

**CITY OF OAKLAND**  
**AGENDA REPORT**

OFFICE OF THE CITY CLERK  
2007 FEB - 11 PM 3:28

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Department of Human Services  
DATE: February 13, 2007

RE: **Resolution Authorizing The City Administrator To Extend The Performance Period Of Existing Grant Agreements Under The Fiscal Year 2005-2006 Emergency Shelter Grant And Emergency Housing Program From The January 31, 2007 End Date To June 30, 2007 And To Extend The Performance Period Of Existing Agreements Under The Fiscal Year 2005-2006 Winter Relief Program From The January 31, 2007 End Date To May 15, 2007 To Support Said Programs With Available Program Balances From The Fiscal Year 2006-2007 Emergency Shelter Grant, Emergency Housing And Winter Relief Program Years**

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**SUMMARY**

Resolution 79923 C.M.S., dated May 30, 2006, authorized the adoption of the Alameda County-wide Homeless and Special Needs Housing Plan, entitled "EveryOne Home". The resolution also authorized the development of a companion Oakland Strategy to end homelessness in the next 10 years. Since the proposed Oakland Strategy could potentially shift resources relative to the delivery of services to the homeless, the resolution also authorized an extension of existing service contracts under the Emergency Housing Program (EHP), Emergency Shelter Grant (ESG), and Winter Relief Program (WRP) until January 31, 2007, when the Oakland Strategy was expected to be completed. Increased incidents involving homeless encampments have required additional County-wide planning efforts to manage the influx of homeless encampment activities. As a result, planning and implementation work for the Oakland Strategy was delayed.

The Oakland Strategy is nearing completion. A draft of the Oakland Strategy will be submitted to a number of focus groups and public forums during the first quarter of 2007, and will be brought to the Oakland City Council in April 2007. In the meantime, the current resolution seeks an extension of Winter Relief Program contracts through the end of the winter season, and seeks an extension of the Emergency Housing and Emergency Shelter Grant Programs through the end of the fiscal year, so that a Request for Proposals (RFP) can be produced for the next two-year program cycle that reflects the priorities of the anticipated Oakland Strategy. Funding for the contract extensions is available in the 2006/2007 Approved Policy Budget appropriations for the Emergency Shelter Grant, Emergency Housing Program and Winter Relief Programs.

Item: \_\_\_\_\_  
Life Enrichment Committee  
February 13, 2007

**FISCAL IMPACT**

The City of Oakland allocates homeless services and housing dollars through a Request for Proposals process every two years. The most recent two-year funding cycle ended on June 30, 2006. Resolution 79923 C.M.S., dated May 30, 2006, extended existing contracts through January 2007 to allow for the development of the Oakland Strategy to the County-wide Homeless and Special Needs Housing Plan. Approval of the accompanying resolution will extend the existing homeless services contracts until the end of their program years to allow for completion, public input and City Council review of the Oakland Strategy.

**Funding for the extension of current service contracts is available from the 2006/2007 approved Policy Budget.** Program contract extension costs and funding allocations are as follows:

Extension End Date	June 30, 2007	June 30, 2007	May 15, 2007
Fund Source	2103.G270710	1010.G168410	2108.G168610
AGENCY ▼/PROGRAM NAME▶	06-07 ESG	06-07 EHP	06-07 WRP
East Oakland Community Project	\$18,859	\$7,718	\$29,684
East Bay Community Law Center	\$14,584	\$8,334	\$0
Family Violence Law Center	\$16,666	\$4,166	\$7,636
Saint Mary's Center	\$14,584	\$8,334	\$25,284
Health Care for the Homeless	\$8,894	\$2,500	\$22,229
Covenant House	\$9,584	\$0	\$0
Goodwill Industries	\$5,403	\$0	\$0
AIDS Project of the East Bay	\$7,084	\$0	\$0
Phoenix Program	\$4,257	\$0	\$15,868
<b>Extension Total</b>	<b>\$99,915.00</b>	<b>\$31,052</b>	<b>\$100,701.00</b>

**BACKGROUND**

The Countywide Homeless and Special Needs Housing Plan represents the culmination of over a year of discussion, analysis, and planning among City and County agencies, community-based providers, consumers and advocates. The Plan was sponsored by the County's Community Development Agency (Housing and Community Development), Health Care Services Agency (Behavioral Health Care Services and Public Health Department Office of AIDS Administration), and Social Services Agency, along with the City of Oakland's Department of Human Services, Community and Economic Development Agency, and the City of Berkeley's Housing Department and Public Health Department, and the Countywide Homeless Continuum of Care Council. The Plan's approach, combining three service systems (Homeless, HIV/AIDS, and Mental Health) being sponsored by nine agencies, is the first such strategy in the nation.

