

CITY OF OAKLAND
AGENDA REPORT

2006 APR 27 PM 4: 50

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: May 9, 2006

RE: **A RESOLUTION (1) AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO A GRANT ASSIGNMENT AND ASSUMPTION AGREEMENT BETWEEN THE CITY OF OAKLAND, THE FRED FINCH YOUTH CENTER, AND THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT IN THE APPROXIMATE AMOUNT OF \$490,000 FOR THE OAKLAND HOMELESS YOUTH HOUSING COLLABORATIVE FOR THE PERIOD MAY 1, 2006 TO JULY 31, 2006; (2) ACCEPTING AND APPROPRIATING \$696,434 IN SUPPORTIVE HOUSING PROGRAM FUNDING FOR THE PERIOD AUGUST 1, 2006 TO JULY 31, 2007, AND AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR, ACCEPT AND APPROPRIATE ANY RENEWAL FUNDING WITHOUT RETURNING TO COUNCIL; (3) AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO AGREEMENTS IN AMOUNTS NOT TO EXCEED \$333,000 FOR COVENANT HOUSE, \$175,000 FOR FIRST PLACE FUND FOR YOUTH, AND \$156,000 FOR THE EAST OAKLAND COMMUNITY PROJECT FROM AUGUST 1, 2006 TO JULY 31, 2007 TO PROVIDE TRANSITIONAL HOUSING AND SERVICES TO HOMELESS YOUTH BETWEEN THE AGES OF 18 AND 25 WITH ONE YEAR OPTIONS TO RENEW**

SUMMARY

A City Council resolution has been prepared authorizing the City Administrator to execute an assignment and assumption agreement between the City and the Fred Finch Youth Center, to accept HUD Supportive Housing Program funds, and to enter into contracts with three service providers--First Place Fund for Youth, Covenant House, and East Oakland Community Project. All three agencies provide services to support homeless youth ages 18 to 25 that are in need of crises intervention, life skills training, restorative physical, emotional and mental health services, transitional housing and focused preparation for gainful employment and permanent housing.

The original HUD contract for the provision of these homeless youth services was awarded in 1997 to the Fred Finch Youth Center as grantee and administrator of contracts with a collaborative of five local homeless youth services providers called the Homeless Youth

Item: _____
Life Enrichment Committee
May 9, 2006

Collaborative (HYC). Subsequently, HUD desired to replace Fred Finch as grantee and reconfigure the collaborative to a smaller group. With Fred Finch's concurrence HUD requested that the City of Oakland become the grantee and administrator of contracts with a smaller group of three providers (Covenant House, First Place Fund for Youth, and East Oakland Community Project) which collectively are called the Oakland Homeless Youth Housing Collaborative (OHYHC). The new collaborative will provide services comparable to or exceeding the initial collaborative. The collaborative partner, First Place Fund for Youth, provides permanent housing with rental subsidies that can be accessible to eligible youth referrals from the other collaborative partners.

FISCAL IMPACT

As the new grantee under an Assignment and Assumption Agreement between the City of Oakland, HUD, and the Fred Finch Youth Center, the City will receive the balance of unused SHP funds as of the effective date of the Agreement, May 1, 2006. A balance of approximately \$490,000 in program funds is expected to be available to the OHYHC. These funds will be deposited to HUD-ESG/SHP/HOPWA Fund (2103), HHS Administration Organization (78111), Project Related Grant Revenue Account (46111), under a project number to be established and appropriated to HUD-ESG/SHP/HOPWA Fund (2103), HHS Administration Organization (78111), Third Party Grant Contracts Account (54912), under a project number to be established. Assuming that SHP program funds continue to be made available and OHYHC collaborative agencies have met the City's performance standards, \$696,434 in SHP program and administrative funding will be available for the program years August 1, 2006 to July 31, 2007 and August 1, 2007 to July 31, 2008. These funds will be deposited in HUD-ESG/SHP/HOPWA Fund (2103), HHS Administration Organization (78111), under a project number to be established and will be appropriated to HUD-ESG/SHP/HOPWA Fund (2103), HHS Administration Organization (78111), Third Party Grant Contracts Account (54912) under a project number to be determined.

