

CITY OF OAKLAND

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OFFICE OF THE CITY CLERK
OAKLAND

2018 OCT 18 PM 5:50 **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-Supplemental

DATE: October 15, 2018

City Administrator Approval

Date:

10/18/18

RECOMMENDATION

Staff Recommends That The City Council Approve A Report and Recommendation Responding to Resolution No. 87129 C.M.S. Requesting Information Concerning A Number of Different Homeless Services and Programs, Including A New Location for "The Village."

EXECUTIVE SUMMARY

On September 11, 2018, staff presented to the Life Enrichment Committee (LEC) an informational report responding to Resolution No. 87129 C.M.S. requesting information on different homeless services and programs (**Attachment A**). The report was held in the Committee and staff was asked to return with a supplemental report at the October 9, 2018 LEC meeting that included action items. Councilmember Kaplan scheduled a Rules Request asking instead for staff to return on October 23, 2018 Committee with the following: Approve A Report and Recommendation Responding to Resolution No. 87129 C.M.S. Requesting Information Concerning A Number of Different Homeless Services and Programs, Including A New Location for "The Village." Since that time, the \$8.6 million Homeless Emergency Aid Program (HEAP) funding from the State of California has been awarded to the city. This now positions the city to be able to dramatically increase its interventions in a short period of time.

At the LEC Meeting on September 11th, Committee Members also asked for an update on the report that was presented in April of 2017 entitled "Ending the Crisis of Homelessness in Oakland." A PowerPoint presentation that will provide updates on that report is also provided (**Attachment B**).

This report is in response to the Committee's request that staff outline immediate steps that the City Council can approve to reduce unsheltered homelessness. The later portion of the report will address the outstanding issues raised on September 11, 2018. In addition, staff has

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scheduled a resolution to the City Council on October 30, 2018 that will allow the City Administrator to do the following:

1. Open three (3) new Community Cabin Sites providing emergency shelter and services to up to 320 people per year; putting them on a path to transitional and permanent housing. This will reduce the same number of persons currently living in dangerous unregulated street encampments in West, Central, and East Oakland. It will also eliminate the health and safety impacts those encampments are having on the surrounding community. In particular, this will allow the city to resolve the encampment currently located at East 12th street and 23rd Avenue that will be displaced by the 23rd Avenue Bridge Retrofit Project, the encampments located at 35th Street and Peralta Street, Wood Street, and Hollis and MacArthur in West Oakland, and various smaller encampment in the Jack London and Chinatown areas.
2. Open four (4) managed Recreational Vehicle (RV) Sites in East, Central, and West Oakland that will provide up to 150 RVs (an estimated 300 persons) with secure parking, sanitary facilities, and garbage services. This will also reduce the impact of RVs parking in Oakland neighborhoods without sanitary services.
3. Allow the city to enter into an agreement with the Lao Family Foundation to manage a volunteer encampment in partnership with "The Village" to provide a safe location for their participants who will be displaced by the 23rd Avenue Bridge Retrofit Project.

BACKGROUND / LEGISLATIVE HISTORY

At the September 11, 2018 LEC meeting, members asked for specific actions regarding: 1) details about the Community Cabin Program, 2) status of a church based Safe Parking Program, 3) an assessment of potential public lands that are available to use for emergency homeless shelter, and 4) progress on identifying a site for "The Village." Members also asked for additional updates on: 5) the availability and expansion of other alternatives including shelter beds and transitional housing, 6) an update regarding an 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 is also included in this report and 7) staff is recommending the addition of one FTE in the Human Services Department to provide direct services to unsheltered persons.

ANALYSIS AND POLICY ALTERNATIVES

1. **Expansion of the Community Cabin Program:** Staff provided a report to the City Council on September 18, 2018 with a resolution authorizing the City Administrator to enter into an agreement with Housing Consortium of the East Bay to operate the Lake Merritt Community

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Cabin Site. The site was opened on October 5, 2018 and within the first week of operations 28 individuals who were encamped at Lake Merritt have moved into the site and are receiving services. The city currently has three Community Cabin Sites operating, each with the capacity to shelter up to 40 individuals at one time or 80 participants annually. Combined, these sites have the potential to move 240 individuals out of homelessness annually. Participants are anticipated to stay in the cabins for up to six months as they receive case management services and eventually move into transitional or permanent housing. This model has shown promising results in providing immediate, low barrier relief to the unsheltered population and staff recommends continued expansion of this model to address large encampments in East and West Oakland.

Specifically, staff is recommending that the City Council authorize the opening of three new sites:

- a. **3050 International Blvd:** This city owned parcel is 32,454 square feet and is currently scheduled for affordable housing development, however construction will not begin for up to two years. One half of the parcel has been offered as a construction staging area for a charter school that is proposed across the street, but the other half is available for a Community Cabin Site. Staff have been searching since January 2018 for a suitable site for a Community Cabin program to serve the current unsheltered community living at East 12th and 23rd Street which needs to be vacated by the end of the calendar year to make way for the 23rd Avenue Bridge retrofit project. 3050 International Blvd. is approximately 10 blocks away from the current encampment and is the only viable site nearby. Since the parcel is city-owned, there is no acquisition cost which makes it the most fiscally prudent option. Staff did research other potential properties for sale or lease, but those locations are further from the encampment and the costs were prohibitive. This bridge project must commence, or the city will lose the \$10 million grant to fund the project which would pose a significant long-term safety issue. *Therefore, opening of this Community Cabin location is the city's highest priority in the next 60 days.* Staff is in discussion with service providers to operate the site and will determine the most qualified based on location, the make-up of the population at the current encampment, and organizational capacity.
- b. **3401 Mandela Parkway:** This 39,000-square foot parcel is large enough for the city to open and operate two individual Community Cabin Sites with beds for up to 80 people at one time, serving up to 160 people annually. Caltrans will be seeking approval from the California Transportation Commission on December 7, 2018 to enter into a lease with the city. With the passage of Assembly Bill 3139, the cost to the city will be one dollar per month. This location will enable the city to offer shelter to those living under the 580 freeway at 35th and Peralta. This long-standing encampment has had a significant impact on the surrounding community including blocking pedestrian access neighborhood services such as the local grocery store and is a chronic magnet for illegal dumping. The city currently provides sanitary services at this encampment located on Magnolia Street. The street is temporarily blocked off to traffic with K-rails. The second