As outlined in the Executive Summary, the Plan establishes five broad goals:

- Prevent homelessness and other housing crises.
- Increase housing opportunities for the Plan's target populations.
- Deliver flexible services to support stability and independence.
- Measure success and report outcomes.
- Develop long-term leadership and build political will.

The Oakland Strategy to the Multi-Plan will engage the Oakland homeless housing and services community in the following manner:

1. Investigate the feasibility of implementing a Housing First Model in Oakland that will look at:
  - i. shifting homeless resources from the existing shelter and transitional housing system of service delivery to the acquisition, production, and operation of permanent supportive housing (PSH).
  - ii. creating focus groups with community partners/stakeholders to get feedback on implementing a Housing First Model. Groups would include: providers, political officials and their aides; Oakland governmental agencies, i.e. CEDA, Redevelopment, Housing Authority, Human Services, and County multi-plan partners.
2. Develop and document a Supportive Housing Pipeline Strategy whose focus is to create an environment conducive to developing PSH, including:
  - i. meeting with potential service funding partners to get a commitment to coordinate their funding with annual CEDA Housing Division's Notice of Funding Availability (NOFA) toward goal of funding units of PSH per year.
  - ii. investigating other potential linkages, i.e. Project Choice, Frequent Users Programs, etc.
  - iii. partnering with the Corporation for Supportive Housing to facilitate a Funders Group and focused technical assistance to build provider/developer capacity to sponsor quality PSH.
3. Hold a series of community forums to gather feedback and buy-in to the proposed Strategy and to revise as needed. Develop 3 to 5 recommendations for action over the next three years. Submit the Strategy to the Oakland City Council for adoption in April 2007.

## **KEY ISSUES AND IMPACTS**

The City produces a Request For Proposals under the Emergency Shelter Grant, Emergency Housing and Winter Relief programs every two years, generally in the month of February for services to be provided the following July, for a two program-year duration, ending on June 30<sup>th</sup>. This year, staff plans to release a RFP for the Emergency Shelter Grant, Emergency Housing and Winter Relief programs in the month of April 2007 for services to be provided July 1, 2007 through June 30, 2009.

The provision of emergency services for the homeless comes from a variety of sources, including City programs, faith-based and nonsectarian non-profit programs, and state and federal programs. Several emergency shelter programs are at least partially funded by the City, including the emergency shelter program for families at the Henry J. Robinson Center and the East Oakland Shelter, which provides beds for men, women, children and persons with special needs, such as HIV/AIDS clients. During the winter months, these programs – and the other non-profit programs that make up the municipal shelter system – are supplemented by the Oakland Army Base Temporary Winter Shelter, which provides 100 beds for single men and women.

These programs leave a number of service gaps. For example, frail elderly homeless persons often need more assistance than can be provided at the Army Base shelter. Homeless youth, families who are victims of domestic violence, sexually diverse individuals and persons with special needs and disabilities are other examples of populations that are not optimally served by the shelter system.

For this reason, the federally funded Emergency Shelter Grant, the City-match Emergency Housing Program and the federal Winter Relief Program employ several different mechanisms to provide services to these populations. For example, the winter shelter at St. Mary's Center provides shelter for seniors. The Family Violence Law Center provides hotel/motel vouchers for families made homeless as a result of domestic violence. The following are brief descriptions of the programs currently funded through the emergency services programs that are the subject of this report.

#### **East Oakland Community Project**

This agency provides baseline emergency housing services in addition to long-term shelter. Said services include, but are not limited to, 24-hour emergency shelter (105-bed capacity), client transportation, winter shelter beds, transitional housing for youth, meals, case management and other services to men, women, families, sexually diverse individuals, and persons living with HIV/AIDS.

#### **East Bay Community Law Center**

This agency provides assistance to homeless clients and/or persons at risk of being homeless. Client assistance includes: help to increase or maintain economic independence, outreach, and legal assistance to prevent evictions or other events that would lead to homelessness. Staff attorneys provide legal supportive services, specifically employment and income support assistance to help clients increase income and ability to retain or attain housing (homelessness/eviction prevention).

#### **Family Violence Law Center**

This agency has the primary goal of decreasing the number of women and children in Oakland at the threat of becoming homeless due to domestic violence by providing legal services, support services, Family Law Custody and Support Orders and increased hotel/motel vouchers during the winter months. The allocated funds will be used to support staff attorney salaries, support service coordination; crisis services coordination, maintenance and operations costs and the provision of hotel/motel vouchers.