The City of Oakland has committed match funds in the amount of \$1,000 for the 2006 OHYHC program year to support the Homeless Management Information System (HMIS), a centralized data collection system mandated by HUD for use by all providers of homeless services supported with SHP funding. These funds are available in the General Purpose Fund (1010), HHS Administration organization (78111), Emergency Housing FY 2002-03 project (G168410) Fostering Safety and Health Program (SC22).

BACKGROUND

According to the Alameda Countywide Homeless Continuum of Care Council, as of year-end 2003, there are more than 1,700 homeless youth, ages 14-24, living on the street at any given time in Alameda County. Moreover, youth homelessness is episodic, often precipitated by sexual or physical abuse at home or non-acceptance by parents of their children's sexual identity.

Item: _____
Life Enrichment Committee
May 9, 2006

The need of homeless youth for food, clothing, and shelter is similar to homeless adults; however they also require age-appropriate services that provide them an alternative to the streets. Many youth avoid shelters or agencies that serve older populations. Many homeless youth receiving services report family conflict as the primary reason for homelessness. Sources of conflict vary, including incarceration, sexual activity and sexual orientation, pregnancy, school problems, and alcohol and drug use. Neglect and physical or sexual abuse are also common experiences.

The original HYC was the first coordinated effort to provide age-appropriate services to homeless youth in Alameda County. Homeless providers primarily targeted homeless adults and families for services, and youth development organizations lacked the capacity to effectively cope with youth homelessness. The HYC was structured to be a comprehensive system of care provision through five service agencies linking homeless youth and young adults to a seamless, coordinated continuum of services including drop-in centers, transitional housing, vocational and education training, life skills training and emotional support. HYC's continuum of housing and supportive services was delivered through a Collaborative Specialist Service Team, working closely with case management staff. HYC was supported by two HUD grants, one of which (\$696,434 annually) will be transferred at HUD's request to the City of Oakland as grantee and coordinator of a new Oakland Homeless Youth Housing Collaborative consisting of Covenant House, the East Oakland Community Project, and the First Place Fund for Youth. The other, smaller HUD grant will be retained by the original grantee, Fred Finch Youth Center, which will continue to provide direct services to homeless youth at its 8th Street transitional housing facility.

KEY ISSUES AND IMPACTS

Through execution of an Assignment and Assumption Agreement with HUD and the Fred Finch Youth Center, all rights and responsibilities of the SHP grant agreement will be assigned to the City of Oakland. Fred Finch will be obligated to transfer all funds, files, records, documents, and reports related to the grant to the City of Oakland. The City in return will assume responsibility for management of the program funds and delivery of transitional housing with supportive services to homeless youth through contracts with Covenant House, First Place Fund for Youth, and the East Oakland Community Project.

It is anticipated that neither the SHP renewal process nor the renewal amount (\$696,434) will change as long as SHP funds are available for the OHYHC collaborative. An automatic renewal of the SHP grant, without return to Council, will help to streamline a very time-sensitive funding process and maintain continuity of services. It will save a significant amount of staff time, since three of the four OHYHC provider agencies under the SHP grant are on different fiscal years and would require three additional Council actions each year to renew the grants. The OHYHC provider agencies will undergo two audits each year. HUD will conduct an external audit of OHYHC provider agencies, and City staff will conduct an internal review of each OHYHC agency's compliance with City contract requirements. The results of annual OHYHC audits can be made available to the Council in advance of the renewal process. In addition, OHYHC program expenditures and project activity are included in the City's Consolidated Annual

Performance and Evaluation Report (CAPER) which will also be submitted for Council approval on an annual basis prior to submission to HUD.

