

CITY OF OAKLAND
Agenda Report

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: April 12, 2005

RE: A RESOLUTION AUTHORIZING A GRANT AGREEMENT WITH OPERATION DIGNITY, INC. FOR THE HOMELESS MOBILE OUTREACH PROGRAM (HMOP) IN AN AMOUNT NOT TO EXCEED \$358,620 FOR THE PERIOD OF JULY 1, 2005 THROUGH JUNE 30, 2007 AND AUTHORIZING A TWO YEAR OPTION TO RENEW FOR THE PERIOD JULY 1, 2007 THROUGH JUNE 30, 2009 WITHOUT RETURNING TO COUNCIL

SUMMARY

A resolution has been prepared authorizing the renewal of a two-year agreement with Operation Dignity, Inc. for the Homeless Mobile Outreach Program (HMOP) in an amount not to exceed \$358,620 for the period of July 1, 2005 through June 30, 2007. The HMOP provides field outreach to homeless persons living on the streets and in homeless encampments. The program uses outreach vehicles to access field sites, and provides food, clothing, and other basic life necessities to over 600 persons in 30 identified homeless encampments throughout the city. The HMOP provides field case management services, including intake and assessment, crisis intervention, access to shelter, acute medical referrals and other needed resources. The program also has a daytime drop-in center that offers longer-term case management and services coordination. The HMOP also works closely with Public Works and other agencies to assist in the maintenance and clean up of homeless encampments.

HMOP is operated by Operation Dignity, Inc., a non-profit organization whose primary focus is on homeless veterans and chronically homeless persons. HMOP has been operated continuously since 1999, in successive two-year contracts. The current contract expires on June 30, 2005. Staff recommends the renewal of the current two-year agreement with Operation Dignity, Inc. for the Homeless Mobile Outreach Program (HMOP) in an amount not to exceed \$358,620 for the period of July 1, 2005 through June 30, 2007. Since the program has been operated successfully for over five years, and the need for services will likely continue beyond 2007, staff recommends a two year renewal option for the program, that would authorize the program through June 30, 2009, provided funding continues to be available and Operation Dignity, Inc. performs acceptably. The two year renewal option gives Operation Dignity a longer term commitment which will facilitate the leveraging of more monies for the program, from funders such as the Veterans Administration.

Item: _____
Life Enrichment Committee
May 10, 2005

City staff has worked closely with Operation Dignity to incorporate enhanced reporting and tracking systems for HMOP over the past year. These systems allow staff to better track service usage trends and monitor field operations, including the reporting of field incidents and cleanup activities, and coordination with other City departments and outside agencies. Additionally, staff has an established protocol for programmatic and fiscal monitoring of the HMOP to assess their adherence with the requirements of their city contract and meeting goals and objectives. Staff will update the Council annually on program performance and outcomes.

FISCAL IMPACT

The Homeless Mobile Outreach Program is included as a line item in the Proposed Policy Budget for fiscal years 2005/2007 in the amount of \$179,310 per year. The total cost for the recommended two-year contract is \$358,620. The source of funding is the General Fund, (Fund 1010, Organization 78111) 2005/2007 Homeless Mobile Outreach Project. The attached resolution includes a two year option to renew the program, contingent on availability of funds and satisfactory performance, without returning to Council. The agreement with Operation Dignity may be subject to the City of Oakland's three percent contract compliance fee which would amount to \$46,420. Not imposing or disregarding the contract compliance assessment fee would have a negative impact on contract compliance revenues.

PROGRAM DESCRIPTION

The Homeless Mobile Outreach Program (HMOP) provides both field-based services and office based services. Field-based services are delivered by a mobile outreach team using a specialized outreach vehicle, and include case management, crisis intervention and harm reduction services. Office based services are provided through Operation Dignity's drop-in center in downtown Oakland, and consist of more comprehensive case management, service coordination and referrals to other services. In addition to client services, HMOP assists Public Works and other agencies in coordinating the cleanup and maintenance of homeless encampment sites.

Services are delivered to the field in converted ambulances that visit homeless encampments three evenings per week. The ambulances are equipped with emergency lights and distinctive signage that identify them as emergency services vehicles. The field services team is comprised of a case manager, a night case manager/outreach worker and a driver/site coordinator. The case manager provides client intakes, crisis intervention, and referrals to shelter, medical care and other resources. The night case manager/outreach worker provides additional client case management assistance, and is responsible for the inventory and distribution of food, clothing, and survival items, such as blankets, ponchos and sleeping bags. The driver/site coordinator drives the outreach vehicle and coordinates the assessment and cleanup of homeless encampments.

