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OFFICE OF THE CITY CLERK
OAKLAND

2018 SEP 27 PM 3:33

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Safe Parking Program For Persons
Living In Vehicles

DATE: September 20, 2018

City Administrator Approval

Date:

9/27/18

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Enter Into A Grant Agreement With A Fiscal Sponsor On Behalf Of The Interfaith Council Of Alameda County In An Amount Not To Exceed \$300,000 To Provide A Safe Parking Program For Persons Living In Vehicles For A Grant Term Commencing On November 1, 2018 And Ending October 31, 2019; And If Additional Funds Become Available Amend The Grant Agreement To Increase The Grant Amount For The Provision Of Additional Safe Parking Sites Within The Grant Term.

EXECUTIVE SUMMARY

The most recent Point-In-Time Homeless Count and Survey, conducted in January 2017, estimates that the unsheltered population in Oakland exceeds 1,900 individuals. That is a 26 percent increase compared to the previous survey that was conducted in January 2015.

The City Council appropriated funding for multiple interventions in the Fiscal Year (FY) 2018-19 budget to address the homeless crisis. Three hundred thousand dollars (\$300,000) was allocated to the Human Services Department (HSD) to fund health and hygiene services to the unsheltered population. These funds are being used for the creation of the Safe Parking program.

This report builds upon previous staff reports, and recommends that the City Council authorize the City Administrator to enter into a grant agreement with the fiscal sponsor of the Interfaith Council of Alameda County (ICAC) to provide Safe Parking sites for unsheltered persons who are living in vehicles.

The ICAC has applied for nonprofit status, however, since the organization's nonprofit status is pending, a fiscal sponsor is required to enter into a grant agreement with the City. The ICAC is actively seeking a fiscal sponsor, but at the time this report was submitted, a fiscal sponsor had not yet been identified.

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BACKGROUND/LEGISLATIVE HISTORY

On November 15, 2016, an informational report titled, "Homeless Encampments/Compassionate Communities," was presented to the Life Enrichment Committee. This report recommended several interim housing options to serve unsheltered people in Oakland, which included the development of a Safe Parking program (**Attachment A**).

On April 13, 2017, an informational report titled, "Funding Strategies To Reduce Homelessness In Oakland," was presented to the Life Enrichment Committee and outlined funding options for encampment health and safety, interim housing, permanent housing development, safe parking locations, and other direct and indirect programs that would mitigate the homeless crisis (**Attachment B**).

Shortly thereafter, the City engaged in discussions with faith leaders and business owners to explore the prospect of using empty parking lots to provide a safe space for unsheltered individuals to park their vehicles. Vehicle dwellers face the same challenges as other unsheltered persons, and the Safe Parking program aims to provide a safe place for vehicle dwellers to park while enhancing access to critical services.

ANALYSIS AND POLICY ALTERNATIVES

Many of Oakland's homeless population are living in their vehicles. This includes single adults, couples, and families with small children. For these individuals and families, finding a safe and legal place to park is challenging. Vehicle dwellers experience health issues, safety concerns, and a lack of stability. Additionally, this population faces the risk of losing a sheltered place to rest due to unpaid parking tickets or a lapsed vehicle registration. For some, their vehicle is solely used as their dwelling. For others, their vehicle is also their only means of transportation to take children to and from school or to seek employment. A Safe Parking program would provide a secure environment for those persons living in their vehicles, while simultaneously reducing the impact in neighborhoods where individuals currently sleep in vehicles on residential streets.

Model

Staff is working with the Interfaith Council of Alameda County to finalize the operational model. There are several models currently being explored, including (but not limited to) a single lot to house many vehicles, or several lots that will dedicate a set number of parking spaces to vehicle dwellers. All sites will provide basic amenities that include portable toilets, access to showers, grey and black water dumping, and site management, in addition to a secure location for vehicle dwellers to park. The grantee shall ensure all sites:

1. Are extremely low barrier with minimal rules and restrictions for participation.
2. Provide access to portable toilets and mobile showers.
3. Accept pets.
4. Provide staffing and services that are adequate to ensure safety within the site.

The Safe Parking program will ensure that residents are connected to the Oakland Coordinated Entry System (CES) in order to be assessed and prioritized for resources. Through CES some

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residents may receive homeless specific housing assistance, and others may receive rental assistance, access to mainstream housing, and/or reunification with friends and family. As individuals exit the program, space for additional vehicles will become available. Not all individuals will end their unsheltered status through this program, and the Human Services Department continues to actively seek out additional interventions.

Impact

The Safe Parking program will provide stability, safety, and critical services. Having people living in a specific location reduces the impact the vehicle or RV may have on housed residents in an area - it reduces debris, human waste, illegal dumping, and hazardous materials, such as oil and fluids from the vehicle. Additionally, it reduces the impact on the vehicle or RV owner as well. Vehicle dwellers will not constantly be uprooted or incur additional citations or other punitive measures for being in violation of local vehicle codes. The program also provides a platform to engage clients further in services and housing opportunities.

Safe Parking locations are a temporary intervention for unsheltered persons seeking a path to housing. The implementation of a Safe Parking program at designated locations will offer a nexus of services all working toward ending the unsheltered status for its participants.

