



CITY OF OAKLAND

AGENDA REPORT

TO: HENRY L. GARDNER
INTERIM CITY ADMINISTRATOR

FROM: Sara Bedford

SUBJECT: Inclement Weather Response System
Strategy

DATE: October 7, 2014

City Administrator
Approval

Date

10-19-14

COUNCIL DISTRICT: Citywide

RECOMMENDATION

Staff recommends that the City Council adopt a resolution authorizing the City Administrator:

- 1) to accept and appropriate an estimated amount of \$15,000 from the City of Emeryville for Winter Shelter and Warming Centers;
- 2) To enter into grant agreements for the provision of Emergency Winter Shelter beds in an aggregate amount of \$53,000 with St. Mary's Center and East Oakland Community Project;
- 3) to enter into grant agreements for the provision of warming centers in an aggregate amount of \$54,000 with Dignity Housing West and Bay Area Community Services; and
- 4) to allocate up to \$15,115 in existing funds and accept, appropriate and allocate any additional funds from other sources to amend the grant agreements for additional shelter beds and/or warming center accommodations, and purchase miscellaneous supplies for the operation of the winter shelters for the period beginning November 15, 2014 through April 15, 2015 without returning to Council.

EXECUTIVE SUMMARY

The Regional Inclement Weather Response System has been developed through a collaboration of the cities of Oakland, Berkeley, Albany and Emeryville, and with Alameda County, due to the unavailability of the former Oakland Army Base homeless shelter. The strategy provides an alternative to the Army Base shelter, featuring a limited quantity of winter shelter beds in each participating city for vulnerable populations and as-needed warming centers

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to be opened in the event of inclement weather conditions. These municipal investments will be backed by the North County Housing Connect program, a combination of county-funded outreach, case management and rapid re-housing programs designed to place clients into permanent housing. The Oakland shelter and warming center strategy is designed to accommodate 58 Oakland and Emeryville homeless clients, ensuring physical safety for vulnerable populations and inclement weather respite for the general homeless population when weather conditions warrant. The North County Housing Connect program component will provide permanent housing accommodations for 40 to 60 Oakland/Emeryville/Berkeley clients using county outreach and rapid rehousing resources. The City of Berkeley will provide parallel winter shelter and warming center beds for its residents and will share in county resources through the North County Housing Connect program.

The **Regional Inclement Weather Response System** uses an innovative and cost effective model that has been successful nationally. Rather than make use of a single large congregate facility that is open nightly throughout the winter season, but offers only temporary respite from the elements, this strategy emphasizes a limited, lifeline quantity of every night winter shelter beds for vulnerable populations, warming centers to be opened as needed during inclement weather events for the general homeless population, and a rapid re-housing approach that aims at placing clients into permanent housing. Under this strategy, Oakland funding will be used to finance shelter and warming center accommodations. Alameda County general fund contributions will be used to fund outreach and initial rapid re-housing resources. The overall strategy is projected to eventually make use of a dedicated rapid re-housing fund derived from Alameda County residual property tax revenues (also known as “boomerang” funds) to move clients into permanent housing. The projected rapid rehousing funds were approved by the Alameda County Board of Supervisors in July 2014 and will be apportioned under a geographical distribution formula by means of a Request for Proposals process. The Regional Inclement Weather Response System Strategy, which has been developed collaboratively by municipal and county staffs, will apply for rapid re-housing funds through the anticipated RFP process and stands to submit a strongly competitive application.

OUTCOME

Approval of the accompanying resolution will provide a limited, lifeline quantity of every night winter shelter beds for vulnerable populations (about 18 beds) at St. Mary’s Center and Crossroads Shelter, as-needed warming center accommodations for 40 persons, at the Henry Robinson Center and 2551 San Pablo Avenue, for a total of 58 inclement weather and shelter accommodations. The accommodation of 58 clients provides more than maintenance of effort from last year, when 44 beds were provided. Also, in partnership with Alameda County, the overall inclement weather response system strategy will provide outreach and client housing placement services for 40 to 60 clients.

