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OFFICE OF THE CITY CLERK  
OAKLAND

# AGENDA REPORT

2013 OCT 10 PM 4:03

TO: DEANNA J. SANTANA  
CITY ADMINISTRATOR

FROM: Sara Bedford

SUBJECT: Winter Shelter Contracts

DATE: September 30, 2013

City Administrator

Date

Approval

10/9/13

COUNCIL DISTRICT: Citywide

## RECOMMENDATION

Staff recommends that the Council approve a resolution authorizing the City Administrator to:

- (1) accept and appropriate estimated amount of \$62,500 from Alameda County for winter shelter beds; and
- (2) enter into several agreements for the provision of emergency winter shelter beds for the period of November 1, 2013 through May 15, 2014 in an aggregate estimated amount of \$168,161 with the following homeless services providers: Bay Area Community Services (BACS); St. Mary's Center; and with CityTeam Ministries for as needed overflow beds; and
- (3) authorize the acceptance and appropriation of any additional funds from other sources for the same purpose without returning to Council through June 30, 2014; and
- (4) authorize the reprogramming of \$17,103 in carry forward funds and allocation of said funds to provide match funding for the Abode Oakland PATH Re-housing Initiative (OPRI).

## EXECUTIVE SUMMARY

Due to the planned development at the Oakland Army Base, the site that has housed the Oakland Army Base Temporary Winter Shelter (OABTWS) for many years will not be available to serve as a homeless shelter for the 2013/2014 winter season. The 100 bed OABTWS was a joint venture between the cities of Oakland and Berkeley, supported by additional funding from Alameda County, with each jurisdiction allocated 50 beds for its clients. As an alternative, staff recommends establishing temporary overflow capacity of 50 total emergency shelter beds at some combination of the Henry Robinson Multi-Service Center (HRMSC), St. Mary's Center and CityTeam Ministries in order to provide a one-to-one replacement for the beds at the former OABTWS. The City of Berkeley will make its own separate winter shelter provisions for the current season. Alameda County will continue to support both jurisdictions, with the exact funding amount for each jurisdiction to be determined when arrangements are finalized. The temporary shelter at the HRMSC will set up cots nightly, provide a hot evening meal, a warm place to sleep and an appropriate level of basic supervision. Staff is currently engaged in negotiations with Bay Area Community Services (BACS), the operator for the larger interim housing program at HRMSC, to co-locate the winter shelter with

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the interim housing program, and requests approval of the attached resolution, which provides authorization to enter into agreements if needed and if funds are available with BACS, St. Mary's Center and CityTeam Ministries for emergency shelter beds in an aggregate estimated amount of \$168,161. Staff also requests authorization to apply any additional funds, if available, provided by other sources, including Alameda County, to the emergency shelter contract without returning to Council. Shelter beds will be available from November 15, 2013 until April 15, 2014 or until all funds are exhausted. Note that the contract period for the proposed shelter beds contracts runs from November 1, 2013 through May 15, 2014 to allow for set up and tear down activities at the provider sites.

Match funding for the Abode OPRI-SHP grant is a requirement of the federal funding, and represents a continuation of City match that was provided from a one-time source in the prior year.

### OUTCOME

Passage of the proposed resolution will authorize the City Administrator to conduct negotiations and enter into an agreement with Bay Area Community Services (BACS) to provide up to 50 winter shelter beds per night for the homeless at the HRMSC, St. Mary's Center and CityTeam. As a result, a baseline level of emergency shelter beds will be provided to compensate for the closure of the OABTWS. Allocation of match funds to the Abode OPRI-SHP program will allow continued placement of households residing in Oakland based emergency shelters into permanent housing.

Staff recommends that the Council approve a resolution authorizing the City Administrator to:

1. Accept and appropriate in an estimated of \$62,500 from Alameda County for winter shelter beds.
2. Enter into agreements for the provision of emergency winter shelter beds for the period of November 1, 2013 through May 15, 2014 in an aggregate estimated amount of \$168,161 with Bay Area Community Services (BACS), St. Mary's Center and CityTeam.
3. Authorize the acceptance of any additional funds from other sources willing to fund winter shelter beds, including Alameda County, and apply said funds for the contracting of additional shelter beds without returning to council.
4. Authorize the reprogramming of \$17,103 in carry forward funds and allocation of said funds to amend an existing grant agreement to provide match funding for the Abode OPRI – SHP federal grant through their existing PATH contract.

