



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: HHAP and Measure Q Homelessness
Funding Report FY 2022-2023

DATE: May 4, 2022

City Administrator Approval

Date:

RECOMMENDATION

Staff Recommends That The City Council Adopt The Following Pieces Of Legislation:

A Resolution:

- 1. Awarding Grant Agreements And Professional Services Agreements To The Homeless Service Providers Identified In Tables 1 And 2 For Fiscal Year (FY) 2022-2023 Using State Of California Homeless, Housing, Assistance And Prevention (HHAP) Funds And Local Measure Q Funding; And**
- 2. Awarding Professional Services Agreements To Two Consultants Identified In Tables 1 And 2 To Support Homeless Services Providers For FY 2022-2024 Using HHAP Funds And Local Measure Q Funds; And**
- 3. Authorizing The City Administrator To Move Measure Q And HHAP Funding Between The Above Agreements, If Needed, To Ensure Timely Spend Down Of Time Limited Funds, Subject To Any Applicable Funding Regulations And Requirements; And**
- 4. Authorizing Payments In The Amount Of Up To \$40,000 Per Year For FY 2022-2023 And FY 2023-2024 To Lease The Matilda Cleveland Family Transitional Housing Program Building, Located At 8314 Macarthur Blvd, From Hope Housing Development Corporation And Making California Environmental Quality Act Findings**

A Resolution:

- 1. Appropriating \$1,080,000 In General Purpose Funds Which Were Allocated In The FY 21-23 Adopted Biennial Budget For Increased Hygiene Services;**

And

- 2. Awarding Professional Service Agreements To Six (6) Providers Identified In Table 1 For The Provision Of Hygiene Services At Homeless Encampments And Other Program Sites In An Amount Not To Exceed \$750,000 Per Service Provider And Not To Exceed \$3,300,000 Total For Fiscal Year (FY) 2022-23 Using General Purpose Funds And State Of California Homeless, Housing, Assistance And Prevention (HHAP Funds**

EXECUTIVE SUMMARY

Adoption of the first proposed resolution will allow the City Administrator to use HHAP and Measure Q funds to enter into agreements for homeless services through June 30, 2023 and to enter into agreements with consultants for homelessness services providers through June 30, 2024. The legislation will also allow staff to move HHAP and Measure Q funds between agreements, if needed, to ensure that time limited funds are spent down on time.

Adoption of the second resolution will allow the City Administrator to appropriate general purpose funds which were allocated in the FY 21-23 adopted biennial budget for increased hygiene services. This resolution allows the City Administrator to use these general funds and HHAP funds to enter into agreements with service providers for hygiene services (portable toilets, wash stations, mobile showers). It will also provide flexibility in contracting with hygiene and shower providers- allowing funds to move between providers to ensure level services are maintained for people experiencing homelessness.

Lastly, this report is a companion to the Oakland Local Action Plan which provides implementation details for all homelessness funding for FY 22-23.

BACKGROUND / LEGISLATIVE HISTORY

Measure Q (Fund 2244)

In March 2020, Oakland voters passed the Parks and Homeless Services Measure (Measure Q), approving a parcel tax to support parks and recreation, water quality, and homelessness services. These funds were allocated during the budget process through Resolution No. 88717 C.M.S., passed on June 21, 2021.

Homeless Housing, Assistance And Prevention (HHAP) (Fund 2159)

The HHAP 3 funds are a \$1 billion block grant program offered by the State of California to assist local governments in their response to the statewide homelessness crisis. These funds are a continuation of previous one time funding from the state including Homeless Emergency Assistance Program (HEAP), and HHAP allocations 1 and 2. The funds are designed to support to local jurisdictions to continue building upon what has been developed through previous rounds of State funding and to use for similar purposes. On December 21, 2021, the City Council adopted Resolution No. 88949 C.M.S., which authorized the City Administrator to

accept and appropriate HHAP 2 (\$9,311,568 and HHAP 3 (\$24,066,822.52) funds for the provision of emergency homeless interventions. HHAP funds are administered at the state level by the California Interagency Council on Homelessness (Cal ICH).