Site	Type	Clients served per night
St. Mary's Center	Winter Shelter	10
Crossroads Shelter	Winter Shelter	8
Henry Robinson Center/ Bay Area Community Services, Inc. (BACS)	Warming Center	15
Dignity Housing/2551 San Pablo Avenue	Warming Center	25
Total client accommodations		58

BACKGROUND/LEGISLATIVE HISTORY

From 1999 through 2012, the City of Oakland, in partnership with Alameda County and the City of Berkeley, operated a regional winter shelter at the Oakland Army Base for homeless North County residents. The shelter was housed in a large warehouse building owned by the former Oakland Redevelopment Agency. This 100 bed congregate shelter for single men and women provided primarily compassionate refuge from inclement weather during the winter months, with a bare minimum of social services on site due to budget constraints. The approximate cost of the shelter was \$300,000 per season plus use of the building itself, with the costs shared by the participating jurisdictions. Starting in 2013, the Army Base site became unavailable due to development, and a suitable site for a large congregate shelter has not been identified since that time.

However, coincident with the loss of the Army Base shelter, national policy and associated funding has taken a new direction, away from large congregate shelters and towards rapid re-housing. Since passage of the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009, federal policy has de-emphasized the use of emergency shelter as an effective response tool to mitigate homelessness. Although shelters afford basic temporary respite, they tend to maintain the status quo for clients without increasing their skills, their resources or their economic position after the intervention. Rapid re-housing, by placing homeless clients directly into permanent housing, offers a more viable long term solution. City of Oakland policy and investments have also moved towards rapid re-housing and related activities, including the repurposing of the Henry Robinson Center from transitional housing to an interim housing/rapid re-housing model, and the use of federal funds to support rapid re-housing activities through virtually all provider grant agreements.

Based on a staff analysis of three years of Army Base winter shelter occupancy data, the typical winter shelter client receives shelter for the winter months and then exits back to the streets in the spring, their fundamental prospects and homeless status unchanged. Longitudinal data indicates that more than 20% of long term homeless clients return to the shelter year after year in a revolving door fashion. Studies and actual experience nationwide have shown that more positive and permanent outcomes are achieved when limited, basic shelter services are augmented with a rapid rehousing approach that is used to assist clients to move towards

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permanent housing as a lasting solution to homelessness. See *Attachment A* for an article on national movement.

Shelter Data Analysis

Analysis of Homeless Management Information System (HMIS) data, the Housing and Urban Development (HUD) mandated information system required for all federally funded programs for the Oakland Army Base Winter Shelter from the years 2010 through 2013, reveal the following:

- 79% of clients were over age 41 at intake; 29.7% were over age 55
- 74% were male
- 61% were African-American; 19% White
- 36% were coming from another shelter
- 38% from a place not meant for human habitation
- 17% from living with family or friends
- Roughly 40% chronically homeless; approximately 60% temporarily/episodically homeless
- 62% with long-term disability
- 16% veterans

Over the three year period of the study, 30% of clients exited in less than 30 days, and 54% of clients exited within 60 days. Many of the early exit clients – primarily those who were temporarily/episodically homeless – were able to successfully find some positive housing destinations. The more chronically homeless tended to return to the streets and become repeat users of shelter. Data appears to indicate that the winter shelter has served two distinct populations – a long term homeless population (likely around 40%) and an episodic or short-term homeless population (likely around 60%). This data is fairly consistent with national research studies on emergency shelter subpopulations in other large urban areas. Based on the data, a bifurcated intervention strategy seems to be called for – one that addresses the episodic homeless population by short term housing acquisition resources, and another that addresses the chronic homeless population by longer term permanent supportive housing placements.

Regional Inclement Weather Response System Strategy

After discussions with jurisdictional partners, a regional inclement weather response system strategy has been developed using innovative and cost effective approaches that have been successful in other localities.

