

CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: October 9, 2007

RE: **A Resolution Authorizing the City Administrator to (1) Waive the Competitive Process And Enter Into a Six Month Agreement In The Amount Of \$306,000 With Anka Behavioral Health, Inc. To 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, And (3) Accept And Appropriate \$125,000 From Alameda County, And \$66,000 From The City Of Berkeley To Establish And Operate The Temporary Winter Shelter At The Oakland Army Base, (4) Allocate \$15,000 In CDBG Funds For Tenant Improvements To The Winter Shelter; And (5) Enter Into An Agreement With Anka Behavioral Health, Inc. For \$22,094 For Purchase And Installation Of Security Cameras At The Henry Robinson Multi-Service Center**

SUMMARY

A resolution has been prepared authorizing the City Administrator to waive the competitive process and enter into an agreement with Anka Behavioral Health, Inc. for the opening of the Oakland Army Base Temporary Winter Shelter (OABTWS) for the homeless for the 2007/2008 season. Approximate dates of operation will be from November 1, 2007 through April 30, 2008. 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 Henry Robinson Multi-Service Center (HRMSC) provides transitional housing and emergency housing services for homeless persons in the City. Anka Behavioral Health, Inc., the operator at the Center, has expressed the need for security cameras at the facility for client and facility safety reasons. The resolution also requests authorization to enter into an agreement with Anka to purchase and install the security cameras.

FISCAL IMPACTS

The overall budget for the winter shelter at the Oakland Army Base is \$306,000 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:

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1. 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 FY 2007-2008 Adopted Policy Budget and is available in the General Fund, Winter Shelter Project. (General Purpose Fund (1010), Organization DHS Administrative Unit Organization (78111), Third Party Grant Contracts-Earned Account (54912), and Emergency Shelter Program-City of Berkeley Project (G301730).
2. \$119,000 from the City of Berkeley (\$66,000 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) agreement pending Berkeley City Council approval in October, 2007. City of Berkeley funds are available in Social Services Grant Fund (2994), DHS Administrative Unit Organization 78111, Miscellaneous Operating Expenditures Account (52921), and Emergency Shelter Program-City of Berkeley Project (G136740).
3. \$125,000 in cash from Alameda County (Agreement pending Board of Supervisors approval in October, 2007), available 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 (G136780).
4. \$15,000 in cash from Community Development Block Grant (CDBG) funds for tenant improvements to the OABTWS is available from the CDBG Rehabilitation Project in Fund 2108, CDBG Administrative Unit Organization 88949, Miscellaneous Contract Services Account 54919, and CDBG Rehab Project G10050.
5. \$22,094 in cash from Community Development Block Grant (CDBG) funds for security cameras at the HRMSC is available from the CDBG Rehabilitation Project in Fund 2108, CDBG Administrative Unit Organization 88949, Miscellaneous Contract Services Account 54919, CDBG Rehab Project G10050

Funding for the winter shelter has been set aside in the approved policy budgets of both Alameda County and the City of Berkeley. 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.

BACKGROUND

The OABTWS was first authorized in November 1999, and it 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

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duration of the shelter crisis and shelter operations at her 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 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 and 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 last winter. 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 2007/2008 season.

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 \$66,000 in cash for shelter operations. An additional \$15,000 is available from CDBG funds for rehabilitation of the fire safety and electrical systems. The accompanying resolution proposes City Council authorization to enter into an agreement with Anka Behavioral Health, Inc. in the amount of \$306,000 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 \$359,000.

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 HRMSC provides transitional housing and emergency housing services for homeless persons in the City. Anka, the operator at the Center, has expressed the need for security cameras at the facility. A number of on-going incidents which have occurred on site, such as vandalism to equipment and the facility and altercations between residents and other clients have raised the need for the cameras. It is hoped that the use of the cameras will assist staff to more efficiently deal with problem situations and better monitor the activities of clients. The cameras will be located on the exterior and in the interior, in public areas such as corridors, lobby, stairs, basement and cafeteria and the day care center.

Anka solicited bids for cameras in accordance with the City's contracting process. Anka received three bids for the security cameras, which are detailed in Attachment A of this report. The lowest bid of \$22,094 was submitted by Ideal Protection Services. It will provide 29 color cameras, three color monitors, one 32-camera Digital Video Recording equipment with networking capability and one power supply. The price includes the cost of installation. A monthly service fee of \$60 for servicing and maintenance will be paid out of Anka's operating budget.

KEY ISSUES AND IMPACTS

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 1, 2007 through April 30, 2008. 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. Some minor renovation, already included in the budget allocation, needs to be completed to the electrical and fire safety systems prior to occupancy.

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.

Due to other planned uses of the Oakland Army Base, the availability of the current location is uncertain beyond the current season.

PROGRAM DESCRIPTION

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

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.

