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OFFICE OF THE CITY CLERK  
OAKLAND

2018 SEP -6 PM 3:01

## AGENDA REPORT

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

**FROM:** Sara Bedford  
Department of Human  
Services

**SUBJECT:** Supplemental- Response to  
Resolution No. 87129-C.M.S.  
Regarding Homeless Services

**DATE:** September 5, 2018

City Administrator Approval

Date:

9/6/18

### RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report Responding To Resolution No. 87129-C.M.S. Requesting Information Concerning A Number Of Different Homeless Services And Programs.**

### REASON FOR SUPPLEMENTAL REPORT

Since the writing of the agenda report dated August 20, 2018, the City of Oakland has submitted a grant application to the State of California for Homeless Emergency Aid Program (HEAP) funds in the amount of \$8,671,116.82. **(Attachment A)**. The City expects to receive these funds by early November; staff will return to City Council to request authority to accept and appropriate the funds. The funds will bolster the City's ability to provide immediate emergency assistance to people experiencing unsheltered homelessness in Oakland. Services include increased health and hygiene interventions in encampments (portable toilets, wash stations, showers, garbage pickup), an increase in year-round and seasonal shelter beds, up to 5 additional Community Cabins sites (Tuff Shed intervention), up to 10 safe parking sites, flex-funds for unsheltered families (motel vouchers and rapid rehousing subsidies), and funds dedicated to addressing unsheltered youth (increased shelter, increased outreach). All services are designed to be low barrier, follow a housing first model, and to have a quick and direct impact on people living on the streets.

Alameda County will also submit its HEAP application this fall. The City's application was submitted after conversations with the County about the best ways to align the City and County HEAP applications to amplify the impact of the funds.

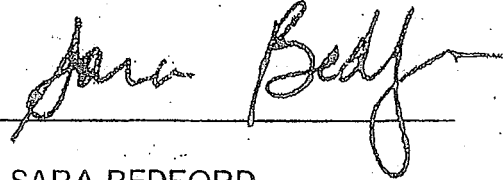
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ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report Responding To Resolution No. 87129-C.M.S. Requesting Information Concerning A Number Of Different Homeless Services And Programs

For questions regarding this report, please contact Sara Bedford, Human Services Director at (510) 238-6794.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Sara Bedford", is written over a horizontal line.

SARA BEDFORD  
Director, Human Services Department

Prepared by:

Lara Tannenbaum, Community Housing  
Services, Manager

Attachment A- City of Oakland HEAP application September 5, 2018

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# Homeless Emergency Aid Program Application- Large City Allocation -- Print Application

Application ID: LC-CA-502-D64K1ZV7LG

## Section 1: City (or City/County) Identification

City & Contact Information:

**Submission Date:** 2018-09-05

**Funding Round:** Round 1: 9/05/18 - 12/31/18

**City:** Oakland

**City Contact Name:** Lara Tannenbaum

**Title:** Community Housing Services Manager

**Address:** 150 Frank H. Ogawa Plaza, 4th floor

**City:** Oakland

**Zip:** 94612

**Phone:** 510-238-6187

**E-mail Address:** ltannenbaum@oaklandca.gov

## Section 2: Homeless Emergency Aid Program:

**Enter population as of January 1, 2018:** 428827

**Requested Grant Amount:** \$ 8,671,116.82

**Total Amount Requested:** \$8,671,116.82

Proposed Use of Funding:

**Proposed Activity(s):** Capital Improvements

**Estimated Expenditure:** \$ 1,000,000.00

**Proposed Activity(s):** Services

**Estimated Expenditure:** \$ 6,575,000.00

**Proposed Activity(s):** Rental Assistance or Subsidies

**Estimated Expenditure:** \$ 229,006.82

**Proposed Activity(s):** Homeless Youth Set-Aside

**Estimated Expenditure:** \$ 433,555.00

**Proposed Activity(s):** Administrative Costs

**Estimated Expenditure:** \$ 433,555.00

**Total:** \$8,671,116.82

### **Section 3: Required Application Attachments**

**Verification of shelter crisis for each jurisdiction applying for funding:** Checked

**Payee Data Record (STD 204):** Checked

**Authorized Signatory Form:** Checked

### **Section 4: CERTIFICATION OF APPLICANT INFORMATION**

**Authorization Given:** Sabrina Landreth

**For City:** Oakland

**Authorized Representative:** Sabrina Landreth

**Authorized Representative Title:** City Administrator

**Authorized Date:** 2018-09-05



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## AGENDA REPORT

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

**FROM:** Joe DeVries  
Assistant to the City  
Administrator

**SUBJECT:** Response to Resolution No. 87129-  
C.M.S. Regarding Homeless Services

**DATE:** August 20, 2018

City Administrator Approval

Date:

