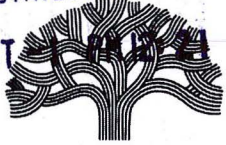


2015 OCT 13 11:24



CITY OF OAKLAND

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Winter Shelter Strategy

DATE: September 29, 2015

City Administrator Approval

Date:

9/30/15

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:

(1) Enter Into An Agreement And Accept And Appropriate Up To \$152,000 From Alameda County For North County Winter Relief Efforts Including Winter Shelter Beds;

(2) Enter Into An Agreement And Accept And Appropriate Up To \$15,000 From City Of Emeryville Funds For Winter Shelter Beds;

(3) Enter Into A Grant Agreement With Society Of St. Vincent De Paul Of Alameda County For The Provision Of 50 Plus Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$150,000;

(4) Enter Into A Grant Agreement With Bay Area Community Services, Operator Of The Henry Robinson Service Center, For The Provision Of 10 Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$30,000; And

(5) Accept And Appropriate Additional Funds From Alameda County And The City Of Emeryville To Fund Winter Relief Efforts And Amend The Grant Agreements For Additional Winter Relief Efforts For The Period Of November 1, 2015 Through April 30, 2016 Without Returning To Council.

Item: _____
Life Enrichment Committee
October 13, 2015

EXECUTIVE SUMMARY

The City of Oakland, in collaboration with the cities in North County (Oakland, Emeryville, Albany, Berkeley) and Alameda County, has developed a Winter Response strategy to address the needs of unsheltered (living on streets, in cars or in other places not meant for human habitation) homeless people during the winter months. The resolution before the City Council funds the continuation of a single site winter shelter accommodating 50 + single adults, as well as a service rich second shelter accommodating 10 single adults who are identified as very vulnerable. We anticipate that the total winter shelter beds will cost approximately \$235,000.

The shelters will be open from approximately 6pm-8am every day. The anticipated period of service provision is November 15, 2015 through April 15, 2016 with an additional two weeks before and after this time period to allow for non-profits to set up and dis-assemble the shelter and to increase the number of days the shelters are open should additional funds become available.

This resolution asks the Council to accept and appropriate funds for this effort.

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. A suitable site for a large (100 bed) congregate shelter had not been identified. After discussions with jurisdictional partners, a regional winter weather response system was developed as an alternative to the Army Base shelter for the 2013/2014 and 2014/2015 Winter Shelter seasons. The strategies incorporated various active components, including scattered site beds at various agencies, as-needed warming centers, outreach-based interventions, rapid re-housing programming, and housing assistance client services. The as needed warming centers, which have operated since the closure of the Oakland Army Base shelter, have been challenging to staff and manage.

ANALYSIS AND POLICY ALTERNATIVES

The January 2015 EveryOne Home Homeless count indicates that, on any given night, there are 1,384 unsheltered homeless persons in Oakland. Within the unsheltered population 56.5 percent are African American, 24 percent are White, and 12 percent are Latino. Additionally, of these 1384 individuals, 82 percent are 25 years or older. 20.8 percent of the 1384 individuals are chronically homeless, which is defined as a person with a disabling condition who has been homeless for one year continuously or who has had four episodes of homelessness in the past three years. The homeless population in shelters may include people temporarily in transition from institutions or other residential circumstances as well as the working homeless, who work during the day and sleep at the shelter at night.

Throughout Oakland there are approximately 350 shelter beds available on any given night, a portion of which are funded by the City. The proposed additional 60+ Winter Shelter beds during the cold winter months will be funded by the City of Oakland. The cold weather and rain of the winter months cause extreme hardship for those homeless persons who are unable to find shelter, and existing shelters must turn homeless persons away every day during the winter months. The establishment of these shelters will allow the most fragile of the homeless population, in danger of death due to exposure, to come in off the streets. It will also allow those in transition from institutions or other circumstances to have a temporary base from which to pursue self-sufficiency. The winter shelters also provide an opportunity for service providers to reach out and engage chronically homeless individuals. With such limited resources and a high demand even a relatively small winter shelter program will make a positive difference.

Table 1 below further demonstrates findings from the most recent homeless count for the unsheltered population.

Table 1: Oakland Homeless Demographics

Measure	Year - 2015
Total Homeless	2191
Unsheltered (on streets or places not meant for human habitation)	1384
Chronically Homeless	345
With Serious Mental Illness	359
With Substance Use Disorders	262
Victims of Domestic Violence	487
Living with HIV/AIDS	44
Veterans	203
Under the age of 18	240

While the total numbers of homeless individuals have stayed roughly the same since 2009 (the last year with Oakland specific data) there were a few significant changes. The numbers of unsheltered single adults has increased 45 percent since 2009 while the numbers of homeless families have declined by 13 percent. The numbers of homeless veterans in Oakland also dropped significantly, by 49 percent, reflecting a recent sizable increase in both Federal and State resources for this homeless sub-population.