FISCAL IMPACT

The funds are available in the amount of up to \$300,000 as identified in the table below:

Fund	Organization	Account	Project	Source	Amount
1010 General Purpose Fund	78411 Community Housing Services	54912 Third Party Grants	1003810	Health and Safety FY 2018/19	\$300,000

These funds will be disbursed in a grant agreement to ICAC's fiscal sponsor, in an amount not to exceed \$300,000, for a grant term commencing on November 1, 2018, and ending October 31, 2019, to provide secure parking locations using the local faith based organizations' parking lot properties or similar properties in their control.

The proposed resolution also authorizes the City Administrator to amend the grant agreement and increase the grant amount, if additional funding becomes available, to expand access to additional sites within the grant term.

PUBLIC OUTREACH/INTEREST

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

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COORDINATION

Coordination on the proposed Resolution has occurred between the Human Services Department, Office of the City Attorney, Budget Bureau, Interfaith Council of Alameda County, and the City Administrator's Office.

PAST PERFORMANCE

This is a new program and therefore has no prior or equivalent data.

SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds identified are for the purpose of providing services and safe space to the unsheltered population in Oakland.

Environmental: The provision of a Safe Parking program is intended to address the environmental degradation caused by unsheltered 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 Adopt A Resolution Authorizing The City Administrator To Enter Into A Grant Agreement With A Fiscal Sponsor On Behalf Of The Interfaith Council Of Alameda County In An Amount Not To Exceed \$300,000 To Provide A Safe Parking Program For Persons Living In Vehicles For A Grant Term Commencing On November 1, 2018 And Ending October 31, 2019; And If Additional Funds Become Available Amend The Grant Agreement To Increase The Grant Amount For The Provision Of Additional Safe Parking Sites Within The Grant Term.

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

Respectfully submitted,


SARA BEDFORD
Director, Human Services Department

Reviewed by:

Lara Tannenbaum, Community Housing
Services, Manager

Prepared by:

Daryel R. Dunston, Community Housing
Services, Provisional Program Planner

Attachments (2):

- A: Homeless Encampments/Compassionate Communities (November 2016)
- B: Funding Strategies To Reduce Homelessness In Oakland (April 2017)

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October 9, 2018

**ATTACHMENT A:
Homeless Encampments/Compassionate
Communities (November 2016)**



FILED
OFFICE OF THE CITY CLERK
OAKLAND

2016 NOV -4 AM 10: 29

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Homeless Encampments/
Compassionate Communities

DATE: November 1, 2016

City Administrator Approval

Date:

11/4/16

RECOMMENDATION

Staff Recommends That The City Council Accept An Informational Report On The Compassionate Communities Pilot Program And Adopt A Resolution Authorizing The City Administrator To:

- 1. Enter Into A Grant Agreement With Bay Area Community Services In An Amount Not To Exceed \$130,000 To Provide Services To The Homeless Encampment At 35th Street And Peralta Avenue For The Period Of October 1, 2016 Through June 30, 2017; And**
- 2. Accept And Appropriate Any Additional Encampment Services Funds That May Become Available From Alameda County, State Of California Community Services Block Grants, The City Of Emeryville, And Any Other Sources During The Period Of October 1, 2016 Through June 30, 2017 Without Returning To Council; And**
- 3. Amend The Above Grant Agreement To Increase The Grant Amount For Additional Encampment Services Efforts Within The Grant Term Of October 1, 2016 Through June 30, 2017 Without Returning To Council.**

EXECUTIVE SUMMARY

In the past year there have been several staff reports to the City Council addressing the issue of homelessness within Oakland. These reports have resulted in the City Council providing additional funding to enhance and expand existing strategies for ending homelessness. This report builds upon these previous reports and suggests a new, three tiered approach for targeting literally homeless individuals. These three inter related and inter dependent components must be in place in order to reduce street homelessness and unsanctioned encampments along rights of way, under/over passes and bridges, and similar context. The three key components are:

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1. Interim Housing models that address the population of unsheltered people.
2. Resources to permanently house people from Interim Housing Programs within four to six months.
3. Create and preserve permanent housing stock for extremely low to no income people.

It is critical that these three areas of emphasis be looked at as a whole as no interim model will be effective at ending an individual's episode of homelessness without permanent housing with supportive services as the primary objective. To focus actions otherwise would result in having encampments from place to place with no actual reductions of homeless people.

The first component identified in this report, Interim Housing to address unsheltered people, has some initial funding dedicated to it. A pilot project, **Compassionate Communities** began October 3, 2016. Adoption of the proposed resolution would allow the City Administrator to enter into grant agreements with Bay Area Community Services (BACS) for up to \$130,000 for the provision of services to homeless residents in an encampment at 35th Street and Peralta Avenue. This pilot is explained in detail in the Analysis Section of this report.

The second and third components outlined in this report do not have a current identified funding source. Staff recommends that part of the City Council's consideration include an analysis of whether cost savings from reduced abatement of encampments could contribute to these efforts as well as what level of funding could be put towards implementing all three tiers, as City 2017-2019 Budget discussions begin in late fall and early winter. Part of the pilot includes the collection and review of City expenses and whether cost savings in one area, such as cleaning-up encampments can be redirected to providing sustainable stable housing with commensurate services to reduce the overall homeless population.