large encampment that can be addressed with this site is located on the 2400 to 2600 block of Wood Street. The city also provides sanitary services at this site and has created a K-rail buffer between the encampment and the street however that border is consistently ignored and materials are piled in the street, creating ongoing traffic hazards. Additionally, this encampment is also a magnet for large amounts of illegal dumping that weekly clean-up efforts are insufficient to address.

As people transitioned through this site into housing, additional encampments in the area that can be addressed include the growing encampment on MacArthur Blvd behind Home Depot (technically, Caltrans jurisdiction but located in Oakland), the 2800 block of Ettie, the 2400-2600 block of Union Street, and others as space availability permits.

- c. **105 5th Street:** This Caltrans parcel is located under 880 and runs from Oak Street to Madison Street. The Carmel Partners construction staging project on that site is coming to an end making the parcel available soon. Caltrans will be seeking approval from the California Transportation Commission on December 7, 2018 to enter into a lease with the city. With the passage of Assembly Bill 3139, the cost to the city will be one dollar per month. Although the parcel is 70,000 square feet, most of it is located under the freeway and Caltrans will not allow housing under the bridge structure. Approximately 15,000 square feet is located outside the drip line of the structure which allows enough space for a site similar to the Northgate Community Cabin Site. This site would allow the city to offer shelter to residents from several smaller encampments in the Jack London Square and Chinatown areas including those on Webster Street, Broadway, Oak Street, Jackson Street, and in Madison Park where encampments have impacted youth programming. This site could be developed as a replacement to the Castro Site which will be closing in March of 2019, as previously planned.

These three sites have the capacity to serve up to 320 currently unsheltered persons. Staff will continue to evaluate additional locations which are outlined later in this report.

The annual cost of one Community Cabin Site is approximately \$750,000 including \$125,000 of rapid rehousing funds which are a vital component to help transition people out of the cabins and into housing. The startup costs for a site are approximately \$200,000 but the city has been successful thus far in soliciting donations to cover the startup costs at the current sites. The city will continue to seek outside funding for these startup costs which will allow the allotted dollars to go further. Because one the recommended sites is twice the size of the current sites, the total cost calculation staff is using is based on 4 sites. At \$750,000 per year over an 18-month program, operating four sites will cost an estimated \$4.5 million. Additionally, the resolution the City Council will consider on October 30, 2018 will authorize staff to modify the existing contract with the provider at the Lake Merritt Community Cabin site to provide funding through the end of the fiscal year using a total of \$300,000 in HEAP funds.

2. Safe Parking Program and Managed Recreational Vehicle (RV) Sites:

- a. **Safe Parking Program:** The Resolution authorizing the City Administrator to enter into a grant agreement with the Interfaith Council of Alameda County was approved at the October 16, 2018 City Council meeting. This will provide an initial \$300,000 for the program for churches who offer their parking lots to be used by people living in vehicles. The funding will cover security, sanitation, and liability costs for the churches and the city will assist with evaluating clients through its current outreach/housing navigation teams. The Interfaith Council of Alameda County (ICAC) has identified five church sites that can accommodate up to 10 vehicles each for an estimated total of 100 people being served. As the program evolves, the resolution allows the City Administrator to expand the program as funds become available.
- b. **Managed RV Sites:** The resolution that the City Council will consider on October 30, 2018 will allow the City Administrator to negotiate and enter into contracts with providers to operate and maintain three Managed RV Sites in the city that will be able to serve up to 120 RVs at one time. This would serve an estimated 240 people who are currently parking their RVs at various locations throughout the city. People living in RVs often fear that their vehicles will be towed due to expired registration or unpaid parking tickets. If an RV is towed, the cost to retrieve it is so prohibitive that it often means the person ends up living on the street. This fear can prohibit RV dwellers from going to work or cause them to miss important appointments as they feel compelled to stay with their vehicle. At a managed RV Site, participants will be able to park their RV for extended periods in a facility with sanitation and security services provided. These sites will provide individuals the security to seek employment and/or work with case managers to get on a path to stable housing. With inadequate options for pumping of waste, RV residents are dumping human waste in the streets and down storm drains. These sites will allow for proper disposal of waste, eliminate the chronic buildup of garbage around current RV locations, and reduce the staff time associated with both patrolling and cleaning these areas.

Staff have identified three viable locations for these sites. The first is located at 3499 Beach Street which is connected to 3401 Mandela, the parcel Caltrans will lease to the city for a double Community Cabin Site. This parcel is located very close to Raimondi Field where currently there is an RV gathering of 20 or more RVs. These and other RVs in this portion of West Oakland would be offered the opportunity to move onto the city managed RV site. This will reduce the impact they are having on the field and those who use it for recreation.

The second site is 711 71st Avenue, a city owned 52,000 square foot parcel across from the Coliseum BART that will be available within the next two months for use. This site is near 85th Avenue, Baldwin Place, and Edes Avenues where a significant number of RVs are located and impacting operations for several local businesses.

The third site is 3801 East 8th Street, a 39,001-square foot city owned parcel near High street and the 880. This parcel will become an extension of 42nd Avenue in the next two years, but is available until the city project is scheduled to take place. This parcel currently has several RVs already parked on site and the city provides sanitary services, but it is otherwise unregulated and causes significant problems for the surrounding community. By converting the site to a managed operation, hazardous conditions at the site can be eliminated and a greater sense of security can be provided for participants and the surrounding community.