ANALYSIS AND POLICY ALTERNATIVES

The funding recommendations in these two pieces of legislation specifically align with the PATH Framework priority to *preserve existing capacity of crisis response beds/spaces, and health and hygiene interventions.*

Together, these funds support the following services:

- 667 Crisis response beds (shelter, cabins, trailers)
- 130 RV safe Parking spaces- average 2 people/space
- Hygiene (portable toilets, wash stations) at a minimum of 60 encampments plus 7 program sites; 35 mobile shower sessions/week
- Capacity building with a focus on racial equity
 - Capacity building initiative for small BIPOC led agencies
 - Training program for providers with focus on anti-racist and culturally responsive services

These two funding sources (HHAP and Measure Q) are assigned to specific grant agreements in ways to:

- Prioritize ongoing, long-term strategies aligned with the Permanent Access to Housing (PATH) framework with ongoing versus one-time funding
- Ensure one-time funds can be fully spent down in a timely manner
- Align with Cal ICH priorities such as systems improvement which includes “*Capacity building and workforce development for service providers within the jurisdiction, including removing barriers to contracting with culturally specific service providers and building capacity of providers to administer culturally specific services.*”¹

Tables listing the proposed agreements are below. All of the providers listed below were selected after qualifying through the Human Services Department’s rolling Request For Qualifications (RFQ).

Table 1a lists agreements funded with HHAP with a grant term of one year, from July 1, 2022 through June 30, 2023 and **Table 1b** lists an agreement funded with HHAP for a grant terms of two years, from July 1, 2022 through June 30, 2024. A full proposed budget for HHAP funds is included as **Attachment A**.

Table 1a: HHAP funded agreements with term of July 1, 2022 through June 30, 20223

¹ Homeless Housing, Assistance and Prevention Program – Round 3 – NOFA

Provider	Grant/Professional Services Agreement (PSA)	Grant/PSA Term	Not To Exceed Amount
Roots Community Health Center	Miller Community Cabins PSA	38 beds	\$925,000
Family Bridges	Oak St Community Cabins PSA	38 beds	\$900,000
Operation Dignity	Northgate Community Cabins PSA	40 beds	\$900,000
Operation Dignity	Mandela Community Cabins PSA	76 beds	\$1,800,000
Housing Consortium of the East Bay	Lakepoint Cabins PSA	Up to 80 beds	\$1,650,000
Housing Consortium of the East Bay	3 rd /Peralta Cabins PSA	40 beds	\$900,000
Housing Consortium of the East Bay	71st Ave Safe Parking PSA	45 spaces	\$850,000
Housing Consortium of the East Bay	3801 E. 8th St PSA (aka High St. Safe Parking)	45 spaces	\$850,000
Building Opportunities for Self Sufficiency (BOSS)	Wood St. Safe RV parking PSA	40 spaces	\$1,043,484
Saint Vincent de Paul	Emergency Shelter Grant	100 beds	\$1,400,000
Youth Spirit Artworks	Youth Transitional Housing Grant	22 beds	\$503,337
Housing Consortium of the East Bay	HomeBase Trailers PSA	128 beds	\$950,000*

*HomeBase trailers are funded by both HHAP and Q

Table 1b: HHAP funded agreement with term of July 1, 2022 through June 30, 2024

Jeweld Legacy	Capacity Building for small BIPOC agencies- two years	10 agencies	\$250,000
Total HHAP allocated Table 1			\$12,921,821

Table 2a lists agreements funded with Measure Q with a grant term of one year, from July 1, 2022 through June 30, 2023 and **Table 2b** lists an agreement funded with Measure Q for a grant terms of two years, from July 1, 2022 through June 30, 2024. A full proposed budget for Measure Q funds is included as **Attachment B**.