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 1, 2007 and operate until not later than April 30, 2008.
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 and an operating agreement with Anka Behavioral Health, Inc.
4. That City Council authorize the City Administrator to waive the competitive process and enter into an agreement with Anka Behavioral Health, Inc. to operate the shelter.
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 CDBG funds for tenant improvements at the Oakland Army Base Temporary Winter Shelter;
7. That the City Council authorize the City Administrator enter into an agreement with Anka Behavioral Health, Inc. for the purchase and installation of security cameras at the Henry Robinson Multi-Service Center.

ACTION REQUESTED OF THE CITY COUNCIL

Approve a resolution to operate a temporary winter shelter at the Oakland Army Base and purchase and install security cameras for the Henry Robinson Multi-Service Center.

Respectfully submitted,



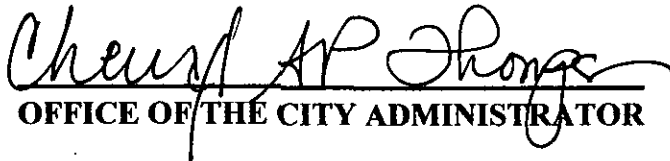
ANDREA YOUNGDAHL
Director, Department of Human Services

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

Prepared by:
Michael K. Church
Program Analyst I

Attachment: Security Camera Bids

**APPROVED AND FORWARDED TO THE
LIFE ENRICHMENT COMMITTEE:**



OFFICE OF THE CITY ADMINISTRATOR

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ATTACHMENT A

Competitive Bids for Security Camera equipment for Henry Robinson Multi-Service Center

Agency	Bid Amount	Location
Ideal Protection Security	\$22,094 (color)	Woodland, Antioch
Wired Loss Prevention	\$46,658 (color) \$42,152 (black & white)	South San Francisco
Protection Services Industry (PSI)	\$38,832	Livermore

2007 SEP 27 PM 5:43

Approved as to Form and Legality

OAKLAND CITY COUNCIL

Margaret Fujishima
City Attorney

RESOLUTION NO. _____ C.M.S.

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO (1) WAIVE THE COMPETITIVE PROCESS AND ENTER INTO A SIX MONTH AGREEMENT IN THE AMOUNT OF \$306,000 WITH ANKA BEHAVIORAL HEALTH, INC. TO 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, AND (3) ACCEPT AND APPROPRIATE \$125,000 FROM ALAMEDA COUNTY, AND \$66,000 FROM THE CITY OF BERKELEY TO ESTABLISH AND OPERATE THE TEMPORARY WINTER SHELTER AT THE OAKLAND ARMY BASE, (4) ALLOCATE \$15,000 IN CDBG FUNDS FOR TENANT IMPROVEMENTS TO THE WINTER SHELTER; AND (5) ENTER INTO AN AGREEMENT WITH ANKA BEHAVIORAL HEALTH, INC. FOR \$22,094 FOR PURCHASE AND INSTALLATION OF SECURITY CAMERAS AT THE HENRY ROBINSON MULTI-SERVICE CENTER

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, 2007 through April 30, 2008; 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 (\$66,000 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 2007/2008 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 G301730; and

WHEREAS, additional funds in the amount of \$15,000 are available from the CDBG Rehabilitation Project in Fund 2108, CDBG Administrative Unit Organization 88949, Miscellaneous Contract Services Account 54919, and CDBG Rehab Project G10050; 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, the Henry Robinson Multi-Services Center, operated by Anka Behavioral Health, Inc. under contract with the City has a need for security cameras for client safety and security purposes; and

WHEREAS, funds in the amount of \$22,094 are available for the purchase and installation of security cameras in Fund 2108, CDBG Administrative Unit Organization 88949, Miscellaneous Contract Services Account 54919, and CDBG Rehab Project G10050; now, therefore, be it

RESOLVED: That the services to be provided by the shelter operator 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 the shelter operator 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 \$306,000 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 authorizes the City Administrator to accept and appropriate \$66,000 from the City of Berkeley (Social Services Grant Fund 2994, DHS Administration Unit Organization 78111, Miscellaneous Operating Expenditures Account 52921, and Emergency Shelter Program-City of Berkeley Project G136740) 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 G136780) for the operation of the Winter Shelter, and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to allocate \$15,000 from the CDBG Rehabilitation Project (Fund 2108, DHS Administrative Unit Organization 78111, Miscellaneous Contract Services Account 54919, CDBG Rehab Project G10050) for tenant improvements at the Winter Shelter; and be it

FURTHER RESOLVED: That the City Council authorizes the City Administrator to enter into an agreement with Anka Behavioral Health, Inc. for \$22,094 and allocate said funding from the CDBG Capital Improvement (Fund 2108, DHS Administrative Unit Organization 78111, Miscellaneous Contract Services Account 54919, CDBG Rehab Project G10050) for the purchase and installation of security cameras; 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, _____, 2006

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