BACKGROUND/LEGISLATIVE HISTORY

- On April 14, 2015, an informational report on the City's Permanent Access to Housing (PATH) strategy was presented to the City Council. This report summarized key programs and outcomes, and included staff recommendations regarding strategic investments to address chronically homeless singles that are unsheltered, living on the street or other locations not meant for human habitation. Following the presentation of that report the City Council allocated an additional \$260,000 in City General Purpose Funds to the Human Services Department budget for additional homeless services. In Fiscal Year (FY) 2015-2016 and in FY 2016-2017, these funds were allocated for:
 1. Winter Relief Efforts.
 2. Expansion of the OPRI (Oakland Path Rehousing Initiative) program which moves people directly into housing from homelessness.
 3. Enhanced street based case management and outreach.

- On September 29, 2015 a report was presented to the City Council regarding Winter Shelter Strategy for FY 2015-2016. This agenda report outlined the most recent data available about who is homeless in Oakland and presented a comprehensive multi-tiered approach to addressing homelessness during the winter. Following the presentation of that report the City Council authorized accepting and appropriating funds from the City of Oakland, City of Emeryville and County of Alameda, in the total amount of \$306,656 for the winter homelessness relief activities.
- On January 7th, 2016 an additional informational report on the Homeless Crisis in the City of Oakland was presented to the City Council. That report outlined six investment options for the City Council to consider. Following the presentation of that report the City Council allocated an additional \$180,000 to winter relief efforts for FY 2015-2016. A summary of the Winter Shelter Strategy and Outcomes is attached as **Attachment A**.
- In addition, on January 7th, 2016 the City Council adopted an Ordinance declaring a shelter crisis in Oakland. As an additional motion, the Council requested that city staff return with options for how to increase sanctioned facilities to house more homeless individuals.
- In the 2016-2017 mid cycle budget, the City Council added \$80,000 for a Tiny Homes prototype and added \$190,000 for an encampment strategy.

ANALYSIS AND POLICY ALTERNATIVES

Throughout the Bay Area and throughout the country, communities are grappling with how to best meet the needs of literally homeless people in their areas. Oakland must decide what interventions and strategies are the best responses to homelessness locally. However, there are some commonalities and best practices that are emerging nationally which staff recommend be integrated into Oakland's homelessness strategies and programs. The following three best practices are all necessary components of any successful approach:

1. Interim Housing models that focus on the unsheltered population of single adults.
2. Resources to permanently house people from Interim Housing Programs within four to six months.
3. Create and preserve permanent housing stock for extremely low to no income people.

1. INTERIM HOUSING MODEL(S) WITH EXTREMELY LOW BARRIERS TO ENTRY, INTENSIVE SERVICE DELIVERY, AND LONG TERM RAPID REHOUSING SUBSIDIES UPON EXIT

Interim Housing can take many forms. Based on staff research of models around the country (please see summary of these models in **Attachment B**) what most successful Interim Housing models have in common are:

1. The ability to be extremely low barrier with very few rules and restrictions.
2. The ability to accept entire encampments or groups of people together.
3. Willingness to accommodate people's personal belongings and provide safe storage.
4. Accepting people's pets.
5. Access to toilets and showers.
6. Staffing and services that are adequate to ensure safety within the Interim Housing site and to ensure that people get linked quickly to services and housing.
7. Funding to create a rapid rehousing pipeline to access permanent housing. This component ensures that the Interim Housing model is truly interim and the longer term outcome is safe and stable permanent housing.

If appropriate funding and locations can be identified, staff recommends that the City Council use these seven core components to create two pilot Interim Housing models, one for people currently living in their vehicles and one for people currently living in encampments. In both cases staff recommends that the Interim Housing target unsheltered homeless people who are assessed to have high levels of need and high levels of vulnerability on the streets. Interim Housing models may take place at locations specifically identified and designated for this purpose (Safe Camping/Safe Parking) or may take place in the immediate area of an existing encampment (Services In Place). Both options are discussed below.

Interim Housing - Services In Place - Short Term Site Compassionate Communities

Funding for a pilot Interim Housing model addressing people living in encampments was allocated in the FY 2016-2017 mid-cycle budget in an amount of \$190,000. Planning for the pilot began in the summer of 2016 with the intention of serving the encampment at 35th Street and Peralta Avenue in West Oakland as the first pilot location. A Services In Place model, called Compassionate Communities, began October 1, 2016. The goals of the Compassionate Communities pilot are to reduce harm and lessen negative health impacts to the encampment residents and to reduce the negative impact of the encampment on the housed neighbors and surrounding neighborhood. Services include outreach, case management, portable bathrooms, garbage pick-up, and linkages to housing programs, and health care including substance abuse and mental health treatment.

