DATE: October 16, 2018

TO: City Council

FROM: Rhonda Hodge
Interim Housing Director

SUBJECT: Temporary Emergency Shelter; and Abatement of Vacated Encampments.
(10/15/15)

CONTACT: Rhonda Hodge, Interim Housing Director
rhonda.hodge@oxnard.org, 385-7889

RECOMMENDATION:

That the City Council:
1. Authorize the utilization of the building at 351 South K Street for a pilot 24-hour temporary emergency shelter, beginning in December 2018, for a period of four to six months;
2. Authorize the re-programming of up to $200,000 from the approved Measure “O” funding of the Homeless Program (MO5101) for a year-round shelter to be utilized for the operation of the temporary emergency shelter;
3. Authorize the re-programming of up to $75,000 from the approved Measure “O” funding of the Homeless Program (MO5101) for a year-round shelter to be utilized for the purpose of performing spot abatements of encampments that have been abandoned or vacated; and
4. Authorize and direct the City Manager or his designee to execute the necessary agreements for the establishment and operation of the temporary emergency shelter.

BACKGROUND

A. Recent City Council Actions

On July 24, 2018, the City Council directed the City Manager and Housing Director to work with the County of Ventura (County) to develop a detailed agreement to address homelessness and the establishment of shelters. Pursuant to that direction, staff worked with the County and the City of Ventura to develop a Memorandum of Understanding (MOU) for the Governance and Oversight of Foul-Weather Shelter System, which was adopted by Council on September 18,
A related action taken by City Council on September 18th was the approval of the Homeless Five-Year Plan and Strategy (Plan) and the twenty-nine specific action goals set forth therein, designed to further the objectives set forth in the Plan. Among those are Goals Number 6, 7 and 11, related to the establishment of a 24-hour, year-round Shelter and Navigation Center, with wrap-around services. Staff continues to actively search for an appropriate site and facility, and will return to Council upon selection.

Additionally, Goal Number 8 of the Plan calls for the former Oxnard National Guard Armory, located at 351 South “K” Street, to be utilized as a temporary emergency shelter, if needed prior to the establishment and operation of a Year-Round Shelter and Navigation Center. To date, an appropriate location has not yet been identified for a Year-Round Shelter and Navigation Center. This report sets forth the site history and details the logistics to utilize the “K” Street location as the site of a 24-hour temporary emergency shelter facility with on-site services, for up to six months.

B. History of Utilization of Former Armory Facility

For several years, most recently in the winter of 2016-17, the former Oxnard Armory was the site of a night-time only Winter Warming Shelter (WWS), jointly operated by the cities of Oxnard and Ventura. The WWS typically operated from early December through the end of March. In 2017-18, the WWS was hosted by the City of Ventura, at the Ventura National Guard Armory. The WWS offered a safe place to sleep, shower, and a hot meal, for an average of 92 persons per night during colder and inclement months. While it provided a valuable service, the primary drawback of the WWS model was that it was a night-time only shelter. The National Guard utilized the facility during the daytime hours, therefore the two cities could only provide access to limited services, and could not use the Armory for case management staff work during the day.

The fact that the homeless clients had to leave the facility every morning by 7:00 a.m. was not a Best Practice, and the surrounding neighborhoods suffered the impact of large groups of persons departing every morning, and returning in large concentrations every evening. This daily event generated a considerable number of complaints from surrounding neighborhoods, businesses, and offices, and required an expenditure of staff and public safety resources during the daylight hours in order to minimize the presence and impact near the vicinity of the WWS facility.

As part of a state-wide reorganization, the California Military Department recently ceased utilizing the Oxnard facility for National Guard purposes, and has turned the building back over to the City. For the first time, the building is available for use during both night and day hours.

Proposed Temporary Emergency Shelter
Both the City of Oxnard and the City of Ventura are actively seeking to establish year-round shelter and navigation centers, under the framework of the multi-jurisdictional Memorandum of Understanding that was ratified by the Oxnard City Council on September 18, 2018, and by the Ventura City Council on September 24, 2018. Ventura has identified a building on Knoll Drive in Ventura as its preferred site, and is currently proceeding to procure the renovations and improvements that are necessary to render it suitable for a shelter. At the Ventura City Council meeting of September 24, Jeff Lambert, Ventura’s Community Development Director, reported that the year-round facility’s projected opening date is mid-2019, following completion of the property renovations.

The foul-weather shelter system, envisioned as an adjunct to the 24-hour year-round centers, can only be operated as such once the year-round centers have begun operations. In the meantime, there is a need during the colder months for a safe shelter for homeless individuals.

