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HOUSING OAKLAND'S UNHOUSED

ADVANCED POLICY ANALYSIS

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Study Conducted for the Dellums Institute for Social Justice

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Executive Summary

The homeless crisis is at an all-time high, with an estimated 22,087 individuals experiencing homelessness throughout the year in Alameda County and at least 6,000 individuals in the City of Oakland. Of that population, many are unsheltered and living on the streets of Oakland in unsafe and unsanitary conditions, at risk of further displacement, disease, and violence; even more are living in precarious housing conditions—in their cars, on the couches of friends and family and in overcrowded apartments. The latter are among a growing population of newly homeless, working class individuals that have been displaced as a result of the Bay Area housing crisis.

The **Housing and Dignity** working group—a diverse convening of advocates, organizers, and unhoused individuals—undertook a community planning process, held listening sessions with unhoused members of the community, and conducted research on the strategies used to address homelessness across six other cities. Our analysis of Oakland’s unhoused community found that:

- 1) *Policymakers have overestimated the size of the chronically homeless and underestimated the size of the working class, newly homeless, by relying on the point-in-time-count and the narrow, federal definition of homelessness.*
- 2) *Working class, newly homeless households are underserved by traditional homeless service providers.*
- 3) *The unhoused community needs access to extremely low-income and no-income housing, in addition to workforce and personal development services.*
- 4) *Non-traditional housing development for extremely low-income and no-income households is within the reach of Oakland.*
- 5) *Policymakers must engage directly with the unhoused community and be responsive to their needs and priorities.*

Our Proposed Solution → A plan to house Oakland’s unhoused that meets the need of the changing and growing unhoused population *at an appropriate scale* and a roadmap to overcome existing barriers to development.

- At least 1,6000 housing units for the short-term for 2,000 newly unhoused *and* high-need, chronically unhoused in tiny home villages or, mobile homes, and conventional housing, costing an estimated \$2361,0500,000 to build.
- At least 1.600 housing units for the long-term for 2,000 newly unhoused and chronically unhoused in conventional housing, costing an estimated \$240 million to build.
- Existing barriers to development include a lack of: access to land, access to utilities infrastructure, human capital, funding for operations and construction, and support from housed community members.

To implement a housing plan that meets the financial and social needs of Oakland’s unhoused community, we need the City’s support of innovative housing solutions, exemptions from development restrictions, funding allocated towards extremely low-income and no-income households, the approval of the use of public land to develop these models, and community support. Actions we can take to overcome barriers to housing development are detailed on the next page.

Roadmap to Overcoming Barriers to Housing Development



ACCESS TO LAND

STRATEGY: Use public & private land for permanent housing

ACTION: Identify vacant plots of land, prioritize them based on community developed criteria and feasibility & advocate for approval



ACCESS TO INFRASTRUCTURE

STRATEGY: Provide communities access to electricity and water infrastructure

ACTION: Allocate funding for installation and use emergency shelter ordinance to facilitate infrastructure access



HUMAN CAPITAL

STRATEGY: Support non-profit and grassroots organizations in serving unHoused community

ACTION: Allocate funding to build non-profit, service provider capacity & mobilize community groups



OVERCOME N.I.M.B.Y.

STRATEGY: Collaborate with housed neighbors and show how new housing will contribute to broader community

ACTION: Create opportunities for neighbors to donate & volunteer to build support among housed community



MONEY TO BUILD

STRATEGY: Seek funding for capital expenses for new housing

ACTION: Build partnerships with private investors and Bay Area business leaders for financial support



MONEY TO OPERATE

STRATEGY: Seek funding for operational expenses and supportive services in new housing

ACTION: Access County & City funding for supportive services for formerly incarcerated and mental health needs

Introduction

The homeless crisis is at an all-time high, with an estimated 22,087 individuals experiencing homelessness throughout the year in Alameda County and at least 6,000 individuals in the City of Oakland. Of that population, many are unsheltered and living on the streets of Oakland in unsafe and unsanitary conditions, at risk of further displacement, disease, and violence, and even more are living in precarious housing conditions—in their cars, on the couches of friends and family and in overcrowded apartments. The latter are among a growing population of newly homeless, working class individuals that have been displaced as a result of the Bay Area housing crisis.

Problem: Our traditional housing methods and response to the homeless crisis is inadequate for the growing *scale* of the unhoused population and their varied *needs*. Using a community-based approach, this report will identify the needs and priorities of the unhoused population, in order to bring light to the emerging, newly homeless population that is currently underserved. In addition, this report makes recommendations to overcome the existing barriers to non-traditional housing development, for extremely low-income and no-income households, and proposes a plan to house Oakland's unhoused based on those needs and the current state of homelessness.

Objective: The objective of this analysis is to support the advocacy efforts of the Housing and Dignity working group, convened by the Dellums Institute for Social Justice, The Village, and East Oakland Collective in promoting non-traditional housing development and the use of all available resources—including public land, private dollars, and human capital—to achieve that goal.

Background: The New Homeless Crisis

Housing crisis in Oakland is worsening: In Oakland, rents are going up and vacancy rates are decreasing, resulting in an increased demand in housing and greater incentive for landlords to push out longtime residents. Oakland has the sixth highest rental market in the country, with the median rent for a one bedroom apartment going for \$2,140.¹ Yet, the median monthly income in Oakland is \$89,645 for homeowners and the median household income for renters is \$34,195.² In addition, approximately 40% of Oakland families are extremely low-income or have no income.³ This means that renters in Oakland are spending an increasing amount of their income on rent, if they can even afford that. Nearly half of all renters in Oakland are housing cost burdened and that 79% of extremely low-income are cost burdened, putting them at significant risk of falling into a state of homelessness.⁴

In addition to the rising cost of living, families in Oakland are increasingly at risk of being evicted or forced out of their housing. The City of Oakland's "Roadmap Toward Housing Equity" reported that the City of Oakland received 10,910 Notices of Eviction in fiscal year 2013-14.⁵ The lack of protections from evictions and an even greater lack of supportive services and rental assistance to families post-eviction puts an increasing number of households at risk of displacement and of entering a state of homelessness.⁶

Lack of affordable housing development: At the same time, the overall vacancy rate in Oakland has gone down to 2.7%, while demand for housing continues to grow.⁷ Housing development is not keeping up with the demand, affordable housing development is especially low, and there is no permanent housing currently being built to serve extremely low-income and no-income households. The federal income limit for extremely low-income, four-person household is \$34,850—that is greater than the median household income for renters in Oakland.⁸ Yet, as of December 2017, 21,981 housing units are in the building process (ranging from under construction to having just been approved).⁹ Of those, 1,438 are considered affordable for low income households.¹⁰

A New Population: Working-class & UnHoused

Traditional homeless count is missing an entire subpopulation: An emerging population of unhoused individuals in Oakland are not accounted for or are underestimated in the Coordinated Entry System and not visible during the Point in Time Count conducted every two years. The federal definition of homelessness excludes individuals living in precarious housing situations, such as sleeping on floors or couches of families and others, in their vehicles, living in motels or Single Room Occupancy (SRO) buildings, or in overcrowded housing units.¹¹ In addition, the

¹ Chen, Crystal, "Zumper National Rent Report, April 2018," 29 March 2018.

² "Oakland's Displacement Crisis: As Told by the Numbers," PolicyLink.

³ Based on U.S. Census Bureau data from 2016, 35,840 families in Oakland make less than \$35,000 ([Link](#)) and are considered extremely low-income based on 2018 HUD income limits ([Link](#)).

⁴ "Oakland's Displacement Crisis: As Told by the Numbers," PolicyLink.

⁵ PolicyLink, "A Roadmap Toward Equity: Housing Solutions for Oakland, California," February 2015.

⁶ Anti-displacement efforts should be addressed in conjunction with efforts to house the unhoused, but will not be the focus of this report.

⁷ U.S. Department of Housing and Urban Development, "California Comprehensive Housing Market Analysis," January 2017.

⁸ Oakland Housing Authority, "FY 2018 Income Limits Summary."

⁹ City of Oakland, Planning and Building Department, March 2018.

¹⁰ Based on HUD guidelines, the low-income limit for a household of four is \$89,600 ([Link](#)).

¹¹ Alameda County Healthcare for the Homeless, "Health Care Needs Assessment of Persons Experiencing Homelessness in Alameda County," 2015.

traditional method for counting the unhoused population misses the growing number of people who experience homelessness for short periods of time and are underserved during those critical times. This population has emerged as a direct result of the increased cost of housing in Oakland and does not fit the public’s narrative surrounding homelessness—that all of the unsheltered population does not work, they suffer from mental health problems, and they chose homelessness as a lifestyle.

Working and unable to afford rising rents: In fact, the new homeless population is working class, but are unable to afford the rising cost of housing in Oakland. UCSF researcher Dr. Margot Kushel and other homeless advocates believe these working-class individuals are making the choice between living far from jobs in affordable housing units or maintaining their employment, despite not being able to afford to live in Oakland.

“Invisible” and underserved by the city and non-profits: Dr. Kushel works closely with individuals who live in severely unstable conditions, including staying with family and friends, sleeping in their vehicles, or living double or triple-upped in insufficient units.¹² This population is typically not accessing traditional homeless services and their homelessness status is “invisible” unless they reveal it. Oftentimes, this emerging population does not identify as “homeless” and may not seek out homeless services or the support of Continuum of Care providers. They are often not living on the street and if they are, it is for short periods of time. As a result, traditional homeless counts miss them and there is not currently a way to estimate the size of this population. Until then, they are not acknowledged by service providers, funding is not allocated to serve their needs and they are at risk of falling into street homelessness. We can estimate the number of new homeless by using the number of households living in overcrowded units as an indicator for new homelessness and risk of street homelessness. Currently, an estimated 8.4% of Oakland’s occupied housing units are overcrowded, an estimated 13,351 individuals.¹³

However, advocates and researchers argue that it takes less resources to support this population in overcoming their homelessness, than it does to overcome chronic homelessness. The new homeless population can be classified as “low-need”, in contrast to “high-need” chronically unsheltered individuals who are more likely to use medical and emergency services. Thus, they are less likely to require supportive services in conjunction with permanent housing.

