



CITY OF OAKLAND

AGENDA REPORT


TO: Jestin D. Johnson
City Administrator

FROM: Scott Means
Interim Director, Human
Services

SUBJECT: Family Programs

DATE: May 6, 2024

City Administrator Approval


[Harold \(Glen\) Duffey \(May 17, 2024 14:01 PDT\)](#)

Date: May 17, 2024

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

1. **Accepting, Appropriating, And Authorizing Agreements For Receipt Of Funds From (A) The State Family Homelessness Challenge (FHC) Grant, Round 2 (FHC-2) In An Amount Up To \$1,844,860 And (B) Oakland Housing Authority (OHA) In An Amount Up To \$1,200,000; And**
2. **Awarding Grant Agreements To Six Homeless Services Providers Identified In Table 1 Using FHC Funds To Implement The FHC Project Through June 30, 2026; And**
3. **Awarding A Grant Agreement To East Oakland Community Project (EOCP) In A Total Amount Not To Exceed \$2,100,404 From July 1, 2024 Through April 30, 2027 To Operate The Matilda Cleveland And Families In Transition Programs Using City And OHA Funds;**
4. **Awarding A Grant Agreement To EOCP In A Total Amount Not To Exceed \$1,875,000 From July 1, 2024 Through September 30, 2025 To Operate The Family Matters Shelter Using Measure Q Funds; And**
5. **Awarding A Grant Agreement To Cornerstone Community Development Corporation DBA Building Futures Women And Children (BFWC) In A Total Amount Not To Exceed \$352,000 From July 1, 2024 Through September 30, 2026 To Operate Oakland's Family Front Door**

EXECUTIVE SUMMARY

LEC
May 28, 2024

Adoption of this resolution will allow the City to appropriate and allocate funds for Oakland's family homelessness response system through Family Homelessness Challenge program (FHC), operation of the Building Futures Women and Children North County Family Coordinated Access Program (BFWC CAP) and the East Oakland Community Project's (EOCP) shelter and scattered housing sites. This funding ensures the operation of the family coordinated entry system in the City of Oakland which is responsible for connecting families to shelter and housing services. It also secures over 150 shelter beds, transitional housing beds and rapid rehousing slots for families.

REASON FOR URGENCY

EOCP MCFIT funding will be exhausted in June 2024. Both the EOCP MCFIT and Family Matters Shelter contracts' terms expire June 30, 2024. Additional funds will ensure continued program operations and use of (145) beds across these programs.

BACKGROUND / LEGISLATIVE HISTORY

The Family Homelessness Challenge (FHC)

FHC grant was announced in the spring of 2022 by the California Business Consumer Services and Housing Agency (BCSH) to provide competitive grants and technical assistance to local jurisdictions to promote innovation, accelerate new programs, and build on promising practices to address family homelessness. The City of Oakland, in partnership with Building Futures with Women and Children and the Oakland Transitional Housing Alliance (OTHA), applied for and was awarded \$2 million over two years to 1) expand the number of available beds for families in crisis through coordinated entry; and 2) improve the quality of services available to families experiencing homelessness. The Oakland Transitional Housing Alliance was formed following the successful completion of the City's rolling Request for Qualifications (RFQ) process. The participating agencies – A Diamond in the Ruff, Urban University, and Oakland Elizabeth House formed a partnership with the purpose to include OTHA in the family homeless response system, and to provide 16 additional units of recovery-oriented, culturally responsive, interim housing for families experiencing homelessness in Oakland. September 20, 2022; City Council passed Resolution 89391 authorizing the acceptance and appropriation of FHC funds awarded to the City to implement the FHC Project through June 30, 2024. In the winter of 2023, BCSH announced the FHC-2 grant. FHC-2 is an opportunity for FHC-1 providers to receive additional funds and to expand and augment their initial proposal by ensuring that experiences of homelessness are rare, brief, and one-time for families. The City submitted the FHC-2 application on February 27, 2024, and introduced two new partners, Courageous Women Association and EOCP Matilda Cleveland and Families in Transition (MCFIT) programs, in the proposal.