**St. Mary's Center**

This agency provides care and support services to Oakland's elderly homeless population that is aged 55 and older. Services include case management, housing advocacy, winter shelter beds (capacity of 25 beds per night), and hotel/motel vouchers in addition to other support services. Allocated funds will be used to cover the cost of winter shelter beds, shelter maintenance and operations and case management staff.

**Alameda County Health Care For The Homeless**

This agency serves the general homeless population and those in need of medical respite. They also provide hotel/motel vouchers, move-in funds, eviction prevention and service coordination to its homeless and/or near-homeless clients. Allocated funds will be used to cover cost of hotel/motel vouchers, program administration, rental assistance, homelessness prevention, case management and counseling.

**Covenant House**

This agency provides year-round shelter (25-bed capacity) and services to homeless youth between the ages of 18-25. Additional services provided include food, clothing, showers, case management, substance abuse workshops, HIV/AIDS prevention, employment services, independent living courses and recreation.

**AIDS Project of the East Bay**

This agency provides homeless prevention services through rental assistance for persons living with HIV/AIDS and their families. Funds allocated will be used for move-in cost or eviction prevention costs.

**Goodwill Industries, Inc.**

This agency provides job preparation services to homeless men at the Champion Guidance Center to help participants make the transition to economic independence and self-sufficiency through employment.

**Anka Behavioral Health (formerly Phoenix Programs)**

This agency has been selected to operate the City's Homeless Families Support Network program (HFSN) funded under HUD's Supportive Housing Programs. HFSN provides transitional housing, drop-in services, child services, shelter (33-bed capacity) and other services. In addition, Anka is the lead provider agency for the City's Oakland Army Base Temporary Winter Shelter (OABTWS). The shelter provides 100 beds per night to women and men at the old Army Base with food and shower services. Allocated funds will be used to cover an unmet OABTWS program budget gap.

The majority of these agencies have been funded under the City's ESG, EHP and WRP for fiscal years 2004/2005, 2005/2006, and a portion of fiscal year 2006/2007. During these terms, all agencies listed above have performed at not less than satisfactory levels, meeting contracted service levels.

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** All Emergency Shelter Grant (ESG), Emergency Housing Program (EHP), Winter Relief Program (WRP), Matilda Cleveland, and Families In Transition services will be delivered at the existing sites of those identified agencies as specified above.

**Environmental:** No environmental opportunities have been identified at these existing sites.

**Social Equity:** Increases in services and temporary shelter and housing to the City's homeless and near homeless populations present increased social equity opportunities. Work to be performed under the HMIS and Oakland Continuum of Care also support the increase of social equity for the City's homeless population.

## **DISABILITY AND SENIOR CITIZENS ACCESS**

Programs providing services to the homeless population are available and accessible to persons with disabilities. Some of these programs are for the general homeless or near homeless population. Others are specifically targeted for families. St. Mary's Center is targeted to seniors. Therefore, these programs do not preclude use by disabled or seniors. Continuing to provide support to these programs is critical to these populations.

## **RECOMMENDATIONS AND RATIONALE**

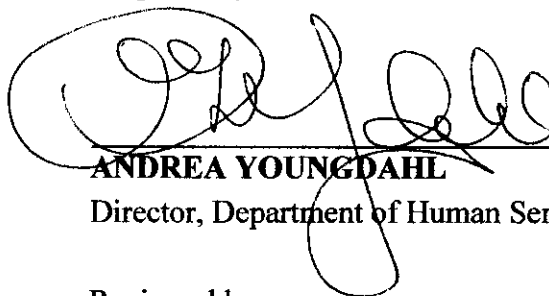
Staff recommends that the City Council authorize the extension of current emergency shelter and services contracts to June 30, 2007 and the extension of winter relief contracts through May 15, 2007, in order for City staff to produce a two-year ESG, EHP and WRP Request for Proposals (RFP) that reflects the priorities of the anticipated Oakland Strategy to be adopted in April 2007. Without the City Council's approval of staff's recommendation, a RFP for the ESG, EHP, and WRP programs would be released based on priorities set in the City's previous Oakland Plan to End Homelessness, which does not reflect the updated Oakland Strategy to be presented to Oakland City Council in April 2007.

