



AGENDA REPORT

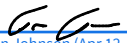
TO: Jestin D. Johnson
City Administrator

FROM: Scott Means
Interim Director, Human
Services

SUBJECT: Report On City Managed Homeless
Interventions

DATE: April 9,2024

City Administrator Approval


Jestin Johnson (Apr 12, 2024 12:05 PDT)

Date: Apr 12, 2024

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report From The City Administrator On All City Managed Homeless Interventions, Including (1) A List Of All Interventions And Which District Each Intervention Is Located In, (2) The Service Provider And Specific Amenities And Services Provided At Each Location; (3) The Managing City Staff For Each Intervention; And (4) If And How The City Ensures All Of The Necessary Facilities And Services For Residents Are In Place And Fully Functional

EXECUTIVE SUMMARY

The Community Homelessness Services Division oversees the homeless interventions under the following program categories: community cabin navigation centers, emergency shelters, rapid rehousing, RV safe parking navigation center, street outreach and services, and transitional housing. This report is to provide an overview of the homeless interventions across the City of Oakland to support individuals and families experiencing homelessness as response to the homeless crisis.

BACKGROUND / LEGISLATIVE HISTORY

Homelessness has been, and continues to be, a crisis throughout California with Oakland being the most impacted City in Alameda County. Oakland residents are regularly displaced from their homes to the streets of the City and are in need of urgent support. As of the most recent 2022 Point-In-Time count numbers, the number of homeless persons in Oakland has nearly doubled over the last five years to more than 5,000. Of those counted, there are an estimated 3,337 individuals living without shelter. Over fifty percent of the unsheltered have taken up residence in some type of vehicle on the streets of Oakland. The City currently funds over 1,000 shelter beds and over 200 RV program spaces. In addition, there are approximately 110 beds added to the system during the winter months. These interventions are in addition to County funded resources. The homelessness problem affects Oakland's population disproportionately, a majority of the homeless identify as Black or African American while Black and African American households are a minority in the City's overall population. Similarly, the majority of homeless residents identify as male.

In October 2017, the City Council adopted an ordinance pursuant to Government Code 8698 declaring a shelter crisis and allowing flexibility or suspension of certain state and local

regulations as they apply to Government Code 8698 City facilities to address the homelessness problem, to the extent that strict compliance would prevent, hinder, or delay efforts to mitigate the shelter crisis. Since that time, the City Council and staff have taken substantial steps to coordinate homeless services, provide additional budget resources and designate staff to lead more focused efforts. A community cabin pilot program operated in West Oakland for nearly 7 months in late 2016-early 2017. Many lessons were learned about how to operate these facilities and what provisions are necessary. The City Council established specific performance objectives in the 2017-19 adopted budget including developing an additional Henry Robinson facility for supportive housing and establishing a sanctioned facility for cleaner and safer encampments until more permanent housing can be found. In addition to more 2017-19 budget funds, the voters in Oakland and in Alameda County both passed measures which will enable a variety of approaches to increase the supply of affordable housing. Since the last shelter crisis ordinance was approved, programs for RVs have opened across the city to support homeless households that have taken up shelter in trailers. In addition, over 200 beds were added through the Homebase and Lake Merritt Lodge programs. A key priority remains the development of a multi-vehicle parking navigation center.

City Council approved [Resolution No. 87350](#), on September 13, 2018, to provide housing navigation and site management to unsheltered persons in Oakland as there were noted to be approximately 86% of homeless individuals in Oakland resided in Alameda County prior to homelessness. Since then, the programs have expanded to provide housing navigation, linkages to support services and employment supports.

On March 28, 2019, City Council Approved [Resolution No. 87631](#); authorizing transitional housing programs, families in transition scattered sites, housing fast support network, Matilda Cleveland, and the Holland transitional housing program, which provide transitional and permanent housing and support services to homeless single adults, families, and transition age youth.

Due to a 25% increase in unsheltered populations between 2015-2017, City Council approved [Resolution No. 87403](#), in November 2019, to provide an interim RV safe parking program In the City. Since then, three other RV safe parking programs have been developed around the City to assist with unsheltered populations. City Council approved [Resolution No. 89247](#) in June of 2022 and [Resolution No. 89777](#) in May of 2023 to continue to support and maintain homeless interventions with the use of HHAP and Measure Q fund.

ANALYSIS AND POLICY ALTERNATIVES

This informational report intends to be responsive to a request to better understand an overview of the homelessness interventions managed by the City. This would address the citywide priority of **housing, economic, and cultural security**, given the immense shortage of interim and permanent affordable housing options in Oakland. The number of homeless encampments throughout the city has increased significantly in the last five years. In the recent Point In Time Count taken in February 2022, the number of unsheltered persons in the City of Oakland exceeded 3,300, which was an increase from the same survey conducted in January 2019. In accordance with the City-wide priority of housing, economic and cultural security we are providing emergency shelter for underserved residents of Oakland, and in accordance with City

wide priority Holistic community safety we are providing safe and dignified spaces for homeless individuals.