Table 1: Comparison of New Homelessness and Chronic Street Homelessness

Characteristic	New Homelessness	Chronic Street Homelessness
Access homeless services		✓
Target of outreach by homeless service providers		✓
Living on the street		✓
Living indoors in precarious housing arrangements	✓	
Accessing public benefits (SSI, SSDI, SNAP)	✓	✓
Receive wage from employment	✓	
In high need of supportive, mental health services		✓
In high need of workforce development services		✓
In need of housing navigation services and flexible rental assistance	✓	✓

¹² Kushel, Margot. Personal interview. 16 April 2018.

¹³ Number of overcrowded units based on percentage of occupied housing units that have more than one person per room ([Link](#)).

Who are the new homeless?

The new homeless are Oakland natives and long-time residents who are struggling to adapt to the City's changing housing landscape and demographics.

Kaleo Acatar: Contractor at Pixar & UnHoused Oakland Native

Acatar grew up in Oakland and can see the areas he frequented as a child from the sanctioned encampment he currently resides in. Acatar was evicted when his hours were reduced at his restaurant job and he missed a rent payment. Now, he works as a contractor for Pixar in Emeryville, but still can't afford rent for a new apartment in addition to his other expenses.



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UnHoused Population Grows

Though it is clear that an emerging population of newly homeless households is growing, it is also apparent that there is a growing number of unhoused individuals living on the street that are both underserved and facing deplorable conditions outside.

Rise in Homelessness Locally and Nationally: With the growth of the emerging, newly homeless population and the chronically unhoused in Oakland, the unhoused population is growing in Oakland and across the United States. There has been a 1,342% increase in the number of encampments across the United States, the majority of which are located in California, which they attribute to the inadequacy and inaccessibility of the shelter system.¹⁵ Cities are addressing encampments by criminalizing those living on the streets and further delaying housing and stabilization. The growth of encampments is particularly acute in California and other West Coast states. In Oakland, encampments are denser and people are living in them for longer periods of time.¹⁶ In East Oakland alone, there are 20 encampments with 398 individuals amongst them.¹⁷

2,761 individuals “officially” experiencing homelessness in Oakland: The January 2017 Point-in-Time Count reports that there are 1,902 unsheltered individuals in Oakland, with an additional 859 residing in shelters at the time of the count, for a total homeless population of 2,761 individuals.¹⁸ This number grew from a homeless population of 2,191 individuals in 2015, a 26% increase in just two years.

¹⁴ BondGraham, Daniel. [“The Village’ is Helping Build a Self-Organized Homeless Camp in East Oakland.”](#) *East Bay Express*, 13 January 2018.

¹⁵ National Law Center on Homelessness and Poverty, [“Tent City, USA.”](#)

¹⁶ Katayama, Devin. [“Alameda County’s Homeless Population Climbs Dramatically Over Two Years.”](#) *KQED*, 26 May 2017.

¹⁷ Houston, Nick. Personal interview. 14 April 2018.

¹⁸ EveryOne Home, [“EveryOne Counts Homeless Point-in-Time Count and Survey, City of Oakland 2017.”](#)

Nationally, there are 553,742 individuals experiencing homelessness based on the same January 2017 Point-in-Time Count.¹⁹ For the first time in seven years, the national homeless population increased. Of the major cities that conducted this survey, Oakland had the eighth highest number of individuals experiencing homelessness.

Research confirms that the majority of Oakland's homeless population is: from Alameda County, Black, unsheltered, and entered homelessness due to money issues.²⁰ 88% of this population has been in Alameda County for at least a year; the majority have been in Alameda County for at least 10 years.²¹

Official count underestimates size of the street homeless population: Despite EveryOne Home's efforts to get an accurate estimate of the unsheltered population in Oakland, local homeless advocates claim that the majority of the unsheltered population is unaccounted for. Hidden spots and overcrowded encampments contribute to people missing from the official estimate. The Village, a grassroots group of homeless advocates, estimates that there are at least 6,000 unsheltered individuals in Oakland, with major concentrations in West and East Oakland. They claim the reason for the discrepancy between their count and the official point-in-time-count is the unsheltered community's knowledge of hidden spots that unsheltered individuals reside and accounting for the number of individuals who spend all day on public transportation.

Alameda County estimates over 9,000 Oakland residents experience homelessness throughout the year: According to the Alameda County Healthcare for the Homeless Needs Assessment conducted in 2014 to 2015, there is an estimated 9,297 Oakland residents who will experience homelessness during the year, including people who are living doubled up, precariously housed, in shelters, in programs, or on the streets. A large majority of these people did not access shelter services.²² This is different from EveryOne Home's point in time count which is conducted on one day of people who are visibly experiencing homelessness in shelters, transitional housing, and encampments.

A state of emergency: The homeless crisis is at a particularly dangerous juncture, with rising threats to the health and safety of individuals living on the street. According to the California Department of Health, 703 cases of Hepatitis A have been reported since the outbreak broke in November 2016 and 21 individuals have died as a result of the disease.²³ The majority of those affected were experiencing homelessness, making this population most at risk of contracting the disease, especially those without access to sanitation services. East Oakland Collective founder and director, Candice Elder, also emphasized that unsheltered individuals in Oakland are susceptible to threats of violence and attacks, in addition to excessive criminalization by the police based solely on their poverty status.

The public health implications of sleeping outside underscores the need for immediate shelter solutions—at a scale that sufficiently address the size of Oakland's unsheltered population. United Nations Special Rapporteur on Adequate Housing, Leilani Farha, during her January 2018 visit expressed shock at the living conditions in Oakland's encampments. Farha pointed to several

¹⁹ U.S. Department of Housing and Urban Development, "[The 2017 Annual Homeless Assessment Report \(AHAR\) to Congress](#)," December 2017.

²⁰ EveryOne Home, "[EveryOne Counts Homeless Point-in-Time Count and Survey, City of Oakland 2017](#)."

²¹ Ibid.

²² Alameda County Health Care for the Homeless Program, "[2014-2015 Homeless Population Needs Assessment](#)" at 16.

²³ California Department of Public Health, "[Hepatitis A Outbreak in California](#)," 11 April 2018.

dangers, including the lack of access to clean water, rodent infestations, and fire hazards as requiring immediate attention in order to reach humane living conditions.²⁴

The time is now: Several agencies and stakeholders argue that resources should be reserved for permanent housing solutions, rather than for interim housing support. However, as Daniel Barth, homeless advocate based in Richmond, CA and the National Law Center on Homelessness and Poverty assert, this stance is unrealistic given the time needed to develop housing and the immediate and urgent need for housing *today*.²⁵

²⁴ BondGraham, Darwin, "[United Nations Expert Describes Oakland and California's Homeless Crisis as 'Cruel'](#)," *East Bay Express*, 21 January 2018.

²⁵ National Law Center on Homelessness and Poverty, "[Tent City, USA.](#)"

City's Response to New Homeless Crisis

Traditional response targets the chronically homeless: The City of Oakland has addressed homelessness using the traditional, Continuum of Care (COC) model of moving people from emergency shelters to transitional housing to permanent supportive housing, with an emphasis on moving people through the system quickly and prioritizing service delivery based on an assessment of individual vulnerability and the Coordinated Entry System (CES) waiting list. However, both Alameda County's EveryOne Home plan and Oakland's PATH plan advocate for the use of the "Housing First" model that emphasizes immediate placement of individuals into permanent housing, rather than extending stays in emergency shelters or transitional housing. Based on reports by Bay Area Community Services (BACS), in Oakland, individuals often stay in emergency or transitional shelters for 4-6 months and 88% exit to permanent supportive housing; 10% return to homelessness.²⁶ Historically, the City's approach to the "homelessness problem" was to solve it, rather than manage it, by investing in affordable housing options and homeless prevention rather than emergency shelter and services.²⁷

Not enough permanent supportive housing units: The traditional method that the City of Oakland has used to address homelessness only addresses chronic homelessness: it provides a pathway for individuals to move from the street into a temporary, interim shelter, with a focus on providing supportive services along the way.²⁸ And even then, the traditional method of moving people through the shelter system only works if there are sufficient permanent supportive housing units at the end. In Oakland, there are 12 known permanent supportive housing units (in addition to a limited supply of rental assistance programs), creating a breakdown of the system that is contributing to the growth of the unsheltered population.

Escalation of emergency housing response: Given the growth in visibility of encampments and unsheltered individuals and despite the City's commitment to the "Housing First" model, the City has had to escalate its efforts to house the unsheltered population (*see Table 2*) in emergency shelters (as the existing emergency shelters are insufficient for the scale of the population).²⁹ The urgency of the homeless crisis has been recognized by the City and efforts to consider new solutions and "mitigate the human impacts of homelessness" in the short and medium term has begun.³⁰ Further information on these efforts can be found in [Appendix 1](#).

²⁶ Almanza, Jamie (Bay Area Community Services). Personal interview. 15 March 2018.

²⁷ "Oakland Permanent Access to Housing Strategy (PATH)," 8 May 2007.

²⁸ Bedford, Sara. "Funding Strategies to Reduce Homelessness in Oakland," Report to City Administrator. 13 April 2017.

²⁹ Ibid.

³⁰ City of Oakland. "Oakland at Home Update," July 2017.

Table 2: Summary of City Homeless Crisis Response Strategy

City Priorities: Temporary, emergency shelter for families and balancing temporary and permanent solutions

Short-term	Emergency shelters and public health management <ul style="list-style-type: none"> • Pop-up interim housing (Safe Haven Outdoor Navigation Centers) • Safe parking lots • Sanitation stations • Encampment management team
Medium-term	Scaling up solutions for ending homelessness <ul style="list-style-type: none"> • Updating comprehensive homeless strategy (PATH plan) • Opening 2nd Henry Robinson Multi-Service Shelter & Center
Long-term	Increase affordable housing options <ul style="list-style-type: none"> • New housing development • Create incentives for landlord to accept Section 8 vouchers

Performance Evaluation and Feedback on City Efforts: Though a formal performance evaluation of the City’s latest efforts—namely the Safe Haven Outdoor Navigation Centers—has not been conducted, city officials have commented on the following in regards to the site at 6th and Castro.

