PSH that is dedicated (usually as a condition of federal, state, or local funding) to people with disabilities experiencing homelessness is made available through the county-wide coordinated entry system, which prioritizes those resources to people who have the highest level of vulnerability. The county's current supply of PSH is limited, but funding is available from several sources to create additional PSH, including the county-administered No Place Like Home (NPLH) program for persons with serious mental illness, and the state budget proposes additional funding to create housing for people experiencing homelessness.

**To address the needs of people with disabilities who are experiencing homelessness, Oakland needs to create 1,500 additional units of permanent supportive housing within the next five years.** These PSH units can be created using a combination of tenant-based rent subsidies combined with supportive services, and development of new PSH units. In many cases, PSH units can be included as a portion of the units in new affordable housing developments that will provide opportunities for people with disabilities and histories of homelessness to live in integrated settings with other community residents. In addition to new units of PSH, we anticipate that a total of about 500 people will be able to move into existing PSH as vacancies occur when current tenants move out. To increase the turnover rate of PSH, if permanent housing subsidies, through a new City program or through existing OHA vouchers, are made available to some long-term PSH tenants who have achieved stability but cannot afford to pay rent in the private market, the number of vacancies in existing PSH can be increased to provide housing opportunities to hundreds more of the most vulnerable people who currently experiencing homelessness.

Financing and implementing PSH requires collaboration among multiple partners who can work to align capital investments (for costs of purchasing vacant land or buildings and constructing or rehabilitating apartment buildings), operating subsidies in the form of either project-based vouchers, tenant-based vouchers, or a capitalized operating reserve (such as what NPLH offers) to pay rent to private landlords, and supportive services. Some of the sources of funding for PSH are controlled by the county, while others are controlled by the city, public housing authority, or provided to non-profit organizations in the form of grants or loans from federal or state programs, or private funders.

All PSH begins with providing deeply affordable housing, and adding both supportive services and tenant selection policies and practices that are designed to make PSH available to homeless people with disabilities who face the greatest barriers to housing stability and the greatest risks of harm and/or avoidable costs if they remain homeless. Accordingly, the

strategies for expanding access to permanent supportive housing, as well as deeply affordable housing should include:

- **Establishing a Pipeline Committee** that includes representatives of the city, Alameda County and the Oakland Housing Authority to coordinate and align investments of all resources that are needed and available to finance the capital, operating, and supportive service costs of permanent supportive housing and deeply affordable housing to meet the needs of people experiencing homelessness.
- **Partnering with OHA** to make deeply affordable housing opportunities, including tenant-based rent subsidies (vouchers) for people who are ready to “move on” from PSH, in order to make those housing units and supportive services available to other vulnerable people who are currently homeless.
- Supporting the development of a **County-wide ballot measure to raise revenues** that support services and operating subsidies that can be matched to existing City and County funded bond projects. This is needed in order to meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.
- Coordinating with implementation of public lands policy and upcoming ordinance to identify opportunities to create deeply affordable and supportive housing on some of the sites that will be dedicated for affordable housing.
- Streamlining approvals for proposed affordable and supportive housing developments.

#### Summary Of Recommendations

- Continue to invest in prevention and anti-displacement efforts, but more narrowly focus those investments to specifically target individuals who are most likely to become homeless without that intervention.
- In partnership with private and County funding, create an additional 400 emergency beds per year for unsheltered residents and improve community impact through a variety of strategies such as community cabins, sprung tent shelters, safe parking, respite beds, and other models. This is above and beyond the over 700 bed increase that has already happened since 2017 and which currently is funded with state HEAP monies through FY 2019-20.
- End unsheltered family homelessness through investments in expanded shelter, housing navigation, and rapid rehousing. Include an alignment of existing childcare and workforce funding to maximize support services for these families.
- Eliminate racial disparities that are impacting African Americans who are homeless in Oakland by using an equity framework when planning and evaluating interventions.
- Purchase a third “Henry Robinson” aligned with the current transitional housing and rapid re-housing services provided at the Holland and Henry. The on-going operational funding for the Holland and a potential third site is NOT secured, and thus requires a revenue strategy as defined below or partnering funders.
- Create a multi-agency Housing Pipeline Group, potentially the Kaiser funded Housing Impact Table, that defines clear and certain metrics and tracks success for the development of affordable, deeply affordable and permanent supportive housing units. This group allows for focus on reducing barriers to producing units for very low income households and strategically aligning existing services and funding streams.
- Support the development of a County-wide ballot measure to raise revenues that support services and operating subsidies that can be matched to existing City and County funded bond projects to truly meet the goal of creating more deeply affordable for 20% and below AMI and permanent supportive housing units.

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The Updated PATH Plan remains in draft form for two primary reasons.