Community Cabins:

The City's community cabin navigation centers serve as short term urgent shelter programs for individual adults living on the street. There are currently eight community cabins locations funded through the City of Oakland. Three are located in District 2 (Northgate, Oak Street, and Turning Point) and five are located in District 3 (3rd & Peralta, Mandela North, Mandela South, Wood Street North and South). Due to an updated timeline provided by Cal Trans, Oak Street is slated to close in late 2024 to early 2025. As this was newly communicated, closure plans and bed retention plans are still in development. The cabin programs are contracted through five different agencies including: Housing Consortium of the East Bay, Operation Dignity, Roots Community Health Clinic, Building Opportunities for Self Sufficiency, and Family Bridges. Each site serves between 30 to 50 people. Sites have single and double occupancy cabins. Restroom facilities currently vary depending on the site. Community Homelessness Services is actively working with providers to upgrade sites to ensure equitable facilities across programs. All sites have access to showers, charging ports, microwaves, meals, laundry, and 24 hours wash stations and restrooms. Miller, 3rd & Peralta, and Wood Street cabins offer on-site showers, while Wood Street has an on-site kitchen and laundry. Each provider offers weekly case management services to connect participants to employment, support services, and housing resources. Funding is included to support Participants with visiting shelter options, move-in costs for permanent housing, and funds for unique needs such as employment support and vehicle registration support.

Emergency Shelter

The City of Oakland manages five emergency shelter programs for single adults and one for families: Crossroads Shelter, Family Matters, Homebase, Lake Merritt Lodge, and St. Vincent de Paul Emergency Shelter. Crossroads is operated by the East Oakland Community Project. It is an indoor congregate shelter separated by gender. There are male and female rooms, shared showers and restrooms, a community area, and meals are served 2 times a day. Couples are welcome but are not paired together. Pets are not allowed. It is open 24/7. Crossroads provides 20 beds for families in a separate section of the facility. Participants work with on-site staff for housing placements.

Family Matters is an emergency shelter for homeless families and is located in District 1. It is operated by East Oakland Community Project. The shelter accommodates up to 25 families (approximately 83 beds available) along with cribs for children. Play space is available for children. Supportive services include housing navigation and employment support. Targeted length of stay is 4-6 months (although some may stay longer). Flexible housing funds are available to assist families with move in expenses. Full meals are available on site.

Homebase emergency shelter is operated by Housing Consortium of the East Bay and is located in District 7. Trailers are provided to approximately 160 unhoused Oaklanders who are over the age of 60, or medically fragile and high risk with a variety of health conditions. Each trailer has a shower and bathroom, as well as a small kitchen area. The program is designed to serve Participants who can live in mobile trailers and a roommate may be assigned. Included

are showers and a community area. 2 pets are allowed. Services include case management and housing navigation. In FY 24/25 15-30 additional bed spaces will be added to this program.

Lake Merritt Lodge is located in District 3 and is operated by Housing Consortium of the East Bay. The program serves high-risk individuals needing physical distancing as a precautionary measure in response to the COVID-19 pandemic, such as people over 65 or with certain underlying health conditions. Participants stay in a dorm style set up with shared rooms. Each room has a shower and bathroom. There is a licensed nurse on site during weekdays. Two meals are provided daily. Services include case management and housing navigation.

The St. Vincent de Paul emergency shelter is an indoor congregate shelter. It is located in District 3 and is operated by St. Vincent de Paul of Alameda County. There are male and female locker rooms, shared showers and restrooms, a community area, and meals are served 2 times a day. Couples are welcome but are not specifically paired together. Pets are not allowed. The shelter is open 6 pm – 8 am. A day program is available from 9 am – 3 pm weekdays. The day program provides guests with services such as: case management, employment services, financial education and referral services, support services referrals, showers, laundry, clothing, mail services, children's clothing, diapers, as well as protection from the elements and challenges of the streets. To-go hot packaged lunches are provided on an open-door policy during the hours of 10:45 am – 12:45 pm Tuesday – Saturday. Case Management services are provided to clients utilizing the shelter.

