CITY OF OAKLAND AGENDA REPORT

2008 OCT - I PM 5: 19

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TO: Office of the City Administrator

ATTN: Dan Lindheim

FROM: Department of Human Services

DATE: October 14, 2008

RE: A Resolution Authorizing The City Administrator To (1) Waive The **Competitive Process And Enter Into An Agreement For The Period Of October** 15, 2008 Through May 15, 2009 In An Amount Not To Exceed \$281,000 With Anka Behavioral Health, Inc. To Open And Operate The Oakland Army Base Temporary Winter Shelter (OABTWS); And (2) Enter Into A Six Month Lease For \$1.00 A Year With The Oakland Redevelopment Agency For Use Of Building 821 At The Army Base From November 1, 2008 Through April 30, 2009; And (3) Allocate \$125,000 From Alameda County, And \$56,000 From The City Of Berkeley To Establish And Operate The Temporary Winter Shelter At The Oakland Army Base; And (4) Allocate \$50,000 In Community Development Block Grant (CDBG) Funds For A Citywide Case Management Program; And (5) Waive The Competitive Process And Enter Into An Agreement With Lifelong Medical, Inc. For The Period Of September 1, 2008 Through August 30, 2009 In The Amount Of \$50,000 For The Citywide Case **Management Program**

SUMMARY

A resolution has been prepared authorizing the opening of the Oakland Army Base Temporary Winter Shelter (OABTWS) for the homeless for the 2008/2009 season. Approximate dates of operation will be from November 15, 2008 through April 15, 2009. The 100 bed shelter is established each winter to provide overflow shelter capacity for single adult male and single adult female homeless persons during the rainy season.

The aforementioned resolution also authorizes the City Administrator to allocate \$50,000 in reprogrammed CDBG funds for a Citywide Case Management Program for persons who are homeless or at-risk for loss of housing. To implement the program, the resolution authorizes the City Administrator to enter into an agreement with LifeLong Medical, Inc. for the period of September 1, 2008 through August 30, 2009 in the amount of \$50,000.

FISCAL IMPACTS

The overall budget for the winter shelter at the Oakland Army Base is \$281,000 in cash, and an additional \$53,000 in non-cash in-kind resources. The City of Oakland will cover the costs of operations through the following sources:

- The City of Oakland will contribute \$100,000 from the City's General Purpose Fund. The Winter Shelter allocation appears as a line item in the adopted 2008/2009 Policy Budget and is available in the General Fund, Winter Shelter Project. General Purpose Fund (1010), DHS Administrative Unit Organization (78111), Third Party Grant Contracts-Earned Account (54912), and Oakland Army Base Temporary Shelter/Oakland Project (G301830).
- 2. The City of Berkeley will contribute \$114,000 (\$56,000 in cash to City of Oakland, and \$53,000 in non-cash, in-kind contributions). These in-kind contributions include an \$11,000 in-kind contribution for referral agency coordination, and a \$42,000 in-kind contribution for transportation' (AC Transit and BART tickets). Authorization of a Memorandum of Understanding (MOU) governing the transfer of approved funds is pending Berkeley City Council approval in October 2008. City of Berkeley funds will be deposited in General Purpose Fund (1010), DHS Administrative Unit Organization (78111), Miscellaneous Operating Expenditures Account (52921), and Emergency Shelter Program-City of Berkeley Project (G301820).
- Alameda County will contribute \$125,000 in cash, pending authorization of a Memorandum of Understanding (MOU) governing the transfer of approved funds by the Board of Supervisors in October 2008. Funds will be deposited in Oakland Army Base Temporary Winter Shelter-Alameda County Fund (2160), DHS Administration Unit Organization (78111), Miscellaneous Contract Services Account (54919), and Oakland Army Base Temporary Winter Shelter Alameda County Project (G301810).

Funding for the winter shelter has been set aside in the approved policy budgets of both Alameda County and the City of Berkeley and will be transferred to the City of Oakland. In the unlikely event that any of the other jurisdictional partners are unable to participate in the joint agreement, the City of Oakland will operate the shelter for as long as possible, using only those funds which have been identified and available above.

Funding in the amount of \$50,000 for the Citywide Case Management Program is available in CDBG Fund (2108), CDBG Administration Organization (88949), Capital Projects Account (54912), CD Unallocated Funds Project (G06250).