The basic tenets of the strategy are:

1. **Use of every night shelter beds for vulnerable populations.** A limited number of shelter beds will be available every night during the winter season at St. Mary's Center (10 beds for medically vulnerable seniors) and Crossroads Shelter (eight beds for veterans and medically challenged). Shelter beds will be enhanced by case management and rapid re-housing resources. St. Mary's will continue to provide 25 shelter beds in total, using other resources.
2. **Use of warming centers during episodes of inclement weather.** In order to provide respite from inclement weather, the strategy proposes to open warming centers in the downtown and west Oakland areas when temperatures fall below 40 degrees or when it rains. The warming center at the Henry Robinson Center is designed to provide respite for 15 clients per night. The Dignity Housing West site at 2551 San Pablo Avenue will serve as a warming center and provide accommodations for 25 clients. Warming centers will be enhanced by county outreach and rapid re-housing resources.
3. **Outreach team interventions.** Enhanced outreach teams will be used to strengthen an existing county outreach program employing specialists known as housing navigators to target vulnerable clients in the field and at warming centers and engage them in case management and housing placement services, to move clients directly into permanent housing. Outreach teams will provide street outreach to known encampments on an every night basis, and will also visit warming centers during inclement weather to provide outreach services at those locations. Outreach services will be funded through a county general fund contribution administered by the Alameda County Housing and Community Development Department, in coordination with the Alameda County Behavioral Health Agency. County outreach services will be supplemented by local outreach programs in the participating jurisdictions and the creation of a homeless registry that will enter client information, including vulnerability screening, into a database to enable prioritization of clients for rapid rehousing and other programming.
4. **Client targeting.** Heretofore, clients have been admitted to the winter shelter on a first come, first served basis, including many able-bodied clients. The current strategy proposes using every night street outreach teams to target and engage the most medically vulnerable of the literally homeless for entry to winter shelter and rapid re-housing programming, while still keeping warming centers available for the general homeless population.
5. **Use of leveraging.** Where possible, local funds will be used to leverage funds newly available through the Affordable Care Act by integrating Medicare reimbursable activities into the overall strategy.

- 6. Rapid Re-housing Fund.** A rapid re-housing fund will be developed to provide move-in resources to clients for the acquisition of housing. Initially this fund will be established using a general fund contribution from Alameda County. Eventually, subject to action by the Alameda County Board of Supervisors, this fund may be augmented by funds derived from residual property tax revenues (so-called "boomerang" funds) whose use for affordable housing purposes was approved by the Alameda County Board of Supervisors in July 2014.

Existing shelter, interim housing, and transitional housing resources will remain available during the winter season and serve as an anchor for the inclement weather strategy. The Henry Robinson Center in downtown Oakland will continue to provide over 60 units of interim/transitional housing to single adults and the Crossroads shelter in East Oakland will provide a 125 bed year-round shelter and transitional housing for the general homeless population, including families and special needs populations. St. Mary's Center winter shelter will provide a 25 bed every night shelter during the winter months to homeless seniors, augmented by additional beds funded by the City as part of the inclement weather strategy. The City also has an extreme weather emergency warming center plan in place in case an extreme cold weather event occurs. This plan provides for the opening of City facilities, including recreation centers, in the event of a cold weather state of emergency declared by the governor.

FISCAL IMPACTS

The average cost of a winter shelter bed is approximately \$25 per night based on non-profit provider costs including living wage compensation for staff. To put these costs in perspective, the traditional budget for the 100 bed Army Base shelter was approximately \$300,000, contributed by the jurisdictions of Oakland, Berkeley and Alameda County. This yielded an average of approximately \$20 per bed per night. The lower cost per bed per night for the Army Base shelter (\$20) versus the current proposal (\$25) reflects City ownership of the Army Base facility, economies of scale, and escalation of labor and other costs subject to inflation.