Cleaned up area: The development of the site has led to the clean-up of the area and fewer complaints from housed residents.

Developed sense of community: Officials claim that the site has contributed to a safe and stable environment for residents that in turn, has allowed supportive services to be administered successfully and allowed for residents to create a functional community amongst each other.³¹

Not a path to permanent housing: A lack of flexible funds to subsidize housing placements has meant that housing navigation staff have been able to get residents “document ready”, but don’t have the capacity to place them anywhere.³²

Service Gaps in City-led Services: Given the rising population of the “new homeless population” and the City’s slow and limited response to housing the unsheltered population, there are significant gaps between the number of unsheltered individuals and available shelter spots, even considering the City’s intention to open another Safe Haven site and new Henry Robinson Multi-Service Center. A list of existing temporary shelters is included in [Appendix 2](#). Current city efforts provide 608 shelter beds for a growing unhoused population of at least 6,000 individuals, based on community estimated.

³¹ Tannenbaum, Lara. Personal interview. 21 March 2018.

³² Almanza, Jamie. Personal interview. 15 March 2018.

Community-led Response to New Homeless Crisis

In order to fill the gap left by the City's currently inadequate response to the new homeless crisis, in the last year and a half, the community has mobilized to provide grassroots solutions to the crisis and house the unhoused.

Two Three Hunid Ohlone Village: The Village/#FeedThePeople, a network of Oakland community members (both housed and unhoused), formed Two Three Hunid Ohlone Village on leased land from the City of Oakland after their previous encampment was demolished by the City. Two Three Hunid Ohlone Village is a sanctioned encampment at 23rd Ave. and E. 12th St. in East Oakland that provides shelter to 75 individuals. The majority of the population is currently living in tents, while tiny homes are being constructed on the property using donated supplies and labor. The encampment will be forced to move in November 2018 when the City reclaims the land for other purposes. A new location has not been identified.

Street Outreach: Individuals and community groups are conducting street outreach to encampments and unsheltered individuals around Oakland, in order to connect them to services, survey their needs, and provide basic supplies. East Oakland Collective is the only community based organization conducting street outreach and case management to unsheltered individuals in deep East Oakland (east of High Street).³³ Street outreach is an important component of East Oakland Collective's work and connection to the community. The Village/#FeedThePeople is also conducting street outreach throughout the City, while other non-profit providers also contribute to the effort.

Churches Mobilizing: Through the leadership of the Interfaith Council of Alameda County, churches in East and West Oakland have offered up their property to house tiny homes for unsheltered individuals.³⁴ The tiny home structures are being built with the support of students at Laney College and Habitat for Humanity, based on a house prototype that includes a bathroom and solar power and costs \$35,000 to construct. In addition, many churches plan to begin allowing unsheltered individuals residing in their vehicles to safely park on church property.

³³ Elder, Candice (East Oakland Collective). Personal interview. 16 February 2018

³⁴ Chambers, Kenneth (Westside Community Baptist Church). 13 March 2018.

Barriers to Non-Traditional Housing Development

We identified these barriers to housing development in Oakland, based on the service gaps in the existing strategies to house Oakland's unhoused population by the City and the community. The barriers listed here have prohibited the community from moving forward on their own plans for housing development. Overcoming these barriers is both the first step to housing development, by both public and private actors, and fundamental to ongoing success for residents in the housing.

- **Access to Land:** Vacant public land in Oakland is plentiful and should be made accessible to the public, especially individuals who are currently unhoused and continuously at risk of displacement due to a housing crisis that has been exasperated by the City's lack of development. Currently, the City is limiting the time that community-developed shelters can stay on specific plots of land, contributing to further displacement and trauma for those residents forced to relocate and disrupting community development in those shelters. In order to avoid the perpetuation of trauma experienced by the unhoused community, the land that our proposed housing is built on must be sustainable—safe for residents and the land—and financially feasible to stay on.
- **Access to Utilities Infrastructure:** In order to ensure that these communities can flourish and to maintain the dignity of the people, these housing units should not be treated like temporary structures. The structures should be integrated into the space and provided access to plumbing and electricity. Currently, the City has not allowed community groups that are operating sanctioned encampments access to electricity and sewage hook ups. This limits residents' self-sufficiency and contributes to public health issues that can grow without regular access to running water for sanitation and cooking or electricity for powering personal electronics, kitchen appliances, lighting, and medical equipment.
- **Human Capital:** Service providers, community organizers, and city officials working together is needed to support the development of non-traditional housing for the currently unhoused—for both implementing the housing plan and providing ongoing site support and direct service. These parties need to be supportive of the proposed plan and city officials need to have the political will to support putting these plans into action. Currently, city officials have been resistant to permanent non-traditional housing, such as tiny homes, because they perceive them as normalizing homelessness. Changing the narrative surrounding non-traditional housing and emphasizing their potential to serve as permanent housing is necessary and requires the mobilization of individuals that can serve as true housing advocates for the unhoused.
- **NIMBY Sentiment:** NIMBY (Not in My Backyard) sentiment is often the most vocal voice of opposition to the development of housing that is affordable for extremely low-income and no-income households. These voices, though not necessarily representative of the majority, have the ears of city officials and has contributed to the City's focus on the unhoused, street homeless when considering housing solutions. In the last year, 1,312 service requests were made to city officials regarding homeless encampments, leading to a targeted City strategy of encampment management.³⁵ These complaints drive

³⁵ City of Oakland, "[Homeless Encampment Service Requests](#)." (Accessed 22 April 2018).

encampment sweeps and force unhoused individuals living on the street to continuously relocate, in order to accommodate the quality of life of housed neighbors and business owners. Evidence of business owners harassing unhoused residents and denying them access to their facilities further exemplifies the extent of NIMBY sentiment in many Oakland neighborhoods.

- ***Funding for Construction & Operations:*** Currently, the government is relying heavily on the mobilization of resource-strapped, grassroots organizations to shelter and provide supportive services to unsheltered residents. Yet, the City is not supporting them through additional funding for operations or assuming any liability for the work and efforts the community is taking on. For example, the City expects local churches to offer up their land for tiny homes, but is not providing security, expects the churches to open up their facilities for bathroom use, and is not assuming any liability. Flexible funding, from both public and private sources, is needed to build and sustain this proposed housing.

In addition, most existing funding for homeless services is contingent upon participating in the Continuum of Care Program and comes directly from federal funding sources, including the Department of Housing and Urban Development (HUD). This funding requires service providers to utilize the Coordinated Entry System (CES), limits the populations they can serve based on HUD's limited definition of homelessness, and limits the uses of this funding. Funding that is more flexible and understanding of the varied needs of the emerging, newly unhoused population is needed in order to adequately support non-traditional housing development.

Further, the City of Oakland's Housing Element does not prioritize permanent housing development for extremely low-income or no-income households and its funding is not allocated towards this purpose.³⁶

³⁶ Oakland's Housing Element does not have space for housing development for households beyond Very Low Income limits ([Link](#)).

Oakland Housing the UnHoused Proposal

Vision: We seek to ensure that Oakland's population of unsheltered individuals have a safe and dignified place to sleep and the space and resources to find a permanent place to live and care for their themselves, their community and their families. We seek to develop permanent and temporary housing that is accessible to extremely low-income and no income communities that are currently unsheltered and currently unserved by existing solutions and plans that do not address the specific needs and priorities of the emerging new homeless population. This housing should be dignified and support community development and resilience.

Community Based Plan: This is a community proposal: brainstormed, written, and developed all in collaboration with unhoused activists and advocates that are most impacted by the City's inadequate response to homelessness. We held focus groups with unhoused activists, met extensively with advocates in the region, conducted a review of the practices used to shelter individuals throughout the United States, and analyzed the available resources and funds to create this proposal. Included in this report are:

- 1) findings from community listening sessions,
- 2) an estimation of subpopulation size and their housing needs,
- 3) and takeaways from city case studies.

The Housing and Dignity working group, convened by the Dellums Institute for Social Justice, The Village, and East Oakland Collective met regularly to discuss components of the plan and offer feedback on the findings and analysis presented here.

Why use a community planning process? The unsheltered population is often dehumanized and excluded from the policymaking process and conversations surrounding their needs. Engaging directly with the community and facilitating a plan that was written in collaboration with the unhoused community ensures that the plan is reflective of their needs and interests. We also hope that this is the first step in centering the needs and voices of the unhoused community in the policymaking process.

Community Listening Sessions

Community listening sessions were held during monthly meetings with the Housing and Dignity working group in East Oakland. The unhoused individuals in attendance represented: people residing in unsanctioned encampments, people residing in the Two Three Hunid Ohlone Village sanctioned encampment, and newly homeless individuals.

Based on these listening sessions, we identified the following priorities for the unhoused population in relation to: housing (*Table 3*), supportive services for those that need it (*Table 4*), and the way that services and outreach is conducted (*Table 5*). The priorities identified by the unhoused community serve the purpose of maintaining household financial and personal wellbeing and stability and preventing further risk of displacement.

Table 3: Shelter Criteria Identified by Unhoused Community







	Access to Utility & Sewage Hook-Ups		No Noise Pollution		No Environmental Pollution
	Located on an Empty Lot		Access to Public Transportation		Access to Grocery Stores

Table 4: Service Needs Identified by Unhoused Community

	Financial Literacy Training		Vocational Job Training		Access to Stable Employment
	Healing, Wellness & Recovery		Mentorship Programming		Life Skills Training

Table 5: Additional Priorities Identified by Unhoused Community

	Staying Connected to Service Providers		Legal Representation		Timely Access to Services
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In addition, the criteria identified in these listening sessions echo those found in the literature produced by the United States Interagency Council on Homelessness³⁷ and listening sessions conducted by EveryOne Home of individuals residing in traditional shelters across Alameda County.³⁸ The criteria emphasized in the literature was to: promote the dignity and respect of unsheltered individuals, to keep shelter solutions low-barrier, and to equip shelters to be a platform to housing. These criteria also reflect the feedback received from Oakland's existing efforts to address the new homeless crisis.