The pilot started with intensive outreach and community building among the homeless residents in that area. At the time this report was written, it is expected that approximately two weeks later, Magnolia St. between 35th and 36th will be closed and all homeless residents will be asked to move their tents to the designated space. The goal is to end unsheltered homelessness for the residents there in the next four to six months. During the four to six month period, it is expected that the population will gradually decrease at this site. The goal is for all individuals to be transitioned to shelter and/or permanent housings. The site will be closed and prevented from being re-camped. If there are individuals not yet housed after six months they will move to an alternate "safe camping" site or will be referred to winter shelter which will be open during the implementation of this pilot. (Winter Shelter will be in operation November 14, 2016 – April 17, 2017).

The two-fold goal of this pilot model is to provide a concentrated effort of services and housing to a single encampment and then to close the encampment at that location and prevent it from being re-encamped. If the pilot is successful, and funding allows, the model will be replicated in other encampment sites. As an ongoing effort data and analysis will be completed to see what can be improved and keep track of costs and how City resources are being used.

Costs for Interim Housing Models vary depending on the depth of services provided at the site. For the Compassionate Communities pilot, costs include staffing (a half time case manager and a half time outreach/community engagement staff), operations (supplies, storage fees), flex funds (security deposits, obtaining ID's, supplies), portable toilets, fence rental, and garbage pick-up. The total cost for a six month pilot is projected to be approximately \$132,000.

Interim Housing - Safe Camping/Safe Parking – Longer Term Site

The City of Oakland is also actively seeking sites (open lots, parking lots, etc.) that could support small scale "safe camping/safe parking" for approximately 30 individuals at one time. Safe camping/parking sites are a platform from which services can be delivered and housing goals achieved. It is not a solution to homelessness. Rather it is a way to manage the current crisis.

Unlike the services in place model, safe camping /safe parking sites would function as longer term locations that could serve specific encampments or groups of people for approximately four-six months. Most encampments and vehicle dwellers represent a natural collection of individuals who function as a community and have possessions, pets and other items that most of us associate with "home." As such, moving into a shelter bed, if it was available, may not be a viable option as it would require relinquishing or losing personal possessions. Safe camping and safe parking provides a mechanism for intensifying services to these individuals including but not limited to case management, portable bathrooms and garbage pick-up, linkage to housing programs, and health care including substance abuse treatment and mental health treatment. Locations for safe camping/safe parking will be identified so that the impact to the surrounding community can be managed and a cleaner and safer environment for all can be maintained.

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

There is currently a great deal of interest in Tiny Houses as a solution to homelessness. Many communities around the country are using some form of Tiny Houses as part of their approach to addressing homelessness. However the definition of Tiny Houses can vary greatly. A generally accepted definition is that the Tiny Home is constructed on a standard trailer and can be moved. In most communities a Tiny House that is designed to address homelessness is neither a fully functioning house (no electricity or plumbing) nor is it so small that it can be portable and residents must lie down when in it. Instead, many communities are using some

version of a large shed with windows – approximately 100-200 square feet. In some communities this is a pre-built Tuff-Shed and in some communities it is a similar shed structure that is built from scratch.

Generally each Tiny Home/Shed can accommodate two people and a limited amount of belongings. Most communities that are using this model of housing have many sheds on a designated site with services attached. Even without electricity and plumbing each structure provides more shelter from the elements than a tent. However, some communities use a mixture of both tents and Tiny Houses/Sheds so that they can accommodate more people and so that the residents have a choice of what type of Interim Housing they want to use. A basic Tuff-Shed model structure costs between \$1500-\$2000 to build. In one community that staff researched, local businesses and civic organizations had "adopted" a shed and had contributed funds for its construction and upkeep.

Recently, the Governor signed AB 2176, allowing San Jose to enact its own housing, health, habitability, and safety standards for what is called an emergency housing community. This Bill would provide substantial flexibility to develop Tiny Home communities with supportive services, for the next five years (sunsets on January 1, 2022).

When funding and a site are identified, staff recommends that the City create a Tiny House/Tuff-Shed Interim Housing Program by siting 15 sheds (to accommodate 30 people) on a property along with portable toilets, showers, storage units, portable office space and portable common space. Tiny House/Tuff-Shed Interim Housing Program must include adequate funding for services and for housing upon exit. The City's Declaration of Shelter Emergency will provide flexibility in meeting habitability and other standards.

Interim Housing- Safe Parking

Many of Oakland's homeless population are living in their vehicles. This includes single adults, couples, and families with small children. For these individuals and families, finding a safe and legal place to park is challenging. Vehicle dwellers face the same challenges as other literally homeless people such as risks to safety, health issues, and a lack of stability and predictability in their lives. Similarly to tent encampments, car dwellers face being moved along by police due to neighborhood complaints. In addition, this population faces the risk of losing their place to sleep due to unpaid parking tickets, or lack of current registration. For some people the vehicle is solely used as their dwelling. For others the vehicle is also their only means of transportation to take children to school or to get to a job. A Safe Parking lot would provide both a safer environment for those people living in their cars and also reduce the impact in neighborhoods of people sleeping in cars on residential blocks. There are several models to explore including a single lot to house many vehicles or several lots each of which dedicate a few parking spaces to car dwellers.

If funding and a site could be identified staff recommends that the City create a Safe Parking Interim Housing program in a lot that can accommodate up to 30 vehicles along with portable toilets, showers, storage units, portable office space and portable common space. In addition, a facility that would allow waste removal on vehicle storage to a sewer clean out or similar facility would be helpful. The Safe Parking Interim Housing Program must include adequate funding for services and for housing upon exit.