City funds will be used to fund the winter shelter and warming center elements of the overall inclement weather strategy, and the outreach and case management elements – including the provision rapid rehousing services, outreach services and housing-related case management activities will be funded by the county. It is estimated that the jurisdictions of Oakland and Berkeley will each need to contribute a total of \$105,000 for these purposes. Oakland will contribute these funds to the regional strategy from an appropriation of approximately \$85,000 from the baseline budget dedicated to winter shelter, and the reprogramming of approximately \$20,000 in miscellaneous unexpended funds from prior projects. The City of Emeryville will contribute \$15,000 to be administered through the City of Oakland Human Services Department. These funding sources are:

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Fund	Amount	Funding Source
1010.78411.54912.G463170	\$85,578	Winter Shelter, Approved Policy Budget 2013/2015
1010.78411.54912.G361910	\$4,792	Emergency Housing FY10/11 Carry Forward
2160.78411.54912.G417910	\$12,210	Prior year balance from OABTWS
2994.78411.54912.G417510	\$1,785	Prior year balance from OABTWS
1010.78411.54912.G462915	\$2,750	SHP/MCTHP Carry Forward
2994.78411.54912.TBD	\$15,000	City of Emeryville
Total	\$122,115	

Oakland and Emeryville contributions to the regional inclement weather response system strategy will be used for the procurement of winter shelter and warming center accommodations. Although staff remains in negotiations with individual providers, the estimated amounts for grant agreements are shown in the chart below. Note that staff seeks latitude to adjust the amounts of individual grants within the total aggregate amount.

Site	Clients served per night	Funding Source	Subtotal	Amount
WINTER SHELTER				
St. Mary's Center	10	1010.78411.54912.G463170 2994.78411.54912.TBD	\$25,000 \$15,000	\$40,000
East Oakland Community Project	8	1010.78411.54912.G463170	\$13,000	\$13,000
Total Winter Shelter	18		\$53,000	\$53,000
Site	Clients served per night	Funding Source	Subtotal	Amount
WARMING CENTERS				
Henry Robinson Center	15	1010.78411.54912.G463170	\$24,000	\$24,000
Dignity Housing West	25	1010.78411.54912.G463170 2160.78411.54912.G417910	\$23,578 \$6,422	\$30,000
Total Warming Centers	40		\$54,000	\$54,000
MISCELLANEOUS SUPPLIES				
Miscellaneous Supplies		2160.78411.54912.G417910 1010.78411.54912.G361910 2994.78411.54912.G417510 1010.78411.54912.G462915	\$5,788 \$4,792 \$1,785 \$2,750	\$15,115
Total			\$15,115	\$15,115
GRAND TOTAL	58		\$122,115	\$122,115

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Alameda County is also projected to contribute approximately \$146,000 from general fund balances towards the inclement weather response system. Approximately \$100,000 of these funds, administered by Alameda County Housing and Community Development Department (HCD), will likely be transferred to the Alameda County Behavioral Care Services (BHCS) Agency, to fund outreach and housing navigator services and leveraged using Affordable Care Act resources. With leveraging, the \$100,000 HCD contribution can provide over \$200,000 worth of services, which is projected to serve 40 to 60 clients with rapid re-housing services and permanent housing placement. The remaining \$46,000 in county general fund contribution will be used for rapid re-housing subsidies, including contributions from other collaboration jurisdictions.

PROGRAM DESCRIPTION

Winter Shelter - Traditional winter shelter beds will be available at St. Mary's Center (10 beds) and Crossroads Shelter (eight beds). These beds, intended for medically vulnerable seniors, veterans and other special needs populations, will be available every night during the winter season from early evening to the following morning and will provide a hot evening meal and light breakfast. St. Mary's and Crossroads will also provide case management services.

Warming Centers - A warming center is a short term emergency accommodation that operates when temperatures or a combination of precipitation, wind chill, wind and temperature become dangerously inclement. Their paramount purpose is the prevention of death and injury related to exposure to the elements. This may include acute trauma from falling objects such as trees, or cold weather injury to extremities due to frostbite. A more prevalent emergency which warming centers seek to prevent is hypothermia, the risk for which is aggravated by factors such as age, alcohol consumption, and homelessness. Based on historical meteorological trends, it is anticipated that inclement weather conditions are prevalent for 40 nights during the average winter season. Staff proposes a grant agreement with Bay Area Community Services, Inc. for the operation of a warming center for the accommodation of up to 15 persons in an amount up to \$24,000 for the period of November 15, 2014 through April 15, 2015; and a grant agreement with Dignity Housing West, Inc. for the operation of a warming center for the accommodation of up to 25 persons in an amount up to \$30,000 for the period of November 15, 2014 through April 15, 2015 for a total of 40 warming center accommodations through the inclement weather response system strategy. The warming centers will operate on a first come, first served basis and have a "low threshold" for admission that does not impose medical, income, homeless status or other limiting criteria upon incoming clients.