Staff is currently in discussion with the Peralta Community College District to lease the parking lot located at 11 4th Street for the purposes of operating a managed RV site that would include the level of wrap-around services offered at the Community Cabin Sites. This would be a hybrid between the Community Cabin Sites and the proposed managed RV sites. The number of people served has yet to be determined but would likely be up to 30 RVs serving 60 people. This proposal is still in the planning stage and the details of the operation of the site have not yet been decided. Adoption of the attached resolution gives the City Administrator the authority to enter into an agreement should the Peralta District agree to move forward with the proposal.

Staff intend to conduct a Request for Qualification process for these sites and recommend allocating \$1.1 million in HEAP funds to this strategy.

3. Potential Public Land Available for Community Cabins, Volunteer Managed Encampments (The Village), Safe Parking Programs, and Transitional Housing:

Staff have sent formal requests to the California Department of Transportation (Caltrans) Alameda County, the Oakland Unified School District (OUSD), and the San Francisco Bay Area Rapid Transit District (BART) seeking information about potential sites that could support emergency shelter programs. Staff also evaluated several city parcels including a list identified by members of the Homeless Advocacy Working Group to determine ownership and viability for emergency shelter functions including Safe Parking Sites, Tuff Shed Community Cabin Sites, or for a volunteer managed encampment such as what the Village is proposing to create. General characteristics include the following:

- Sites need to be a minimum of approximately 10,000 square feet to accommodate a facility serving up to 40 people at a time.
- Sites should be flat, vacant, and preferably paved to avoid drainage and livability issues during the rainy season
- Site should be free of toxic substances or have the potential to quickly mitigate the potential hazard of toxic substances in a manner acceptable to the Water Board such as installing filter fabric and a layer of crushed rock
- Sites should not have a current use on or adjacent to the site that would conflict with an emergency shelter use

- Sites should be close to existing encampments as well as transit lines to allow participants to access services

Below is a table of sites evaluated and an explanation as to whether they meet these criteria and can be further explored:

Location	Owner	Size	Comments/Best Use
3401 Mandela Pkwy	Caltrans	39,000 sf in front, additional 30,000 sf along Wood St	The Mandela side of the property would serve well as an 80-person community cabin site and is within several blocks of several West Oakland encampments. The rear portion can serve as RV parking for a significant number of RVs (schematics and max occupancy being determined). Caltrans has drafted a lease and is offering it to the city. This lease would be for \$1/month and requires CA Transportation Commission approval which is anticipated on December 7, 2018.
5 th St to 6 th St between Oak St and Madison St	Caltrans	70,000 sf but only 15,000 sf along 5 th St not under freeway	Based on the Northgate Model, this site would be suitable for another community cabin site and is close to several encampments in Jack London Square. Caltrans has drafted a lease and is offering it to the city. This lease would be for \$1/month and requires CA Transportation Commission approval which is anticipated on December 7, 2018.
40 th St 645 40 th St 3924 MLKJ Way (3 contiguous parcels)	BART	just under 10,000 sf	This vacant lot at 40 th St and MLK Jr. Way could work as a small community cabin or volunteer-managed encampment site. As a former gas station, there are potential environmental considerations that must be evaluated. BART is aware of city's interest and is doing further evaluation.
4529 Foothill Blvd	OUSD	19,634 sf	This paved lot is directly across from Fremont HS but is also on a major transit corridor, close to services, and fenced. It would be suitable for a community cabin site. Staff contacted OUSD and is awaiting a response.
3050 International Blvd	City	32,484 sf	This lot is currently scheduled for affordable housing construction in the

			next two yrs. <i>Staff is recommending this site be used to establish a community cabin to shelter a portion of the current inhabitants of the East 12th St and 23rd Ave encampment.</i>
1442 Derby Ave	City	9,034 sf with an additional 8,000 sf contiguous paved parcel that is privately-owned.	This site is under consideration for a charter school, but until that project is finalized, it could serve as a community cabin or volunteer-managed site if the owner of the private parcel was willing to allow it. Depending on the decision regarding the school, this site may need to be vacated within a few months. This site has residential units across the street.
3566 Foothill Blvd, 3550 Foothill Blvd (2 contiguous parcels west of 36th Ave)	City	18,434 sf	This paved vacant site is the right size and condition for a community cabin or volunteer-managed site but also abuts residential units in a densely populated residential neighborhood where no current encampment exists.
3600 Foothill Blvd, 3614 Foothill Blvd (2 contiguous parcels east of 36th Ave)	City	15,624 sf	This paved vacant site is the right size and condition for a community cabin or volunteer-managed site however, it abuts residential units in a densely populated residential neighborhood where no current encampment exists.
1449 Miller Ave (old Miller Library)	City	11,969 sf	This site of the old Miller Library is partially paved, fenced, and there are no current plans for its development. There are residential units across the street on East 15 th St. Staff recommends that this site be offered to the Lao Family Community Foundation to partner with the Village in managing a volunteer encampment that can house approximately 27 of the current inhabitants of the East 12 th St and 23 rd Ave encampment.
7526 MacArthur Blvd	Housing Authority of the City of Oakland	46,945 sf	This unpaved, slightly sloped property abuts residential on two sides and fronts on MacArthur Blvd. Staff contacted the Housing Authority of the City of Oakland and is awaiting a response. This site is not located near any established encampments.