Rapid Rehousing and Subsidized Housing

In partnership with the Oakland Housing Authority (OHA), the City of Oakland funds four subsidized housing programs under the Oakland Path Rehousing Initiative (OPRI) program. OPRI is a rental assistance program designed to provide housing placement and ongoing subsidies and supportive services to people living on the street or in emergency shelters, and people exiting foster care or the criminal justice system. The program includes rental subsidies provided from the Oakland Housing Authority (includes security deposit assistance). Supportive services are provided to participants which assists with needs such as housing placement, housing navigation, and signing up for healthcare/mainstream benefits. After one year of enrollment, participants may step down into a voucher through Oakland Housing Authority; this is subject to availability. OPRI providers include; Abode Services, First Place for Youth, Building Futures with Women and Children, and Roots Community Health Clinic. This program design is not facility based, therefore clients may be placed in their desired location.

St. Mary's Center provides rapid rehousing services for seniors who are homeless and/or living in emergency shelter and is located in District 3. Services include: housing assessments and placements; housing inspections; time limited in-home comprehensive case management including mental health, substance abuse support, money management; coordination of wrap-around services needed by seniors to maintain housing; outreach to and cultivation of private landlords and nonprofit housing providers.

The City manages the North County Homeless Youth Rapid Rehousing Collaborative (NCHYRRC) as part of a HUD Continuum of Care (CoC) program. Two agencies participate

in NHYHRRRC: Covenant House located in District 2 and East Oakland Community Project located in District 7. The program provides permanent housing outcomes for homeless transitional age youth, ages 18-24, in Northern Alameda County (Oakland, Berkeley, Emeryville, Albany, and Piedmont). Program activities include assessment and prioritization; referrals to youth shelter and youth transitional housing; provision of rapid re-housing services (to include housing location, subsidies, and housing navigation); and employment services. Youth may receive rapid re-housing services for up to 24 months and may continue to receive supportive services for up to six months after rental assistance is ended.

The City also manages the North County Family Rapid Rehousing Collaborative (NCFRRC) which is operated by Building Futures with Women and Children. The program provides housing to those literally homeless families (living on the streets, in cars, in shelters, and in places not meant for human habitation) in need of short and medium term rapid rehousing assistance.

Supportive services includes six months of case management after a housing subsidy is discontinued to increase housing retention.

RV Safe Parking

There are three RV safe parking programs for adults within the City. These programs are overseen by Housing Consortium of the East Bay, (71st Avenue, District 6), Urban Alchemy, (66th Avenue, District 6), and Building Opportunities for Self-Sufficiency (Wood Street, District 3). These programs range in numbers from 40 to 100 RV stalls. All RV programs provide on-site plumbed and electrified showers and bathrooms for participants. The newest RV Program, 66th Avenue, also provides onsite laundry. The agencies provide on-site case management, connections to supportive services, housing opportunities, and employment supports. Food and meals vary by site and are provided through donations. Participants are connected to food insecurity programs and resources. The majority of participants in the RV programs do not self- identify as RV dwellers and share a preference to transition to an apartment or house. In addition, individuals entering these programs often have structural and/or mechanical issues with the RVs they are residing in with the RVs often not operable and extreme challenges with obtaining registration. As such, CHS is looking into the current design of the RV programs to ensure the sites best serve the population utilizing the service.

Street Outreach Services Only

The City provides support for two services only programs. Homeless Action Center (HAC) is located in District 3 and the City-supported program works with Participants of East Oakland Community Project who are currently experiencing homelessness and for whom income will improve the likelihood of obtaining and maintaining stable permanent housing. HAC attorneys and advocates see residents through all stages of the Social Security application process. This includes collecting medical records, scheduling psychological evaluations, filing applications and appeals, to representing participants at administrative hearings when necessary. HAC also visits employment agencies to train agencies on how to connect participants to Supplemental Security Income.

Lifelong Medical provides services at two locations in District 3: the California Hotel and Harrison Hotel. Lifelong provides site-based, integrated housing services teams that focus on

helping tenants to maintain their housing, improve their quality of life, and participate in and contribute to their community. The program assists tenants in achieving and maintaining housing stability, improving their overall health and well-being, acquiring income and other public benefits, pursuing activities (vocational, educational, and recreational), increasing opportunities for social connection, and creating a safe, viable community. Individual and group interventions including case management, mental health services, crisis intervention, outreach and referral to other Medi-Cal services including substance use and primary care, benefits advocacy, and housing focused community building activities are also provided.

CHS also funds street outreach services in partnership with the City Administrator's Office. Operation Dignity provides general street outreach throughout the city. Outreach includes connecting residents to services and shelter. Outreach workers enter residents into the Homeless Management Information System, named Clarity in Alameda County. Staff utilizes Clarity and other databases to reconnect residents to providers they are already connected to helping to reengage the services.

Transitional Housing

Transitional Housing programs are intended to support homeless households to literally transition from homelessness to permanent housing. Participants typically have up to twenty- four months to utilize the bed and program working with staff to have their unique needs met. It is a goal to have homelessness be brief and one time, therefore the goal of these programs is to transition households to their own home closer to a six-month time period. As these programs are intended to prepare households for permanent housing, participants are supported with acquiring and increasing their income and then tasked with paying 30% of their income back to the program. While the latter program component is not currently strictly enforced at this time, it is a critical program component to prepare participants to pay rent and budget their funds reducing the risk for recidivism.