8/29/18

### RECOMMENDATION

**STAFF RECOMMENDS THAT THE CITY COUNCIL RECEIVE AN INFORMATIONAL REPORT RESPONDING TO RESOLUTION NO. 87129-C.M.S. REQUESTING INFORMATION CONCERNING A NUMBER OF DIFFERENT HOMELESS SERVICES AND PROGRAMS.**

### EXECUTIVE SUMMARY

Between 2015 and 2017 the number of homeless individuals in Oakland increased by 26%. The vast majority of people who are homeless in Alameda County – 82% – are not visitors but are our neighbors who lived here before they became homeless. In the past decade, the Bay Area added only one unit of housing for every eight jobs created, and very little of the housing built was subsidized enough to help people in need, especially those at very low income or receiving public assistance. Data also shows a disproportionate number of homeless individuals in the City of Oakland – nearly 70 percent – are Black/African American. This is a crisis for Oakland, and the entire Bay Area, and every major city along the West Coast.

The City of Oakland, in partnership with Alameda County, is working to address the homelessness crisis in a number of different ways, from upstream interventions to prevent people from becoming homeless (e.g. \$2.2 million in funding for anti-displacement services; additional renter protections; increased relocation funding requirements), providing emergency shelter and street outreach services when people become homeless (e.g. Family Front Door, Housing First Support Network, temporary cabin communities) and finally, funding the construction of more affordable housing by leveraging Community Development Block Grants (CDBG), Measure KK and County A-1 funds.

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The City Council adopted Resolution No. 87129-C.M.S. requesting more information related to homeless services and programs, including updates on funding, in nine different categories. The chart below outlines the items requested to be addressed by the Resolution. More detailed information will be provided in the Analysis and Policy Alternatives section of this report.

Description	Responsible Dept.	Brief Status
1. Encourage and support private development of expanded housing options	Planning and Building	Zoning text amendment under development for legal non-conforming motels
2. Pursue multiple strategies including leases with non-profits and faith based organizations	Human Services	CalTrans considering lease for parcel on Mandela Parkway. Peralta Community College District considering proposal for use of a parking lot
3. Permitting the disposal of sewage through a temporary holding tank with a contract for regular pumping	Oakland Public Works	Roto Rooter has confirmed they can provide this service; costs can be reduced by use of existing sewer lines.
4. Ordinance amending the City's business tax ordinance to waive the first \$30,000 annually in residential rental property income from tax for property rented through Section 8 or other means-tested housing assistance programs	Finance	The Finance Department will submit a report for the September 25 <sup>th</sup> Finance Committee meeting addressing this request.
5. Identify available public land for these efforts	Mayor; City Administrator; Real Estate Management	Henry J. Kaiser Convention Center parking lot planning underway for third community cabin site. CalTrans considering use of Mandela Parkway property
6. Call upon external funders including Alameda County and US Department of Housing and Urban Development to maximize funding	Mayor; City Administrator	\$8.6 Million in State budget for Oakland through Homeless Emergency Assistance Program; \$16M for Alameda County through same. \$10M in Alameda County budget for homeless programs; additional funding under discussion by Board of Supervisors. HUD has offered Technical Assistance to 10 communities

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		including Alameda County/Oakland to develop new approaches to service
7. Ask Alameda County, OUSD and Caltrans to identify available public land and/or fund support services	Mayor; City Administrator	See report for description of written and verbal requests for assistance. AB 3139 (Bonta) recently approved for more flexible use of Caltrans lands
8. Find funding sources to support these efforts	Mayor; City Administrator	Oakland mid-cycle budget includes \$800K for operation of "Second Henry" and extending Winter Shelter. The Mayor's advocacy resulted in a direct state allocation of \$8.6M to Oakland and an additional \$16M to Alameda County.
9. Identify options to deal with issues related to liability and insurance	City Administrator	Consider a grant program to address additional funding needs

A member of the public requested that the City assess the Square One housing program established by a non-profit in Oregon. Staff will return with that report for the September 25, 2018 Committee meeting.

Please note: the City recently launched a website to provide the community more information about what is and can be done to address this crisis. We encourage City staff and officials to refer community members to this resource: <https://www.oaklandhomelessresponse.com>

## **ANALYSIS AND POLICY ALTERNATIVES**

### **1. Encourage and support private development of expanded housing options**

#### *Planning and Development modifications*

The Planning and Building Department is currently developing a Zoning Ordinance text amendment to allow a small number of existing non-conforming motels in the CIX-2 zone to be renovated and approved with a Conditional Use Permit for permanent residency by formerly homeless and extremely low income persons. There is at least one motel conversion project currently under consideration by the Oakland Housing Authority for funding with Veterans Affairs Supportive Housing (VASH) vouchers that would result in 36 units becoming available in a very short period of time if the text amendment is approved.