The agreements between the City and the OHYHC collaborative agencies will be authorized only through the grant period ending July 31, 2008, subject to satisfactory performance by Covenant House, East Oakland Community Project, and First Place Fund for Youth. Satisfactory performance will be measured by the agencies' compliance with their respective scopes of services, and through annual monitoring and evaluations conducted by the City's Department of Human Services/Community Housing Services Division. Council approval will be required to enter into OHYHC contracts for delivery of transitional housing and supportive services beyond the 2007-2008 SHP grant period.

Given the increasing number of homeless youth in Alameda County in need of age-appropriate services, it is critical that the City of Oakland support the Oakland Homeless Youth Housing Collaborative and promote the coordination of homeless services targeted to young adults, including case management; crisis intervention; life skills training; financial literacy; educational, vocational, and employment assistance; mental health and substance abuse assessment and referrals; housing preparation; transitional housing; and a range of other supportive services that help homeless youth ages 18 – 25 move toward self sufficiency and permanent housing.

Keeping in mind the long term goal of sustainable permanent living situations for homeless young adults, the Department of Human Services/Community Housing Services Division fully supports the delivery of homeless youth services through a comprehensive delivery system. With the assistance of HUD Supportive Housing Program funding, the Division has adequate resources and the staff to administer the OHYHC program.

PROGRAM DESCRIPTION

The Oakland Homeless Youth Housing Collaborative will provide support services to more than 100 homeless young adults annually. A total of 42-47 transitional housing beds will be available at a time and over 60 homeless young adults will be housed annually. The primary program goals for the youth are 1) to achieve greater self-determination; 2) to increase skills and income; 3) to obtain and remain in permanent housing. Program specific support services will be provided by the following collaborative members for six to twenty-four months depending on participant needs:

Item: _____
Life Enrichment Committee
May 9, 2006

Covenant House (2001 Harrison Street) will provide transitional beds to homeless youth through its Rights of Passage program. Modeled after a successful nationwide program implemented at Covenant Houses throughout the country, this program will help homeless youth gain and keep employment, set personal and career goals, address deficits in education, and plan for additional educational pursuits. The goal of the program is to help youth prepare for the world of work and to achieve self-sufficiency.

East Oakland Community Project (EOCP) (1024-101st Street) EOCP will provide emergency shelter, transitional housing, case management services, job and career counseling, and substance abuse counseling to youth in the OHYHC program. EOCP is the largest homeless shelter in Alameda County, with sleeping space, shower facilities, three meals daily, laundry facilities and access to clothing for an average of 60 to 180 days.

The First Place Fund for Youth (1755 Broadway) First Place will provide transitional housing access to permanent housing; move-in assistance; a move-in stipend (\$200 to every participant who completes 'economic literacy' and moves into a First Place apartment); a monthly rental subsidy; weekly youth advocacy; weekly transition support groups; monthly community building events; and a monthly food stipend (\$50). First Place was founded in 1998 to end homelessness and poverty among youth transitioning out of foster care and other institutional systems.

SUSTAINABLE OPPORTUNITIES

Economic:

Programs that provide services for homeless and low-income persons afford an environment that permits them to become more self-sufficient, obtain education and training, develop marketable skills, access employment opportunities and stabilize into permanent housing.

Environmental:

Supportive transitional housing is intended to provide a safe environment for homeless individuals who would otherwise be living on the streets or in other places not intended for human habitation. By providing service enriched housing they have an alternative and safe place to live as they work on creating self-sufficiency, life skills, and the economic resources to sustain permanent housing. Environmental degradation caused by the proliferation of litter, debris, human waste and other negative impacts is also addressed by the provision of quality habitable living environments for the homeless population.

Social Equity:

The appropriation of City funds to serve the homeless community provides for the most basic human needs and assists individuals to participate more fully and actively in society.

DISABILITY AND SENIOR CITIZEN ACCESS

The transitional housing programs which comprise the Oakland Homeless Youth Housing Collaborative serve and are accessible to persons with disabilities. The OHYHC programs are targeted to youth age 18 – 25, and do not anticipate services to senior citizens; however the transitional housing facilities are handicap accessible and referral services for comparable housing and/or services are offered to persons with disabilities for whom the facilities present too great a challenge.