BACKGROUND

The OABTWS was first authorized in November 1999 and has operated annually since that time. The shelter was established under the authority of Ordinance No. 12201 C. M. S., an emergency Ordinance declaring a shelter crisis, and suspending planning, zoning and other permit requirements for the temporary establishment of a winter shelter for the homeless at the Oakland Army Base. The Ordinance authorized the City Administrator to take the necessary actions to establish the winter shelter and also authorized the City Administrator to extend the duration of the shelter crisis and shelter operations at the Administrator's discretion due to continuing need. The continuing need provision has been invoked each year since 1999 to extend the shelter crisis and authorize the operation of the shelter.

From 1999 until 2005, the Oakland Base Reuse Authority (OBRA) partnered with the City of Oakland and the Department of Defense to make a building available every winter for use as a homeless shelter. During that period, OBRA leased a vacant building in the central base area to the City for use as the temporary winter shelter. During August 2006, the transfer of Oakland Army Base assets from OBRA to the Oakland Redevelopment Agency (Agency) was completed in accordance with Resolution No. 80001 C.M.S, and certain lands and properties were transferred to the Port of Oakland. Due to the land transfer, a new building, building 821, located on Agency property near West Grand Avenue and Maritime Street, was identified as a suitable winter shelter site for 2006/2007. After moderate rehabilitation work, the winter shelter was established and occupied at that location during 2006/2007 and 2007/2008. Building 821 is again proposed as the site for the winter shelter this year, and the Agency has prepared a lease for \$1 for the 2008/2009 season.

KEY ISSUES AND IMPACTS

The City of Oakland acts as the fiscal agent for the OABTWS. The OABTWS is funded jointly by the City of Oakland, Alameda County and the City of Berkeley. Oakland contributes \$100,000 in cash and the building itself (through the Agency). Alameda County contributes \$125,000 in cash for shelter operations. The City of Berkeley provides \$56,000 in cash for shelter operations. The accompanying resolution also proposes City Council authorization to enter into an agreement with Anka Behavioral Health, Inc. in the amount of \$281,000 for operation of the shelter and the tenant improvements.

In addition to the cash resources noted above, the City of Berkeley contributes \$53,000 in shelter provider in-kind coordination and transportation in-kind resources (AC Transit and BART tickets). The total budget for the OABTWS, including cash and in-kind resources, is \$334,000.

Legislation authorizing the transfer of funds for Oakland Army Base Temporary Winter Shelter has been agendized concurrently in each of the participating jurisdictions (Oakland City Council, Alameda County Board of Supervisors, and Berkeley City Council). The attached resolution authorizes agreements with the City of Berkeley and Alameda County and a shelter operating agreement with Anka Behavioral Health, Inc.

The Citywide Case Management Program is being undertaken to address the needs of very low income households in Oakland that are either homeless or at-risk of a loss of housing. In keeping with the goals and objectives of the Oakland PATH Strategy to end homelessness, the Citywide Case Management Program will be client-based rather than site-based. That is, the program will provide roving case management services in housing and service locations in the community where homeless and at-risk clients are located. The program will expand an existing Case Management program model operated by LifeLong Medical, Inc. that focuses primarily on households with special needs, including those with disabilities.

Due to other planned uses of the Oakland Army Base the current location will be unavailable beyond the current season. Human Services staff has been informed by the City Real Estate Department that the building that currently houses the Army Base shelter is scheduled for demolition in Spring 2009. Staff is currently working with City Real Estate to identify a

substitute building for use as a shelter for next winter. However, if a suitable replacement building cannot be identified, it may be necessary to move toward converting the shelter dollars to housing subsidies. Staff will address the shelter issue during the next several months and develop a housing plan for Winter 2009/2010 and return to Council with recommendations.

PROGRAM DESCRIPTION

The City of Oakland, in cooperation with the City of Berkeley and the County of Alameda, is again jointly sponsoring the temporary winter shelter at the Oakland Army Base from approximately November 15, 2008 through April 15, 2009. Building 821 on the Oakland Army Base will be used for the temporary shelter. It is a suitable site for the shelter of single adult men and women.

Building 821 is a rehabilitated warehouse that is well lighted and spacious with partitions between the men's and women's dormitories. Space is also partitioned off for a lounge area and a dining room. The building does not have showers or toilets. Portable showers are leased, as are porta-potties, including handicapped accessible toilets. Food is prepared off site and brought to the shelter once during the evening and once in the morning. No fewer than three staff persons are present in the shelter on each of the two shifts. The shelter opens at 3:00 P.M. and closes at 8:00 A.M. the following day. The shelter can accommodate up to 100 persons. Beds, games, tables, chairs, televisions and case management support are provided to clients.