³⁷ U.S. Interagency Council on Homelessness. "[Key Considerations for Implementing Emergency Shelter](#)," August 2017.

³⁸ EveryOne Home. [Community Meeting Presentation](#). April 2018.

Determining Subpopulation Needs

As we introduced earlier, the housing needs of subpopulations within Oakland’s unhoused population vary considerably—what a newly unhoused family with one working adult needs differs significantly different than the needs of a single adult suffering from a substance abuse disorder.

We determined the general needs of each subpopulation based on data collected during the 2017 Point-in-Time-Count, the Alameda County Healthcare for the Homeless Needs Assessment and interviews with the unhoused community and advocates. The size of each subpopulation is an estimate based on the 2017 Point-in-Time-Count and adjusted to reflect what we know about the underestimation of the new homeless and the overestimation of the chronically homeless.

Table 6: Needs of Specific Subpopulations of Unhoused Community

Sub-population	Number of Individuals	% of Unhoused Population	Need	Housing Associated with Need
Working, low-need single adults	1,330	48%	Affordable, Permanent Housing	Autonomous housing unit
Families	312	11%	Affordable, Permanent Housing	Autonomous housing units, in high-barrier communities
High-need, single adults	898	32%	Permanent Supportive Housing	Autonomous units in small, supportive communities
Seniors, 61+	221	9%	Affordable, Permanent Housing	Autonomous housing units, in high-barrier communities

Descriptions of the subpopulations (and how the number of each subpopulation was estimated) and housing alternatives can be found in *Appendix 3* and *4*.

Housing Case Studies

One of our approaches to developing a plan for housing Oakland's existing unsheltered population is to conduct case study research of similar municipalities to inform the conception and evaluation of alternatives that can be replicated in Oakland. We conducted research and interviewed stakeholders in the following cities to understand how they implemented these housing solutions. These cities were selected because they employed distinctive strategies to sheltering individuals and is not an exhaustive list of cities worldwide that are using non-traditional approaches to housing vulnerable populations. A thorough description of each case study can be found in [Appendix 5](#) and an overview can be found in *Table 7*.

- San Diego, CA
- Los Angeles, CA
- San Francisco, CA
- Austin, TX
- Seattle, WA
- San Jose, CA

For each in-depth case study, we asked the following questions:

- What are the structures and what amenities do they include?
- Where did the land come from? Who owns the land?
- Who manages the community?
- What kind of supportive services are provided?
- How was the shelter funded and what are the associated start-up and ongoing costs?
- How many people are on the land?
- How do they manage hook-ups to utilities, water and sewage?
- What was the involvement of the surrounding community in development and management?
- How does the shelter facilitate exits from homelessness?
- What performance measures are considered and what is the evaluation process?

Table 7: Overview of Case Study Models

City	Model	Cost/Unit	Funding	Distinctive Feature	Limitation
San Diego	Temporary sprung structures (tents) on public and land banked land	\$800,000	City Funds & Private Business Donors	Quick construction and safely houses up to 800 people per unit	No privacy, no community, temporary and not conducive to facilitating self-sufficiency
San Francisco	Tiny homes dispersed on underutilized lots <i>Under development</i>	\$2,000	Individual Donors	Community benefits to land-owner and neighborhoods facilitates development	SF has not implemented CA AB 932 allowing for flexibility in development or allowing this proposal
Austin	Master planned, mixed housing community on private land	\$20,000 (tiny home) to \$30,000 (RV)	Individual Donors & Grants	Autonomous, self-sufficient community with access to jobs and services on-site	Requires some income to pay subsidized rent
Seattle	Transitional tiny home village on public and land banked land	\$2,200	City Funds, Individual Donors & Grants	Flexible funding for rental support to transition residents out of tiny homes into PSH	Seattle ordinance requiring encampments to move
Los Angeles	Trailers on public land <i>Under development</i>	\$80.500	City Funded	Quick construction, on-site supportive services and showers and can house 20 individuals per unit.	Development exemptions were temporary and require site relocation after 6 months, with option for 36 months
San Jose	Tiny home communities on public land <i>Under development</i>	\$20,000	City Funded	Using CA Shelter Crisis Act to develop bridge communities on multiple sites	High cost/unit given basic specifications; significant community pushback

Takeaways from Case Studies

These are elements of the housing plans that we determined are critical to keeping people safe, in stable permanent housing, and resistant to risk of displacement, in addition to keeping the general housed community safe and satisfied. These points were agreed upon by communicating with relevant stakeholders in those jurisdictions and their evaluation of the shelter's performance.

- ***Collaborate with housed neighbors:*** All of the cities that established “villages”—permitted, deliberate communities of tiny homes, tents, and other structures—found that establishing a culture of community and collaboration amongst the residents and between the residents and their housed neighbors was a critical part of their success. Establishing relationships with local businesses and organizations provided shelter residents with a supportive community and access to a holistic set of services.
- ***Establish a community amongst residents:*** All of the cities that established “villages” also emphasized the benefit of creating a code of conduct in collaboration with residents and allowing residents to self-select into the community of their choice, in order to support their right to self-determination and self-governance. Community-led management of the shelters helped residents take ownership of the community (rather than an institutional shelter they were placed in) and managed conflict amongst residents.
- ***Low barriers to entry and few restrictions for residents:*** All of the cities found that an essential component to meeting the needs of the unhoused population in their jurisdictions was to have low barriers to entry. Individuals did not have to meet specific thresholds for support, partners and pets were welcome, and shelters did not have sobriety requirements. Despite the low barrier to entry, many of the residents in these housing developments were working, low-need adults.
- ***Seeking public and private partnerships for funding support:*** Many of the cities found that the most sustainable way to fund shelters was to diversify funding between public and private funding. Some case studies pursued majority private funding as a matter of principle—wanting the community to take ownership of the homelessness crisis, rather than the government—while others pursued private funding to fill the gap in public funds. Seeking funding from individual donors, businesses and leaders in the private sector also helped shelters to develop a community of support that can be looked on to provide labor and advocacy.
- ***Having an exit strategy for housing residents:*** Most of the successful housing developments operated on the basis that it was temporary housing for the purposes of stabilizing residents and facilitating the move to permanent housing. Although the length of time that residents stayed in the temporary housing varied, their transition out relied on flexible funding to subsidize rental of permanent housing and services to support their path to self-sufficiency. Still, these shelters emphasized that in order to prevent a cycle of displacement, they recognized that each individual is on a different timeline towards self-sufficiency and did not place strict time limits for staying in the shelter.
- ***Sustained advocacy to overcome policy barriers:*** Many of the cities faced significant policy barriers from local jurisdictions (including land use restrictions and funding limitations) that they were able to overcome through sustained advocacy that won over city officials and led to increased flexibility, in order to develop innovative housing solutions.

Plan Component Alternatives: Land, Funding, Structures & Management

Potential options for non-traditional housing development for the unhoused are based on the findings collected from the community listening sessions, city case studies, and comprehensive literature review.

Potential Land Alternatives

The City of Oakland commissioned a Public Lands Policy Analysis in 2015.³⁹ The report identified 49 opportunity sites for housing development on public land in Oakland, with the potential to provide space for an estimated 5,685 conventional housing units. Further analysis of those sites, evaluated based on criteria identified by the community and implementation feasibility of the proposed housing structures, is currently being conducted by members of the Housing and Dignity working group. Members are visiting each of the opportunity sites, evaluating them based on the stated criteria, and taking the necessary steps to confirm their availability and allowable use. Based on a preliminary analysis of the available land, much of it is not suitable for traditional housing development due the size of many of the lots and their location within dense, residential neighborhoods. However, there is potential for these lots to be utilized for the non-traditional housing development being proposed in this report.

Potential Funding Sources

Listed below in *Table 8* are potential funding sources for both housing construction and ongoing operations and supportive services. This is not an exhaustive list of the funds available from public and private sources to support the development of this plan, but provides an example of the funding levels that are available to serve the unhoused population, especially within City and County budgets.

Potential Housing Structures & Management Plans

Listed below in *Table 9* are options for housing structures and the management plans that they lend themselves, with information on the cost and scalability potential of the units, whether the housing structure provides residents' privacy, the level of safety the structure provides, and whether each individual unit can have access to utilities (electricity and plumbing).

³⁹ Villarreal, Carlos for City of Oakland. "[Public Lands Policy Analysis](#)," 18 June 2015.

Table 8: Overview of Potential Funding Sources & Uses

Funding Source	Amount	Funding Description
Building Homes & Jobs Act, CA SB 2	Varies	A permanent source of affordable (including extremely low-income) housing funding, half of which is dedicated to homelessness. Will be allocated to cities through a competitive grant process
Measure A, Alameda County	\$25M	This fund is earmarked for health services for low-income, indigent and uninsured adults and families
Prop 47, Alameda County	\$6M	This fund is earmarked to support residents involved in the justice system who have mental health and/or SUD, including to launch a new grant program designed to increase the number and ability of organizations in the County to provide comprehensive housing supports
Measure A1, City of Oakland	\$30M	Build housing and provide services for the homeless
Business Partners	Unlimited	Local business leaders and private corporations have already expressed interest in supporting the unhoused population through donations and investments and there is precedent for a high level of investment from Bay Area based companies, including a \$50M investment towards homeless services in San Jose.
Individuals Donors	Unlimited	Collaborating with housed neighbors can generate the will to financially support housing for the unhoused. Collecting donations from individuals for housing in Oakland has also been successful in efforts made by grassroots organizations like The Village and East Oakland Collective
Rental Revenue from Proposed Housing	Varies; Potentially \$300-\$850/unit per month	All of the proposed housing alternatives have the potential to collect rent on a sliding scale, based on the resident's income. The rent can be used to support ongoing operation of the housing and supportive services, if they are provided in that community.
Revenue from Proposed Tax on Property Valued > \$1M	Varies	A proposed tax on residential Oakland properties worth over \$1,000,000 will generate revenue that will be used to exclusively support the construction and operation of housing for extremely low-income and no-income populations, including the currently unhoused community.