1. It is critical that the Updated Oakland PATH plan reflect a racial equity framework and include specific policy and program recommendations to address disparities by race within the homeless system. To do this requires disaggregating homeless data by race. The current countywide homeless data system, Homeless Management Information System (HMIS), does not easily have the ability to do this. The City has begun working with researchers from the University of San Francisco who are looking at 10 years' worth of Oakland homelessness data in order to answer the following questions about African Americans experiencing homelessness in Oakland.
  - Demographic profile of African American clients in the homeless services system (age, gender, income source, income amount, disabilities, family size, veteran status, etc)
  - Outcomes for African American clients compared to white clients:
    - The length of time homeless
    - Successfully exiting homelessness to permanent housing
    - Returns to homelessness
    - People prevented from becoming homeless
    - Increasing income between program entry and program exit

This data will inform decisions to continue or increase investments in things that are working well to address homelessness in the African American population and will highlight areas of the system where African American clients are not being served well compared to other groups so that changes can be made. The disaggregated data analysis is scheduled to be completed by late June.

2. Once a complete draft of the plan is finished, the City will seek community feedback on the recommended strategies. This feedback will be used to inform the final version of the plan.

### **FISCAL IMPACT**

This is an informational report, there is not fiscal impact at this time.

### **PUBLIC OUTREACH / INTEREST**

The work on both the implementation of the program strategies over the past two years and the development of the PATH Plan have had extensive engagement with multiple community stakeholders such as individuals experiencing homelessness, elected officials, county partners, business groups, community service providers, and many other community and neighborhood groups.

## **COORDINATION**

Coordination has occurred between the Human Services Department, the Housing and Community Development Department, and the City Administrator's Office.

## **SUSTAINABLE OPPORTUNITIES**

***Economic:*** As noted in the report, all funds proposed 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.

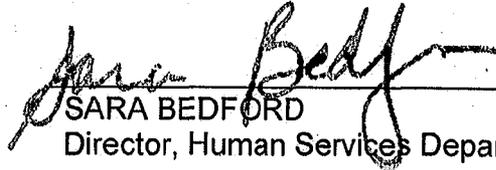
***Social Equity:*** The expenditure of these funds is targeted to the most vulnerable and at-risk populations in this City and is providing essential and basic human services, housing and support.

## **ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council receive a comprehensive informational status report on the city's efforts to address the needs of the homeless individuals residing in Oakland with options and recommendations for additional administrative, legislative and budgetary actions to address homelessness.

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

Respectfully submitted,



SARA BEDFORD  
Director, Human Services Department

Prepared by Lara Tannenbaum, Manager  
Community Housing Services Division

Attachments:

**A –2017 Chart of Proposed Recommendations**

**B- Homeless Services Definitions**

**C- Stakeholder Input**

On April 25<sup>th</sup>, 2017 the Human Services Department presented an informational report on homelessness, entitled Funding recommendations to reduce homelessness in Oakland, to the Life Enrichment Committee. That report included strategy recommendations and estimated costs for a range of interventions including Encampment Health and Safety, Interim Housing, and Permanent Housing. The strategies outlined were designed to provide a broad reach within Oakland – addressing a wide population of homeless individuals (including high, medium and low need) and keeping in mind the specific needs of 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.

The chart from the April 2017 report is below.

<b>Strategy Recommendation</b>	<b>Estimated Cost</b>	<b>Notes</b>
<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>

Following the presentation of this report, the Life Enrichment Committee requested additional information about select recommendations for addressing the health, safety and services related to street homelessness. In the supplemental report, staff provided a prioritized menu of recommendations for funding consideration.

The Human Services Department, in alignment with the Mayor and City Administrator, recommended focusing on three priorities from the list of interventions that could be achieved in the near term and had potential for funding partnerships to enhance success and feasibility. They are also interventions that are consistent with the City's role in providing more immediate relief to unsheltered residents and partnering with the County and the Oakland Housing Authority for other higher impact interventions. **The three priority recommendations were funded and implemented.**

The chart below outlines the three recommendations, funding allocated during the FY 17-18 budget process, and status of each project:

**Recommendations Funded and Implemented in FY 17-18**

Strategy Recommendation	Fund Allocation	Implementation Status
The creation of <i>up to 10</i> health and hygiene services-in-place encampment interventions over the next two years.	<b>FUNDED</b> \$150,000 in City General Fund allocated in FY 17-18 \$250,000 allocated in FY 18-19	<b>IMPLEMENTED</b> Over XX health and hygiene sites opened in FY 17-18 with portable toilets, wash stations and garbage pick up.
Development of at least one (of a recommended three) safe haven site(s)	<b>FUNDED</b> \$450,000 per year allocated in FY 17-18 and FY 18-19 for the services and operation of one Community Cabin site	<b>IMPLEMENTED</b> Additional funds raised from Kaiser foundation and Alameda County  First Community Cabin site at 6 <sup>th</sup> and Castro opened in December 2017. Second site at 27 <sup>th</sup> and Northgate opened in May 2018. Third site at Lake Merritt opened in October 2018.
Creation of a second Henry Robinson like model for Interim Housing leading to permanent housing.	<b>PARTIALLY FUNDED</b> \$14,000,000 of measure KK funding authorized for the purchase of a second Henry building \$300,000 for services allocated for FY 17-18 \$800,000 for services allocated in FY 18-19	<b>IN PROCESS</b>