Staff will make use of several communications resources to alert the homeless and the general public to the opening of warming centers during inclement weather events. The City's website will have a page dedicated to the warming centers and related shelter resources. Other media sources, including the 2-1-1 line, email, flyers and street outreach teams will help to alert the homeless and the general public to shelter and warming center resources. Each morning between November 15 and April 15, the designated warming center coordinator checks an online weather

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forecast source to determine if the evening's forecast meets the temperature/rain criteria to open. If so, the coordinator contacts the warming centers to confirm that the site will be available and what time the warming centers can open, usually between 6 and 9 p.m. Once the coordinator confirms the time, he sends out an email notification to a variety of stakeholders including the Housing Assistance Center, Oaklanders Assistance Center, Human Services and Housing Department staff, Oakland homeless service providers, Oakland Police Department, Oakland Office of Emergency Services, Eden I&R Information and Referral (2-1-1), and Operation Dignity, and prepares notices to distribute and post in the areas where homeless people congregate. The notice provides the date, day, location and what time the warming center will open.

Outreach Infrastructure - The strategy seeks to build upon existing outreach infrastructure; Alameda County Behavioral Health Care Services (BHCS) currently funds the Oakland Project Connect program (OPC), operated under contract by Bay Area Community Services, Inc. (BACS). The OPC program provides street outreach services in Oakland and rapid rehousing programming to street homeless populations with mental health issues, and is based on a New York City based CTI (Critical Time Intervention) model. This model seeks to provide housing related outreach intervention to street homeless populations, and is augmented by specialists known as housing navigators. Housing navigators are specialized personnel who engage clients at encampments and in the streets during outreach activities, and stay with that client until a positive housing outcome is achieved. The OPC team also has access to rapid re-housing funds provided by the county to provide housing acquisition and move-in resources for outreach clients.

Beginning with the **Regional Inclement Weather Response System strategy** and ongoing thereafter, the OPC program will be expanded and renamed the North County Housing Connect program, reflecting the regional nature of the program and its permanent housing emphasis.

The North County Housing Connect program will target individuals with the greatest risk of significant health impacts from homelessness. There is a vulnerability index developed under the Home Stretch program (a national program aimed at prioritizing the most vulnerable homeless populations) that has been used as part of this targeting effort – homeless for at least six months with one or more of the following markers:

- a) More than three hospitalizations or emergency room visits in a year
- b) More than three emergency room visits in the previous three months
- c) Aged 60 or older
- d) Cirrhosis of the liver
- e) End-stage renal disease
- f) History of frostbite, immersion foot, or hypothermia
- g) HIV+/AIDS
- h) Tri-Morbidity of psychiatric, substance abuse, and chronic medical condition

It is anticipated that the North County Housing Connect team will target the most medically and behaviorally challenged clients, as well as the general encampments population, living on the streets and in encampments in Oakland, and integrate them into the warming center and rapid rehousing inclement weather response strategy. In addition to visiting encampments on an every night basis, the outreach team will also provide services to winter shelter locations and warming centers. It is anticipated that the North County Housing Connect team will coordinate with existing outreach programming through Operation Dignity in Oakland. Housing navigators funded through the program will have the capacity and resources to provide permanent housing solutions for an estimated 40 to 60 clients.

County outreach services will be supplemented by local outreach programs in the participating jurisdictions and the creation of a homeless registry that will enter client information, including vulnerability screening, into a database to enable prioritization of clients for rapid rehousing and other programming.

PUBLIC OUTREACH/INTEREST

This item did not require any additional public outreach other than the required posting on the City's website.

COORDINATION

Implementation of the inclement weather response system strategy will require coordination with jurisdictional partners, notably Alameda County, expansion of existing service provider capacity in both Oakland and Berkeley, regional coordination of rapid rehousing funding, and the establishment of warming centers in the community.