RECOMMENDATIONS

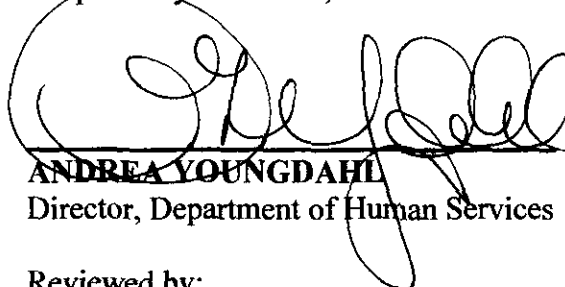
Staff recommends that the City Council authorize the City Administrator to enter into a grant assignment and assumption agreement between the City of Oakland, the U.S. Department of Housing and Urban Development, and the Fred Finch Youth Center in the approximate amount of \$490,000 for the Oakland Homeless Youth Housing Collaborative for the period May 1, 2006 to July 31, 2006. Staff also recommends that the City Administrator be authorized to accept and appropriate \$696,434 in supportive housing program funding for the period August 1, 2006 to July 31, 2007, and that the City Administrator be authorized to apply for, accept and appropriate any renewal funding without returning to Council. Staff also recommends authorizing the City Administrator to enter into agreements in amounts not to exceed \$333,000 for Covenant House, \$175,000 for First Place Fund for Youth, and \$156,000 for the East Oakland Community from August 1, 2006 to July 31, 2007 to provide transitional housing and services to homeless youth between the ages of 18 and 25 with one year options to renew the contracts if SHP funds continue to be available and Covenant House, East Oakland Community Project, and First Place Fund for Youth perform to the City's satisfaction. Staff foresees no negative impact on the City as a result of these actions.

Item: _____
Life Enrichment Committee
May 9, 2006

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests that the City Council approve a resolution authorizing the actions recommended above.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Andrea Youngdahl', is written over a horizontal line.

ANDREA YOUNGDAHL

Director, Department of Human Services

Reviewed by:

Susan R. Shelton, Manager

Community Housing Services Division

Prepared by:

Norma W. Thompson

Housing Development Coordinator

Community Housing Services

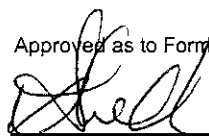
**APPROVED AND FORWARDED TO THE
LIFE ENRICHMENT COMMITTEE:**

A handwritten signature in black ink, appearing to read 'Cheryl R. Thompson', is written over a horizontal line.
OFFICE OF THE CITY ADMINISTRATOR

Item: _____
Life Enrichment Committee
May 9, 2006

2006 APR 27 PM 4:50

OAKLAND CITY COUNCIL

Approved as to Form and Legality

City Attorney

RESOLUTION No. _____ C.M.S.

A RESOLUTION (1) AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO A GRANT ASSIGNMENT AND ASSUMPTION AGREEMENT BETWEEN THE CITY OF OAKLAND, THE FRED FINCH YOUTH CENTER, AND THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT IN THE APPROXIMATE AMOUNT OF \$490,000 FOR THE OAKLAND HOMELESS YOUTH HOUSING COLLABORATIVE FOR THE PERIOD MAY 1, 2006 TO JULY 31, 2006; (2) ACCEPTING AND APPROPRIATING \$696,434 IN SUPPORTIVE HOUSING PROGRAM FUNDING FOR THE PERIOD AUGUST 1, 2006 TO JULY 31, 2007, AND AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR, ACCEPT AND APPROPRIATE ANY RENEWAL FUNDING WITHOUT RETURNING TO COUNCIL; (3) AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO AGREEMENTS IN AMOUNTS NOT TO EXCEED \$333,000 FOR COVENANT HOUSE, \$175,000 FOR FIRST PLACE FUND FOR YOUTH, AND \$156,000 FOR THE EAST OAKLAND COMMUNITY PROJECT FROM AUGUST 1, 2006 TO JULY 31, 2007 TO PROVIDE TRANSITIONAL HOUSING AND SERVICES TO HOMELESS YOUTH BETWEEN THE AGES OF 18 AND 25 WITH ONE YEAR OPTIONS TO RENEW