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### *Modular construction*

The Planning Bureau is processing an application for a General Plan Amendment and rezoning to enable construction of a residential development on a lot formerly owned by CalTrans that would include units built with a modular construction approach. The applicant has indicated that approximately 50 of the modular units would be dedicated for use by formerly homeless individuals.

### *Emergency Housing Regulations*

In May 2018, the State Housing & Community Development Department (HCD) issued Information Bulletin 2018-01 concerning two new voluntary appendices to the 2016 California Building Code and California Residential Code. The new provisions are intended to provide a consistent minimum standard by which local agencies may develop emergency housing or shelter ordinances. HCD will revisit these provisions as part of the Triennial Building Standards Code Adoption Cycle for the 2019 codes. However, in the interim, these appendices are available for local agencies' consideration. The City Council adopted its "Shelter Crisis Ordinance" in October 2017 as authorized under Government Code Section 8698. City staff is currently reviewing the new appendices described above to determine how they can complement the existing Shelter Crisis Ordinance; staff will bring a report to the City Council once that review is complete.

## **2. Pursue multiple strategies including leases with non-profits and faith based organizations**

### *Outdoor emergency shelter facilities*

The City has created two outdoor emergency shelter "community cabin" facilities since December 2017, serving 115 people, of which 41 have obtained transitional or permanent housing. The location at 6<sup>th</sup> and Castro is leased from a private party with the support of PG&E. The location at 27<sup>th</sup> and Northgate is leased from CalTrans for a nominal payment. A third community cabin location is currently in the planning stages for the City-owned parking lot at the Henry J Kaiser Convention Center. This facility will be focused on resolving encampments at Lake Merritt. A fourth location has been proposed to CalTrans for a lot on the west side of Mandela Parkway. That facility initially would be focused on resolving the encampments around 35<sup>th</sup> and Peralta. All of these programs are operated by non-profit partners under agreements with the City.

### *Safe Parking*

The City is in discussion with the Peralta Community College District about use of one of their parking lots for a "safe parking" site that could include both RV's and vehicles. The site would be leased from Peralta and operated similarly to the community cabins programs with the intent of assisting people with locating permanent housing. Further discussion of Safe Parking at religious institutions is addressed in number 9 below.



**3. Permitting the disposal of sewage through a temporary holding tank with a contract for regular pumping**

The number of recreational vehicles (RV's) parking on City streets has increased significantly in the last year. With that increase, has also come an increase in complaints about human waste being dumped on City streets and sidewalks. Staff has been working to address this challenge by developing a Safe Parking Program as described in number 2 above. A critical element of that program was identifying a service provider who would provide mobile pumping services for "black water" from RV's. Roto Rooter, an existing City contractor, has confirmed that it can provide that service. Roto Rooter estimates that servicing a 25 RV site on a weekly basis would cost \$1,535 per week. These costs include a two-person crew working four (4) hours at a site that hosts approximately 25 RV's, plus the equipment and dump fees. At that rate, the cost is \$6,646 per month per 25 RV site. If a manhole with a sewer line is available at the location, and use of that line is approved, the costs could decrease by approximately 25% since the need to transport and dump the waste at an approved facility would be eliminated. This service can be pursued for any of the Safe Parking sites discussed above.

**4. Ordinance amending the City's business tax ordinance to waive the first \$30,000 annually in residential rental property income from tax for property rented through Section 8 or other means-tested housing assistance programs**

The Finance Department will submit a report for the September 25<sup>th</sup> Finance and Management Committee meeting addressing this request.

**5. Identify available public land for these efforts**

In addition to the sites identified in previous reports to the Life Enrichment Committee (some of which ultimately were used for other purposes), staff is actively developing a third Community Cabin project at the Henry J Kaiser Convention Center parking lot. The site is being developed to limit any conflicts with the renovation of the facility currently proposed by Orton Development. Additionally, staff is negotiating with CalTrans for use of a parcel on the west side of Mandela Parkway for a fourth Community Cabin location. This site is large enough that it could possibly offer two community cabin sites, or as community cabin site and a Safe Parking location, if sufficient service provider capacity is available to manage two programs. The City has also proposed a Safe Parking program to the Peralta Community College District for one of its parking lots and expects to receive information on the feasibility later in September.