This item required coordination with the Alameda County Housing and Community Development Agency (HCD), Alameda County Health Care Services Agency, and the Cities of Albany, Berkeley and Emeryville, the report and resolution have been approved by the Office of the City Attorney and the Budget Office.

SUSTAINABLE OPPORTUNITIES

Economic: Integration of homeless clients into the economic mainstream reduces crime and provides economic stability for clients, their families, and the community.

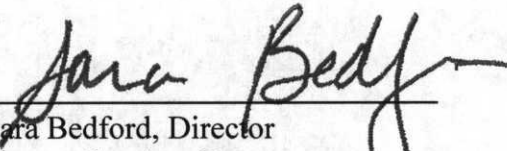
Environmental: Integration of homeless clients into familiar Oakland neighborhoods in supervised settings will provide for community stability and productive environments.

Social Equity: Through the provision of housing and wrap around services to homeless and re-entry populations, these clients will begin to achieve stability and prosperity and contribute positively to the community.

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For questions regarding this report, please contact Susan Shelton, Community Housing Services Manager.

Respectfully submitted,



Sara Bedford, Director
Human Services Department

COMMUNITY HOUSING SERVICES DIVISION

Reviewed by: Susan R. Shelton, Manager

Prepared by: Mike Church and Angela Pride

Attachment A - Article on National Movement

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THE FINANCIAL PAGE | SEPTEMBER 22, 2014 ISSUE

HOME FREE?

BY JAMES SUROWIECKI

In 2005, Utah set out to fix a problem that's often thought of as unfixable: chronic homelessness. The state had almost two thousand chronically homeless people. Most of them had mental-health or substance-abuse issues, or both. At the time, the standard approach was to try to make homeless people "housing ready": first, you got people into shelters or halfway houses and put them into treatment; only when they made progress could they get a chance at permanent housing. Utah, though, embraced a different strategy, called Housing First: it started by just giving the homeless homes.

Handing mentally ill substance abusers the keys to a new place may sound like an example of wasteful government spending. But it turned out to be the opposite: over time, Housing First has saved the government money. Homeless people are not cheap to take care of. The cost of shelters, emergency-room



ILLUSTRATION BY CHRISTOPH NIEMANN

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visits, ambulances, police, and so on quickly piles up. Lloyd Pendleton, the director of Utah's Homeless Task Force, told me of one individual whose care one year cost nearly a million dollars, and said that, with the traditional approach, the average chronically homeless person used to cost Salt Lake City more than twenty thousand dollars a year. Putting someone into permanent housing costs the state just eight thousand dollars, and that's after you include the cost of the case managers who work with the formerly homeless to help them adjust. The same is true elsewhere. A Colorado study found that the average homeless person cost the state forty-three thousand dollars a year, while housing that person would cost just seventeen thousand dollars.

Housing First isn't just cost-effective. It's more effective, period. The old model assumed that before you could put people into permanent homes you had to deal with their underlying issues—get them to stop drinking, take their medication, and so on. Otherwise, it was thought, they'd end up back on the streets. But it's ridiculously hard to get people to make such changes while they're living in a shelter or on the street. "If you move people into permanent supportive housing first, and then give them help, it seems to work better," Nan Roman, the president and C.E.O. of the National Alliance for Homelessness, told me. "It's intuitive, in a way. People do better when they have stability." Utah's first pilot program placed seventeen people in homes scattered around Salt Lake City, and after twenty-two months not one of them

was back on the streets. In the years since, the number of Utah's chronically homeless has fallen by seventy-four per cent.

Of course, the chronically homeless are only a small percentage of the total homeless population. Most homeless people are victims of economic circumstances or of a troubled family environment, and are homeless for shorter stretches of time. The challenge, particularly when it comes to families with children, is insuring that people don't get trapped in the system. And here, too, the same principles have been used, in an approach called Rapid Rehousing: the approach is to quickly put families into homes of their own, rather than keep them in shelters or transitional housing while they get housing-ready. The economic benefits of keeping people from getting swallowed by the shelter system can be immense: a recent Georgia study found that a person who stayed in an emergency shelter or transitional housing was five times as likely as someone who received rapid rehousing to become homeless again.