Table 2a: Measure Q funded grants all with term of July 1, 2022 through June 30, 2023

Provider	Grant/Professional Services Agreement (PSA)	NUMBERS SERVED	Not To Exceed Amount
Building Futures with Women and Children	Family Front Door Support Grant	20 beds, motel vouchers	\$154,500
East Oakland Community Project	Family Shelter beds Grant	85 beds	\$1,552,500
Operation Dignity	Mobile Outreach expansion grant		\$425,000
Housing Consortium of the East Bay	HomeBase Trailers PSA	128 beds (also referenced in HHAP chart above)	\$450,000*

Table 2b: Measure Q funded with grant term July 1, 2022 through June 30, 2024

CRE Consulting	Provider trainings on anti-racist and culturally responsive services-two years		\$250,000
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Total Measure Q allocated Table 2			\$2,372,000
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*HomeBase trailers are funded by both HHAP and Q

** Outreach funds from Measure Q will be added to current baseline HSD outreach funding to expand the capacity of the HSD outreach services. These services work collaboratively with the outreach services funded through the City Administrator’s Office which are focused on Encampment Management work.

Hygiene Services

The second resolution authorizes funding for hygiene interventions including portable toilets, wash stations and mobile showers. In the past few years, providers of hygiene services have struggled at times to provide the quantity and quality of services that is expected in their city

contracts. One way to mitigate these impacts and ensure a consistent and high quality of services for people experiencing homelessness is to be able to move funds between providers so that one provider can increase capacity as another provider's capacity decreases. Therefore, the legislation authorizes the ability to increase agreement amounts within agreement specific limits and within an overall limit on funding for this service. Funds are available for hygiene services from the following sources:

Funding available for hygiene services

NAME	Fund	Organization	Account	Project	Amount
HHAP	2159	78411	(Various)	1006326	\$2,250,000
General Fund	1010	78411	TBD	TBD	\$1,080,000
Total Available for Hygiene					\$3,330,000

Table 3 lists agreements for hygiene services funded with HHAP and General Fund with a grant term of one year, from July 1, 2022 through June 30, 2023.

Table 3: Hygiene agreements with term of July 1, 2022 through June 30, 20223

Provider	Professional Services Agreement (PSA)	Services Provided	Not To Exceed Amount
Roots Health Center	Mobile Showers	Minimum of 35 sessions/week	Up to \$750,000
Urban Alchemy	Mobile Showers		Up to \$750,000
Dignity on Wheels;	Mobile Showers		Up to \$750,000
United Services	Portable toilets and wash stations	Minimum of 60 encampment sites and 7 program sites	Up to \$750,000
Clean Site Services	Portable toilets and wash stations		Up to \$750,000
TBS	Portable toilets and wash stations		Up to \$750,000
For A Total Combined Amount Not To Exceed Amount			\$3,330,000

Policy Alternatives

Most of the funding recommended above is to support the continuation of existing programs. It is important to receive authorization for FY 2022-2023 contracts at this time for the following reasons:

- Existing programs and services serving vulnerable populations need timely and careful planning if they were to close. The process to close programs that provide crisis response beds/spaces (cabins, shelter, RV safe parking) would require between four to five months to ensure that all clients have a safe place to go.
- Programs which are continuing into FY 2022-2023 need to begin the contracting process in spring 2022 in order to avoid any disruption in funding.
- Finalizing these program and funding decisions also provides a clear baseline of homeless services and service gaps for City Council to deliberate during the mid cycle budget process

If these recommendations are not adopted by the Council these beds and services outlined above will close at the end of June 2022.

FISCAL IMPACT

The funds discussed in this report are appropriated in the funding codes shown below and will be allocated to interventions described in this report.

NAME	Fund	Organization	Account	Project	Amount
HHAP	2159	78411	(Various)	1006326 1006126	\$15,043,484
MEASURE Q	2244	78411	(Various)	1005349	\$2,872,000
GENERAL FUND	1010	78411	(Various)	TBD	\$1,080,000

PUBLIC OUTREACH / INTEREST

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

COORDINATION

Coordination has occurred between the Human Services Department (HSD), Homelessness Administrator, City Attorney's Office, and Budget Bureau in the preparation of this report and legislation.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The funding discussed in this report covers a wide range of homeless services programs. Some key outcomes from programs supported with this funding in FY 2020-21 are below.