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**FISCAL IMPACTS**

Passage of the proposed resolution will authorize the City Administrator to conduct negotiations and enter into agreements with homeless service provider organizations to provide at least 50 winter shelter beds per night for the homeless. As a result, a baseline level of emergency shelter beds will be provided to compensate for the closure of the OABTWS. Allocation of match funds to the Abode OPRI-SHP program will allow continued placement of households residing in Oakland based emergency shelters into permanent housing.

The overall budget for the winter shelter beds is estimated to be \$168,161. The City of Oakland will cover the costs through the following sources:

1. The City of Oakland will contribute \$105,661, from a General Purpose Fund allocation, and carry forward of prior year Alameda County Funds (Fund 2160). The funding sources and amounts are as follows:

NAME	FUND/PROJECT	AMOUNT
2010/11 ALAMEDA COUNTY (AMOUNT NOT CONTRACTED)CARRY FORWARD	2160.78411.54912.G417910	\$19,903
General Purpose Fund	1010.78411.54912.G463130	\$85,758
2013/2014 ALAMEDA COUNTY (ESTIMATED)	2160.78411.54912.G463110	\$62,500
		\$168,161

2. Alameda County has committed to supporting the winter shelter at the rate of \$12.50 per bed per night. It is anticipated that an amount of approximately \$62,500 will be made available from Alameda County, available in Oakland Army Base Temporary Winter Shelter-Alameda County Fund (2160), DHS Administration Unit Organization (78411), Miscellaneous Contract Services Account (54912), and Oakland Army Base Temporary Winter Shelter Alameda County Project (G463110).
3. Funding for the winter shelter has been set aside in the approved policy budget of Alameda County. In the unlikely event that Alameda County is unable to participate in the joint agreement, the City of Oakland will operate the shelter for as long as possible, using only those funds identified and available above.
4. Match funding for the Abode SHP program is available in carry forward funds in the amount of \$17,103 from the General Purpose Fund (1010); DHS Administration Unit Organization (78411), Miscellaneous Contract Services Account (54912), PATH Project (G361810). Match funds will be amended to the existing Abode-PATH contract.

## BACKGROUND/LEGISLATIVE HISTORY

The OABTWS was located at the Oakland Army Base from 1999 through 2012. The shelter was jointly funded by the Cities of Oakland and Berkeley and by Alameda County, and provided 100 beds for single homeless adults. The beds were divided between Oakland and Berkeley, with each jurisdiction getting 50 beds. During 2013 the City of Oakland selected a master developer for the Oakland Army Base and the shelter building was designated for demolition to make way for planned development.

At the direction of Mayor Quan, a stakeholder working group was formed in Spring 2013 to explore possible alternatives to the Army Base site. The working group was comprised of stakeholders from the homeless provider community, as well as the jurisdictions of Berkeley, Oakland, and Alameda County. A number of challenges and opportunities were explored by the working group:

1. ***Program Models/Options.*** The working group studied a number of shelter models and related programs, focusing primarily on the harm reduction and rapid rehousing models.
  - The army base shelter has been operated for years in a **traditional dormitory style configuration** at a fixed site. This harm reduction model offers bare bones accommodations with limited client services. The primary intent of this model is to provide **compassionate relief from** the elements during the winter months. However, this approach tends to maintain the status quo for clients and does not provide longer term solutions to homelessness. The majority of clients are discharged back to the streets when the winter shelter closes in the spring.
  - The **interim housing/rapid re-housing (RRH)** model offers a relatively short term stay (three to four months) at a congregate facility, coupled with intensive case management and other social services. This model concentrates on placement of clients into permanent housing in the shortest amount of time possible, and provides continuing housing retention services after the client is housed. Studies have shown that the interim housing/rapid re-housing model is both cost effective and provides more favorable permanent housing options for clients. However, the baseline cost of an RRH facility is considerably greater than the provision of basic harm reduction services.
  - A hybrid harm reduction/RRH model provides harm reduction emergency shelter with linkages to an RRH model, such that the emergency shelter serves as a bridge to more comprehensive permanent housing oriented programming.
2. ***Winter shelter client demographics.*** In an attempt to determine the characteristics of winter shelter clients and their needs, the working group studied shelter client demographics from 2010 through 2013.
  - Client demographics indicate an older, primarily African-American population with prevalent disabilities and considerable service needs. Although over half of

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the winter shelter clients were experiencing a temporary episode of homeless due to short term economic factors, a significant number (45%) were chronically homeless and over 20% were repeat shelter users from prior years. These repeat users tend to cycle through the shelter system on a continuous basis and tend to remain on the fringe of mainstream services with multiple unmet needs.