Interim Housing Impact: All types of Interim Housing models provide stability, safety, and services. By providing people with a sanctioned place to be, it ends the costly cycle of abating encampments and having them re-form down the block or around the corner. This cycle of abatements is increasing as homelessness becomes more and more visible in residential neighborhoods. For example, in the first nine months of FY 2015-2016 there were 281 abatements of homeless encampments. This represents a 22% increase from the same period in the prior year.

Having people living in a specific location reduces the impact of unsanctioned encampments on other neighborhood residents and reduces the impact on the encampment residents of being constantly uprooted. An Interim Housing model provides increased safety and improved health and hygiene for its residents. It also provides a platform to engage clients further in services and housing.

Although an Interim Housing Model can have many positive impacts for individuals and communities it alone does not end a person's homelessness. In order to end a person's homelessness there must be permanent housing available for people to exit to and the resources and supports to maintain that housing.

2. RESOURCES TO PERMANENTLY HOUSE PEOPLE FROM INTERIM HOUSING PROGRAMS WITHIN FOUR TO SIX MONTHS

All Interim Housing, regardless of the model, must have the resources to move people into permanent housing after a short (four to six months) stay. It is expected that residents of Interim Housing will have a range of needs and require a range of subsidy and case management assistance.

If a pilot program is created serving 30 people at a time and an estimated 75 people over the course of a year we estimate that 60% of residents (45 people) will successfully move on to permanent housing if services and financial support are provided. The cost to provide housing to this population is varied and ranges from very little investment to a significant investment per person. The following costs have been identified to provide context:

- We estimate that 10% (approximately five people) may be able to reunify with friends or family or primarily resolve their homelessness on their own at a cost of \$1500/person. This might cover costs such as initial move in assistance; payments to friends/family to assist with initial utilities or grocery costs; or bus tickets to reunify with family/friends in other areas (once case managers confirm this is a safe, stable living arrangement).
Total estimated cost for 5 people: \$7500

- We estimate that another 10% (approximately five people) will require short term (six months) graduated (clients contributions to rent increase over time) assistance. The cost to provide case management and subsidy assistance for six months is approximately \$6,000 per person.

Total estimated cost for 5 people: \$30,000

- Based on the City's three years of experience with the Oakland Path Rehousing Initiative (OPRI) program, moving people directly from encampments into housing, we know and expect that the majority of people housed by a pilot Interim Housing program (80%, or approximately 35 people) will require intensive services and deep subsidy support for at least a year or longer after moving into housing. The current costs within OPRI for one year of housing and intensive services are \$20,000 per person.

Total Estimated Cost for 35 people: \$700,000.

Although these costs are high, it is important to note that costs do not necessarily remain this high for all people placed into permanent housing. In the OPRI program, we are seeing clients who have gained significant levels of stability in their lives due to being permanently housed with intensive services. These clients may still require subsidized housing, but their services needs are much less and they are able to step down to lower and less expensive levels of services support.

3. CREATE AND PRESERVE PERMANENT HOUSING STOCK FOR EXTREMELY LOW INCOME TO NO INCOME

In Oakland's rental market, Rapid Rehousing dollars alone are not enough to end people's homelessness. We must also fight to preserve existing units of extremely low income housing that we have and we must create new policies to increase the stock of very low income housing as well. Some policy and action steps for consideration are listed below and could be further analyzed for upcoming 2017-2019 City Budget discussions.

- **Update the City's housing policy to carve out an ongoing ten to twenty percent of units to be set aside as permanent supportive housing for those at zero to ten percent of area median income.** Current affordable housing set asides often do not reach those at the very lowest income levels of 0%-20% of Area Median Income (AMI). This investment creates a stock of units affordable to those that are on General Assistance (GA) or Social Security Income (SSI) and in need of permanent supportive housing. Additional funds for supportive services would need to be leveraged. This approach is aligned with the Alameda County Housing Bond which will seek to set aside 20% of funds (which will be approximately 20% of rehabilitated or newly built affordable units) for people at 0%-20% of AMI.

In addition to City General Funds there are several other sources of funds that might be able to contribute to the development and services for extremely low AMI units. These might include Mental Health Services Administration (MHSA), other state funds, housing bonds on the City or County level, County Boomerang Funds, Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), Oakland Housing Authority, and existing services dollars within the Human Services Department.

There are also creative revenue sources that the City could explore. For example, Portland, Oregon, is one of the cities, like Oakland, which recently began charging taxes on AirBnB rentals. In Portland these taxes are expected to generate approximately \$1 million a year in funding that will go toward affordable housing.