The Oakland PATH Strategy estimates that, on any given night, there are approximately 4,500 persons in Oakland who are homeless. The City has approximately 397 shelter beds to accommodate this population, with an additional 125 beds being funded during the cold winter months through the Winter Relief Program. Some of the persons who use the shelter are chronically homeless and have lived outside and unsheltered, or in homeless encampments, for some time. Others using the shelter are temporarily in transition from institutions or other residential circumstances. Others include the working homeless, who work during the day and sleep at the shelter at night. With a need so great and resources to meet the need for shelter so limited, an additional winter shelter is greatly needed.

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 this shelter 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. It also gives the working homeless a secure place to stay within reasonable commute distance of employment districts.

EVALUATION OF PAST PERFORMANCE

The proposed operator of the OABTWS is Anka Behavioral Health, Inc. (formerly Phoenix Programs, Inc.) Anka Behavioral Health, Inc. is a 501(c)3 private, non-profit corporation, registered in the State of California. Anka has operated the winter shelter for the last four years, and is well qualified to operate the OABTWS under the proposed contract. Anka currently

operates 45 programs in California for homeless and special needs populations. Anka currently operates three crisis residential programs in Alameda County, including the Henry Robinson Multi-Service Center in Oakland, under contract with the City of Oakland. Anka has a respected track record in the operation of emergency and transitional housing and has a capable fiscal and operations infrastructure. Anka has experience as a contractor with the City of Oakland, and is in full compliance with the Living Wage Ordinance, Equal Benefits Ordinance, and other requirements of the City's contracting process. Because Anka has experience in operating the OABTWS, and because staff has not been able to find any other provider in the homeless services community to operate the shelter, staff recommends that the City Council find that it is in the best interest of the City to waive the requirement for competitive process for this contract. A copy of the prior year final performance report is included with this report as Attachment A.

LifeLong Medical Care is a Federally Qualified Health Center in Berkeley and Oakland. LifeLong operates five primary care sites, a supportive housing program, an adult day health center and a dental clinic. The agency is a leader in many community wide collaborations to increase access to health care for low income, underserved populations. LifeLong has a strong commitment to working with the homeless and has provided outreach, case management, mental health and primary care services for this population since 1999 when their Supportive Housing Program (SHP) was established. SHP served approximately 1400'people with more than 7,000 visits in the past year. Although LifeLong has not directly contracted with the City of Oakland their programs demonstrate success in implementing collaborative models to serve the homeless population (funded by both public and private grants).

SUSTAINABLE OPPORTUNITIES

Economic:

Programs and services for homeless and low-income persons, including the working homeless, provide a stable environment that permits them to more readily access employment opportunities.

Environmental:

The Oakland Army Base Winter Shelter provides an alternative place to sleep for residents of homeless encampments and mitigates the accompanying environmental degradation caused by the proliferation of litter, debris, human waste and other negative environmental impacts.

Social Equity:

The expenditure of City funds upon the most needy in the community provides for the most basic of human needs and assists the homeless to become reintegrated into society.

DISABILITY AND SENIOR CITIZEN ACCESS

Building 821 on the Oakland Army Base is accessible to persons with disabilities. Bathroom and shower facilities that are accessible will be leased for use during the operation of the shelter. Senior citizens are welcome at this temporary shelter. Comparable shelter and/or services can be provided for anyone for whom the building presents too great a challenge.

RECOMMENDATIONS AND RATIONALE

- 1. That the City Council authorize the Oakland Army Base Temporary Winter Shelter to open on or around November 15, 2008 and operate until April 15, 2009.
- 2. That the City Council authorize the City Administrator to accept funds from the City of Berkeley and Alameda County in the amounts specified in this report and appropriate said funds for the purpose of funding the operation of the Oakland Army Base Temporary Winter Shelter.
- 3. That the City Council authorize the execution of Agreements with the City of Berkeley and Alameda County Housing and Community Development and a lease with ORA in the amount of \$1 for the term of November 1, 2008 through April 30, 2009.
- 4. That the City Council waive the competitive process and enter into an operating agreement with Anka Behavioral Health, Inc. in the amount of \$281,000 for the period of November 1, 2008 through April 30, 2009.
- *5. That the City Council authorize the City Administrator to accept and allocate for shelter operation any additional funds from the City of Berkeley, Alameda County or any other sources willing to fund the Oakland Army Base Temporary Winter Shelter.
- 6. That the City Council authorize the City Administrator to allocate \$50,000 in CDBG funds for a Citywide Case Management Program; enter into an agreement with LifeLong Medical, Inc. for the period of September 1, 2008 through August 30, 2009 in the amount of \$50,000 to administer the program.