711 71 st Ave	City	52,272 sf	This flat paved lot is ideal for a managed RV site. Staff is determining the number of vehicles that could be serviced on the site. Once that analysis is complete, staff recommends opening an RV site at this location with 24/7 security and management services offered by a contracted provider.
796 66 th Ave	City	342,566 sf	This paved fenced lot was a former RV sales location and is currently used as parking for events at the Coliseum and Arena. This lot is under contract with Classic Parking and although a portion could be cordoned off for safe parking, it is close enough to the water that it likely would trigger an approval process with the SF Bay Area Conservation Development Commission (BCDC). The city has already received a complaint from BCDC about an existing encampment along the shoreline at this location.
3801 East 8 th St	City	39,261 sf	This paved, fenced, vacant site is the right size and condition for a managed RV parking site and is currently occupied by a growing unregulated encampment that has been the source of several complaints from area businesses. Staff recommends opening an RV site at this location with 24/7 security and management services offered by a contracted provider.
4200 Alameda Ave	privately-owned	36,501 sf	This private lot abuts 3801 East 8th St and could be considered to expand the opportunity at the East 8th St site but would require leasing from the private owner and, as a former gas station, some environmental concerns may exist.
606 Clara St 9418 Edes Ave	City	26,534 sf	Vacant, partially paved parcels are the large enough for a community cabin or volunteer-managed site. However, they abut residential units and are within a block of the East Oakland Senior Center, Sports Center, and Brookfield Library.
10451 MacArthur Blvd	City	22,000 sf	Abuts residential, unpaved, but the right size for a community cabin site.

			However, this site is not located near any established encampments.
3829 MLK Jr. Way, 3823 MLK Jr. Way	City	9125 sf	An Request for Proposal (RFP) has been issued by HCD for this site. City is currently in talks to do LDDA with owner of two parcels on south side. Owner is Longfellow Corner LP which is a project of RCD.
1608 and 1606 Chestnut St	City	1510 sf each	Total 3018 sf - too small.
8 th St	City	9386 sf	L-shaped parcel adjacent to mortuary, abuts residential, ownership unclear.
8280 Macarthur Blvd	City	6722 sf	Smaller stand-alone parcel, next to residential.
8296 Macarthur Blvd	City	6368 sf	Smaller stand-alone parcel, next to residential.
800 Madison St	BART	59,992 sf	Lake Merritt BART Station plaza.
7318 International Blvd	City	3689 sf	Two contiguous parcels, too small.
1911 Telegraph Ave	City	73,878 sf	Uptown area, between Oakland School for the Arts, Henry Kaiser Park, and Uptown residential units.
Foothill Blvd at 73rd Ave (Eastmont Mall)	City	53,155 sf	Currently in an ENA with Starbucks.
490 20 th	City	9372 sf	Paramount Theater Parking Lot.
2016 Telegraph Ave	City	10,736 sf	Paramount Theater Parking Lot.
822 Washington St	City	7544 sf	No longer owned by city.
9 th St	City	13,406 sf	Franklin 88 Parking Garage - in use.
1111 Franklin St	Regents of the UC	37,920 sf	UCOP - Franklin Bldg.
5859 Foothill Blvd	City	2644 sf	These seven APNS no longer exist. They are now part of the Seminary Pointe shopping center development.
5833 Foothill Blvd	City	16,510 sf	"
5847 Foothill Blvd	City	3781 sf	"
5805 Foothill Blvd	City	2303 sf	"
5851 Foothill Blvd	City	2247 sf	"
Foothill Blvd	City	6547 sf	"
5835 Foothill Blvd	City	2543 sf	"
71 st	BART	117,586 sf	Coliseum BART parking lot.

Ave (APN 41-4164-24-3)			
71 st Ave (APN 41-4166-54)	BART	59,366 sf	Coliseum BART parking lot.
73rd Ave (APN 41-4162-1-5)	BART	78,033 sf	Coliseum BART parking lot.
73rd Ave (APN 41-4164-31-2)	BART	114,395 sf	Coliseum BART parking lot.
51 9th St	BART	60,260 sf	Lake Merritt BART parking lot.
2759 Foothill Blvd	City	2093 sf	Leased to East Bay Wilds Nursery.
2777 Foothill Blvd	City	20,635 sf	Leased to East Bay Wilds Nursery.
3301 San Leandro St	City	14,546 sf	Recently redeveloped into new parking lot for La Clinica.
3229 San Leandro St	City	9138 sf	This APN no longer exists, now part of 3301 San Leandro (part of Fruitvale Transit Village - leased to La Clinica for employee parking).
1440 Harrison St (APN 8-626-24), 1450 Harrison St (APN 8-626-25), 1500 Harrison St (APN 8-626-26)	Housing Authority of the City of Oakland	30,300 sf	Three contiguous parcels, parking lot for Housing Authority of the City of Oakland.
1105 2nd Ave	OUSD		Dewey Academy, next to the E 12th St remainder parcel.
524 16th St	City	6439 sf	Rotunda Garage remainder.
1225 4th Ave	State of California	86,322 sf	EDD bldg and parking lot.
MLKJ Way	City	78,207 sf	APN 2-27-6-5 no longer exists, appears to be part of City Center West Garage (1260 MLKJ Way).
1400 Middle Harbor Rd (APN 18-380-3-5)	State of California	42,000 sf	Paved lot, just south of USPS.
2201 Brush St (apn 3-25-11), 760 22nd St (APN 3-25-10)	West Grand & Brush LLC (EBALDC)	18,172 sf	Two parcels, paved lot, staff contacted EBALDC and is awaiting a response.
880 Fruitvale Ave (APN 33-2198-9-1), Fruitvale Ave	privately-owned	42,148 sf	Three contiguous parcels, paved lot, owner open to leasing or selling

(APN 33-2198-9-2), Fruitvale Ave (33-2198-9-3)			
Oakport St (APN41-3903-2-8)	EBMUD	626,867 sf	Unpaved lot, staff contacted EBMUD and is awaiting a response.
7425 San Leandro St (APN 41-4173-5-1)	City	68,169 sf	Unpaved, under Hegenberger Rd, just south of Coliseum BART.
1402 E 12th St (APN 20-115-6)	Privately-owned	23,068 sf	Unpaved lot, just north of Burger King, researching.
825 E 12th St (APN 19-34-3)	Privately-owned	bldg 1710 sf lot 14,785 sf	Paved lot, just SE of Pho Mekong, researching.