Winter Relief Strategy

After discussions with jurisdictional partners, a regional strategy has been developed using an innovative and hybrid approach that draws upon staff's experience with a single site as well as the last two years' models.

The basic tenets of the strategy are as follows:

Single Site Winter Shelter - Traditional winter shelter beds will be available at The Society of St. Vincent de Paul (SVdP) located at 675 23rd Street Oakland, California 94612. SVdP is a nonprofit organization that provides direct assistance to needy men, women, and children in Alameda County. The organization engages to meet the needs of the poor and the homeless and serves anyone in need, regardless of race, creed, or origin. The proposed location is a large dining hall. The room is utilized as a dining hall Tuesday to Saturday, 10:45 am - 12:45 pm and serves up to 700 hot meals per day to people in need. The SVdP proposed Winter Shelter hours will be from 6pm – 8am thereby enabling the needs of both winter shelter participants and hot meals program recipients to both be served without conflict. The beds will be accessible to participants through a referral process from various City Of Oakland agencies. As part of staff's work, agreements will be reached with participating referring agencies about the number of bed assignments. Though not part of the Winter Shelter program specifically, SVdP operates a drop-in support services center adjacent to the proposed site that offers programs and assistance to help participants with steps toward stability.

Vulnerable Beds Shelter - The second proposed site is the Henry Robinson Center located at 559 16th St Oakland, CA 94612. Bay Area Community Services (BACS) is the operator and will provide up-to 10 beds for those persons identified to be most vulnerable using a vulnerability screening index. The vulnerability screening is designed to be congruent with the Home Stretch prioritization criteria (discussed in following sections) and will identify and target those that are the most medically vulnerable, long time homeless, seniors, and other special needs populations. The vulnerable beds shelter will be available every night during the winter season from approximately 6pm until 8am and will engage participants in intensive case management and rapid-rehousing services. Referrals to the shelter for vulnerable homeless individuals will come from Operation Dignity and BACS during their respective outreach efforts and these agencies will administer a vulnerability screening index. In addition, SVdP, and their referring agencies, will inform BACS if they believe someone might meet eligibility criteria and BACS will outreach to those persons to complete the vulnerability screening.

Outreach team interventions - Outreach teams will provide street outreach to known encampments on an every night basis. Outreach services will be funded through existing homeless mobile outreach programs in coordination with the Alameda County Behavioral Health Agency.

Client Targeting - Clients will be admitted to the winter shelter on a first come, first served basis, for each referring agency allotted bed allocations. In addition, the current strategy proposes using every night street outreach teams to target and engage the most medically vulnerable of the unsheltered homeless for entry to winter shelter and rapid re-housing programming, while still keeping winter shelter beds available for the general homeless population.

Home Stretch -The Winter Shelter Strategy proposed here is at the forefront of the County-wide Home Stretch effort, a collaborative project of the Alameda County Health Care Services Agency, EveryOne Home, and its public and non-profit agency partners. Home Stretch is a system that will coordinate, streamline, and prioritize access to permanent supportive housing for the most vulnerable homeless individuals. The Vulnerable Bed Shelter design proposed here is in alignment with this effort and BACS staff will fulfill the 'housing navigator' role that further supports the process of attaining and retaining permanent supportive housing.

FISCAL IMPACT

City funds will be used to fund the traditional winter shelter and vulnerable bed strategy, outreach, and case management elements. Outreach services and housing-related case management activities will be funded by the County. Oakland will contribute these funds to the regional strategy from an appropriation of approximately \$85,758 in General Funds from the baseline budget dedicated to winter shelter and approximately \$50,000 additional general funds dedicated to homeless services. The City of Emeryville is anticipated to contribute \$15,000 to be administered through the City of Oakland Human Services Department and will be used for the procurement of winter shelter and vulnerable bed accommodations. Alameda County Housing and Community Development (HCD) is also projected to contribute up to \$152,000 towards the North County's single site Winter Shelter, Vulnerable Bed Shelter, and Rapid Rehousing services. The following table below represents the allocation of funding for the FY15/16 winter shelter program:

Source	Fund	Organization	Account	Project	Program	Amount
City of Oakland	1010 General Purpose Fund	78411 Community Housing Services	54912 Grants Contracts	G487210 FY 15-16 OABTWS FY 15 GPF Match	SC22 Fostering Safe and Healthy Communities	\$85,758
City of Oakland	1010 General Purpose Fund	78411 Community Housing Services	54912 Grants Contracts	G463170 OABTWS FY 14 MTC	SC22 Fostering Safe and Healthy Communities	\$3,898
City of Oakland	1010 General Purpose Fund	78411 Community Housing Services	54912 Grants Contracts	A490850 Homeless PATH High Priority Area	SC22 Fostering Safe and Healthy Communities	\$50,000
City of Emeryville	2994 Social Services Grants	78411 Community Housing Services	54912 Grant Contracts	G417220 Winter Shelter & Warming Center Services	SC22 Fostering Safe and Healthy Communities	\$15,000
Alameda County	2160 County of Alameda: Grants	78411 Community Housing Services	54912 Grant Contracts	G463150 OABTWS FY1415 ALA	SC22 Fostering Safe and Healthy Communities	\$152,000
Total Funding:						\$306,656

Staff remains in negotiations with individual providers, the estimated amounts for grant agreements and supplies are shown in the chart below.

Winter Shelter			
	Clients served per night	Funding source	Amount
St. Vincent de Paul – general beds	50+	General Fund	Up to \$150,000
Henry Robinson Center – vulnerable beds	10	Alameda County	Up to \$30,000
Supplies (cots, bedding)	60	General Fund	Up to \$5000
Food and miscellaneous	60	General Fund	Up to \$50,000
Grand Total			Up to \$235,000

PUBLIC OUTREACH / INTEREST

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

COORDINATION

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 Controller's Bureau.

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. Homeless shelters improve the quality of Oakland's streets and neighborhoods.

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

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:

- (1) Enter Into An Agreement And Accept And Appropriate Up To \$152,000 From Alameda County For North County Winter Relief Efforts Including Winter Shelter Beds;
- (2) Enter Into An Agreement And Accept And Appropriate Up To \$15,000 From City Of Emeryville Funds For Winter Shelter Beds;
- (3) Enter Into A Grant Agreement With Society Of St. Vincent De Paul Of Alameda County For The Provision Of 50 Plus Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$150,000;
- (4) Enter Into A Grant Agreement With Bay Area Community Services, Operator Of The Henry Robinson Service Center, For The Provision Of 10 Emergency Winter Shelter Beds For The Period Of November 1, 2015 Through April 30, 2016 In An Amount Not To Exceed \$30,000; And
- (5) Accept And Appropriate Additional Funds From Alameda County And The City Of Emeryville To Fund Winter Relief Efforts And Amend The Grant Agreements For Additional Winter Relief Efforts For The Period Of November 1, 2015 Through April 30, 2016 Without Returning To Council.

For questions regarding this report, please contact Susan Shelton, Manager, Community Housing Services Division at 510-238-6186.

Respectfully submitted,



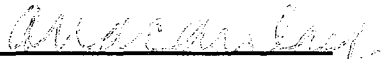
SARA BEDFORD
Director, Human Services Department

Community Housing Services Division
Reviewed by: Susan Shelton, Manager
Prepared by: Lara Tannenbaum, Planner
Talia Rubin, Program Analyst II

2015 OCT -1 PM 12: 21

OAKLAND CITY COUNCIL

Approved as to Form and Legality


City Attorney

RESOLUTION No. _____ C.M.S.

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:

(1) ENTER INTO AN AGREEMENT AND ACCEPT AND APPROPRIATE UP TO \$152,000 FROM ALAMEDA COUNTY FOR NORTH COUNTY WINTER RELIEF EFFORTS INCLUDING WINTER SHELTER BEDS;

(2) ENTER INTO AN AGREEMENT AND ACCEPT AND APPROPRIATE UP TO \$15,000 FROM CITY OF EMERYVILLE FUNDS FOR WINTER SHELTER BEDS;

(3) ENTER INTO A GRANT AGREEMENT WITH SOCIETY OF ST. VINCENT DE PAUL OF ALAMEDA COUNTY FOR THE PROVISION OF 50 PLUS EMERGENCY WINTER SHELTER BEDS FOR THE PERIOD OF NOVEMBER 1, 2015 THROUGH APRIL 30, 2016 IN AN AMOUNT NOT TO EXCEED \$150,000;

(4) ENTER INTO A GRANT AGREEMENT WITH BAY AREA COMMUNITY SERVICES, OPERATOR OF THE HENRY ROBINSON SERVICE CENTER, FOR THE PROVISION OF 10 EMERGENCY WINTER SHELTER BEDS FOR THE PERIOD OF NOVEMBER 1, 2015 THROUGH APRIL 30, 2016 IN AN AMOUNT NOT TO EXCEED \$30,000; AND