It may seem surprising that a solidly conservative state like Utah has embraced an apparently bleeding-heart approach like giving homeless people homes. But in fact Housing First has become the rule in hundreds of cities around the country, in states both red and blue. And while the Obama Administration has put a lot of weight (and money) behind these efforts, the original impetus for them on a national scale came from the Bush Administration's homelessness czar Philip Mangano. Indeed, the fight against homelessness has

genuine bipartisan support. As Pendleton says, "People are willing to pay for this, because they can look at it and see that there are actually solutions. They can say, 'Ah, it works.'" And it saves money.

The recognition that it makes sense to give money away today in order to save money later isn't confined to homeless policy. It has animated successful social initiatives around the world. For more than a decade, Mexico has been paying parents to keep their children in school, and studies suggest that the program is remarkably cost-effective, once you take into account the economic benefits of creating a more educated and healthy population. Brazil's Bolsa Familia is a similar program. The traditional justification for such initiatives has been a humanitarian or egalitarian one. But a cost-benefit analysis suggests that, in many cases, such programs are also economically rational.

Our system has a fundamental bias toward dealing with problems only after they happen, rather than spending up front to prevent their happening in the first place. We spend much more on disaster relief than on disaster preparedness. And we spend enormous sums on treating and curing disease and chronic illness, while underinvesting in primary care and prevention. This is obviously costly in human terms. But it's expensive in dollar terms, too. The success of Housing First points to a new way of thinking about social programs: what looks like a giveaway may actually be a really wise investment. ♦

FILED
OFFICE OF THE CITY CLERK
OAKLAND

OAKLAND CITY COUNCIL

Amador
City Attorney

2014 OCT 15 PM 3:25 RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR:

- 1) TO ACCEPT AND APPROPRIATE AN ESTIMATED AMOUNT OF \$15,000 FROM THE CITY OF EMERYVILLE FOR WINTER SHELTER AND WARMING CENTERS;
- 2) TO ENTER INTO GRANT AGREEMENTS FOR THE PROVISION OF EMERGENCY WINTER SHELTER BEDS IN AN AGGREGATE AMOUNT OF \$53,000 WITH ST. MARY'S CENTER AND EAST OAKLAND COMMUNITY PROJECT;
- 3) TO ENTER INTO GRANT AGREEMENTS FOR THE PROVISION OF WARMING CENTERS IN AN AGGREGATE AMOUNT OF \$54,000 WITH DIGNITY HOUSING WEST AND BAY AREA COMMUNITY SERVICES; AND
- 4) TO ALLOCATE UP TO \$15,115 IN EXISTING FUNDS AND ACCEPT, APPROPRIATE AND ALLOCATE ANY ADDITIONAL FUNDS FROM OTHER SOURCES TO AMEND THE GRANT AGREEMENTS FOR ADDITIONAL SHELTER BEDS AND/OR WARMING CENTER ACCOMMODATIONS, AND PURCHASE MISCELLANEOUS SUPPLIES FOR THE OPERATION OF THE WINTER SHELTERS FOR THE PERIOD BEGINNING NOVEMBER 15, 2014 THROUGH APRIL 15, 2015 WITHOUT RETURNING TO COUNCIL

WHEREAS, over two thousand homeless persons are living outside and unsheltered in the City of Oakland at any given time; and

WHEREAS, the existing homeless shelter system in the City of Oakland provides less than 200 shelter beds per night; and

WHEREAS, the existing shelter system operates at or near full capacity for most of the year and there are a significant number of people turned away; and

WHEREAS, the Oakland Army Base Temporary Winter Shelter (OABTWS), which provided 50 beds for Oakland single homeless persons during the winter months from 1999 until 2012 is no longer available for the provision of emergency shelter due to development at the Army Base; and

WHEREAS, there is a need for additional shelter beds during the winter months, when many of the homeless population are at risk of death due to exposure to the elements; and