Buildings Researched

2505 Church St (APN39-3273-21-3)	OUSD	2 bldgs size unknown lot 33,312 sf	Former site of the OUSD Adult Education Center, can be emergency shelter or be converted to transitional housing. Staff contacted OUSD and is awaiting a response.
2020 Brush St (APN 3-37-5-3)	privately-owned	bldg 4969 sf lot 5154 sf	Warehouse, for sale at \$1.4M.
Brush St (APN 3-23-7-1), 2116 Brush St (APN 3-23-8-2), 2118 Brush St (APN 3-23-9-2), 2124 Brush St (APN 3-23-10-2), Brush St (APN 3-23-11-2), 2111 Castro St (APN 3-23-5-1), 21st St (APN 3-23-6-1)	West Grand & Brush LLC (EBALDC)	19,106 sf	Seven contiguous parcels to be considered with adjacent 2020 Brush St, unpaved lot, for sale at about \$5.2M.
635 W Grand Ave (APN 8-659-26), 626 22nd St (APN 8-659-18)	privately-owned	bldg size unknown lot 8867 sf	Two contiguous parcels, warehouse, for lease, staff contacted owner and is waiting for owner to finish cleaning. This site is next door to 641 West Grand, the city's new Transitional Housing location and therefore could be used to increase capacity at that site.
513-515 Independent Rd (APN 41-3908-4)	privately-owned	bldg 40,000 sf lot 68,289 sf	Warehouse, for sale at about \$8M, for lease at \$0.60/sf (bldg), former tenant is East Bay Glass.

290 Hegenberger Rd (APN 44-5077-4-3)	privately-owned	bldg 22,389 sf lot 24,548 sf	Two warehouse bldgs, for sale at \$6M, for lease at \$3/sf (bldg).
1919-1925 MLK Jr. Way (APN 3-43-5)	privately-owned	bldg 16,588 sf lot 5184 sf	32-unit apt bldg, owner does not want to sell or lease.
1015 E 23rd St (APN 19-56-8-6), 1041 Calcot Place (APN 19-56-7-3), 1067 Calcot Place (APN 19-56-6-2), 1071 Calcot Place (APN 19-56-5-2), 1075 Calcot Place (APN 19-56-4-2), Calcot Place (APN 19-56-29), 1041 E 23rd St (APN 19-56-30)	privately-owned City City	bldg 15,608 sf lot 51,922 sf	Seven contiguous parcels (2 are city-owned), warehouse with sea turtle mural aka 1000 Calcot Place, researching.

4. Progress identifying a site for "The Village:"

After thorough review of the above properties, and the service model that the Village has presented to the city, staff recommends entering into a License Agreement with the Lao Family Community Foundation (LFCF) for 1449 Miller Avenue, the former site of the Miller Avenue Library, to partner with the Village to operate a self-governed encampment model. This 11,969-square foot lot is located just two blocks from the southern portion of the East 12th and 23rd Street encampment which is where the Village has been engaged with the existing population since earlier this year. Organizers for the Village have identified 27 individuals who are currently at the 23rd Avenue site and would agree to participating in the Village model. This makes the Miller Library site both a perfect location and size for the population they wish to serve.

The Village model poses a unique challenge for the city in that the organizers possess a great deal of passion, energy, and support for their volunteer efforts at organizing a self-governed encampment. However, they lack many of the traditional components of an organization that the city would typically enter into an agreement with such as liability insurance, a Board of Directors to assure accountability, and professional staff. This lack of infrastructure, as well as the challenge of finding appropriate land has been an obstacle for the Village and the city to come to an agreement. However, the Lao Family Community Foundation (LFCF) has taken an active role in working with the Village organizers and with the population at the 23rd Avenue Encampment. They have agreed to provide the much-needed capacity and oversight to help the Village be successful in implementing their model. The LFCF has a decades old track record of serving the community. Founded in

1980 and with a 45-person staff, LFCF works with over 15,000 clients each year in over 25 languages. They offer assistance with employment, housing, and a host of other services that position them well to oversee this innovative strategy being proposed by the Village. They have the organizational capacity to take on the liability concerns and will provide a degree of confidence in the surrounding community that the site will be well managed.

This intervention will require the city to waive the requirement to charge Fair Market Value to LFCF and that waiver will be included in the resolution that the City Council will consider on October 30, 2018. Additionally, staff recommends providing sanitary and garbage service to this site using the existing funds allocated to this in the current budget. The cost is less than \$20,000 annually.

5. Availability and Expansion of Shelter Beds:

The resolution authorizing the City Administrator to enter into grant agreements to operate additional year-round emergency shelter beds and winter shelter beds was introduced at the October 16, 2018 City Council Meeting. This will increase the total number of year-round shelter beds from 350 to 450. It will also add 35 Winter Shelter beds and allow the City Administrator to modify the agreements to increase the number of winter shelter beds as additional funding becomes available.

The resolution being consider by the City Council on October 30, 2018 will include a contract extension, using \$600,000 in HEAP funds, to continue the year-round emergency shelter funding through the end of the fiscal year.

The resolution authorizing the City Administrator to enter into a grant agreement with Bay Area Community Services (BACS) to provide an interim housing program for unsheltered persons at the city-owned property located at 641 West Grand Avenue is before the Life Enrichment Committee today and will allow the city to open an additional 90 beds of Transitional Housing similar to the program in operation at the Henry Robinson Center. This model is an essential component to the continuum of care provided to move people off the street and toward permanent housing.