Table 9: Structure and Management Alternatives

Shelter Features	Example	Cost & Scalability	Privacy	Safety	Access to Utilities	Management
Tiny Homes 	Seattle, San Francisco, San Jose & Austin	Ranges in cost from \$2,200 to \$45,000 a unit. Each unit can house 1-2 people	Ranges from complete privacy and autonomy to just a private sleeping space	Locking door, two exits and sturdy structure.	Yes	Allows for self-governance
Mobile Homes 	Austin	Around \$30,000/unit. Each unit can house 1-2 people.	Complete privacy and autonomy	Locking door, two exits and sturdy structure.	Yes	Allows for self-governance
Sanctioned Tents 	Seattle	Around \$100/unit. Each unit can house 1 person.	Limited privacy	Can add lock to tent, but will be in close proximity to other tents and weak structure.	No	Requires service providers to oversee additional amenities and services. Limited capacity for self-governance.
Sprung Structures 	San Diego	\$800,000/unit. Each unit can house 200-500 people.	No privacy	Cannot choose the surrounding people in the tent. Potentially unsafe.	No	Completely managed by service providers. No capacity for self-governance.
Trailers 	Los Angeles	\$80,500/unit. Each unit can house 20 people.	No privacy	Cannot choose the surrounding people in the trailer. Potentially unsafe.	No	Completely managed by service providers. No capacity for self-governance.

Summary of Major Findings

We found four major findings throughout our work with the Housing and Dignity working group that are important considerations to keep in mind when developing a housing plan and policies that serve the unhoused community.

1) Determined that policymakers have overestimated the size of the chronically homeless and underestimated the size of the working class, newly homeless.

Due to the methodology used in the traditional point-in-time-count and the federal definition of homelessness that often limits homeless service providers to working with individuals experiencing chronic, street homelessness, we do not have an accurate estimate of the number of newly, homeless working class households. By not accounting for this population, we have overestimated the proportion of chronically street homeless in relation to the entire unhoused population and have inefficiently allocated resources and programming.

2) Determined that working class, newly homeless individuals are underserved by traditional homeless service providers.

Due to funding restrictions, the limited scope of their work and the “invisibility” of the newly homeless population, homeless service providers are unable to adequately serve this population.

3) Identified the real needs of the unhoused community.

The unhoused community we worked with made it clear that they need services to support workforce and personal development, rather than just supportive services to overcome mental health problems. Actual community need –not just supportive services for mental health, but a focus on services to support job and personal development and housing that maintains dignity and provides choice; the unhoused community wants the kinds of solutions we’re proposing and want a solution that can be implemented quickly.

4) Identified successful examples of non-traditional housing development for the unhoused.

Other cities have successfully implemented non-traditional housing strategies for the unhoused by overcoming the stigma surrounding innovative housing solutions and advocating for local policies that facilitate the use of funding and land towards these solutions.

Recommendations

Housing the UnHoused Plan

Who does this housing plan serve? The housing proposed in *Table 10* is for extremely low-income and no-income households, with a mix of options for both temporary and permanent housing, given the individual household's needs and timeline. The distribution of housing options was based on the needs of subpopulations within the unhoused community. Thus, the majority of the housing is allocated for low-need households in order to reflect our estimation of the change in the general unhoused population. These structures were included in the plan, from amongst the alternatives described above, based on their capacity to support community development and provide a dignified living space for households.

This plan describes what is needed to construct 1,000 housing units for approximately 2,000 individuals, to *begin* meeting the needs of the unhoused population and to begin considering non-traditional housing development as a solution to Oakland's housing crisis.

Not included in this plan: Due to the limitations of this analysis, this plan does not include the cost of operations and service provision for implementation. Operational expenses will depend on the land used and infrastructure development needs, while service expenses will depend on the subpopulations being served in the housing development.

Table 10: Proposed Non-Traditional Housing Development Plan

	Type of Housing	Subpopulation	Amount	Cost/Unit	Individuals Served	Total Capital Cost	Potential Funding
1	Tiny Homes on Public Land	Low-Need Adults	200	\$7,500	400	\$1.5M	Private
2	Mobile Homes on Public Land	Families, Low-Need Adults & Seniors	300	\$35,000	600	\$9M	Public/Private
3	Conventional Units	All	300	\$165,000	600	\$49.5M	Public
4	Tiny Homes, Supportive Villages	High-Need Adults	200	\$7,500	400	\$1.5M	Private
TOTAL					2,000	\$61.5M	

Part 1 (Tiny Homes on Public Land): The type of tiny homes used in this plan are insulated, have access to electricity inside the unit and are located within a community of 40 homes that share access to communal bathroom and showering facilities, laundry facilities, and a kitchen. This design is currently being constructed by The Village at the Two Three Hunid Ohlone Village. Each village of homes will develop its own code of conduct and rules for sharing the communal space. These villages can be designed for low-need adults by having a higher barrier to entry (such as having sobriety requirements or rent) and will not require on-site, supportive services. The cost/unit of these homes includes the distributed cost of construction of the communal facilities.⁴⁰

Part 2 (Mobile Homes on Public Land): These mobile homes are fully self-contained homes with kitchen and bathroom facilities inside. Each mobile home can serve as housing for a family (with at least one working adult), a household of seniors, or two low-need adults. The mobile homes can be placed in a community of mobile homes or distributed across several plots of land. Due to the autonomous nature and self-sufficiency of the mobile homes, they are ideal for households with children and for seniors—subpopulations that are at greater risk of danger among collaborative communities.

Part 3 (Conventional Units): These are conventional affordable housing units, but will be accessible to households with extremely low-incomes or no incomes, as will be reflected in their rent. Each development can serve varied needs, with options for on-site or off-site supportive services for the subpopulations that need them.

Part 4 (Tiny Homes, Supportive Villages): The types of tiny homes used in this plan are the same as the ones used in Part 1, but will be placed in a community with access to on-site supportive services and lower barriers to entry, in order to allow adults with substance abuse disorders, criminal records and other behavioral problems access and the services to overcome these issues and move towards self-sufficiency.

Policy Priorities

Based on our findings and in order to implement the plan above, we recommend policymakers approach homelessness in Oakland in the following ways:

- 1) Prioritize the emerging working class unhoused population:** In addition to developing housing for this population, policymakers must address the cycle of new homeless production and dedicate greater resources to anti-displacement efforts in order to truly reduce the unhoused population.
- 2) Dedicate funding for extremely low-income and no-income housing development:** Policymakers must allocate funding for housing development for all income limits, including those living on extremely low-income and no incomes.
- 3) Allow the use of public land for non-traditional housing development:** Policymakers must make Oakland's vacant, public land available for the creation of more permanent and temporary housing stock, allow access to utilities infrastructure or allow the development of utilities infrastructure on that land.

⁴⁰ The estimated start-up costs for each village of 40 tiny homes are based on costs provide by Seattle's Low Income Housing Initiative: tiny home (\$5,000), electricity (\$50,000), plumbing (\$40,000), bathrooms (\$6,000), kitchen (\$2,500), and insurance (\$2,000) for a total cost of \$100,000.

Further Research Considerations

Due to the limited scope of this analysis, we suggest the following areas for further research.

- 1) In order to go beyond an estimation of the number of housing units needed and for which subpopulation, more analysis must be done to confirm:
 - a. The number of working class, newly homeless population in Oakland.
 - b. The capacity for households to transition out of affordable housing and out of temporary housing.

- 2) In order to develop a comprehensive housing plan, additional research must be conducting regarding:
 - a. Identifying specific funding sources
 - b. Selection criteria for residents
 - c. Timeline for construction, move-in, and service provision

Conclusion

The rising unhoused population and street conditions calls for action to be taken. Housing development must be quick, at scale, and reflective of the needs of this vulnerable population—a departure from the strategies Oakland is currently using to approach homelessness. Based on our findings regarding the emerging, newly homeless population, we propose a plan to house Oakland’s unhoused, starting with actions the City and Oakland community can undertake to pave the road to innovative, non-traditional housing development.

See *Table 12* for a roadmap to overcoming barriers to housing development and housing Oakland’s unhoused.

Roadmap to Overcoming Barriers to Housing Development

Table 12: Overview of Strategies to Overcome Barriers and Action Items



ACCESS TO LAND

STRATEGY: Use public & private land for permanent housing

ACTION: Identify vacant plots of land, prioritize them based on community developed criteria and feasibility & advocate for approval



ACCESS TO INFRASTRUCTURE

STRATEGY: Provide communities access to electricity and water infrastructure

ACTION: Allocate funding for installation and use emergency shelter ordinance to facilitate infrastructure access



HUMAN CAPITAL

STRATEGY: Support non-profit and grassroots organizations in serving unHoused community

ACTION: Allocate funding to build non-profit, service provider capacity & mobilize community groups



OVERCOME N.I.M.B.Y.

STRATEGY: Collaborate with housed neighbors and show how new housing will contribute to broader community

ACTION: Create opportunities for neighbors to donate & volunteer to build support among housed community



MONEY TO BUILD

STRATEGY: Seek funding for capital expenses for new housing

ACTION: Build partnerships with private investors and Bay Area business leaders for financial support



MONEY TO OPERATE

STRATEGY: Seek funding for operational expenses and supportive services in new housing

ACTION: Access County & City funding for supportive services for formerly incarcerated and mental health needs

Appendices

Appendix 1: Existing Oakland Homeless Crisis Response

City Priorities: According to Lara Tannenbaum, Community Housing Services Manager for the City of Oakland, the City is prioritizing temporary shelter for families; families are a smaller percentage of the unsheltered population and would be faster to successfully house and find sufficient resources for.⁴¹ In addition, they have imagined their homelessness response into three sections: a short-term, medium-term, and long-term plan, some of which they have already begun implementing.