Impact of COVID 19 on Program Outcomes

Outcomes across all programs in FY 2020-21 were impacted by the COVID 19 pandemic. These impacts included:

- Multiple pauses in intake/exits at congregate living sites due to periodic COVID 19 outbreaks and transmission mitigation interventions. This impacted the total number of people who were served as well as bed and unit utilization.
- Eligible residents were transferred to the County-operated Safer Ground program, which gave them an increased opportunity to self-quarantine safely. However, these exits were not considered permanent housing and the rate of exits to permanent housing went down.
- Many clients lost employment or saw a reduction in their hours because of the economic shutdown, impacting their ability to maintain or increase income.
- Programs struggled to connect clients to service agencies to obtain things like SSI benefits, birth certificates, etc. because of office closures or limited hours of operation.

2020-21 Community Cabin Outcome Measures		Totals
Persons (clients) served		441
Literally homeless at program entry		100%
Clients with one or more disabling conditions		67%
Chronically homeless (homeless for over 12 months with a disability) prior to program entry		49%
Clients served who entered the program with zero income		34.5%
Clients who exited to permanent housing		27%
Percent of permanent housing exits that were Black or African American clients		69%
2020-21 Community Cabin Demographics		Totals
Black or African American		67%
White		22%
Multiple Races		5%
American Indian or Alaska Native		2.5%
Asian		2%
Hispanic or Latinx		13%

2020-21 HomeBase Outcome Measures		Totals
Persons (clients) served		198
Literally homeless at program entry		99%
Chronically homeless (homeless for over 12 months with a disability) prior to program entry		72%
Clients who exited to permanent housing		34%
Percent of permanent housing exits that were Black or African American clients		85%
2020-21 HomeBase Demographics		Totals
Black or African American		74%
White		14%

Multiple Races	4.5%
American Indian or Alaska Native	4.5%
Asian	1.5%
Hispanic or Latinx	9%

*As a COVID response shelter, the goal of the HomeBase program was to help vulnerable people safely shelter in place and stay in the program. There was not a focus on exits until very late in the fiscal year.

2020-21 RV Safe Parking Outcome Measures	Totals
Persons (clients) served	174
Literally homeless at program entry	100%
Clients with one or more disabling conditions	34.5%
Chronically homeless (homeless for over 12 months with a disability) prior to program entry	49%
Clients served who entered the program with zero income	40%
Clients who exited to permanent housing	26%
Percent of permanent housing exits that were Black or African American clients	33%
2020-21 RV Safe Parking Demographics	Totals
Black or African American	29%
White	57%
Multiple Races	3%
American Indian or Alaska Native	2%
Native Hawaiian or Pacific Islander	2%
Asian	2%
Hispanic or Latinx	32%

2020-21 Saint Vincent de Paul Shelter Outcome Measures	Totals
Persons (clients) served	234
Literally homeless at program entry	98%
Clients with one or more disabling conditions	66%
Chronically homeless (homeless for over 12 months with a disability) prior to program entry	28%
Clients served who entered the program with zero income	52%
Clients who exited to permanent housing	3.47%
Percent of permanent housing exits that were Black or African American clients	80%
2020-21 Saint Vincent de Paul Shelter Demographics	Totals
Black or African American	60%
White	27%
Multiple Races	5%
American Indian or Alaska Native	2%
Asian	2%

Hispanic or Latinx	15%
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2020-21 Family Matters Shelter Outcome Measures	Totals
Persons (clients) served	117
Literally homeless at program entry	100%
Clients with one or more disabling conditions	35%
Chronically homeless (homeless for over 12 months with a disability) prior to program entry	35%
Clients served who entered the program with zero income	28%
Clients who exited to permanent housing	39%
Percent of permanent housing exits that were Black or African American clients	87%
2020-21 Family Matters Shelter Demographics	Totals
Black or African American	55%
White	6%
Multiple Races	28%
American Indian or Alaska Native	6%
Native Hawaiian or Other Pacific Islander	2.5%
Asian	2.5%
Hispanic or Latinx	22%