Courageous Women Association (CWA) is a Black woman-led organization which provides support services and economic resources for the empowerment of women and children who are victims of homelessness, substance abuse, domestic violence, incarceration, human trafficking, and sexual crimes. Oakland-based, CWA will provide four new units (eight beds) of interim housing units operated by the organization.

Matilda Cleveland Families in Transition (MCFIT)

The Matilda Cleveland and Families in Transition programs began in the 1990s. They were consolidated into one program in 2020-21 to increase operational efficiency. The Matilda Cleveland Families in Transition (MCFIT) Transitional Housing (TH) and Rapid Rehousing (RRH) program serves literally homeless, [as defined by the Department of Housing and Urban Development](#), families with children in 23 units of transitional housing and 13 units of rapid rehousing located throughout Oakland. The TH component of MCFIT operates as an interim housing model with the primary goal to assist families experiencing homelessness in quickly securing and maintaining permanent housing. Families in the TH component are housed either at the Matilda Cleveland site-based program located at 8314 MacArthur Blvd, or in one of nine City-owned scattered-site units located across Oakland. The RRH component assists families in exiting the MCFIT TH program more quickly by providing move-in assistance and short-term rental assistance. MCFIT currently has funding available through local funds including city and funds from the Oakland Housing Authority.

Historical Summary of Oakland Housing Authority Moving to Work Local Housing Assistance Program (LHAP)

In 2016 the City of Oakland responded to a Request for Proposals from the Oakland Housing Authority requesting operating subsidies for Transitional Housing units in programs, including:

- fourteen (14) units at Matilda Cleveland (MC) Transitional Housing Program
- nine (9) units at the Families in Transition (FIT) Program

OHA selected the City of Oakland's transitional housing (TH) programs and awarded funding via the Moving to Work Local Housing Assistance Program (LHAP), for a term of up to 15 years. Moving to Work (MTW) is a demonstration program for public housing authorities (PHAs) that provides them the opportunity to test innovative, locally designed projects.

Funding is provided on a reimbursement basis per transitional housing unit per month and is dependent on the unit meeting Housing Quality Standards (HQS) as set by HUD and is dependent on the individual or household in the unit meeting OHA's eligibility standards. The addition of this funding allows the TH programs provide up to six months of aftercare (subsidies and supportive services) to clients who exit to permanent housing. This support is crucial in helping the household maintain their housing.

Adoption of the recommended resolution will allow the City to continue to implement the Moving To Work Local Housing Assistance Program (LHAP), receive LHAP funds from the Oakland Housing Authority (OHA) in the amount of up to \$1,200,000 through April 2027, appropriate said funds, and enter into a grant agreement with East Oakland Community Project for the provision of transitional housing. These funds will provide operating subsidies for the MCFIT programs.

The amount of the LHAP award from OHA is based on the US Department of Housing and Urban Development (HUD) Fair Market Rents (FMR) for the Oakland/Alameda County area. If FMRs increase over upcoming years, the total amount of funds under this agreement may also increase. Therefore, the legislation provides authorization to accept additional funds from OHA in the event that FMRs increase and provides authorization to increase grant agreements with providers.

BFWC PATH

The Building Futures with Women and Children North County Family Coordinated Access

Program (CAP) provides permanent housing outcomes for families in North Alameda County who are literally homeless. The CAP program provides intake, assessment, prioritization, and matching services while also providing up to 20 shelter beds for Oakland families. CAP also provides oversight of the Rapid Rehousing (RRH) and Coordinated Entry (CE) components of the program. Resolution [89777](#) authorized the appropriation of \$154,500 from Measure Q funds (Fund 2244) for homeless intervention services provided by the Family Front Door Support Grant. The City seeks to renew the grant an additional two years utilizing both City and Federal Emergency Solution Grant funding.