As indicated above, no suitable location for a year-round shelter has yet been identified in Oxnard in spite of ongoing efforts. Based on the fact that neither city will have a year-round shelter up and running within the next six to nine months, the two cities and the County propose to launch a pilot 24-hour temporary emergency shelter, commencing operations on, or about, December 10, 2018. It would be distinct from the prior year’s WWS model in the following ways:

- Homeless clients will not be sent outside every morning
- It will be operated on a 24-hour basis, fully-staffed
- Service providers will be on-site to provide wrap-around services to homeless persons into public systems and move towards transitional housing solutions
- Social service agencies and County staff will be on site five days per week
- 24-hour security staff will be provide for the facility and for surrounding areas, to minimize congregation of shelter clients in parks or other public spaces

With respect to the selection of the operator, the three jurisdictions recently concluded interviews with three firms which responded to a Request for Proposals for operation of a year-round shelter. All three responders have extensive experience in managing similar 24-hour facilities, and are under consideration for selection to operate the proposed system on a pilot basis.

The projected budget for the operation is $570,000 for six months, the maximum amount of time that any operation could be sited at this location. That budget, set forth on Attachment No. 1, includes significant on-site and off-site security components, to minimize negative impacts on the surrounding neighborhoods. In addition to providing refuge from the elements, various operational features (a low-barrier entry system, provision of meals during the daytime hours, secure facility for storage of individuals’ possessions, and presence of services and activities) are all designed to incentivize individuals to remain in the shelter during the day, rather than departing to congregate in parks and other public spaces. The operational plan envisions a “no walk-up” system, and the proposed budget includes a shuttle van to provide transportation for
individuals who need assistance getting from a service provider facility or other location to the temporary shelter. That shuttle service will also be used by the shelter operator to facilitate transportation of shelter clients to appointments during the day without them having to take all of their possessions with them, and to safely and promptly provide return transportation back to the temporary shelter.

The City of Ventura and the County of Ventura staff are seeking authorization for those jurisdictions to contribute $200,000 and $185,000, respectively, towards the operational cost, for a total of $385,000. Based on the total projected cost of $570,000, the balance of $185,000 in operational costs would be borne by the City of Oxnard. In addition, staff recognizes that there will be additional administrative costs to the City, and proposes an additional $15,000, primarily for legal services and personnel costs to be dedicated to the administration and operation of the shelter. As indicated in the Five-Year Plan previously adopted by City Council, staff recommends re-purposing funds from the approved FY 18-19 Measure “O” appropriation, on a one-time basis, for the temporary emergency shelter. The total amount proposed for re-purposing would not exceed $200,000.

Staff seeks City Council action authorizing the City Manager to negotiate and execute the necessary funding agreements with the City of Ventura, the County of Ventura, and operational agreements with other third parties, to effectuate the establishment and operation of the pilot 24-hour temporary emergency shelter at the former Armory location.

**Abatement of Abandoned or Vacated Encampments**

The City has experienced an increase in the number of encampments of homeless individuals, scattered throughout the City. The Police, Code Compliance, Public Works, and other departments, in conjunction with service providers have deployed resources in order to protect public safety and attempt to assist those residing in these encampments to obtain appropriate services and to re-locate whenever possible. In many cases, the individuals who abandon or leave these encampments voluntarily leave behind accumulated property and debris, often on public property or in the public right-of-way.

The cost to the City to clean up these abandoned and vacated sites after the individuals have departed is considerable. In the past the costs have been absorbed by the various departments involved in the efforts, sometimes as the expense of not carrying out other planned work efforts. In accordance with Goal Number 4 of the adopted Five-Year Plan, staff proposes establishment of a centralized fund to pay for and track the costs associated with these encampment abatements, and seeks authorization at this time to re-purpose $75,000 of the previously approved FY 18-19 Measure “O” allocation for homeless efforts for this purpose.

**STRATEGIC PRIORITIES**

This agenda item supports the Quality of Life strategy. The purpose of the Quality of Life strategy is to build relationships and create opportunities within the community for safe and
vibrant neighborhoods, which will showcase the promising future of Oxnard. This item supports the following goals and objectives:

Goal 2. Address homelessness through the development and implementation of a multi-tiered strategy.

FINANCIAL IMPACT

The FY 2018-19 Adopted Budget included $500,000 of Homeless Program (MO5101) for start-up and operational costs for Year-Round shelter facility for the homeless. The recommended action will re-program up to $200,000 for the temporary emergency shelter, and $75,000 for abatement of abandoned and vacated encampments. With the re-programming of the up to $275,000, the available balance for the FY 18-19 Measure O allocation for the shelter operations will be $225,000.

Prepared by Karl Lawson, Housing Compliance Services Manager.