- There are ongoing issues with re-entry populations from the criminal justice system. Trends indicate an increase in re-entry clients, many of whom have unmet reintegration needs. During the 2012/2013 season there was a marked increase in the sexual offender population, a group that presents challenges for housing placement.
- An overview of winter shelter client demographics from 2010 through 2013 is as follows:
  - Age: **An aging population:** 61% of clients were between the ages of 45 and 61; another 6% were over age 62
  - Ethnicity: **majority of African-American clients:** over 62% of clients were African American; White – 19%; Mixed Race – 14%
  - Gender: **Majority single male:** 74% of clients were male; 26% female
  - **Physical & mental health conditions at entry:** mental illness – 52%; Alcohol Abuse (32%); Drug Abuse (30%); Chronic health condition (34%); HIV/AIDS (3%); Developmental (9%); Physical Disability (50%)
  - Disability Status: **over 50% reported either a physical or mental disability**
  - **Known health conditions at exit:** None (25%); 1 condition (11%); 2 conditions (11%); 3+ conditions: (52%)
  - **Income at exit:** No income (23%); \$1 - \$750 (29%); \$751 - \$1000 (32%); >\$1000 (15%)
  - **Income sources:** Earned income (16%); SSI/SSDI (46%); Unemployment (6%); GA (26%); TANF (0.8%); Unemployed: 89%
  - **Non-cash benefits:** SNAP (38%); Medicaid (35%); Medicare (14%)
  - **Past Domestic violence:** Yes (21%); No (78%)
  - **Veteran status:** No (84%); Yes (16%)
  - **Chronic Homeless:** Yes (45%); No (54%)

**3. Oakland Population Demographic Issues.** The working group also studied demographic issues particular to Oakland.

- In 2003, about half of homeless people in Alameda County were persons in families with children. However, in 2011 homeless families only represented about 27% of the homeless population.
- Between 2009 and 2011, homeless single adults within the County increased by 10% (from 2,771 to 3,039), while at the same time the number of families declined by 28% (from 1,590 to 1,139).
- Oakland accounts for 48.2% of the literally homeless in the County.
- The **unsheltered single adult homeless population in Oakland** is estimated at between 600 and 1000 persons.

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4. **Zoning Considerations.** The working group examined zoning considerations when considering where to site a winter shelter. The City of Oakland is undertaking a zoning update effort to comply with Senate Bill 2 (SB2). SB2 requires cities to outright permit emergency shelters in at least one zoning district. City staff will convene a stakeholder meeting to have a dialogue around appropriate locations in Oakland for emergency shelters. The purpose of this meeting is to engage our service providers before we endeavor to develop draft regulations. The following topics will be addressed:
- What criteria make a location suitable for shelters (i.e., proximity to public transit, job centers, social services, etc.)?
  - Should we consider the locational needs of different homeless populations (i.e., locate homeless families near schools, and locate homeless single adults far from schools, etc.)?
  - Where are suitable areas for shelters to be permitted by-right (without a special discretionary approval) such as in West Oakland, East Oakland, downtown, or somewhere in between?
  - What development standards such as number of beds, length of stay, management standards and building requirements (lobby/drop-off areas, etc.) should we require, if any?

Once draft proposals have been developed, zoning staff will initiate public hearings on rezoning for emergency shelters (likely beginning at the Oct. 30<sup>th</sup> Zoning Update Committee meeting – a subcommittee of the Oakland Planning Commission). The proposals will ultimately need to be adopted by City Council. City Council adoption hearings are anticipated for the end of this year (Nov/Dec 2013).

5. **Site Search.** The working group considered a number of City and/or County and nonprofit sites in an effort to identify a suitable alternative winter shelter site. Among the sites considered were:
- 361 105<sup>th</sup> Avenue - former transitional housing site
  - 499 5<sup>th</sup> Street - county owned building
  - Old Salvation Army – former non-profit shelter site
  - 13<sup>th</sup> Street, 14<sup>th</sup> Street, and Franklin Street – Trust Clinic planned site, county owned building
  - Savoy basement – newly rehabbed housing facility
  - Old City jail – currently not in use
  - Saint Vincent De Paul
  - Healthy Oakland – possible new site considered
  - Faith based sites – a number of faith based sites were considered
  - St. Mary's Center – operates winter shelter for seniors; may consider adding overflow capacity
  - CityTeam Ministries – operates year around shelter; may consider adding overflow capacity or providing vouchers for excess capacity