Family Matters Shelter

East Oakland Community Project's Family Matters Shelter is an emergency shelter located at 5276 Broadway in Oakland. Family Matters Shelter provides emergency shelter, supportive services, and short to medium term rental housing subsidy assistance to families experiencing homelessness. On June 7, 2022, the City Council passed Resolution [89247](#) C.M.S., awarding approximately \$5,073,391 million in Measure Q funding for homelessness programs and services including an award to EOCP to operate the Family Matters shelter. On June 6, 2023; City Council passed Resolution [89777](#) C.M.S, extending grant agreements or professional services agreements to the homeless service providers using portions of HHAP, local funds, and up to \$4,578,346 of Measure Q funding. On July 1, 2023, the City entered into an agreement with EOCP awarding \$1,500,000 of the total allowable \$1,522,500 of Measure Q funds for homelessness intervention services through June 30, 2024. As the shelter crisis persists in Oakland, the City seeks the authority to renew the Family Matters Shelter grant for a 15-month term in an amount not to exceed \$1,875,000 to continue providing essential housing and supportive services for up to 25 families experiencing homelessness beginning July 1, 2024 through September 30, 2025.

ANALYSIS AND POLICY ALTERNATIVES

FHC-2

The purpose of the FHC-2 proposal is to expand the successful strategies implemented by the City of Oakland through the FHC-1 grant while adding new partners to scale up homelessness interventions. As Courageous Women Association partners in FHC-2, there will be an additional 8 units available through funding of the Courage House Transitional Home. The program is designed to provide residents to provide healing and comprehensive services for a majority women of color with limited incomes between the ages 24- 62. While EOCP is not a new partner in the homelessness response system, If awarded, the FHC-2 funds will be used to cover expenses currently funded through City carry-forward funds. This includes ensuring staffing capacity and program services that have proven essential to the family system. The project objective for FHC-1 and FHC-2 is to ensure that homelessness is brief and one time for families. If awarded, the additional round of funding will be used to expand and enhance round one goals, while adding an additional goal to rapidly increase exits to permanent housing. Providers requested a budget modification in FHC-1, requesting to add a new budget line item to move additional funds to provide more robust permanent housing supports and outcomes. Through financial assistance with move-in costs, rental assistance, and other household necessities, residents will be able to rapidly exit interim shelters and maintain permanent housing. Additionally, the FHC-2 objective and outcomes are to enhance the following FHC-1 goals:

1. By the end of year two, the percent of families exiting the family homeless response system to permanent housing will increase from 72% (baseline, based on FY 20-21) to 85%.
2. By the end of year two, the percent of FFD families placed in emergency shelter or interim housing who transition to permanent housing within six months will increase from 45% (baseline, based on FY 20-21) to 65%.
3. By the end of year two, the percentage of families with employment income at exit from the family homeless system will increase from 43% (baseline, based on FY 2021) to 60%.

FHC providers must report Homeless Management Information System data as required in their contract and to measure program outcomes. Data for the following projects present program outcomes for the cumulative period from November 1, 2022 through March 31, 2024.

Since the start of the FHC project through the quarter ending March 31, 2024, HMIS data indicates that across all family housing projects, 69.28% of program participants entered positive housing destinations such as a rental property, subsidized housing, or shared housing with permanent tenure. While providers continue to support housing stabilization, data indicates that program participants require more time in programs to address complex barriers to permanent housing placement.

Q23c. Exit Destination					
Program Applicability: All Projects					
	Total	Without Children	With Children and Adults	With Only Children	Unknown Household Type
Total persons exiting to positive housing destinations	336	3	333	0	0
Total persons exiting to destinations that excluded them from the calculation	4	2	2	0	0
Percentage of persons exiting to positive housing destinations	69.28%	37.50%	69.81%	0.00%	0.00%

During the same period, 40% of participants who remained in transitional housing stayed between six months to one year. If the recommendations included in this resolution are not adopted by the Council, the City will lose the State funds and the opportunity to increase the availability of 8 interim housing units. Failure to appropriate additional funds will jeopardize transitional housing and emergency shelter units. Furthermore, lack of funding will risk severely limiting or ending essential mental health and workforce support services necessary to prepare families for successful program exits. Of the 771 total households served between all programs during this period, 556 (72%) identified as Black, African American, or African, with 99% of these households including children. The data presents the urgency to adopt the recommendations in this report to prevent further inflow of families into homelessness, and to enhance the City's race and equity initiatives to address this pressing public health issue and the overrepresentation of Black people experiencing homelessness.