The adult transitional housing programs at the Henry Robinson and the Holland are operated by Bay Area Community Services and are located in District 3. Combined they serve 227 Participants annually. The transitional housing programs work with participants through weekly case management to connect them to services. Participants at these programs may have a private room or share a room with up to two roommates. One meal is provided a day and supportive services are brought on site to meet client needs.

The City also manages transitional housing programs for families. Through a grant from the State as part of its Family Homelessness Challenge, the City manages programs of four providers: Building Futures with Women and Children, A Diamond in the Ruff, Oakland Elizabeth House, and urban university. These programs provide transitional housing and supportive services for homeless families including support with employment, mental health support, and housing placement.

The City manages the Matilda Cleveland Families in Transition and Rapid Rehousing Program which is operated by East Oakland Community Project. The program provides transitional, rapid re-housing, and supportive services to at least 36 literally homeless families. The properties are located in Districts 3, 5, 6, and 7. Services include case management and rapid rehousing.

The City also manages transitional housing programs for transitional age youth between the ages of 18-24 (TAY). Youth Spirit Artworks operates Tiny Homes Village in District 7. Each participant is provided a small trailer with electricity and heat. There are shower trailers and a health clinic on site. Pets are permitted. Services include case management, housing navigation, and life skills support. The City oversees two housing collaboratives for TAY: the Oakland Homeless Youth Housing Collaborative (OHYHC) and the North County Homeless Youth Rapid Rehousing Collaborative (NCHYRRC). Two organizations participate in OHYHC: Covenant House and East Oakland Community Project (EOCP). Covenant House is located in District 2 and provides transitional housing and intensive supportive services to a minimum of twenty-one (21) youth at any point in time. At least 12 participants are housed at 200 Harrison Street, and 9 are housed in scattered site apartments. EOCP provide transitional housing and supportive services to ten (10) homeless youth between the ages of 18 to 25 years of age. The facility is located at 3824 West Street and is in District 1.

FISCAL IMPACT

There is no direct fiscal impact from the receipt of this informational report.

PUBLIC OUTREACH / INTEREST

No direct public outreach was conducted in the completion of this report.

COORDINATION

This report was developed by the Community Homelessness Services Division of the Human Services Department in coordination with the City Administrator's Office.

SUSTAINABLE OPPORTUNITIES

Economic: The homelessness crisis has ongoing fiscal impact to the City of Oakland. It also has a component of human suffering for unhoused residents and their housed neighbors that can't be calculated through the scope of this report. Assuming unhoused residents were supported in maintaining their foothold in the City of Oakland, of which they are equal to access as any other resident, would require the City to have more funding available than what it can generate alone. This is an economic issue that is not just a problem within the City of Oakland, but the entire Bay Area, and would likely need economic interventions from the State and Federal levels to fundamentally right this crisis.

Environmental: The homelessness crisis impacts the health of the City's local environment. Encampments and associated debris and waste can foul the City's local water and soil.

Race & Equity: There are significant racial equity considerations to homelessness in Oakland. At a high level, the homelessness crisis is fundamentally an equity issue. The 2022 PIT Count estimated 5,055 people in Oakland are unhoused, with a majority of those individuals coming from Oakland's black community. Black residents of Oakland are over-represented in this population at roughly 70% as compared to their representation in the City's general population at roughly 24% per the latest U.S. Census 2020 data. That makes this issue, per the City's

commitment to racial equity, a high priority problem to solve in order to advance the aims of the City's vision as articulated in Municipal Code 2.29.170.1 as well as the City's recently passed the Resolution Racism is a Public Health Crisis. This Resolution was jointly offered to the City Council in June 2022 by the City Administrator, the City Attorney, and the Director of Oakland's Department of Race & Equity, which City Council ratified.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report From The City Administrator On All City Managed Homeless Interventions, Including (1) A List Of All Interventions And Which District Each Intervention Is Located In, (2) The Service Provider And Specific Amenities And Services Provided At Each Location; (3) The Managing City Staff For Each Intervention; And (4) If And How The City Ensures All Of The Necessary Facilities And Services For Residents Are In Place And Fully Functional.

For questions regarding this report, please contact C'Mone Falls, Manager, Community Homelessness Services Division, at 510-238-6186.

Respectfully submitted,

Scott Means

SCOTT MEANS
Interim Director, Human Services

Prepared by:
C'Mone Falls, Manager
Community Homelessness Services,
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Attachments (1):

A: [HSD-CHS Homelessness Interventions 4.3.24.pdf](#)