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**ACTION REQUESTED OF THE CITY COUNCIL**

Staff requests that the City Council approve a resolution authorizing the City Administrator to extend the performance period of existing grant agreements under the fiscal year 2005-2006 Emergency Shelter Grant And Emergency Housing Program from the January 31, 2007 end date to June 30, 2007 and to extend the performance period of existing grant agreements under the fiscal year 2005-2006 Winter Relief Program from the January 31, 2007 end date to May 15, 2007 to support said programs with available program balances from the fiscal year 2006-2007 Emergency Shelter Grant, Emergency Housing And Winter Relief Program years.

Respectfully submitted,



**ANDREA YOUNGDAHL**

Director, Department of Human Services

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

Prepared by: Mike Church, Program Analyst II  
Department of Human Services

APPROVED AND FORWARDED TO THE  
LIFE ENRICHMENT COMMITTEE:

  
**OFFICE OF THE CITY ADMINISTRATOR**

Item: \_\_\_\_\_  
Life Enrichment Committee  
February 13, 2007

2007 FEB -1 PM 3:28

*Margaret A. Aizita*  
City Attorney

# OAKLAND CITY COUNCIL

RESOLUTION NO. \_\_\_\_\_ C.M.S.

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO EXTEND THE PERFORMANCE PERIOD OF EXISTING GRANT AGREEMENTS UNDER THE FISCAL YEAR 2005-2006 EMERGENCY SHELTER GRANT AND EMERGENCY HOUSING PROGRAM FROM THE JANUARY 31, 2007 END DATE TO JUNE 30, 2007 AND TO EXTEND THE PERFORMANCE PERIOD OF EXISTING AGREEMENTS UNDER THE FISCAL YEAR 2005-2006 WINTER RELIEF PROGRAM FROM THE JANUARY 31, 2007 END DATE TO MAY 15, 2007 TO SUPPORT SAID PROGRAMS WITH AVAILABLE PROGRAM BALANCES FROM THE FISCAL YEAR 2006-2007 EMERGENCY SHELTER GRANT, EMERGENCY HOUSING AND WINTER RELIEF PROGRAM YEARS**

**WHEREAS**, the Alameda County-Wide Homeless and Special Needs Housing Plan (Multi-Plan) and the three-service tier system, combining homeless, HIV/AIDS, and mental health care, was adopted by City Council under Resolution No. 79923 C.M.S. on May 30, 2006 ; and

**WHEREAS**, said Resolution also authorized funding to develop a companion Oakland Strategy to end homelessness in the next 10 years; and

**WHEREAS**, staff desires to solicit public comment on the draft Oakland Strategy during the first quarter of calendar year 2007; and

**WHEREAS**, the City's Community Housing Services staff desires to synchronize its homeless service programs with the priorities set in the Multi-Plan and Oakland Strategy; and

**WHEREAS**, the Community Housing Services Division of the Department of Human Services desires to postpone the release of its biannual Request for Proposals to local non-profit homeless service agencies for shelter, homeless prevention, and other support services to be funded under the City's Emergency Shelter Grant (ESG), Emergency Housing Program (EHP) and Winter Relief Program (WRP) until May 2006 in order to release a RFP under these programs that includes priorities set in the Multi-Plan and the Oakland Strategy; and

**WHEREAS**, staff desires to continue needed homeless services under the ESG and EHP, extending the existing 2005/06 ESG and EHP contracts from the current end date of January 31, 2007 to an end date of June 30, 2007; and

**WHEREAS**, staff desires to continue needed homeless services under the WRP, extending the existing 2005/06 WRP contracts from the current end date of January 31, 2007 to May 15, 2007; and

**WHEREAS**, funds are available to extend said contracts from the FY 2006-07 ESG, EHP, and WRP allocations as approved in the FY 2006-07 Adopted Policy Budget; now, therefore be it

**RESOLVED:** That City Council hereby authorizes the allocation of available 2006/07 ESG and EHP funds, extending the existing 2005/06 ESG and EHP contracts from the current end date of January 31, 2007 to an end date of June 30, 2007; and be it



**FURTHER RESOLVED:** That City Council hereby authorizes the allocation of available 2006/07 WRP funds, extending the existing 2005/06 WRP contracts from the current end date of January 31, 2007 to an end date of May 15, 2007; and be it

**FURTHER RESOLVED:** That the City Council hereby appoints the City Administrator or her designee as agent of the City to negotiate and enter into Agreements with the aforementioned homeless service providers in the specified amounts for the purpose of providing continued shelter and support services to the homeless, and 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 in accordance with this Resolution and its basic purpose; and be it

**FURTHER RESOLVED:** That Agreements authorized under this resolution 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, \_\_\_\_\_, 20\_\_\_\_\_

**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