6. **Transitioning of the Henry Robinson Multi-Service Center (HRMSC).** The working group considered the HRMSC site and explored how it might be used in conjunction with winter shelter.
- The housing and financial resources at the HRMSC are being repurposed to serve homeless single adults instead of homeless families to best align and reflect the changing homeless population within the City of Oakland and within Alameda County (the County).
  - This programmatic realignment is consistent with the City's continued implementation of Housing-First strategies in Oakland that work to help individuals living on the streets to move into permanent housing with the appropriate level of services to ensure housing retention.
  - Areas of focus during the stay in the program will be to identify and address housing obstacles (credit, felonies, evictions, etc.), secure income (benefits, employment), explore housing options, receive assistance with the housing search process, connect to health care as necessary, and secure permanent housing.
  - Once in permanent housing, participants will receive six months of housing retention services that include becoming part of the community, building a support system, addressing other needs identified by the client, employment services, representative payee, SSI advocacy, health care, mental health care, and recovery.
  - Client capacity at the HRMSC will depend on several factors, including service intensity needs and living space configuration; current estimate is that the interim housing program will house between 100 and 150 clients at any given point in time.
  - Given the prevalence of physical and mental disabilities of the population, service partnerships with mainstream systems of care will be critical, including physical and mental health care. New resources available through Affordable Care Act will be integrated into the program.
7. **Recommendations:** For the near term, the working group recommended increasing overflow capacity at the HRMSC for provision of harm reduction shelter, and attempting to establish linkages with the HRMSC interim housing program and also with mainstream services for healthcare, benefits and other services.
- Program design at the HRMS can be expanded to include 50 winter shelter beds at the facility. Staff is exploring various configuration options to accommodate the overflow beds at the facility.
  - The City of Berkeley remains interested in partnering on a regional winter shelter in the future and would also encourage its clients to participate in proposed interim housing programming at the HRMSC; at the same time Berkeley has indicated a willingness to separately expand local shelter capacity in Berkeley

with overflow beds during the cold winter months and during inclement weather. At this time it does not appear likely that a congregate facility large enough to accommodate both Berkeley and Oakland winter shelter clients can be identified within the necessary timeline.

- Alameda County remains committed to supporting winter shelter beds in North County, would continue to support both Oakland and Berkeley, either through a joint facility or through local efforts in the two jurisdictions. If separate facilities are needed in the two cities, the County has committed to dividing budgeted funding between the jurisdictions. The exact allocation of County funds will be determined as costs are finalized in each jurisdiction.
- A number of alternatives to the recommended HRMSC proposal were considered by the shelter working group, including several City-owned or County-owned buildings. None of the sites examined by the working group were found to be feasible.
- Service partnerships with mainstream systems of care will be critically needed to improve the long term outcomes of shelter clients. Such partnerships need to bring together resources from the physical health care, behavioral health care, social services, probation, and benefits systems to produce a coordinated response to client needs.

#### ***ABODE OPRI – SHP Match Funding***

The Oakland PATH Rehousing Initiative SHP (OPRI – SHP) is a federally funded Housing First program that provides permanent housing rent subsidies combined with comprehensive social services for disabled households formerly living in shelters in Oakland. OPRI-SHP serves 25 households through a scattered site leasing model, using the federal housing subsidies for market rate rental assistance and uses the matching funds to provide wrap around services after clients are housed. Since the program became fully leased up in 2011, 100% of client households have retained their housing. This remarkable success rate – all client households placed in housing still remain in housing after more than one year – is testimony to the effectiveness of the Housing First model. The requested allocation of \$17,103 represents the required match funding for the federal grant, and will provide continuing wrap around services to help client households retain their housing and achieve greater self-sufficiency. Funds will be used to amend the existing Abode PATH contract. These services include, but are not limited to:

- Primary and mental healthcare services including drug and alcohol recovery groups, psychological counseling and free prescription medications.
- Job seeking assistance, such as resume development, job search tools, interview skills training and work appearance.
- Job training and employment services.

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- Financial literacy training and credit counseling.
- Childcare and children's services.

### **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:*** Emergency winter shelter beds provide an alternative place to sleep for residents of homeless encampments and mitigate the accompanying environmental degradation caused by the proliferation of litter, debris, human waste and other negative environmental impacts.

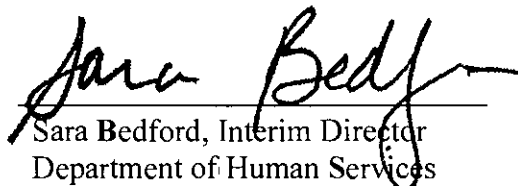
***Social Equity:*** The expenditure of City funds upon the most needy in the community provides for the most basic of human needs and assists the homeless to become reintegrated into society.