BFWC CAP and Family Matters Shelter

The Family Matters Shelter and the BFWC CAP support a minimum of 40 families through the delivery of shelter, support services, case management, childcare, and capacity building for participants. The programs are responsible for data reporting and housing supports. The

funding recommendations support the continuation of existing programs. Authorization to award these contracts is vital to:

- Maintain existing programs and services serving families, adults, women and children experiencing homelessness. These programs need timely and careful planning if the proposed funding sources are not adopted, resulting in financial strain and disruption of staffing and program services.
- Avoid any disruption in programming and payment for services. Contract terms for programs mentioned in this report will expire at the end of June 2024.

If these recommendations are not adopted by the Council, the beds and services outlined above will close at the end of June 2024, potentially transitioning Oakland families to the street and unsheltered homelessness.

Citywide Priorities and Principles

1. Holistic community safety

- Adoption of the recommendations included in this report will increase the number of beds in the family homelessness system and move families from homelessness into interim housing or shelter programs which provide safe environments and access to basic necessities.

2. Housing, economic, and cultural security

- Adoption of the recommendations included in this report will allow the continued operation of interim housing and shelter programs. These programs allow families time to stabilize, to obtain employment, and to increase employment income throughout the duration of the programs. The family programs are housing-first organizations which collaborate closely with the Family Front Door to quickly move families from homelessness and into housing through assessments, intakes, housing stabilization plans, and on-site case management and capacity building services. Program staff complete trainings to ensure compliance with federal, state, and local guidelines, and to build cultural competence, crisis intervention skills, and harm-reduction expertise. Some sites, such as the Family Matters Shelter, provide field trips and holiday celebrations, creating a comfortable and culturally secure environment for families as they prepare for permanent housing.

3. Vibrant, sustainable infrastructure

- Adoption of the recommendations included in this report will allow access to funding to ensure families have safe and comfortable shelter and provide resources for required maintenance and capital improvements as indicated in the individual grant agreements.

4. Responsive, trustworthy government

- Adoption of the recommendations included in this report will advance the City of Oakland's priority to remain a responsive and trustworthy government by funding and supporting programs that address the ongoing housing crisis in our community. The City meets regularly with providers, conducts site visits, monitors data and reporting, and

prioritizes relationship building with providers through problem solving, collaborative case conferences such as the Housing Support Lab, and providing technical assistance.

FISCAL IMPACT

FHC-2

- The funds discussed in this report will be provided by the California Business Consumer Services and Housing Agency (BCSH) pending review of the FHC-2 application and selection to award the City of Oakland.
- The City of Oakland will receive funds for the administration and management of the grant to support personnel costs, allowable at a percentage of up to 5% of the grant amount.
- The City of Oakland submitted the FHC-2 application on February 27, 2024. Funds will be allocated towards the Activities detailed in **Table 1** below to support the programs and activities presented in this report.
- It is important to note should EOCP receive an award through FHC-2 this would adjust the amount of funding allocated from City funds to continue operations at the MCFIT facilities.

Table 1: FHC-2 Proposed Budget			
Grant Term	Grantee/Recipient	Amount	Activity
1/1/2026 – 6/30/2026	Building Futures for Women and Children	\$258,187	Supportive services, including coordinated entry, mental health, workforce development, and housing navigation
	Oakland Transitional Housing Alliance:		Three units of recovery-oriented transitional housing at A Diamond in the Ruff.
	A Diamond in the Ruff	\$233,454	Ten units of recovery-oriented transitional housing and supportive services at Oakland Elizabeth House.
	Oakland Elizabeth House		Three units of recovery-oriented transitional housing at Urban University.
	Urban University		
	EOCP MCFIT	\$895,554	Enhanced services to existing twenty-three transitional housing units
	Courageous Women Association	\$369,815	Four interim housing units
	City of Oakland, Human Services Dept	\$87,850	Contract management and administration of the grant
Total program amount: \$1,844,860			