At the September 11, 2018, LEC meeting staff was asked about the possibility of using the Henry J. Kaiser Convention Center for Emergency Shelter. The building is considered red tagged and is in deep disrepair. None of the building systems including plumbing and water, electrical, and HVAC are operable, and the building is not seismically sound. Vandalism over the years has left with building with exposed and dangerous electrical wiring. There may also be other hazardous materials present in the building, such as asbestos, lead-based paint and mold that would have to be remediated prior to any temporary occupancy.

City staff will continue to pursue additional properties that could support transitional housing or shelter beds as noted in the table of buildings researched above.

6. Update regarding an 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:

This ordinance would encourage landlords to accept HUD-Section 8 vouchers by exempting them from paying taxes on the first \$30,000 dollars of rental income if they rent to section 8 recipients. Because the ordinance limits the exemption to the first \$30,000 of rental income, it targets the benefits of the program to smaller landlords which has the potential to spread the opportunity to find section 8 housing throughout the city as opposed to seeing it concentrated in large complexes. The Ordinance is being reviewed and will be brought to the Finance Committee at its second meeting in February along with a similar measure that is being introduced by Council Member Gallo to provide exemptions on rental of up to three bedrooms in an owner-occupied residence with revenue derived from section 8 housing.

On a related note, in early 2018, the Oakland Housing Authority launched a trio of incentives to recruit new landlords to accept HUD-Section 8 vouchers, including a \$500 signing bonus; up to \$2,500 in interest-free loans for repairs and upgrades; and up to two months paid rent to maintain the unit for Section 8 housing (instead of putting it on open market). By August 2018, 75 new landlords had signed up for the program.

7. The addition of one FTE in the Human Services Department to provide direct services to unsheltered persons:

Due to the volume and unique nature of these interventions, staff is recommending the addition of one FTE in the Human Services Department to provide direct services to unsheltered persons: The duties would include the following: Accompany the Public Works Department crews when they do encampment work to engage people and connect them immediately to resources. Take responsibility for the 72 hour postings that are legally required before an encampment clean-up is performed Managing the growing number of hygiene interventions by working with the city's contractor to ensure good service and oversee the leadership program at encampments where residents are responsible for the upkeep of units. This is critical work that currently is being managed by staff with other responsibilities. As the city increases the volume of interventions, the additional capacity will be necessary to be successful. The cost of this position is estimated to be \$130,000 and can be provided by the HEAP funding.

FISCAL IMPACT

The projects listed in this report will be funded through the \$8.6 million of HEAP funding the city is receiving from the State of California. The total projected amount of HEAP funds that would be used to support the recommendations in this report is \$6,630,000.

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.

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 Approve This Report and Recommendation Responding to Resolution No. 87129 C.M.S. Requesting Information Concerning A Number of Different Homeless Services and Programs, Including A New Location for "The Village."

Sabrina B. Landreth, City Administrator

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

Date: October 15, 2018

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For questions regarding this report, please contact Joe DeVries, Assistant to the City Administrator at (510) 238-3083.

Respectfully submitted,



Joe DeVries
Assistant to the City Administrator

Reviewed by: Lara Tanenbaum, Community
Housing Manager Human Services Department

Attachments (2): A: Resolution No. 87129 C.M.S.

B: Ending the Crisis of Homelessness in Oakland, 2018 Update

Item: _____
Life Enrichment Committee
October 23, 2018

FILED
OFFICE OF THE CITY CLERK
OAKLAND

18 APR 17 PM 2:28

OAKLAND CITY COUNCIL

Approved as to Form and Legality

City Attorney's Office

Resolution No. 87129 = C.M.S.

INTRODUCED BY COUNCILMEMBERS REBECCA KAPLAN, ABEL GUILLEN AND
LYNETTE MCELHANEY

RESOLUTION ENCOURAGING THE PRIVATE DEVELOPMENT OF EXPANDED HOUSING OPTIONS, INCLUDING FOR NON-PROFITS, FAITH-BASED ORGANIZATIONS, PRIVATE PROPERTY OWNERS, AND SERVICE PROVIDERS WORKING ON PRIVATE LAND, TO PROVIDE HOUSING AND SANITARY FACILITIES FOR THE HOMELESS THROUGH STRATEGIES INCLUDING "SMALL HOMES," SHIPPING CONTAINER CONVERSION HOMES, RECREATIONAL VEHICLES, UNATTACHED TRAILERS, RESTROOM STRUCTURES, AND OTHER OPTIONS TO PROVIDE DIGNITY, PRIVACY, AND DISEASE CONTROL

WHEREAS, the number of homeless persons in the City of Oakland continues to increase, with the latest 2017 point-in-time count of over 2,700, and this number is likely to increase given the substantial upward pressure of residential rents; and

WHEREAS, the long term and recent decreases in Federal and State funding for housing programs have resulted in an erosion of shelter options for the most vulnerable populations including the elderly, youth, victims of domestic violence, sexually exploited minors, and persons suffering from mental illness, HIV/AIDS, substance abuse and disabilities; and

WHEREAS, the current number of homeless individuals in Oakland far outpaces the number of existing shelter beds, transitional housing, or permanent supportive housing units available; and

WHEREAS, unauthorized homelessness encampments have increased substantially across Oakland, within the public right of way, thus exposing homeless individuals to traffic hazards, increased vulnerability to crime, risk of death and injury, exposure to weather, lack of adequate sanitation and debris services, and other conditions that are detrimental to their health and safety; and

WHEREAS, Oakland residents are being affected by the increasing number of unsheltered individuals with regard to traffic and pedestrian safety, lack of sanitation, and debris services; and