(5) ACCEPT AND APPROPRIATE ADDITIONAL FUNDS FROM ALAMEDA COUNTY AND THE CITY OF EMERYVILLE TO FUND WINTER RELIEF EFFORTS AND AMEND THE GRANT AGREEMENTS FOR ADDITIONAL WINTER RELIEF EFFORTS FOR THE PERIOD OF NOVEMBER 1, 2015 THROUGH APRIL 30, 2016 WITHOUT RETURNING TO COUNCIL

WHEREAS, approximately 1384 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 350 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 100 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, the City of Oakland could provide approximately 50+ additional beds by establishing a temporary winter shelter at Society of St. Vincent de Paul of Alameda County; and

WHEREAS, the City of Oakland could provide approximately 10 additional beds for the most vulnerable persons by establishing a temporary winter shelter at Henry Robinson Service Center operated by Bay Area Community Services (BACS); and

WHEREAS, Funds are available in the amount of up to \$306,656 for the winter shelter beds from the following sources:

NAME	FUND/PROJECT	AMOUNT
General Purpose Funds – City of Oakland	1010.78411.54912.G487210	\$85,758
General Purpose Funds – City of Oakland	1010.78411.54912.G463170	\$ 3,898
General Purpose Funds – City of Oakland	1010.78411.54912. A490850	\$50,000
2015/2016 Alameda County	2160.78411.54912.G463150	\$152,000
2015/2016 City of Emeryville	2994.78411.54912.G417220	\$15,000
TOTAL		\$306,656

; and

WHEREAS, funds were earmarked in the FY 2015-2017 adopted budget in anticipation of funding from the Alameda County for the Winter Shelter program in the amount of \$139,243 in the County of Alameda: Grants Fund (2160), Community Housing Services Org (78411), Grant Contracts Acct (54912), Oakland Army Base Temporary Winter Shelter (OABTWS) FY 2014-2015 Project (G463150) and staff seeks authority to accept and appropriate additional funding in an amount up to \$152,000 from the Alameda County or reduce the budgeted appropriation depending on the actual amount received; and

WHEREAS, the City desires to enter into a grant agreement with Society of St. Vincent de Paul of Alameda County for an amount up to \$150,000; and

WHEREAS, the City desires to enter into a grant agreement with BACS for an amount up to \$30,000; and

WHEREAS, other funding sources may be identified to contribute to the contracting of Winter Relief efforts; and

WHEREAS, no other suitable site has been found for the winter shelter; and

WHEREAS, significant delays in establishing the winter shelter will prevent essential aid and services from being delivered to homeless persons with no other recourse; and

WHEREAS, all health, safety and accessibility requirements will be met in establishing and operating the winter shelter; now, therefore be it

RESOLVED: That the City Council authorizes the City Administrator to enter into an agreement and accept funds from the County of Alameda in an amount up to \$152,000, allocate said funds to the North County Winter relief efforts, and adjust the FY 2015-2016 budgeted appropriation of \$139,243 to up to \$152,000 depending on the actual amount received in the Alameda County Housing and Community Development Department Winter Shelter-Alameda County Fund (2160), Community Housing Services Organization (78411), Grant Contracts Account (54912), and OABTWS FY 2014/2015 Project (G463150) for the contracting of winter relief efforts including winter shelter beds; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into an agreement and accept and appropriate funds from the City of Emeryville in an amount up to \$15,000 and allocate said funds to the Social Services Grants Fund (2994), Community Housing Services Organization (78411), Grant Contracts Account (54912), and Winter Shelter & Warming Center Services Project (G417220) for the contracting of winter shelter beds; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into a grant agreement with Society of St. Vincent de Paul of Alameda County in an amount up \$150,000 to provide approximately 50 winter shelter beds for the time period of November 1, 2015 through April 30, 2015; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into a grant agreement with BACS in an amount up to \$30,000 to provide approximately 10 winter shelter beds for the time period of November 1, 2015 through April 30, 2015; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to accept and appropriate additional funds from Alameda County and the City of Emeryville for North County winter relief efforts and winter shelter beds, and amend the above-referenced grant agreements for the provision of additional shelter beds and services within the term of November 1, 2015 through April 30, 2016 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 shelter without returning to Council; and be it

FURTHER RESOLVED: That said grant 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, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN, REID, AND
PRESIDENT GIBSON MCELHANEY

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California