- **Short Term Plan:** An Encampment Management Team, from across City and County departments, has been convened to quell the public health risk of living outside on individual's experiencing homelessness and to mitigate the impact of encampments on housed residents and infrastructure. The team has been responsible for implementing garbage pick-up routes to the largest encampments across the city⁴² and for placing 14 sanitation stations, including handwashing stations and porta-potties, inside encampments.⁴³

In addition, the City of Oakland has developed pop-up interim housing sites with Tuff Shed shelters for single adults experiencing homelessness. Currently, Tuff Shed shelters for 40 individuals are located at one site (6th and Castro, city-owned land) and will be going up at least one more site (27th and Northgate, land owned by CalTrans) in the coming weeks. Each site costs around \$200,000 to start-up and will cost \$600-700,000 to operate for a year. The start-up costs of each were donated, while the operating expenses (most of which go towards staffing the sites) are covered by city general funds.⁴⁴ Each site is expected to be up for at least two years. Each site also serves as an Outdoor Navigation Center, with housing navigation and supportive services delivered on-site by contracted non-profit service providers; Bay Area Community Services (BACS) delivers housing navigation services, while Operation Dignity (OD) conducts street outreach.⁴⁵

The City is also exploring sites to implement safe parking lots for families experiencing homelessness and living out of their vehicles.⁴⁶

- **Medium Term Plan:** The City of Oakland hopes to begin scaling up solutions for ending homelessness, beginning with updating their currently outdated, comprehensive homeless strategy plan in collaboration with Alameda County and EveryOne Home. The updated plan is expected to be completed in the next 3-6 months. The plan will include the development of a second Housing Fast Support Network: a multi-service shelter and navigation center like the existing Henry Robinson Center. The City has already acquired a new building.

⁴¹ Tannenbaum, Lara. Personal interview. 21 March 2018

⁴² Ibid

⁴³ Homeless Advocacy Working Group. 19 February 2018.

⁴⁴ Tannenbaum, Lara. Personal interview. 21 March 2018

⁴⁵ Bedford, Sara. "Grant Agreements with Non-Profit Organizations to Administer Safe Haven Outdoor Navigation Centers," Supplemental Report to City Administrator. 9 October 2017.

⁴⁶ Tannenbaum, Lara. Personal interview. 21 March 2018

- **Long Term Plan:** Mayor Libby Schaaf and a Housing Cabinet, that includes Councilmembers, have committed to supporting the development of more affordable housing units, including units for extremely low-income individuals and families. The most up-to-date “Oakland at Home” report from July 2017 claims that there are 1,518 affordable housing units in the building pipeline, but does not specify how many will be accessible to extremely low-income households.⁴⁷

⁴⁷ City of Oakland. [“Oakland at Home Update,”](#) July 2017.

Appendix 2: List of Oakland Emergency Shelters

This list is based on the City of Oakland’s records and includes beds that are only temporarily available in the winter. The majority of the listed shelters are simply beds in shared spaces, do not allow individuals to stay there during the day, requiring individuals to relocate themselves and their belongings during the day, and have restrictions on the individuals they can serve. In all of Alameda County, there are 866 emergency shelter beds.⁴⁸

Existing & Planned Shelters⁴⁹	Individuals Served
Safe Haven Site (6th and Castro)	40/time in 20 units
Safe Haven Site (27th and Northgate)	40/time in 20 units
Henry Robinson Multi-Service Center (Old)	137 beds/time
Henry Robinson Multi-Service Center (New)	TBD
24 Hour Oakland	35 beds/time
A Safe Place	20 beds/time
Allied Fellowship	20 beds/time
Casa Vincentia	7 beds/time
City Team	50 beds/time
Covenant House	25 beds/time
East Oakland Community Project	25 beds/time
Oakland Homeless Project	24 beds/time
Phase III	20 beds/time
Salvation Army	65 beds/time
Oakland Army Base Temporary Winter Shelter	100 beds/time (November to April)
Total Spots	608

In addition, based on reports produce by EveryOne Home, there are currently two permanent supportive housing providers in the City of Oakland: St. Mary’s Center Closer to Home (12 units) and East Bay Community Recovery Project’s FACT (units unknown).⁵⁰

⁴⁸ Urban Institute. “Homelessness in Alameda County, CA,” 21 November 2017.

⁴⁹ Ibid.

⁵⁰ EveryOne Home. “2014 Progress Report on Ending Homelessness in Alameda County, CA,” July 2015.

Appendix 3: Classification of Subpopulations

Working, single adults: This subpopulation is part of the new homeless population. Oftentimes, these individuals simply need access to affordable, permanent housing that they can afford with low to extremely low incomes. Research shows that this subpopulation does not require additional supportive services and they entered homelessness due to the rising cost of housing in Oakland. This number was estimated based on the number of non-chronic homeless adults recorded in the January 2017 Point-in-Time-Count.

Families, with at least one working adult: This subpopulation is also part of the new homeless population and also requires access to affordable, permanent housing. Advocates assert that many of these families have qualified for Low-Income Housing and possess Section 8 vouchers that landlords in Oakland are unwilling to accept. Due to the presence of children in these households, additional effort is made to ensure that their housing is appropriate for children: in an environment with higher barriers for entry, smaller communities with less potential for safety risks, and autonomous units that will contribute to thriving, autonomous, family units. This number was estimated based on the number of persons in families with children recorded in the January 2017 Point-in-Time-Count.

High need, single adults, aged 25+: High need single adults currently experiencing homelessness are more likely to be suffering from substance abuse disorders or mental health problems that are contributing to their difficulty in exiting homelessness. Based on the January 2017 PITC, 37% of the population of single adults experiencing homelessness are chronically homeless. 63% of this population identify a reason other than money issues for their reason for falling into homelessness, indicating that this subpopulation may benefit from more extensive supportive services, in addition to access to permanent affordable housing.⁵¹ This number was estimated based on the number of chronically homeless adults recorded in the January 2017 Point-in-Time-Count.

Seniors, aged 61+: This subpopulation is likely to be dependent on a single fixed income, such as Social Security Income (SSI) and be less likely to effectively respond to changes in housing costs. Thus, this subpopulation is more likely to be in need of financial assistance and access to permanent affordable housing, but less likely to be in need of additional supportive services. Experts also assert that this population is prone to being preyed upon by other subpopulations and should be placed in autonomous units in an environment of households with similar needs. This number was estimated based on the number of individuals aged 61 and up recorded in the January 2017 Point-in-Time-Count.

⁵¹ EveryOne Home, "[EveryOne Counts Homeless Point-in-Time Count and Survey, City of Oakland 2017.](#)"

Appendix 4: Classification of Housing Alternatives

Permanent Supportive Housing (PSH): Housing that is affordable for people with extremely low incomes that includes on-site supportive services that are designed to help tenants stay housed and work to meet other self-directed goals, such as improving health, obtaining employment or re-connecting with their community. PSH is designed for individuals who require supportive services in order to overcome their state of homelessness.

Affordable, Permanent Housing Units <30% AMI: Housing unit that cost no more than 30% of a household's income and is accessible to individuals with both extremely low incomes. This housing does not include on-site supportive services and requires that residents can live autonomously for an ongoing period of time.

Financial Assistance to Secure & Maintain Housing: Financial assistance for extremely low-income and no-income households is needed to bridge the gaps between the cost of housing and their household income (including other public benefits that may serve as their primary income source). This financial assistance can be used to secure housing (to cover costs such as security deposits, first and last month's rent and relocation), as well as to pay rent to maintain housing. For extremely low-income and no-income households, this financial assistance is often necessary to prevent households from further displacement. The time and amount of financial assistance varies for each household.

Appendix 5: Case Study Profiles

1) San Diego Sprung Structures: San Diego shelters 700 individuals in large tents



Overview: In response to a Hepatitis A outbreak in November 2016 that laid bare the health risks to unsheltered individuals, San Diego’s City Council implemented short term solutions to provide for the City’s unsheltered population a year later in November 2017. This plan included a sanctioned encampment on City-owned property (now closed), erecting three Sprung structures, the expansion of a safe parking zone, and the development of a transitional storage facility. Moving forward, the City of San Diego plans to develop a housing navigation center, establish more sanctioned encampments, and increase collaboration between the City, County, service providers, advocates, and individuals experiencing homelessness.

New Housing for Homeless & Services: The Sprung structures, referred to collectively as Temporary Bridge Shelters, provide approximately 700 overnight shelter beds. The tents are manufactured by Sprung and are “tension membrane structures with fiberglass insulation.”⁵² Each tent varies in size and capacity and serves a different population: single adults, veterans, and families. The tents are managed by three different service providers who provide a range of supportive services, including housing navigation and substance abuse counseling, on site. The shelters have a low barrier for entry and do not require individuals to be sober to stay there. Service providers are using data from the Coordinated Entry System (CES) to determine who has priority to access the shelter tents.

Costs for New Housing & Funding Sources: Each tent costs \$800,000; this one-time cost was covered through private donations, largely facilitated by a public-private partnership between the City of San Diego and a group of San Diego business owners, led by Peter Seidler, managing partner of the Padres.⁵³ The Padres ballpark is located in the heart of downtown San Diego’s East Village neighborhood where the unsheltered population is most visible. Other start-up costs, such as furniture and equipment, amounted to a total of \$262,616; the largest tent (sheltering over 500 individuals) had a start-up cost of \$116,765.⁵⁴

Ongoing Operational Costs: The cost of operating the bridge shelters is estimated at \$40/day per person.⁵⁵ Operational expenses are funded entirely by San Diego Housing Commission local funds and property reserves that were previously earmarked for permanent supportive housing.⁵⁶ Operating expenses include contracts with non-profit service providers, 24-hour security, meals and sanitation services.

⁵² Sprung. “[San Diego Homeless Bridge Shelters.](#)”

⁵³ Miller, Bryce. “[Padres’ Seidler fuels new push on homelessness.](#)” *San Diego Union Tribune*. 18 March 2017.

⁵⁴ San Diego Housing Commission. “[January 2018 Reporting Update for San Diego’s Temporary Bridge Shelter.](#)” 1 March 2018.

⁵⁵ Kuntz, Kris. Personal interview. 15 March 2018.