WHEREAS, in 1996 the U.S. Department of Housing and Urban Development (HUD) awarded Supportive Housing Funds (SHP funds) in the amount of \$696,434 to the Fred Finch Youth Center for the purpose of acting as grantee and contract administrator for the Homeless Youth Collaborative (HYC). HYC consisted of five service organizations providing a range of supportive services to homeless youth between the ages of 18 and 25 years; and

WHEREAS, the HYC did not prove to be the most effective system for delivering housing and services to program clients as prescribed by the terms of the HUD SHP grant funding previously referenced; and

WHEREAS, HUD has requested that the City of Oakland become the grantee and contract administrator of the program and assume responsibility for the SHP funds and the coordination of service delivery to the collaborative which has been re-named the Oakland Homeless Youth Housing Collaborative (OHYHC); and

WHEREAS, an Assignment and Assumption agreement will be prepared by HUD to transfer approximately \$490,000 in SHP grant funds to the City of Oakland for the remaining grant period May 1, 2006 through July 31, 2006 and to transfer authority to administer the grant from the Fred Finch Youth Center to the City of Oakland; and

WHEREAS, the City wishes to retain transitional housing with supportive services for homeless Oakland youth between the ages of 18 and 25; and

WHEREAS, SHP grant funds will be available in the program year August 1, 2006 through July 31, 2007 to fund transitional housing with supportive services such as food, shelter, clothing, and case management for homeless Oakland youth, including \$333,000 to Covenant House; \$175,000 to First Place Fund for Youth; \$156,000 to East Oakland Community Project; and \$32,434 to the City of Oakland for administrative costs associated with coordinating the provision of supportive services by the OHYHC collaborative; now therefore be it

RESOLVED: that the Council authorizes the City Administrator to enter into an Assignment and Assumption Agreement with the Fred Finch Youth Center and HUD for the purpose of assuming responsibility for the OHYHC program and to accept and administer the balance of funds remaining for the grant period May 1, 2006 through July 31, 2006 in the approximate amount of \$490,000; and be it

FURTHER RESOLVED: that the HUD grant funds for the OHYHC will be budgeted and deposited in HUD-ESG/SHP/HOPWA fund (2103), HHS Administration Organization (78111), Project Related Grant Revenue account (46111) under a project number to be established and will be appropriated to HUD-ESG/SHP/HOPWA Fund (2103), HHS Administration organization (78111), Third Party Grant Contracts – Earned account (54912), under a project number to be determined; and be it

FURTHER RESOLVED: that the Council authorizes the City Administrator to apply for, accept, and appropriate SHP funding in the amount of \$696,434 for the grant period August 1, 2006 through July 31, 2007 for transitional housing, supportive services, and administrative services to be provided by Covenant House, First Place Fund for Youth, the East Oakland Community Project and the City of Oakland; and be it

FURTHER RESOLVED: that the Council authorizes the City Administrator to enter into an Agreement with Covenant House in an amount not to exceed \$333,000; and with the First Place Fund for Youth in an amount not to exceed \$175,000; and with the East Oakland Community Project in an amount not to exceed \$156,000 for the period August 1, 2006 through July 31, 2007 to provide transitional housing and supportive services including, meals, clothing, case management, substance abuse counseling, job and career counseling, and financial assistance with permanent housing through the OHYHC, and to accept and appropriate \$32,434 for the City of Oakland for SHP grant administration; and be it

FURTHER RESOLVED: that the Council authorizes the City Administrator to renew the above-referenced agreements for the grant period of August 1, 2007 through July 31, 2008 subject to satisfactory performance and available funding; and be it

FURTHER RESOLVED: that the Council authorizes the City Administrator to apply for, accept and appropriate funding for the renewal of the OHYHC grant for as long as the funding remains available without returning to Council; and be it

FURTHER RESOLVED: that said agreements shall be reviewed as to form and legality by the Office of the City Attorney and copies shall be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and
PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California