### **DISABILITY AND SENIOR CITIZEN ACCESS**

Temporary winter shelter beds at the HRMSC will be accessible to persons with disabilities. Bathroom and shower facilities that are accessible will be available for use during the operation of the shelter. Senior citizens will be welcome at the temporary winter shelter. Comparable shelter and/or services can be provided for anyone for whom any particular facility presents too great a challenge.

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

Respectfully submitted,

  
Sara Bedford, Interim Director  
Department of Human Services

DHS/Community Housing Services Division

***Reviewed by:*** Susan Shelton, Manager

***Prepared by:*** Mike Church, Program Analyst II

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FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

Approved as to Form and Legality

# OAKLAND CITY COUNCIL

**DRAFT**

City Attorney

2013 OCT 10 PM 4:04

RESOLUTION No. \_\_\_\_\_ C.M.S.

Introduced by Councilmember \_\_\_\_\_

**A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:**  
**(1) ACCEPT AND APPROPRIATE ESTIMATED AMOUNT OF \$62,500 FROM ALAMEDA COUNTY FOR WINTER SHELTER BEDS; AND**  
**(2) ENTER INTO SEVERAL AGREEMENTS FOR THE PROVISION OF EMERGENCY WINTER SHELTER BEDS FOR THE PERIOD OF NOVEMBER 1, 2013 THROUGH MAY 15, 2014 IN AN AGGREGATE ESTIMATED AMOUNT OF \$168,161 WITH THE FOLLOWING HOMELESS SERVICES PROVIDERS: BAY AREA COMMUNITY SERVICES (BACS); ST. MARY'S CENTER; AND WITH CITYTEAM MINISTRIES FOR AS NEEDED OVERFLOW BEDS; AND (3) AUTHORIZE THE ACCEPTANCE AND APPROPRIATION OF ANY ADDITIONAL FUNDS FROM OTHER SOURCES FOR THE SAME PURPOSE WITHOUT RETURNING TO COUNCIL THROUGH JUNE 30, 2014; AND (4) AUTHORIZE THE REPROGRAMMING OF \$17,103 IN CARRY FORWARD FUNDS AND ALLOCATION OF SAID FUNDS TO PROVIDE MATCH FUNDING FOR THE ABODE OAKLAND PATH REHOUSING INITIATIVE (OPRI)**

**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**, the City of Oakland could provide approximately 50 additional beds by establishing temporary winter shelter beds at the Henry Robinson Center site; and

**WHEREAS**, Funds are available in an estimated aggregate amount of \$168,161 for the winter shelter beds from the following sources:

NAME	FUND/PROJECT	AMOUNT
2010/11 ALAMEDA COUNTY (AMOUNT NOT CONTRACTED)CARRY FORWARD	2160.78411.54912.G417910	\$ 19,903
General Purpose Fund	1010.78411.54912.G463130	\$ 85,758
2013/2014 ALAMEDA COUNTY (ESTIMATED)	2160.78411.54912.G463110	\$ 62,500
		\$ 168,161

; and

**WHEREAS**, the City desires to enter into a funding agreements with Bay Area Community Services (BACS), St. Mary's Center and CityTeam Ministries for an estimated aggregate amount of \$168,161; and

**WHEREAS**, other funding sources may be identified to contribute to the contracting of additional shelter beds; and

**WHEREAS**, the City wishes to amend an existing grant agreement to provide match funding to Abode Services, Inc. in fulfillment of federal grant requirements in the amount of \$17,103, said funds available in General Purpose Fund (1010); Community Housing Services Organization (78411); Miscellaneous Contract Services Account (54912); PATH Project (G361810); now, therefore, be it

**RESOLVED:** That the services to be provided by the Bay Area Community Services, Inc., St. Mary's Center and CityTeam Ministries 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 the City Council authorizes the City Administrator to enter into funding agreements if needed and if funds are available with Bay Area Community Services (BACS), St. Mary's Center and CityTeam Ministries for an estimated aggregate amount of \$168,161; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to accept and appropriate, if available, of additional funds for the same purpose for winter shelter beds without returning to council through June 30, 2014; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to accept additional funds from the County of Alameda in an estimated amount of \$62,500 and allocate said funds to the Alameda County Housing and Community Development Department Winter Shelter-Alameda County Fund (2160), DHS Administration Unit Organization (78411), Miscellaneous Contract-Services Account (54912), and Winter Shelter Alameda County Project (G463110) for the contracting of winter sheher beds; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to reprogram carry forward funds in the amount of \$17,103 from the General Purpose Fund (1010); DHS Administration Unit Organization (78411), Miscellaneous Contract Services Account (54912), PATH Project (G361810); 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 beds 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