- **Preserve Single Room Occupancy (SROs) currently in stock by converting them to city or non-profit owned when at risk of loss.** In addition to recommending the creation of affordable housing outlined above, the preservation of SRO housing stock is integral to addressing homelessness in Oakland. The city must take actions to retain this type of housing and not let it be taken over by market rate landlords. Large SRO type buildings within Oakland, such as the Claridge Hotel, and other hotels currently vacant and on the market in Oakland, could be used to create additional Interim Housing models such as the Housing Fast Support Network (HFSN) or could be used to create housing for a mix of incomes with a focus on those with low and very low incomes.
- **Create a new source of Permanent Supportive Housing using a Tiny Houses model.** Some communities around the country are using a version of Tiny Homes to create permanent "villages" to house formerly homeless people. In some communities the Tiny Houses continue to be the "shed" type of model. In other communities the permanent Tiny Houses may include plumbing and electricity and be sturdier than the shed model.

Utilizing a similar staffing and operations structure to the low barrier interim housing described above, this option could provide sustainable permanent supportive housing for clients who are assessed to need that level of support for a longer term.

FISCAL IMPACT

Funds are available in the amount of up to \$190,000 for the Compassionate Communities Homeless Pilot efforts as identified in the table below.

Table 1: Funding Source

Source	Fund	Organization	Account	Project	Program	Amount
City of Oakland	1010 General Fund	78411 Community Housing Services	54912 Third Party Contract	A501710 Homeless Pilot Program	1TYM One-Time Rev & Exp Appropriations	\$190,000
TOTAL						Up To \$190,000

These funds will be allocated to fund grant agreements with Bay Area Community Services (BACS) for an amount up to \$130,000 for the provision of intensive services including but not limited to outreach, community building, housing case management and rapid rehousing to all encampment residents at 35th Street and Peralta Avenue from October 1, 2016 through June 30, 2017.

Furthermore, staff is requesting authority to accept and appropriate additional funds from Alameda County, State of California, Community Services Block Grant, the City of Emeryville, or any other source during the time period of October 1, 2016 through June 30, 2017, and amend the grant agreement with BACS to increase the grant amount for the provision of additional encampment services efforts without returning to Council.

PUBLIC OUTREACH/INTEREST

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

COORDINATION

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

SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds identified in this report are for the purpose of providing housing and services to the homeless to eliminate and prevent homelessness. Such outcomes are achieved through rapid rehousing assistance

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

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

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Accept An Informational Report On The Compassionate Communities Pilot Program And Adopt A Resolution Authorizing The City Administrator To:

1. Enter Into A Grant Agreement With Bay Area Community Services In An Amount Not To Exceed \$130,000 To Provide Services To The Homeless Encampment At 35th Street And Peralta Avenue For The Period Of October 1, 2016 Through June 30, 2017; And
2. Accept And Appropriate Any Additional Encampment Services Funds That May Become Available From Alameda County, State Of California Community Services Block Grants, The City Of Emeryville, And Any Other Sources During The Period Of October 1, 2016 Through June 30, 2017 Without Returning To Council; And
3. Amend The Above Grant Agreement To Increase The Grant Amount For Additional Encampment Services Efforts Within The Grant Term Of October 1, 2016 Through June 30, 2017 Without Returning To Council.

For questions regarding this report, please contact Susan Shelton, Community Housing Services Manager, at 510-238-6186.

Respectfully submitted,


SARA BEDFORD
Director, Human Services Department

Community Housing Services Division
Reviewed by: Susan Shelton, Manager
Prepared by: Lara Tannenbaum, Planner

ATTACHMENTS:

- Attachment A: 2015-2016 Winter Shelter Strategy and Outcomes
Attachment B: Staff research into Interim Housing Models

Item: _____
Life Enrichment Committee
November 15, 2016

FILED
OFFICE OF THE CITY CLERK
OAKLAND

OAKLAND CITY COUNCIL

Macaulay
City Attorney

2016 NOV -4 AM 10:30 RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:

1. ENTER INTO A GRANT AGREEMENT WITH BAY AREA COMMUNITY SERVICES IN AN AMOUNT NOT TO EXCEED \$130,000 TO PROVIDE SERVICES TO THE HOMELESS ENCAMPMENT AT 35TH STREET AND PERALTA AVENUE FOR THE PERIOD OF OCTOBER 1, 2016 THROUGH JUNE 30, 2017; AND
2. ACCEPT AND APPROPRIATE ANY ADDITIONAL ENCAMPMENT SERVICES FUNDS THAT MAY BECOME AVAILABLE FROM ALAMEDA COUNTY, STATE OF CALIFORNIA COMMUNITY SERVICES BLOCK GRANTS, THE CITY OF EMERYVILLE, AND ANY OTHER SOURCES DURING THE PERIOD OF OCTOBER 1, 2016 THROUGH JUNE 30, 2017 WITHOUT RETURNING TO COUNCIL; AND
3. AMEND THE ABOVE GRANT AGREEMENT TO INCREASE THE GRANT AMOUNT FOR ADDITIONAL ENCAMPMENT SERVICES EFFORTS WITHIN THE GRANT TERM OF OCTOBER 1, 2016 THROUGH JUNE 30, 2017 WITHOUT RETURNING TO COUNCIL

WHEREAS, approximately 1384 persons are living outside and unsheltered in the City of Oakland at any given time; and

WHEREAS, approximately 55% of homeless individuals in Oakland are in Downtown and West Oakland; and

WHEREAS, the City wishes to create a four to six (4-6) month pilot program to provide intensive services in place to the encampment located around 35th St and Peralta Avenue; and