Case management services provided in the field are necessarily limited in both scope and intent. A field services file is created for each mobile outreach client, who fills out a standardized intake form that captures demographics, housing history, basic health issues, service needs, and other details. The standard intake forms are transmitted to the county-wide HMIS system for tracking homeless clients and service usage. Clients are also given a limited psycho-social assessment in the field, designed to identify any acute medical issues or apparent mental or behavioral problems. During fiscal year 2004/2005, the HMOP conducted 220 unduplicated field intakes and client assessments. Once the core issues of clients are identified, a basic care plan is established and clients are given referrals to acute medical services, emergency housing, and other emergency services in the field. Over 20 clients were placed in emergency shelter this year, most through the Oakland Army Base Temporary Winter Shelter (OABTWS). A limited number of clients received transportation vouchers in the field that enabled them to access other services, including the daytime drop-in center at Operation Dignity. Field case management services are provided to clients on a gradual basis as interpersonal trust is established. It often takes a matter of weeks or months for effective client/case manager relationships to develop.

In addition to field case management, the mobile outreach team provided over 16,000 units of survival supplies, including food, clothing, ponchos, sleeping bags, hygiene kits and other resources. HMOP provides hot meals and sandwiches to an established route of encampments located throughout Oakland. The team also spends at least one evening each week searching out new encampments. HMOP also responds to citizen complaints of incidents or public nuisances. Members of the public can report problems or issues relating to homeless encampments through a Department of Human Services hotline number, (510) 238-6590. City staff works with HMOP to investigate citizen complaints or issues.

The HMOP team works closely with Public Works, Oakland Police and outside agencies, such as CALTRANS, to coordinate cleanup and blight abatement activities at homeless encampments. The HMOP conducts regular assessments of the physical condition and public health hazards of each encampment. Whenever conditions at a particular encampment location warrant action, the HMOP joins with Public Works to facilitate cleanup activities and assists with service coordination for homeless persons displaced by those activities.

HMOP's field services are complemented by case management services provided at Operation Dignity's drop in center in downtown Oakland. The center provides more in-depth case management services than can be delivered in the field, such as greater access to computerized data bases, telephone listings and other referral resources for clients. The same caseworker who works in the field with the Homeless Mobile Outreach Team is also on duty at the downtown office during a daytime split shift. This allows the case worker to get to know clients in the field, and help them to develop the trust and willingness to access daytime services. Case managers direct clients to mainstream services in public health and mental health care, into jobs and training programs, into

drug and alcohol outpatient and residential treatment programs, and other available housing and social services. Of the 47 HMOP clients who came into the office for services, 38 received placements of one kind or another. There were 18 residential placements, including 12 in transitional housing, 4 permanent housing and one residential substance treatment program. Service referrals included 27 employment/training referrals, 31 benefits/legal advocacy, 12 drug and alcohol program referrals and 4 health care referrals.

Placement and eventual relocation of street homeless clients into housing is the most challenging aspect of the HMOP program. There is a shortage of emergency shelter beds appropriate for the street homeless population. Although an estimated 563 chronic homeless persons in Alameda County are sheltered, an estimated 1,041 remain unsheltered. Also, although there are often a number of emergency shelter beds available at any given time, many street homeless persons decline to use them, some because of shelter rules preventing substance use.

Many HMOP clients are lacking in basic skills needed to obtain and keep employment, or have disabilities that prevent them from working. The multiple life-issues of the homeless encampments population, including mental and physical disabilities, make it difficult to identify and access appropriate permanent housing placements. Often mental health or behavioral issues act as significant barriers to obtaining and retaining permanent housing.

KEY ISSUES AND IMPACTS

Alameda County has a substantial population of homeless persons. **The 2004 Alameda County Shelter and Services Report** counted 6,215 homeless persons meeting the community definition of homelessness in Alameda County, including 4,460 adults and 1,755 children. The community definition expands the narrower HUD definition of homelessness, which includes only sheltered and unsheltered homeless persons, to include persons whose living situation is transient or precarious and those who lack a place of their own or for whom homelessness may be immanent. These figures represent a point-in-time quantity only; and it is estimated that on an annual basis, over 16,000 persons are homeless in Alameda County.