In addition to the three interventions that were funded, a number of other no cost (to the City) recommendations from the April 2017 report were also implemented. These include:

**Recommendations Implemented in FY 17-18**

Strategy Recommendation	Fund Allocation	Implementation Status
Renew Shelter Emergency Ordinance	<b>NO FUNDING NEEDED</b>	<b>IMPLEMENTED</b>
Create formal interdepartmental teams with specialization in homeless services	<b>NO FUNDING NEEDED</b>	<b>IMPLEMENTED</b>
Coordinated Entry for Oakland	<b>FUNDED BY COUNTY</b>	<b>IMPLEMENTED</b>

Recommendations from the April 2017 report which required funding and which were not funded in FY 17-18 were not implemented in FY 17-18.

In the mid cycle FY 18-19 budget process the following additional recommendations from the April 2017 informational report were **funded and are in the process of being implemented**:

**Recommendations Funded and Implemented in FY 18-19**

Strategy Recommendation	Fund Allocation	Implementation Status
Employment for unsheltered residents pilot	<b>FUNDED</b> \$85,000 added to mid cycle budget for FY 18-19	<b>IN PROCESS</b> The Human Services Department is in the process of entering into a grant agreement with Downtown Street Teams to implement this pilot beginning in October 2018
Safe Parking	<b>FUNDED</b> An additional \$300,000 for health and hygiene services was added to the FY 18-19 budget. These funds are being used to support a Safe Parking pilot intervention	<b>IN PROCESS</b> The Human Services Department is in the process of entering into a grant agreement with the Interfaith Council of Alameda County (ICAC) to implement this pilot beginning in October 2018

**Attachment B: Definitions of Housing Interventions**

**Permanent Supportive Housing (PSH)** is housing for people who are homeless for a year or more 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).

**Services In Permanent Housing-Support Services** that are designed to assist a formerly homeless person maintain housing stability and to maximize their ability to live independently. Services may be provided on-site, off-site at a central location or provided through a mobile team that visits tenants in their homes. Services may include assisting a resident to maintain good relationships with landlords and neighbors, connection to health and mental health care, and basic life skills such as rent payment and budgeting, conflict resolution, cooking/meal preparation, and support with personal hygiene and self-care.

**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 Housing (TH)** 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 programs to have shorter lengths of stay and have a goal of exiting people to housing within 6 months. The current City funded transitional housing is a blended model (TH/RRH) of both building based TH coupled with another 6 months of Rapid Rehousing subsidy and services upon exit.

**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.

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**Interviews**

Date	Name	Affiliation
11/9/2018	Maryann Leshin	Deputy Director Housing and Community Development Dept.
11/9/2018	Michele Byrd	Housing and Community Development Dept.
11/30/2018	Daniel Scott	Community Development Specialist, Alameda Co. Housing and Community Development
12/18/2018	Michelle Hassan	Oakland Housing Authority
1/3/2019	Kathleen Clanon	Director, Alameda County Care Connect - Alameda County Health Care Services Agency
1/4/2019	Mayor Libby Schaaf	Mayor's Office
1/10/2019	Darlene Flynn	Dept. of Race & Equity
1/11/2019	Eric Johnson	Executive Director of the Housing Authority
1/14/2019	HAWG	Homeless Advocacy Working Group
1/17/2019	Supervisor Wilma Chan	Alameda County Board of Supervisors - District 3
2/7/2019	Myisha Steward	Community Housing Services Division
2/11/2019	Elaine DeColigny	Executive Director, Everyone Home
2/25/2019	Linda Gardner	Director, Alameda County Housing and Community Development
3/5/2019	Yvette Radford	Kaiser Permanente
3/6/2019	Maryann Leshin	Deputy Director Housing and Community Development Dept.
3/8/2019	Councilmember Kalb	Oakland City Council
3/8/2019	Family Front Door	EOCP & BFWC
3/20/2019	Councilmember Thao	Oakland City Council
3/19/2019	Jamie Almanza	BACS
3/22/2019	Councilmember Bas	Oakland City Council
4/12/2019	Darin Ranelletti	Policy Director for Housing Security, Mayor's Office
4/15/2019	Talia Rubin	Community Housing Services Division

**Focus**

**Groups**

Date	Contact Name	Group
2/12/2019	LaRue Williams; Phil Clark	St. Mary's Emergency Winter Shelter for Seniors
2/28/2019	Talia Rubin	Encampments (E. 8th & Alameda)
3/8/2019	Daniel Cooperman	Henry Robinson Multiservice Center
3/13/2019	Lester G. Vender	Northgate Community Cabins