ATTACHMENTS:

Attachment A: Temp Shelter Draft Budget
Proposed Operation Plan and Budget for
Temporary Emergency Homeless Shelter and Navigation Center

Proposed Location: Former Oxnard Armory, 351 S K St, Oxnard, CA 93030
Proposed Opening Date: Monday, December 10, 2018
Closing Date: To be determined; no later than June 1, 2019

Summary

As part of the expanded scope of the mission of the City’s homelessness program, the Housing Department and Homeless Services Division have been actively building capacity to identify a suitable location for a year-round homeless facility. The City is committed to developing a permanent Emergency Homeless Shelter and Navigation Center within the City limits.

Since March of 2018, the County of Ventura, the City of Ventura and the City of Oxnard have been collaborating diligently on agreements and potential funding opportunities to establish permanent year-round emergency shelters and to procure a qualified shelter operator. The City of Ventura has identified a County-owned building for its permanent year-round shelter, and is commencing negotiations with the County to fund and perform the necessary renovations to equip that building to serve as a shelter, with a projected start date of late 2019. As work continues on establishing year-round shelters (including searching for an appropriate site in Oxnard), the three entities simultaneously are partnering to provide temporary emergency shelter solutions at alternate locations.

In Oxnard specifically, the search for a location for a year-round facility has been challenging. An extremely tight sales market for commercial properties in Oxnard has limited the availability of potential appropriate buildings for acquisition in the City’s SB-2 zoned areas. This reality, coupled with the upcoming cold-weather season, has forced City staff into identifying the former Armory as a possible temporary sheltering site. This alternative addresses the need to shelter the homeless during the winter season, and to also roll out a 7-day, 24-hour sheltering operation/navigation center with social services. For legal reasons, the maximum duration of any operation at this location is 180 days, hence the designation as temporary.

The objective is to initiate a system for bringing the unsheltered into a homeless services facility and to establish viable pathways out of homelessness. A temporary 24-hour homeless facility will give service providers and other agencies an immediate location for a coordinated entry system to reduce homelessness in Oxnard. An important factor regarding the temporary use of the former Armory is a request from the City of Ventura to accommodate a portion of their homeless population when a foul weather event occurs during the winter season. This would require an agreement for a financial commitment based on the number of beds reserved or needed, the ability to provide transportation from Ventura to Oxnard in order to maintain a coordinated entry system and to provide management assistance and direction when a foul weather event is being planned and implemented.
GOALS AND TIMELINES

The City of Oxnard is proposing to support and operate a temporary homeless shelter at the old Oxnard Armory through implementing the following goals and objectives:

Goal 1. Establish an operational budget with approved or identifiable funding sources by October 17, 2018.

Goal 2. Contract a qualified homeless shelter operator and secure a temporary building use permit by November 15, 2018.

Goal 3. Provide community outreach for surrounding neighborhoods adjacent to the former Armory in October and November 2018.

Goal 4. With the assistance from the City of Oxnard, the operator will have contracted the needed staff and support services by December 3, 2018.

Goal 5. Have the Armory prepared and stocked by December 7, 2018.

Goal 6. Open former Armory facility 24 hours/7 day basis, maximum of 6 months, for homeless sheltering and social services for 100 people on December 10, 2018 with the following:

- Coordinated entry with HMIS intake services
- Sleeping accommodations
- Nutrition services
- Hygiene and showering services
- Laundry services
- Personal storage
- Case management
- Street outreach
- Classes and workshops
- Amenities – phone charging stations, TV, movies, designated smoking areas
- Transportation: shuttle van to bring in clients, and for appointments and personal needs
- 24 hour security

Goal 7: Termination of services at this site no later than June 1, 2019.
PROPOSED BUDGET FOR TEMPORARY EMERGENCY SHELTER

STAFFING

(Based on 960 hours for each Full-Time position;

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<th>Position</th>
<th>Hours</th>
<th>Rate</th>
<th>Total</th>
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<tbody>
<tr>
<td>1 Shelter Manager</td>
<td>FT</td>
<td>31.50</td>
<td>30,240</td>
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<td>2 Shelter Supervisors</td>
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<td>5 Shelter Monitors</td>
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<td>4 Shelter Security</td>
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<tr>
<td>1 Intake Worker (3/4 FTE)</td>
<td>PT</td>
<td>15.00</td>
<td>10,800</td>
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<tr>
<td>3 Case Managers</td>
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Subtotal: $261,330
Plus Benefit Factor(16%)  41,815
Total Personnel Cost: $303,145