ACTION REQUESTED OF THE CITY COUNCIL

Approve a resolution to operate a temporary winter shelter at the Oakland Army Base and implement a Citywide Case Management Program.

Respectfully submitted,

ANDREA YOUNGDAHL Director, Department of Human Services

Reviewed by: Susan R. Shelton, Manager Community Housing Services

Prepared by: Michael K. Church Program Analyst I

Attachment A: Anka Monthly/Quarterly Progress Report (April 2008)

APPROVED AND FORWARDED TO THE LIFE ENRICHMENT COMMITTEE:

Office of the City Administrator

Contractor Name:	Anka Behavioral He	alth, Inc.	Reporting period (Month & Year):				
Program Name: Winter Overflow Shelter			Expenditures this period:				
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MONTHLY/QUARTERLY PROGRESS REPORT ATTACHMENT: A

4. Clients Served

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Single youth 18 and over	1						
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Two parents under 18			Marcon Party Con				
Families with no children							

5. Race/Ethnicity Characteristics

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American Indian/Alaskan Native & Black/African-American								
Other Multi-Racial		 			[· · · · · · · · ·	
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* Yearly total must equal Part I Total			308	1	2			

6. Beneficiary Characteristics

Enter estimated % of persons with	Resid	Residential		Non-residential		
following characteristics served on	Period	YTD AVO	Period	VTD Avo		
an average day	r chou	A CONTRACTOR		MAN DAA		
Battered Spouse		0.3%	·	3. A. C. M. A.		
Runaway/Throwaway Youth		家主要和教				
Chronically Mentally III		2:0%		THE STATE		
Developmentally Disabled		0.3%				
HIV/AIDS		0.2%	•			
Alcohol Dependent Individuals	14.0%	11.6%		的教室在这次的		
Drug Dependent Individuals	14.0%	10.4%				
Elderly (over 62)		0.7%				
Veterans	3.0%	2 4:5%				
Physically Disabled		0.7%				
Other						

2/2

OPFICE OF THE CITY CLERI OAKLAND 2008 OCT -1 PM 5: 20 OAKLAND CITY COUNCIL	Approved as to Form and Legality Migaret Afficial CityAttorney
RESOLUTION NO. C.M	,

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO (1) WAIVE THE COMPETITIVE PROCESS AND ENTER INTO AN AGREEMENT FOR THE PERIOD OF OCTOBER 15, 2008 THROUGH MAY 15, 2009 IN AN AMOUNT NOT TO EXCEED \$281,000 WITH ANKA BEHAVIORAL HEALTH, INC. TO OPEN AND OPERATE THE OAKLAND ARMY BASE TEMPORARY WINTER SHELTER (OABTWS); AND (2) ENTER INTO A SIX MONTH LEASE FOR \$1.00 A YEAR WITH THE OAKLAND REDEVELOPMENT AGENCY FOR USE OF **BUILDING 821 AT THE ARMY BASE FROM NOVEMBER 1, 2008 THROUGH** APRIL 30, 2009; AND (3) ALLOCATE \$125,000 FROM ALAMEDA COUNTY, AND \$56,000 FROM THE CITY OF BERKELEY TO ESTABLISH AND OPERATE THE **TEMPORARY WINTER SHELTER AT THE OAKLAND ARMY BASE; AND (4)** ALLOCATE \$50,000 IN COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) FUNDS FOR A CITYWIDE CASE MANAGEMENT PROGRAM; AND (5) WAIVE THE COMPETITIVE PROCESS AND ENTER INTO AN AGREEMENT WITH LIFELONG MEDICAL, INC. FOR THE PERIOD OF SEPTEMBER 1, 2008 THROUGH AUGUST 30, 2009 IN THE AMOUNT OF \$50,000 FOR THE CITYWIDE CASE MANAGEMENT PROGRAM

WHEREAS, several 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 approximately 397 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, 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 provides 125 additional shelter beds during the winter months through its Winter Relief Program; and

WHEREAS, the City of Oakland could provide 100 additional beds by establishing a temporary winter shelter; and

WHEREAS, the Oakland Redevelopment Agency has agreed to allow the use of a building on the Oakland Army Base as the site for the homeless shelter from approximately November 1, 2008 through April 30, 2009; and WHEREAS, staff from the City of Berkeley and the County of Alameda are working in cooperation with the City of Oakland to jointly fund the temporary shelter at the Oakland Army Base and are in the process of authorizing the transfer of funds by the Berkeley City Council (\$56,000 in cash, \$11,000 in-kind agency coordination and \$42,000 in-kind contribution for transportation) and the Alameda County Board of Supervisors (\$125,000 in cash) for this purpose; and