The County report offers a data baseline for comparison with HMOP data. The following are selected Oakland specific data from both the County report and from HMOP:

- The County report counted 3,056 homeless persons meeting the community definition in Oakland. This number represents 49.1% of the total homeless population of Alameda County. Included in the Oakland count were 2,475 adults and 581 children.
- The County report found 627 chronically homeless adults in Oakland, according to the HUD definition. Chronically homeless persons, by the HUD definition, have one or more disabilities, including mental illness, substance abuse or other health problems, and have

been homeless for a significant period. The chronic homeless represent the core of the homeless encampments population.

- ***HMOP finds that there are 962 persons in Oakland living on the streets or in homeless encampments. This figure corresponds with the County report's estimate of chronic homeless (627) with the difference of 335 persons attributed to "unsheltered homeless", who are not classified as chronic homeless because they do not have disabilities.***
- The County report found that 65.9% of HUD-defined chronic homeless in Oakland self-reported one or more disabilities.
- ***HMOP found that 692 (74.5%) of single individuals reported one or more disabilities.***
- The County report found 66.9% of HUD-defined chronic homeless in Oakland reported alcohol or drug dependency.
- ***HMOP found that 582 (62.7%) of single individuals either reported or were assessed with alcohol or drug dependency.***
- 49.8% of HUD-defined chronic homeless in Oakland reported mental health problems.
- ***HMOP reported that 247 (26.6%) reported a chronic mental health problem. The low figure compared with the County report is attributed to self-reporting as opposed to assessment.***
- The average age found in the County report was 43.8 years
- ***HMOP reported an average age of 45.5***
- Ethnicities of chronic homeless found in the County report were: Black 86.1%; White 8.3%; Hispanic 2.6%; American Indian/Alaska native 1.9%; Other 1.2%.
- ***HMOP reported higher percentages of Hispanics (14.2%) and Whites (14.3%).***
- The County report found that 76% of homeless and precariously housed reported having been in jail or prison.
- ***HMOP found that 551 persons (59.3%) reported having been in jail or prison.***
- The County report found that 19.3% of homeless county-wide are veterans.
- ***HMOP found 228 veterans (24.5%)***

It is clear from the survey that significant numbers of homeless persons have disabilities, alcohol or drug dependency, and/or mental health issues. In addressing these issues, case managers and clients are often faced with separate mainstream systems of care, fragmented infrastructures and often conflicting eligibility issues. For example, a number of homeless persons diagnosed with substance use issues are not considered disabled for purposes of Supplemental Security Income (SSI), and must be qualified for assistance under a different diagnosis. Similarly, many mental health outpatient clinics will not dispense medications to homeless persons, because they lose, misuse, or stop taking their medications. Substance use treatment programs are usually not reimbursable under Medi-Cal. There is no public detoxification facility available in Alameda County. Persons with substance use issues are ineligible for certain types of housing programs, and are often subject to eviction from public housing for drug related incidents. These are just some of the most salient barriers to assisting

the chronic homeless population.

There has been an extensive national dialog in recent years about chronic homelessness, which has been a major focus of federal attention and policy. The federal definition of “chronic homelessness” concentrates on the highly visible subset of homeless persons who are living on the streets and in homeless encampments, and who have one or more disabilities, including mental and physical health issues often co-occurring with substance abuse problems. The multiple life-issues and disabilities of chronic homeless persons make this population especially difficult to reach and to house. Much of the national discussion revolves around permanent supportive housing models, which combine treatment for disabilities with housing. Several innovative models have been established, including San Francisco’s master leasing program for permanent supportive housing.

Oakland city staff are in the early stages of exploring the development of a supportive housing pipeline process. The purpose of the pipeline process would be to create a coordinated funding strategy that would ensure a steady creation of quality, permanent affordable supportive housing projects in Oakland. The pipeline process asks key housing and services funding stakeholders in Oakland and Alameda County to coordinate their funding and other related activities to maximize and leverage their resources. Initially the goal would be that one or more new supportive housing projects totaling at least 25 units (or 25 units of supportive housing mixed in with other housing developments) would receive the required capital, operating and services funding commitments per year.