**6. Call upon external funders including Alameda County and US Department of Housing and Urban Development to maximize funding**

Mayor Schaaf worked with a coalition of eleven mayors throughout California to request that the Governor release funds from the State's reserve to assist cities and counties in addressing the homeless crisis. That advocacy resulted in a \$500 million block grant program designed to provide direct assistance to cities and counties to address the homeless crisis throughout California; it generated a direct allocation to Oakland of approximately \$8.6 million, with an additional \$16 million to Alameda County. The City's application for its direct allocation will be submitted on the first day that funding is available in order to expedite distribution of the funds to

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Oakland. With regard to the County portion of the funding, the City will advocate that a significant portion of the County funding be allocated to Oakland given that 50% of the County's homeless population resides in Oakland.

Additionally, the Mayor has been in direct communication, both verbally and in writing, with members of the Alameda County Board of Supervisors requesting their consideration of additional funding for specific needs in Oakland, including operational funding for the second Henry Robinson Center, more capacity for year-round emergency shelter, improved used needle collection, and additional street outreach and social services. The County has identified new funding from various sources, including the Mental Health Services Act (MHSA), that will be made available to support homeless programs and services. The County Board of Supervisors should be considering that funding in early fall.

The City submitted its application to the Continuum of Care for Alameda County, Everyone Home, in mid-August. This is an annual competitive funding cycle through which federal funds are allocated throughout the County. The City's application focused on maintaining funding to our current six CoC funded programs (transitional housing for families, singles and youth, rapid rehousing for families and youth) as well as a new application for partial (\$700,000) funding for the second Henry Robinson program. Local notification of funding will be announced on August 31, 2018. The County also included \$10 million in one-time funds for homeless programs in its recently adopted budget.

**7. Ask Alameda County, Oakland Unified School District (OUSD) and Caltrans to identify available public land and/or fund support services**

The City is currently leasing CalTrans property at 27<sup>th</sup> and Northgate for a community cabins site and is discussions with CalTrans for another site on the west side of Mandela Parkway. The legislature recently approved AB3139 (Bonta) which provides Caltrans more flexibility to lease its land for these types of uses.

**8. Find funding sources to support these efforts**

The mid-cycle budget adopted by the City Council in June 2018 added funding for homeless programs as follows:

- 1) Added \$300,000 in the General Purpose Fund (GPF) for homeless sanitation services;
- 2) Added \$500,000 in Fund 1870 for 2nd Henry Robinson/Winter Shelters (The prior 2-year budget for FY 2017-2019 already included \$300,000 in GPF that was transferred to 1870 for a total of \$800,000 for this use.)

As noted above, the City has submitted applications to the Continuum of Care for federal funding, to the state for Homeless Emergency Aid Program funding and is actively working with the County to identify additional funding from sources such as the Mental Health Services Act.

#### **9. Identify options to deal with issues related to liability and insurance**

Staff recommends that the Council re-allocate the \$300,000 GPF which was set-aside in the mid-cycle budget for sanitation services, to a grant program for organizations that wish to utilize their parking lots for a safe parking program. The San Francisco Foundation recently awarded a \$175,000 grant to the Interfaith Council of Alameda County (ICAC) for a two-year project including safe car parks on underutilized congregation properties. In order to leverage that grant, staff recommends that the City award a grant of \$300,000 directly to ICAC to work with the faith community to administer individual grants to operators of the safe parking sites. The grant funds could be used to pay for such things as porta potties and handwashing stations, site security, black water pumping services if RV's are accommodated and/or additional liability insurance costs. Staff proposes that the organizations would operate these safe parking sites for a minimum of six months. This program could be expanded if the City's application for state funding is approved.

#### **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, the Planning and Building Department, the Housing Department and the City Administrator's Office.

Additional Coordination has taken place between the City of Oakland Human Services Department and staff of the County Health Department and County Housing and Community Development Department as well as with Everyone Home.

#### **SUSTAINABLE OPPORTUNITIES**

**Economic:** The purpose of this report is to provide information about various ways the City is attempting to eliminate and prevent homelessness.

**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.

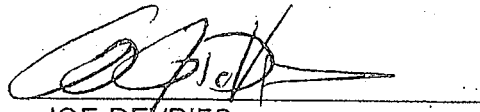
**Social Equity:** The programs described in this report are targeted to the most vulnerable and at-risk populations in the City and are focused on providing essential and basic human services, housing and support.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council receive an informational report responding to Resolution No. 87129-C.M.S. requesting information concerning a number of different homeless services and programs.

For questions regarding this report, please contact Joe DeVries, at 238-3083.

Respectfully submitted,



JOE DEVRIES  
Assistant to the City Administrator

Reviewed by: Sara Bedford, Director;  
Lara Tannenbaum, Community Housing  
Services Manager; Katie Dignan, Assistant  
Director, Planning & Building

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