WHEREAS, staff has been unable to find any provider in the homeless services community other than Anka Behavioral Health, Inc. that is interested in operating the shelter; and

WHEREAS, the City desires to enter into funding agreements with the City of Berkeley, Alameda County Housing and Community Development Department, enter a 6 month lease for \$1.00 per year with the Oakland Redevelopment Agency for use of Building 85 at the Oakland Army Base for the shelter, and enter an operating agreement with Anka Behavioral Health, Inc. to operate the shelter; and

WHEREAS, the City of Oakland Policy Budget for 2008/2009 allocated \$100,000 for the Army Base Winter Shelter; and such funds are available in General Purpose Fund (1010), DHS Administration Unit Organization (78111), Third Party Grant Contracts-Earned Account (54912), and Oakland Army Base Temporary Shelter/Oakland Project (G301830); and

WHEREAS, during the course of operation of the Army Base Winter Shelter other funding sources may be identified to contribute to the operation of the shelter; and

WHEREAS, there are a great number of very low income households in Oakland that are either homeless or at-risk of a loss of housing; and

WHEREAS, the proposed Citywide Case Management Program will provide roving case management services in housing and service locations in the community where homeless and at-risk clients are; and

WHEREAS, the Citywide Case Management Program will expand an existing Case Management program model operated by LifeLong Medical, Inc. that focuses primarily on households with special needs, including those with disabilities; and

WHEREAS, funding in the amount of \$50,000 for the Citywide Case Management Program is available in CDBG Fund (2108), CDBG Administration Organization (88949), Capital Projects Account (54912), CD Unallocated Funds Project (G06250); now, therefore be it

RESOLVED: That the services to be provided by the Anka Behavioral Health, Inc. at the OABTWS are temporary and of a professional nature, and the contract will not result in the loss of employment or salary by any person having permanent status in the competitive service; and be it

FURTHER RESOLVED: That pursuant to Oakland Municipal Code Section 2.04.051B, the City Council finds and determines that it is in the best interests of the City to waive the competitive request for proposal/qualifications process for the contract with Anka Behavioral Health, Inc. and so waives the requirement; and be it

FURTHER RESOLVED: That the services to be provided by the LifeLong Medical, Inc. pursuant to the Citywide Case Management Program are temporary and of a professional nature, and the contract will not result in the loss of employment or salary by any person having permanent status in the competitive service; and be it

FURTHER RESOLVED: That pursuant to Oakland Municipal Code Section 2.04.051B, the City Council finds and determines that it is in the best interests of the City to waive the competitive request for proposal/qualifications process for the contract with LifeLong Medical, Inc. and so waives the requirement; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into a six month agreement with Anka Behavioral Health, Inc. for \$281,000 for operation of the Oakland Army Base Temporary Winter Shelter; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into a six month lease with the Oakland Redevelopment Agency for use of Building 821 at the Oakland Army Base for \$1.00 per year; and be it

FURTHER RESOLVED: That the City Council allocates \$100,000 for the Winter Shelter from the City's General Purpose Fund (1010), DHS Administrative Unit Organization (78111), Third Party Grant Contracts-Earned Account (54912), and Oakland Army Base Temporary Shelter/Oakland Project (G301830); and be it

FURTHER RESOLVED: That Funding in the amount of \$50,000 for the Citywide Case Management Program will be allocated from CDBG Fund (2108), CDBG Administration Organization (88949), Capital Projects Account (54912), CD Unallocated Funds Project (G06250); and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to allocate \$56,000 from the General Purpose Fund (1010) DHS Administration Unit Organization (78111), Miscellaneous Operating Expenditures Account (52921), and Emergency Shelter Program-City of Berkeley Project (G301820) and \$125,000 from Alameda County Housing and Community Development Department Oakland Army Base Temporary Winter Shelter-Alameda County Fund (2160), DHS Administration Unit Organization (78111), Miscellaneous Contract Services Account (54919), Oakland Army Base Temporary Winter Shelter Alameda County Project (G301810) for the operation of the Winter Shelter, and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into an agreement with LifeLong Medical, Inc. for \$50,000 for Citywide Case Management Program for the period of September 1, 2008 through August 30, 2009; 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 and purchase and install the security cameras without returning to Council; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to accept and appropriate for shelter operation any additional funds from the City of Berkeley, Alameda County or any other sources willing to fund the Oakland Army Base Temporary Winter Shelter 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, 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