⁵⁶ San Diego Housing Commission Report. “[Fiscal Year 2018 City of San Diego Temporary Bridge Shelter.](#)” 26 October 2017.

Land: All of the structures are expected to stay up for a year. Two of the structures are located on public land (United States Navy and City), while the third is located on land owned by a non-profit homeless service provider that plans to begin developing supportive housing as soon as the tent comes down.⁵⁷

Community Response: All of the tents are located near existing homeless services, near industrial and urban zones, and away from dense residential neighborhoods, in communities that are largely accustomed to and welcoming of unsheltered individuals. As a result, the City of San Diego received very little pushback from housed residents regarding the construction of the Sprung structures.⁵⁸

Early Evaluation of Tent Effectiveness: As of March 2017, 28 of the approximately 700 individuals residing in the shelters have been placed in permanent supportive housing.⁵⁹ Kris Kuntz believes that without the flexible funds to support housing placement, this number is not expected to rise; he is especially concerned with the reallocation of funds away from permanent supportive housing to this temporary solution. Still, Kris claims that the tents are safe, despite individual's lack of privacy, there have been minimal disputes between individuals, and he asserts that they have greatly reduced the number of homeless encampments in the Downtown San Diego area.

2) Seattle Tiny Home Villages & Permitted Encampments: *Collaborations between non-profit service providers has developed into safe, sustainable communities*



Overview: The City of Seattle supports six permitted encampments in the following neighborhoods: Ballard, Interbay, Othello, Georgetown, Myers Way and Licton Springs. These encampments are viewed as an interim solution that provide warm, safe, secure shelter and case management while the City implements its comprehensive homeless strategy, Pathways Home.⁶⁰ The permitted encampments are seen as a harm-reduction strategy to stabilize individuals before they transition to indoor shelters or permanent housing.⁶¹

New Housing for Homeless & Services: The permitted encampments consist of a combination of tiny home structures and tents on raised platforms. The tiny homes provide basic shelter: each “home” is an 8x12x10 ft. structure built on a temporary foundation of cement blocks that can be easily transported. The homes are insulated, have access to electricity, and hold some basic furniture. Each village provides residents access to a communal kitchen and bathrooms, so the

⁵⁷ Kuntz, Kris. Personal interview. 15 March 2018.

⁵⁸ Ibid.

⁵⁹ San Diego Housing Commission. “[January 2018 Reporting Update for San Diego’s Temporary Bridge Shelter](#),” 1 March 2018.

⁶⁰ City of Seattle. “[Permitted Encampment Evaluation](#),” 28 June 2017.

⁶¹ City of Seattle. “[Sanctioned Encampments](#).”

tiny homes and tents are mainly for sleeping. Residents can bring their pets and live in the units with partners.

In addition, residents have access to on-site job training and site managers emphasize that the encampments are not meant for permanent shelter. Case managers provide housing navigation, which is often successful due to LIHI's access to their own affordable housing developments.⁶² Many of the encampment residents are working class and use the free shelter as an opportunity to get back on their feet and save money to move forward.

Costs of New Housing & Funding Sources: Each home costs \$2,200 to construct, based on the LIHI model, while a tent on a raised platform costs \$400/unit. Other start-up costs include electrical wiring (estimated at \$50,000) and construction of the communal kitchen and bathroom facilities (which range in permanency from site to site) total an estimated \$183,489 for a site that serves 40 individuals.⁶³ These start-up costs are largely donated by local businesses, individual donors, and grant-making foundations. LIHI runs a regular campaign soliciting for the cost of one tiny house by individual donors and pre-apprentice trade groups and students have contributed to building the tiny homes and donating their labor.

Ongoing Operational Costs: The ongoing costs of running the permitted encampments include the staff costs of providing supportive services to residents and the ongoing operational expenses (including meals, utilities and supplies). For one site that serves 80 people, the supportive services add up to \$13,354/month and operational expenses are \$11,354/month.⁶⁴

Land: The permitted encampments are located on either City-owned or private property. The private property is owned by LIHI and is land-banked, meaning that it is being used temporarily until LIHI develops on it. The City-owned property includes land previously used by the Port of Seattle, Seattle Fire Department, and Seattle City Light (publicly owned electric utility company). In accordance to Seattle's sanctioned encampment ordinance, the permitted encampments are iterant, meaning they are required to relocate once a year. However, this is not strictly enforced and advocates are proposing a change to that requirement as the new administration works to renew the ordinance.

Leveraging Community Partnerships: A unique feature of Seattle's permitted encampments is the way that the City has prioritized working with local groups of individuals experiencing homelessness to manage the encampments, namely the Ballard, Othello and Interbay encampments. Thus, these encampments follow a self-managed governance structure and have developed their own code of conduct. Both an evaluation conducted by the City of Seattle and Gerber emphasized that the self-managed governance structure contributed to positive outcomes, including managing day-day operations and building transferable leadership skills among residents.⁶⁵ Gerber also emphasized that building a mechanism for hearing resident voices was critical for the encampments success and will be a main feature of subsequent efforts.

Community Response: Since they were developed, the permitted encampments have garnered positive community responses. Gerber attributes this to the 24/7 security at the encampments, which neighbors have felt have made the entire neighborhood safer and increased support of local businesses, and to the attractiveness of the tiny homes.⁶⁶ Though neighbors were initially fearful of the proximity of some of the camps to dense residential neighborhoods, they have

⁶² Gerber, Bradford (Low Income Housing Initiative). Personal interview. 21 March 2018.

⁶³ Low Income Housing Initiative, "[New Interbay Site Initial Setup Cost.](#)"

⁶⁴ Ibid.

⁶⁵ Gerber, Bradford. Personal interview. 21 March 2018.

⁶⁶ Ibid.

embraced the community and are now largely advocates of them, regularly donating food and funds and lending their labor to building tiny homes.

Evaluation of Model Effectiveness: A full evaluation of the permitted encampments was completed by the City of Seattle in June 2017 and found that this model was effectively serving individuals experiencing homelessness and transitioning them to transitional and permanent housing.⁶⁷ However, as Gerber stated in his interview, a key factor in the number of housing placements is that LIHI manages housing programs and case managers had the flexibility of placing them into vacant units as they came up.⁶⁸

3) Austin's Community First! Village: A master planned, mixed housing community for the chronically homeless in Central Texas



Overview: Mobile Loaves and Fishes (MLF) is a non-profit, religious organization that developed the Community First! Village in December 2015. The Community First! Village is a 27-acre master planned community that provides affordable, permanent housing, services, and a supportive community for individuals experiencing homelessness in the Austin area.⁶⁹ The village was developed based on the idea that the greatest cause of homelessness is a catastrophic loss of family and thus, the solution must be the integration of an individual into a community that can act as their family.

New Housing for Homeless & Services: The Community First! Village offers a mix housing options, including tiny homes, RVs and canvas-sided cottages for 250 individuals. Based on the business plan provided by Mobile Loaves and Fishes, the RVs are self-sufficient, with access to electricity, a bathroom, and kitchen within the individual unit.⁷⁰ The tiny homes are 180-200 square feet, insulated and have access to electricity within the unit, as well as access to communal kitchens and bathrooms. The canvas-sided cottages have access to minimal electricity within the unit. Residents must have an income source in order to reside there and pay \$225 to \$380 in rent, depending on the unit (which they select themselves based on availability).⁷¹ Several service providers come on-site to provide behavioral health, mental health, and respite care. In addition, Mobile Loaves and Fishes runs on-site microenterprise programs, an income generating opportunity for residents, and other workforce development programs.

⁶⁷ City of Seattle. "Permitted Encampment Evaluation," 28 June 2017.

⁶⁸ Gerber, Bradford. Personal interview. 21 March 2018.

⁶⁹ Mobile Loaves and Fishes. "Community First! Village."

⁷⁰ Mobile Loaves and Fishes. "Community First! Village: A New Movement."

⁷¹ Fogarty, Amber. Personal interview. 3 April 2018.

Leveraging Community Partnerships: The Community First! Village prioritizes developing partnerships with expert service providers to support their residents and ensure that residents have a holistic experience towards overcoming any trauma they may have faced. These service providers offer a range of programs to residents in the village.

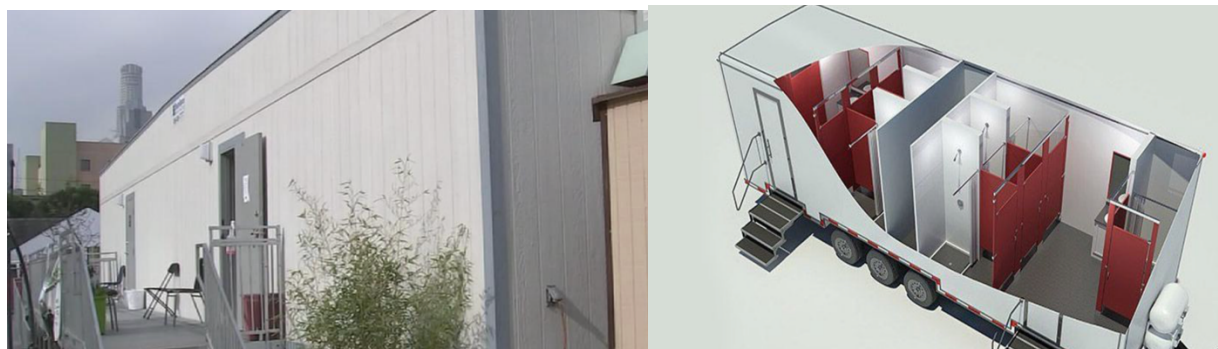
Costs of New Housing & Funding Sources: Each tiny home costs \$20,000, while an RV costs \$35,000.⁷² MLF fundamentally believes that homelessness is a community problem that should be addressed by the community, rather than the government. As such, nearly all village expenses (start-up and ongoing) are covered by privately raised funds (facilitated by three staff members dedicated to fundraising and development). 13% of operational costs is covered by rent.