NON-PERSONNEL OPERATIONAL COSTS

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<td>Shelter supplies</td>
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<td>Laundry Service</td>
<td>18,000</td>
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<tr>
<td>Programs and Services</td>
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<tr>
<td>Amenities</td>
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<tr>
<td>Utilities</td>
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<tr>
<td>Equipment Rental</td>
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<tr>
<td>15-Person Shuttle Van</td>
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<tr>
<td>Refuse Collection</td>
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Operational Costs Subtotal: $286,855

Total Cost for 24-week operation = $590,000

REVENUE:

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<th>Source</th>
<th>Amount</th>
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<td>City of Ventura</td>
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<tr>
<td>County of Ventura</td>
<td>185,000</td>
</tr>
<tr>
<td>Contributions</td>
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</table>

Total: $405,000

NET FUNDING REQUEST FROM OXNARD MEASURE ‘O’: $185,000
HOMELESS FIVE-YEAR PLAN IMPLEMENTATION UPDATE: TEMPORARY EMERGENCY SHELTER; AND ABATEMENT OF VACATED ENCAMPMENTS

By: Karl Lawson, Housing Department

October 16, 2018
SUMMARY

• City Council approved Five-Year Homeless Plan and Strategy on September 18, 2018
• Plan represents a significant expansion of City efforts aimed at homelessness
• Today: update on Plan Implementation re:
  • Temporary Emergency Shelter
  • Abatement of Vacated Encampments
Year-Round Shelter

Objective: two year-round facilities, one in Oxnard, one in Ventura

Shelter/navigation center concept:
- full services, whole-person care, trauma-informed

Each city to select site for its shelter

Each city has allocated significant funding

Partnership with, and support from, County of Ventura Board of Supervisors
• City of Ventura has selected a building on Knoll Drive
• Currently in procurement process for renovations needed for use as a shelter
• Estimated opening: late 2019
• Site search on-going in Oxnard
• Operator Selection RFP Process nearly complete
EMERGENCY SHELTER

- Cold weather approaching
- Foul-weather shelter as an adjunct to the year-round shelters cannot be implemented until year-round shelters are open
- Proposal:
  - Temporary Emergency Shelter, to be located at 351 South K Street (former National Guard Armory)
  - Projected opening 12/10/18
  - Maximum duration: until 6/1/18

October 16, 2018
TEMPORARY EMERGENCY SHELTER

- Previous “Winter Warming Shelter” (WWS) model rejected
- WWS was night-time only with limited services
- Daily exodus, severe local impact
- Temporary Emergency Shelter will operate 24-hours (building now available round-the-clock)
- Fully staffed
- Coordinated entry, with on-site wrap-around services (non-profits, County agencies)
TEMPORARY EMERGENCY SHELTER

KEY FEATURES:

• Full-time security for facility and area; close coordination with Police Department
• Storage for possessions
• No walk-ups; not a drop-in center
• Shuttle van for clients
• Minimize congregation in open spaces/parks/public areas

October 16, 2018
• Challenge posed by Ninth Circuit Court of Appeals Decision (*Martin v. City of Boise*)

• Decision limits ability of cities to enforce ordinances regulating sleeping/camping in open areas

• Police cannot cite individuals unless there are shelter beds available and accessible on a non-discriminatory basis
• Oxnard Police Department currently unable to enforce ordinances due to unavailability of shelter beds

• Opening of shelter will provide option for Homeless Liaison Officers and pathway to services for homeless individuals
TEMPORARY EMERGENCY SHELTER

- Proposed 24-week budget: $570,000
- County and City of Ventura contributing more than two-thirds of cost ($385,000)
- Proposal: re-program $200,000 of Measure “O” allocation for Temporary Emergency Shelter
- Operator selection pending
- Community outreach and engagement on-going
ENCAMPMENT ABATEMENTS

• Five-Year Plan: Abatement of Abandoned or Vacated Encampments
  • Removal of property and possessions (not people)
  • Ongoing abatement efforts of various locations, sizes, complexity
  • Resources from various departments involved
• Funding request: re-program $75,000 for abatement of abandoned/vacated sites
1. Authorize the use of 351 South K Street for a pilot 24-hour temporary emergency shelter, beginning in December 2018, for a period of four to six months;

2. Authorize the re-programming of up to $200,000 from the approved Measure “O” funding of the Homeless Program (MO5101) to be utilized for the operation of the temporary emergency shelter;

3. Authorize the re-programming of up to $75,000 from the approved Measure “O” funding of the Homeless Program (MO5101) for the purpose of performing abatements of encampments that have been abandoned or vacated; and

4. Authorize and direct the City Manager or his designee to execute the necessary agreements for the establishment and operation of the temporary emergency shelter.

October 16, 2018
QUESTIONS?