BFWC PATH

- Funding for BFWC PATH will be appropriated from a combination of Emergency Shelter Grant (ESG) and General Purpose Funds from the following sources as detailed in **Table 2 totaling up to \$510,000 over the course of 27 months.**

Table 2: Building Futures with Women and Children PATH			
FUNDING SOURCE	UP TO AMOUNT	GRANT TERM	PROJECT NUMBER
DP780 Admin Project	\$354,000	7/1/24 - 9/30/26	1010 78411 1000017

EOCP MCFIT

- Funding for EOCP MCFIT will be appropriated from General Purpose Funds totaling \$900,000 from the following sources as detailed in **Table 3.**

Table 3: Matilda Cleveland Families in Transition			
PROJECT	AMOUNT	GRANT TERM	PROJECT NUMBER
EOCP – Families in Transition TH/RRH TH/RRH	\$200,217	7/1/24 - 6/30/27	1010 78411 1005635 NB41 (in FY24 CF)
EOCP Matilda Cleveland TH/RRH	\$115,000	7/1/24 - 6/30/27	1010 78411 1006681 NB41 (in FY24 CF)
EOCP – Families in Transition TH/RRH	\$399,187	7/1/24 - 6/30/27	1010 78411 1006324 NB41 (in FY24 CF)
EOCP – Families in Transition TH/RRH	\$186,000	7/1/24 - 6/30/27	1010 78411 1000017 CS22 (in FY24 CF)
Oakland Housing Authority LHAP	\$1,200,000	7/1/24 – 6/30/27	78411 1004040

EOCP FAMILY MATTERS SHELTER

- Funding for Family Matters Shelter From July 1, 2024 – September 30, 2025 will be appropriated from Measure Q funds detailed in **Table 4.**

Table 4: Family Matters Shelter				
PROJECT	FUNDING SOURCE	AMOUNT	GRANT TERM	PROJECT NUMBER
EOCP – Family Matters Shelter	Measure Q	\$1,875,000	7/1/24 – 9/30/25	2244 78411 10005349 SC22

PUBLIC OUTREACH / INTEREST

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

COORDINATION

This report was developed by the Community Homelessness Services Division of the Human Services Department.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

In FY 2022 – 2023 for all projects, approximately 80% of participants had positive housing outcomes and 84% of adult participants had at least one source of income at program exit.

Q23c. Exit Destination					
Program Applicability: All Projects					
	Total	Without Children	With Children and Adults	With Only Children	Unknown Household Type
Total persons exiting to positive housing destinations	251	3	248	0	0
Total persons exiting to destinations that excluded them from the calculation	0	0	0	0	0
Percentage of persons exiting to positive housing destinations	79.68%	60.00%	80.00%	0.00%	0.00%

Providers continue to support residents with robust housing stabilization plans which include intake and assessments, case management, and comprehensive services such as employment assistance and health insurance enrollment. In March 2024, the City of Oakland hosted the first session of the monthly Housing Support Lab, which are collaborative, working meetings for direct service staff to meet, review data and outcomes, and discuss program challenges.

SUSTAINABLE OPPORTUNITIES

Economic: All funds proposed in this report will provide interim housing and support services to prevent, address, and end family homelessness.

Environmental: The provision of housing and services for individuals and families experiencing homelessness will support cleaner and safer city streets.

Race & Equity: In FY 22 - 23, 505 families were served through the transitional housing, rapid rehousing, and emergency shelter programs. Of these families, 76% of adults and children in families served identified as Black/African American. As the City remains committed to addressing the overrepresentation of homelessness for Black residents, approval of this resolution will bring an additional BIPOC-led homelessness services provider into the system while maintaining the existing services and shelter beds that house the community.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution:

1. Accepting, Appropriating, And Authorizing Agreements For Receipt Of Funds From (A) The State Family Homelessness Challenge (FHC) Grant, Round 2 (FHC-2) In An Amount Up To \$1,844,860 And (B) Oakland Housing Authority (OHA) In An Amount Up To \$1,200,000; And
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For questions regarding this report, please contact C'Mone Falls, Human Services Manager, 510-238-6186

Respectfully submitted,



SCOTT MEANS
Interim Director, Human Services

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