Land & Policy Considerations: In Texas, there is no discretionary land use authority outside of municipal boundaries. Community First! Village sits just outside of the City of Austin city limits, where there are no zoning requirements. The private land was purchased and donated to MLF. In addition, as the land is outside of the jurisdiction of the City of Austin, Travis County has jurisdiction, but very little formal power.⁷³ MLF has established good relationships with the Travis County Sheriff who has jurisdiction over the village and a bus stop was established at the village.

Community Response: Initially, nearby residential neighborhoods organized against the village through their Homeowners Association, but were ultimately unsuccessful. Now, they are supportive of the village and the general Austin community regularly tours the housing development, volunteers, and attends public events at the village (in the MLF amphitheater).

Evaluation of Model Effectiveness: Amber Fogarty, Chief Goodness Officer at MLF, emphasized that this village is not designed to be a transitional facility and they do not intend for individuals to ever move out. Thus, MLF measures the performance of the village through the turnover rate of residents. Since they opened in January 2016, only one individual has voluntarily moved out (in order to reunite with family) and five individuals have been asked to leave due to violations of their contract, namely non-payment of rent. MLF is flexible in the enforcement of these rules (which are to pay monthly rent, obey civil law and obey the rules of community).

4) Los Angeles' El Pueblo Shelter: Several trailers on City-owned land will provide temporary shelter and supportive services



Overview: The trailers, referred to as the El Pueblo Shelter, are part of the City of Los Angeles comprehensive strategy to address homelessness and will serve as a “temporary crisis shelter”. This plan also includes plans to expedite the development of affordable housing solutions,

⁷² Fogarty, Amber. Personal interview. 3 April 2018.

⁷³ Ibid.

including the Permanent Supportive Housing Ordinance and a Motel Conversion Ordinance, to streamline converting existing motels into supportive or transitional housing. However, the proposal for the trailers was approved by the City Council in March 2018 and has not yet been implemented, thus, its effectiveness and ease of implementation cannot be measured.

New Housing for Homeless & Services: The shelter will consist of five, insulated trailers (measuring 24 by 60 feet), three of which will be used for housing (with space for up to 20 individuals to sleep) and the remaining trailers will hold sanitation facilities and administrative offices where on-site services will be provided.⁷⁴ Trailers will have electricity and residents will each have access to bins for storage of their personal belongings. The plan is for the trailers to be in place for six months, with the option to keep them on the land for a maximum of three years. Individuals will be allowed to stay at the shelter for 90 to 180 days.

Cost of New Housing & Funding Sources: The City of Los Angeles will fully fund the El Pueblo Shelter, by transferring funds from the Rapid Re-Housing for Singles and Youth to this proposal. It will cost \$2,000,000 to start-up and operate the shelter for six months, with each structure costing approximately \$80,500.⁷⁵ After the initial six months, it is estimated that it will cost the City \$1,300,000 to operate the shelter annually. Shelter services will be administered by a contracted non-profit service provider.

Land: The shelter will be located on City-owned land that is currently being used as a parking lot.⁷⁶ It is located in Downtown Los Angeles, nearby existing encampments and other homeless services.

Overcoming Policy Restrictions: In order to expedite shelter development, the City Council approved an exemption to bypass California Environmental Quality Act review.⁷⁷

Community Response: A group of citizens surveyed the neighboring community (30 individuals responded to the survey) before the proposal went to the City Council and the results, made public in council files, were overwhelmingly positive and supportive of the proposal.

5) San Jose's Bridge Housing Communities: Interim housing for San Jose's homeless residents in emergency sleeping cabins



Overview: California Assembly Bill 2176 authorized San Jose to pilot Bridge Housing Communities for the next five years, in response to the ongoing homelessness crisis and under the Shelter Crisis Act.⁷⁸ The plan is still under development, but the City of San Jose is currently

⁷⁴ City of Los Angeles. [Project Plan from Engineering and Public Works](#). 28 February 2018.

⁷⁵ City of Los Angeles. [Homelessness and Poverty Committee Report](#). 7 March 2018.

⁷⁶ Smith, Dakota. "Temporary trailers for homeless people planned on downtown city lot," *Los Angeles Times*. 16 January 2018.

⁷⁷ City of Los Angeles. [Project Plan from Engineering and Public Works](#). 28 February 2018.

⁷⁸ City of San Jose. [AB2176 Implementation Report](#). 12 April 2017.

evaluating potential sites for the communities. Before construction, the City must undergo a 19-week environmental review process for the potential site.⁷⁹ The community will consist of tiny homes

New Housing for Homeless & Services: Each site will house no more than 25 individuals in 20 “emergency sleeping cabins.” Each home will be insulated and will meet basic health and safety requirements by having proper ventilation, heat and fire safety protections that contribute to 24/7 dignified living for residents. The sites will include communal sanitation and cooking facilities as well as a common gathering space. On-site supportive services will be offered to provide housing navigation services and general case management.

Cost of New Housing & Funding Sources: Each tiny home (or sleeping cabin) will cost between \$18,000 to \$20,000. Additional expenses, including construction of communal spaces and site infrastructure development, when distributed across each tiny home bring the estimated cost of each home to \$73,000 to \$90,000; a site of 20 homes will cost \$1,460,000 to \$1,800,000.⁸⁰ These sites will be funded by the City of San Jose.

Land: The temporary housing will be located on City-owned land. Currently, city officials are evaluating sites based on a minimum set of standards determined by the Housing Department and additional standards based on feedback they received from the community. The basic standards include access to transit, utilities, a vacant or minimally developed lot, and at least 10,000 square feet, while the additional standards include needing to be at least 100 feet set back from adjacent residential land, at least 150 feet from schools and parks, and at least 100 feet from water sources.⁸¹

Community Response: The City of San Jose made an effort to include to do community outreach to ensure community buy-in and ensure that the design of the Bridge Housing Communities was supported by the surrounding communities. In meetings with the community, the public expressed concerns regarding site selection, safety, rules, and effect on their property value. There continues to be significant community opposition to this proposal that has significantly limited the number of viable sites for the housing.

Related Public-Private Partnerships: Cisco made a \$50,000,000 donation (over five years) to Destination: Home, a public-private homeless services provider in San Jose; Destination: Home will use those funds to build additional low-income housing and invest in other programs that will support unhoused San Jose residents, though not this project specifically.⁸²

⁷⁹ City of San Jose. [Bridge Housing Communities Report](#). 18 August 2017.

⁸⁰ City of San Jose. [Bridge Housing Communities FAQ](#). 12 February 2018.

⁸¹ City of San Jose. [Bridge Housing Communities Report](#). 18 August 2017.

⁸² Destination: Home. [“Cisco Seeks to Solve Silicon Valley Homelessness Starting with \\$50M Investment.”](#) 3 April 2018.

6) San Francisco's Safe Organized Spaces: Community-integrated transitional villages



Overview: Safe Organized Spaces is a proposal by community organization, Saint Francis Homelessness Challenge. SFHC hopes to support individual healing and transition in the least restrictive, most autonomous setting by developing independent tiny homes under reasonable living agreements.⁸³ The homes are temporary and transitional, with services on-site to move people into permanent homes. Currently, they are piloting one tiny home on a private lot, leased by Impact Hub, in San Francisco.

New Housing for Homeless & Services: The permitted, transitional villages will be overseen by a non-profit organization that can provide liability insurance and oversee licensing agreements between SFHC and the land owners. These “off-grid” villages will be partly reliant upon the infrastructure of nearby buildings (such as gyms) or have on-site sanitation and kitchen services, based on the specific site.⁸⁴ Electricity access will be limited and dependent on the infrastructure available at each site, underscoring that these spaces are temporary. SOS will provide secure storage and garbage disposal. Each structure meets National Fire Protection standards and be secure, with a locking door and two exits.⁸⁵ They plan to provide resident empowerment and vocational training on-site and develop site-specific agreements with each resident.

Cost of New Housing & Funding Sources: Each tiny home will cost \$2,000 to construct, with a village of 15 tiny homes costing \$30,000 to start (including the cost of storage facilities, gathering space, planters, and sanitation facilities).⁸⁶ Additional expenses include staff salaries, insurance, garbage services, and other supplies. SFHC estimates that monthly operating costs for each village will be around \$12,000. Currently, they are soliciting individual donors and business investments to pilot more tiny homes.

Land: SFHC proposes to use small, underutilized plots of private and public land, both vacant and often vacant plots, such as parking lots in San Francisco. They will develop agreements with the land owners in order to use the land and surrounding facilities.⁸⁷

Collaborating with the Community: At each tiny home location, SOS hopes to have services that will invite other unhoused individuals and housed community members to the village. A condition of living in the tiny homes is to give back to the community in some way, such as volunteering or participating in graffiti removal.⁸⁸ SFHC's intention is to integrate the transitional villages with the community in order to develop understanding and empathy amongst residents.

⁸³ Saint Francis Homelessness Challenge. [SOS! Safe Organized Spaces: Community Integrated Transitional Villages](#).

⁸⁴ Weiss, Amy. Personal interview. 19 April 2018.

⁸⁵ Saint Francis Homelessness Challenge. [SOS! Safe Organized Spaces: Community Integrated Transitional Villages](#).

⁸⁶ Ibid.

⁸⁷ Saint Francis Homelessness Challenge. [SOS! Safe Organized Spaces: Community Integrated Transitional Villages](#).

⁸⁸ Weiss, Amy. Personal interview. 19 April 2018.

Appendix 6: Stakeholders Consulted

Candice Elder, East Oakland Collective

Nick Houston, East Oakland Collective

Needa Bee, The Village

Lara Tannenbaum, City of Oakland Human Services Department

Alex Marqusee, Oakland City Council, District 3

Reverend Ken Chambers, West Side Missionary Baptist Church

Jamie Almanza, Bay Area Community Services

Daniel Barth, Shelter First! (Richmond)

Kris Kuntz, LeSar Development Consultants (San Diego)

Bradford Gerber, Low Income Housing Initiative (Seattle)

Amy Farah-Weiss, Saint Francis Homelessness Challenge (San Francisco)

Amber Fogarty, Mobile Loaves and Fishes (Austin)

Members of Housing and Dignity Working Group