2020-21 Youth Spirit Artworks	Totals
Persons (clients) served	23
Literally homeless at program entry	
Clients with one or more disabling conditions	74%
Chronically homeless (homeless for over 12 months with a disability) prior to program entry	52%
Clients served who entered the program with zero income	52%
Clients who exited to permanent housing	0
Percent of permanent housing exits that were Black or African American clients	N/A
2020-21 Youth Spirit Artworks Demographics	Totals
Black or African American	43%
White	35%
Multiple Races	9%
American Indian or Alaska Native	4%
Asian	4%
Native Hawaiian or Pacific Islander	4%
Hispanic or Latinx	35%

2020-21 Mobile Showers	Totals
Number of shower sessions provided each week	19

2020-21 Hygiene Sites	Totals
Number of unduplicated encampment sites that received hygiene services	65

SUSTAINABLE OPPORTUNITIES

Economic: As noted in the report, all funds proposed in this report are for the purpose of providing interim housing and services to prevent, address and end homelessness.

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

Race & Equity: In Oakland, the drivers of homelessness fall most squarely on the backs of the African American community who, due to long standing structurally racist practices such as red lining and employment discrimination, are most vulnerable to losing their homes. According to the 2019 Point In Time count for Oakland, 70 percent of the population experiencing homelessness in Oakland identifies as Black or African American; however this demographic is only 24 percent of the general population. Ending homelessness in Oakland must be defined by what works for African Americans first and foremost in order to reduce the racial disparities. The drivers of homelessness include:

- Structural racism
- Insufficient controls on the rental housing market that create vulnerability and housing instability for tenants
- Insufficient housing units that are affordable to households with the lowest incomes, including particularly those whose incomes are below 20 percent of Area Median Income (AMI)
- Systematic barriers that often prevent residents who are returning home from incarceration from living with family members and/or accessing both public and private rental housing and employment opportunities
- Inadequate pay and benefits for many of the jobs that are available in the community, and insufficient access to quality employment opportunities that pay wages that meet the cost of housing

One of the goals of Oakland's PATH Framework is to eliminate racial disparities and the rates at which people of color experience homelessness, as well as their exits to stable housing. The City utilizes data from the Homeless Management Information System (HMIS) to track client demographics and outcomes. The programs and services recommended for funding in this report serve a majority of African American client and rates of exits to permanent housing among African American clients are proportionate to their representation in the programs' population. This report also recommends funding for two specific capacity building initiatives to support racial equity goals:

- Launching cohort two of a capacity building initiative for small BIPOC led organizations to support their ability to contract with the city and provide homeless services

- A yearlong professional development training program to strengthen the capacity of homeless services professionals to approach their day-to-day work more aware of the impact of systemic and structural racial inequities on their work and the people they serve.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt The Following Pieces Of Legislation:

A Resolution:

5. Awarding Grant Agreements And Professional Service Agreements To The Homeless Service Providers Identified In Tables 1 And 2 For Fiscal Year (FY) 2022-2023 Using State Of California Homeless, Housing, Assistance And Prevention (HHAP) Funds And Local Measure Q Funding; And
6. Awarding Professional Services Agreements To Two Consultants Identified In Tables 1 And 2 To Support Homeless Services Providers For FY 2022-2024 Using State Of California Homeless, Housing, Assistance And Prevention (HHAP) Funds And Local Measure Q Funds; And
7. Authorizing The City Administrator To Move Measure Q And HHAP Funding Between The Above Agreements, If Needed, To Ensure Timely Spend Down Of Time Limited Funds, Subject To Any Applicable Funding Regulations And Requirements; And
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For questions regarding this report, please contact Lara Tannenbaum, Manager, Community Housing Services Division, at 510-238-6187.

Respectfully submitted,

LEC
May 23, 2022

SARA BEDFORD
Director, Human Services Department

Prepared by:
Lara Tannenbaum, Manager Community
Housing

Attachments (2):

Attachment A – FY 22-23 Proposed HHAP Budget

Attachment B – FY 22-23 Proposed Measure Q Budget