WHEREAS, the funds are available in the amount of up to \$190,000 for the Homeless Pilot efforts as identified in the table below:

Source	Fund	Organization	Account	Project	Program	Amount
City of Oakland	1010 General Fund	78411 Community Housing Services	54912 Third Party Contract	A501710 Homeless Pilot Program	1TYM One-Time Rev & Exp Appropriations	\$190,000
TOTAL						Up To \$190,000

; and

WHEREAS, the City desires to enter into a grant agreement with Bay Area Community Services (BACS) for an amount up to \$130,000 for the provision of intensive services including but not limited to outreach, community building, housing case management and rapid rehousing to all encampment residents at 35th and Peralta Ave, from October 1, 2016 through June 30, 2017; and

WHEREAS, other funding sources may be identified to contribute to the contracting of encampment services efforts and due to the urgent need of the 4-6 month pilot program, the City seeks authority for the City Administrator to accept and appropriate these funds in any amount from any source for encampment services efforts from October 1, 2016 through June 30, 2017 and staff is seeking this authority now because it is critical that City grantees can receive funding and provide services as quickly as possible during the 4-6 month encampment pilot project; now, therefore, be it

RESOLVED: That the City Council authorizes the City Administrator to enter into a grant agreement with Bay Area Community Services (BACS) for an amount up to \$130,000 for the provision of intensive services including but not limited to outreach, community building, housing case management and rapid rehousing to all encampment residents at 35th Street and Peralta Avenue, from October 1, 2016 through June 30, 2017; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to accept and appropriate any additional funds that may become available from Alameda County, State of California Community Services Block Grant, the City of Emeryville, or any other source during the time period of October 1, 2016 through June 30, 2017 without returning to Council; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to amend the grant agreement with BACS to increase the grant amount for the provision of additional encampment services efforts within the term of October 1, 2016 through June 30, 2017 without returning to Council; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests, and related actions which may be necessary for the above-referenced grant agreements without returning to Council; and be it

FURTHER RESOLVED: That said grant agreements shall be reviewed as to form and legality by the Office of the City Attorney and copies will be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN, REID, AND
PRESIDENT GIBSON MCELHANEY

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California

**ATTACHMENT B:
Funding Strategies To Reduce Homelessness In
Oakland (April 2017)**



FILED
OFFICE OF THE CITY CLERK
OAKLAND

2017 APR 14 AM 10:38

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Funding Strategies To Reduce
Homelessness In Oakland

DATE: April 13, 2017

City Administrator Approval

Date:

4/13/17

RECOMMENDATION

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

EXECUTIVE SUMMARY

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

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

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

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The chart below outlines the recommended actions and their costs.

Potential Strategy	Estimated Cost	Notes
Encampment Health and Safety		
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
Interim Housing		
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)
Permanent Housing Development		
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.
Other Options/ Programs		
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"> • Public -Private campaigns (SF) • Ballot Measures to create dedicated revenue stream for homelessness (San Diego and Berkeley) • Sales Tax (LA) • Air B&B tax (Portland)

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

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

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

REASON FOR URGENCY

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

BACKGROUND / LEGISLATIVE HISTORY

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

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

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

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

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

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

Changing Federal/County Landscape of Strategies to Address Homelessness

Coordinated Entry

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

Prioritization

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

The Case for Coordinated Entry

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

What exists now

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

Next Steps

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

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

ANALYSIS AND POLICY ALTERNATIVES

IMMEDIATE STRATEGIES TO ADDRESS ENCAMPMENTS

Health And Hygiene Services In Place

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

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

Renewal of Emergency Shelter Crisis Ordinance

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

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

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Private Sector Collaboration

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

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

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

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

Explore Dedicated Oakland Police Department Officers- Homeless Engagement Officers

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

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

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

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

Safe Havens: Camping/ Parking

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

Safe Haven Work to Date: Compassionate Communities

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

Situation

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

Successes (as of 4/1/17)

Impact on homeless individuals

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

Neighborhood Impacts:

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

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

Lessons Learned

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

Next Steps

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

Safe Haven: Camping Parking

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

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

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

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

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

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

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

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

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

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

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

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

PERMANENT HOUSING DEVELOPMENT

Feasibility Of Tiny Homes As A Partial Solution

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

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

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

Using 455 7th Street to house homeless individuals

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

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Using hotels along MacArthur Blvd

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

OTHER OPTIONS

Employment Services/Job Readiness Training

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

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

ADDITIONAL INFORMATION REQUESTED BY COUNCIL

Coordination with State, County and other jurisdictions:

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

FISCAL IMPACT

Potential Strategy	Estimated Cost	Notes
Encampment Health and Safety		
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
Interim Housing		
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)
Permanent Housing Development		
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.
Other Options/ Programs		
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"> • Public -Private campaigns (SF) • Ballot Measures to create dedicated revenue stream for homelessness (San Diego and Berkeley) • Sales Tax (LA) • Air B&B tax (Portland)

PUBLIC OUTREACH/INTEREST

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

COORDINATION

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

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SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds identified in this report are for the purpose of providing housing and services to the homeless to eliminate and prevent homelessness. Such outcomes are achieved through rapid rehousing assistance