Attachment A

WHEREAS, California Government Code Section 8698, et seq., allows the governing body of a city to declare a shelter crisis when a significant number of persons are without the ability to obtain shelter, resulting in a threat to their health and safety; and

WHEREAS, in September of 2017, the Oakland City Council passed Ordinance Number 13456, which declared a shelter crisis in the City of Oakland and, pursuant to California Government Code Section 8698.1, "authorized [the City Administrator] in her discretion to suspend the provisions of state and local regulatory statutes, regulations, or ordinances prescribing standards of housing, health, or safety as needed for the interim establishment of shelters for the homeless to the extent that strict compliance would in any way prevent, hinder, or delay the mitigation of the effects of the shelter crisis"; and

WHEREAS, California Government Code Section 8698.2 provides that, upon a declaration of a shelter crisis, a city may allow persons unable to obtain housing to occupy designated public facilities (including facilities leased by the city) during the duration of the crisis; and

WHEREAS, there are numerous non-profit and religious organizations that are willing to provide shelter and sanitation services on private land, but have expressed a need for additional support from the City; and

WHEREAS, the City Council finds that urgent and expeditious efforts are necessary to develop additional shelter solutions that are safe and meet basic habitability standards, and that flexibility and broad-based approaches are essential to increase capacity; now, therefore, be it

RESOLVED, that the City of Oakland shall encourage and support the private development of expanded housing options, including those offered by non-profits, faith-based organizations, private property owners, and service providers working on private land to provide housing and sanitary facilities for the homeless through strategies including "small homes," shipping container conversion homes, manufactured housing, recreational vehicles, unattached trailers, restroom structures, and other options to provide dignity, privacy, and disease control; and be it

FURTHER RESOLVED, that the City of Oakland may pursue multiple strategies to accomplish this goal, including by entering into leases with these non-profits and faith-based organizations, so that the land on which the organizations seek to provide temporary shelter and sanitation services may fall under California Government Code Section 8698.2, and therefore allow persons to take shelter there during the duration of the crisis; and be it

FURTHER RESOLVED, that the City of Oakland shall accomplish this goal by permitting the disposal of sewage through a temporary holding tank with a contract for regular pumping; and be it

FURTHER RESOLVED, that the City Council hereby directs the City Administrator to return to the City Council within 3 months with a draft Ordinance for the City Council's consideration 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, as a means of encouraging the development of low cost housing alternatives; and be it

FURTHER RESOLVED, that the City Administrator or her designee shall identify available public land for these efforts, and report back to Council on her findings within 3 months of the passage of this Resolution; and be it

FURTHER RESOLVED, that the City of Oakland asks Alameda County, Oakland Unified School District, and the California Department of Transportation to also identify available public land for these efforts, and help provide and/or fund support services for sites designated by the City of Oakland; and be it

FURTHER RESOLVED, that the City of Oakland calls upon external funders, including Alameda County and the U.S. Department of Housing and Urban Development (HUD), to maximize the funding and support that they make available for these efforts; and be it

FURTHER RESOLVED, that the City Administrator or her designee shall work to find funding sources to support these efforts and report back to Council on her findings within 3 months of the passage of this Resolution; and be it

FURTHER RESOLVED, that the City Administrator or her designee shall work to identify options to deal with issues related to liability and insurance, and report back to Council with options for action, within 3 months of the passage of this Resolution.

IN COUNCIL, OAKLAND, CALIFORNIA,

APR 17 2018

PASSED BY THE FOLLOWING VOTE:

AYES - ~~AYALA~~ S, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLÉN, KALB, KAPLAN AND PRESIDENT ~~WILLIAMS~~ - 6

NOES - 0

ABSENT - 0

ABSTENTION - 0

Excused - Brooks, Reed

ATTEST:



LATONDA SIMMONS
City Clerk and Clerk of the Council of the
City of Oakland, California

FILED
OFFICE OF THE CITY CLERK
OAKLAND

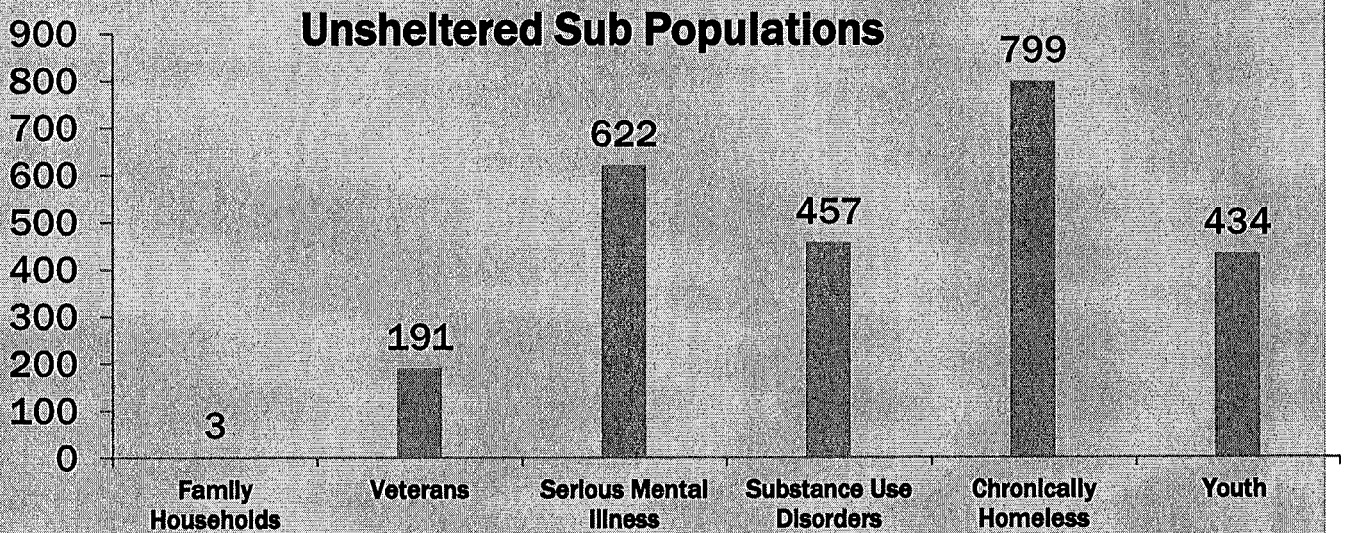
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ENDING THE CRISIS OF STREET HOMELESSNESS IN OAKLAND

Presented to
LEC April 2017

WHO IS HOMELESSNESS IN OAKLAND 2017

Sheltered	Unsheltered (on streets or places not meant for human habitation)	Total Homeless Population
859	1902	2761



Source: 2017 Point In Time Count, 1/1/2017.