WHEREAS, in response to the loss of the OABTWS, the City of Oakland wishes to participate with the cities of Berkeley and Emeryville and with Alameda County to establish a Regional Inclement Weather Response System Strategy; and

WHEREAS, the City of Oakland could provide approximately 18 winter shelter beds by entering into grant agreements with St. Mary's Center and East Oakland Community Project; and

WHEREAS, the City of Oakland could provide approximately 40 warming center accommodations by entering into grant agreements with Dignity Housing West and Bay Area Community Services; and

WHEREAS, funds are available in an estimated amount of \$122,115 for the winter shelter beds from the following sources:

Fund	Amount	Funding Source
1010.78411.54912.G463170	\$85,578	Winter Shelter, Approved Policy Budget 2013/2015
1010.78411.54912.G361910	\$4,792	Emergency Housing FY10/11 Carry Forward
2160.78411.54912.G417910	\$12,210	Prior year balance from OABTWS
2994.78411.54912.G417510	\$1,785	Prior year balance from OABTWS
1010.78411.54912.G462915	\$2,750	SHP/MCTHP Carry Forward
2994.78411.54912.TBD	\$15,000	City of Emeryville
Total	\$122,115	

; and

WHEREAS, the City desires to enter into grant agreements with Bay Area Community Services (BACS), St. Mary's Center, East Oakland Community Project and Dignity Housing West and purchase miscellaneous supplies for the operation of the winter shelters in the estimated amounts as shown below for a total aggregate amount not to exceed \$122,115; and

WHEREAS, other funding sources may be identified to contribute to the contracting of additional shelter beds and rapid rehousing funding; now, therefore, be it

RESOLVED: That the City Administrator is authorized to accept an estimated amount of \$15,000 from the City of Emeryville to support the County Inclement Weather Strategy for winter of 2014-2015 and appropriate the funds in the Social Services Grant Fund (2994), Community Housing Services Org (78411), Third Party: Grant Contracts Earned Account (54912), and Project to be determined; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into grant agreements with Bay Area Community Services, Inc., St. Mary's Center, East Oakland Community Project and Dignity Housing West and purchase miscellaneous supplies for the operation of the winter shelters in the estimated amounts listed in the tables below for an aggregate total amount not to exceed \$122,115

Site	Clients served per night	Funding Source	Subtotal	Amount
WINTER SHELTER				
St. Mary's Center	10	1010.78411.54912.G463170 2994.78411.54912.TBD	\$25,000 \$15,000	\$40,000
East Oakland Community Project	8	1010.78411.54912.G463170	\$13,000	\$13,000
Total Winter Shelter	18		\$53,000	\$53,000

Site	Clients served per night	Funding Source	Subtotal	Amount
WARMING CENTERS				
Henry Robinson Center	15	1010.78411.54912.G463170	\$24,000	\$24,000
Dignity Housing West	25	1010.78411.54912.G463170 2160.78411.54912.G417910	\$23,578 \$6,422	\$30,000
Total Warming Centers	40		\$54,000	\$54,000
MISCELLANEOUS SUPPLIES				
Miscellaneous Supplies		2160.78411.54912.G417910 1010.78411.54912.G361910 2994.78411.54912.G417510 1010.78411.54912.G462915	\$5,788 \$4,792 \$1,785 \$2,750	\$15,115
Total			\$15,115	\$15,115
GRAND TOTAL	58		\$122,115	\$122,115

; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to allocate \$15,115 in existing funds and accept, appropriate, and allocate any additional funds from other sources willing to fund the city Inclement Weather Response Strategy, to amend the grant agreements for the contracting of additional shelter beds and warming centers accommodations, and purchase miscellaneous supplies, including but not limited to rapid rehousing costs, transportation, food and other related needs to operate the 2014/2015 winter shelters for the period beginning November 15, 2014 through April 15, 2015 without returning to council; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests, and related action which may be necessary to establish and operate the 2014/2015 winter shelters 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 will be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, GALLO, GIBSON MCELHANEY, KALB, KAPLAN, REID, SCHAAF and PRESIDENT KERNIGHAN

NOES -

ABSENT -

ABSTENTION -

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