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

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

ACTION REQUESTED OF THE CITY COUNCIL

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

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

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Prepared by: Lara Tannenbaum, Acting
Manager

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

Item: _____
LE Committee
April 25, 2017

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

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

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

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

Attachment B: Definitions of Housing Interventions

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

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

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

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


City Attorney

2018 SEP 27 PM 3: 34

OAKLAND CITY COUNCIL

RESOLUTION NO. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO: ENTER INTO A GRANT AGREEMENT WITH A FISCAL SPONSOR ON BEHALF OF THE INTERFAITH COUNCIL OF ALAMEDA COUNTY IN AN AMOUNT NOT TO EXCEED \$300,000 TO PROVIDE A SAFE PARKING PROGRAM FOR PERSONS LIVING IN VEHICLES FOR A GRANT TERM COMMENCING ON NOVEMBER 1, 2018 AND ENDING OCTOBER 31, 2019; AND IF ADDITIONAL FUNDS BECOME AVAILABLE AMEND THE GRANT AGREEMENT TO INCREASE THE GRANT AMOUNT FOR THE PROVISION OF ADDITIONAL SAFE PARKING SITES WITHIN THE GRANT TERM

WHEREAS, approximately 1,902 individuals are living outside and unsheltered in the City of Oakland at any given time; and

WHEREAS, approximately 86% of homeless individuals in Oakland resided in Alameda County prior to homelessness; and

WHEREAS, many homeless individuals and families in Oakland are living in their vehicles; and

WHEREAS, the City wishes to provide funding to the grantee to provide a Safe Parking program for persons living in their vehicles to supplement existing homeless interventions; and

WHEREAS, the funds are available in the amount of up to \$300,000 for the Safe Parking program, during the grant term, as identified in the table below:

Fund	Organization	Account	Project	Source	Amount
1010 General Purpose Fund	78411 Community Housing Services	54912 Third Party Grants	1003810	Health and Safety FY 18/19	\$300,000

; and

WHEREAS, the City has engaged in discussions with faith leaders who have organized as the Interfaith Council of Alameda County ("ICAC") to operate a Safe Parking program at various sites for unsheltered persons in Oakland who are living in their vehicles; and

WHEREAS, the Safe Parking Program will be on sites owned or controlled by the local faith based organizations and the grantee's program will provide portable toilets, wash stations, access to showers, and waste water dumping; and

WHEREAS, the ICAC has applied for nonprofit status, however, since the organization's nonprofit status is pending, a fiscal sponsor is required to enter into a grant agreement with the City; and

WHEREAS, the City desires to execute a grant agreement with the fiscal sponsor selected for the Interfaith Council of Alameda County in an amount not to exceed \$300,000 to operate safe parking sites with their faith-based partners; now, therefore, be it

RESOLVED: That the City Council authorizes the City Administrator to execute a grant agreement with a fiscal sponsor, on behalf of the Interfaith Council of Alameda County with their faith-based partners, in an amount not to exceed \$300,000 to provide a safe parking program for persons living in vehicles for a grant term commencing November 1, 2018, and ending October 31, 2019; and be it

FURTHER RESOLVED: Funds for the Safe Parking Program in the amount of up to \$300,000 for the grant term, are available in the General Purpose Fund (1010), Community Housing Services Organization (78411), Third Party Grants Account (54912), GPF Health and Safety Homeless Encampment Project (1003810); and be it

FURTHER RESOLVED: Should additional funding become available, that the City Administrator is hereby authorized to amend the above-referenced grant agreement with the fiscal sponsor selected for the Interfaith Council of Alameda County to increase the grant amount for the provision of additional Safe Parking sites during the grant term; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests, and related actions which may be necessary for the above-referenced grant agreements without returning to Council; and be it

FURTHER RESOLVED: That the grant agreement shall be reviewed as to form and legality by the Office of the City Attorney and copies will be filed in the Office of the City Clerk; and be it

FURTHER RESOLVED: That the City Council hereby finds and determines, after independent review and consideration of the accompanying staff report dated September 20, 2018, and the legislative history outlined therein, as supported by substantial evidence in the record and for the reasons set forth in this Resolution, and, each as a separate and independent basis, that the Safe Parking program, including the actions authorized under this Resolution and the subsequent operation and administration of Safe Parking sites, are exempt from additional review and analysis under the California Environmental Quality Act of 1970 (Public Resources Code section 21000 et seq: "CEQA") and the CEQA Guidelines (Cal. Code Regs., title 14, section 15000 et seq: "CEQA Guidelines") under CEQA Guidelines section 15303, "New Construction or Conversion of Small Structures," which exempts the construction of limited numbers of new structures or facilities, and/or CEQA Guidelines section 15304, "Minor Alterations to Land," which exempts minor alterations in the condition of public land, including temporary uses, and/or CEQA Guidelines section 15311, "Accessory Structures," which exempts the construction of minor structures appurtenant to existing facilities, and/or CEQA Guidelines section 15332, "In Fill Development Projects," which exempts projects characterized as in fill development meeting certain specified criteria.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL-WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLÉN, KALB,
KAPLAN AND PRESIDENT REID

NOES -
ABSENT -
ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California