CURRENT SYSTEM:SNAPSHOT

Shelter	City funding: 145 beds singles; 20 beds families, 5 family units; other funding –approx. 180 bed
Winter Shelter (mid Nov-mid April)	Up to 100 general beds, 25 senior beds, 10 East Oakland beds *transitioning 100 beds to year round shelter
Interim Housing	23 family units, 30 beds Transitional Age Youth, 137 beds single adults *Adding 90 units at The Grand
OPRI – housing and services	100 adult slots; 25 youth slots
Rapid Rehousing	Various programs targeting specific populations (seniors, families, youth, CalWorks, approximately 130 households at a time)
Street Outreach	8 outreach staff; Operates 5 days/week
Services to support formerly homeless people in permanent housing	360 slots

CURRENT SYSTEM:SNAPSHOT CONTINUED

Housing Navigation

17 Street based intensive case
managers

Community Cabins

120 slots

Safe Parking

Coming soon

RECOMMENDATIONS FROM APRIL 2017

RECOMMENDATIONS: IMMEDIATE STEPS TO ADDRESS ENCAMPMENTS

- **Health and safety interventions**
- **Dedicated cross disciplinary staff teams to address homelessness**

RECOMMENDATIONS: INTERIM HOUSING

- **Identify three sites to support small scale:**
 - **safe camping (Community Cabins)**
 - **safe parking**
- **Second Henry Robinson**

RECOMMENDATIONS: DEVELOPMENT OF PERMANENT HOUSING

What We Need To Do

- **Commit 20% of new affordable housing for those at zero to twenty percent of area median income.**
- **Capitalize Operating Costs**
- **Preserve Single Room Occupancy (SRO) hotels**
- **City led outreach to landlords**

ADDITIONAL RECOMMENDATIONS

- **Private sector collaboration -staff position to coordinate donations**
- **Renewal of emergency shelter ordinance**
- **Explore dedicated revenue stream for homeless housing and services**

Strategy Recommendation	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
Private Sector Coordination-to coordinate private sector donations	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 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;	Building acquisition may be possible through housing bond funds from KK or A1.
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		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	Explore program options that use individuals who are homeless under employment training
Develop significant investment in capital costs and services costs to address homelessness		Explore strategies being used by other cities including: • 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)

**WHAT HAS HAPPENED
SINCE APRIL 2017?**

Strategy Recommendation	Funding FY 17-18	Funding FY 18-19	Notes
Encampment Health and Safety			
Health and Hygiene Services in Place Projects	FUNDED/ IMPLEMENTED	FUNDED/ IMPLEMENTED	\$150,000 for 5 sites in FY 17/18 and \$250,000 for 10 sites in FY 18/19 To date have served 20 sites / 13 currently
Private Sector Coordination-private sector donations	NOT FUNDED	NOT FUNDED	Implemented by Mayor's office and Chamber of Commerce- raised funds for all start up costs at Community Cabin Sites
Interdepartmental teams with specialization in homeless services	NO FUNDING NEEDED/ IMPLEMENTED	NO FUNDING NEEDED/ IMPLEMENTED	Encampment Management Team has been meeting since summer 2017
Interim Housing			
Safe Haven/Camping	FUNDED / IMPLEMENTED	FUNDED/ IMPLEMENTED	\$450,000 each year for FY 17/18 and FY 18/19 for 1 site. Additional funding from County and Kaiser Foundation allowed 2 sites to open in FY 17/18 and a third site in FY 18/19
Safe Parking	NOT FUNDED	FUNDED/ IN PROCESS	\$300,000 health/hygiene funds in mid-cycle budget
Second Henry Robinson—interim housing	PARTIALLY FUNDED	PARTIALLY FUNDED/ IN PROCESS	\$300,000 in FY 17/18 and \$800,000 in FY 18/19. HUD CoC grant (\$586,000) expected summer 2019. In discussions with County.

Strategy Recommendation	Funding FY 17-18	Funding FY 18-19	Notes
Permanent Housing Development			
Focus on rapid construction program models for deeply affordable units			Being explored
Explore regulatory or financial relief for income restricted second units such as tiny houses			Being implemented with measure KK funds by early 2019
Other Options/ Programs			
Coordinated Entry for Oakland	FUNDED BY COUNTY IMPLEMENTED	FUNDED BY COUNTY/ IMPLEMENTED	Funded by Alameda County. Implementation is ongoing
Employment for unsheltered residents pilot	NOT FUNDED	FUNDED/ IN PROCESS	\$85,000 in mid cycle budget
Dedicated Revenue Stream			Measure on November 2018 ballot
ADDITIONAL FUNDING			
Family shelter beds	FUNDED/ IMPLEMENTED	FUNDED/ IMPLEMENTED	\$100,000 in FY 17/18 and FY 18/19 Funds beds used by the Family Front Door.
Infrastructure requests from HSD	NOT FUNDED	PARTIALLY FUNDED /IN PROCESS	Planner, Everyone Home dues, Homeless Count 2019