The stakeholders that are being invited to partner are: Oakland Community and Economic Development Agency (Redevelopment; Housing & Community Development); Oakland Department of Human Services (Community Housing Services); Oakland Housing Authority; Alameda County Social Services Agency (Adult & Aging Services; Children & Family Services; Workforce & Benefits Administration); Alameda County Community Development Agency (Housing and Community Development); and, Alameda County Health Care Services Agency (Behavioral Health Care Services).

SUSTAINABLE OPPORTUNITIES

Economic: Programs and services for homeless and low-income persons provide a stable environment that permits them to more readily access employment opportunities. The Homeless Mobile Outreach Program will enable the City to meet HUD requirements to maintain a sustainable funding base for homeless programs and services.

Environmental: The Homeless Mobile Outreach Program is intended to facilitate cleanup of homeless encampments and 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 assist the homeless to become reintegrated into society.

DISABILITY AND SENIOR CITIZEN ACCESS

Programs providing services to the homeless population are available and accessible to seniors and persons with disabilities. Some of these programs are for the general homeless or near homeless population and not specifically targeted to the senior population.

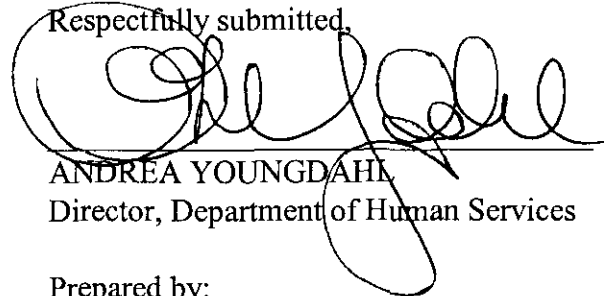
RECOMMENDATIONS AND RATIONALE

Staff recommends the renewal of the current two-year agreement with Operation Dignity, Inc. for the Homeless Mobile Outreach Program (HMOP) in an amount not to exceed \$358,620 for the period of July 1, 2005 through June 30, 2007 with a two-year option to renew without returning to Council.

ACTION REQUESTED OF THE CITY COUNCIL

Approve the attached resolution authorizing an Agreement with Operation Dignity, Inc. for the Homeless Mobile Outreach Program (HMOP).

Respectfully submitted,



ANDREA YOUNGDAHL
Director, Department of Human Services

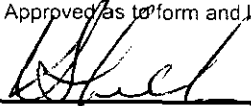
Prepared by:
Mike Church
Program Analyst I

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

APPROVED AND FORWARDED TO
THE LIFE ENRICHMENT COMMITTEE:



Office of the City Administrator


Deputy City Attorney

OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

A RESOLUTION AUTHORIZING A GRANT AGREEMENT WITH OPERATION DIGNITY, INC. FOR THE HOMELESS MOBILE OUTREACH PROGRAM (HMOP) IN AN AMOUNT NOT TO EXCEED \$358,620 FOR THE PERIOD OF JULY 1, 2005 THROUGH JUNE 30, 2007 AND AUTHORIZING A TWO YEAR OPTION TO RENEW FOR THE PERIOD JULY 1, 2007 THROUGH JUNE 30, 2009 WITHOUT RETURNING TO COUNCIL

WHEREAS, the Proposed Policy Budget for Fiscal Years 2005/2007 authorizes an appropriation of \$358,620 to fund the Homeless Mobile Outreach Program (Fund 1010, Project G142730); and

WHEREAS, there is a continuing need for provision of these services to the homeless and those at-risk of homelessness; and

WHEREAS, the City Council finds that contracts for these services are of a professional nature; and the City Council finds that these contracts shall not result in the loss of employment or salary by any person having permanent status in the competitive service because these services provided by Operation Dignity, Inc. are not being provided by any City employee; now therefore, be it

RESOLVED, that the City Administrator is hereby authorized to enter into a Grant Agreement with Operation Dignity, Inc. in an amount not to exceed \$358,620 for the period of July 1, 2005 to June 30, 2007, to fund the Homeless Mobile Outreach Program (HMOP); and

FURTHER RESOLVED, if service has been satisfactory and funds are available for the continuation of the program, that the City Administrator is hereby authorized to renew said Grant Agreement with Operation Dignity, Inc. in an amount not to exceed \$358,620 for the period of July 1, 2007 to June 30, 2009, to fund the Homeless Mobile Outreach Program (HMOP); and be it

FURTHER RESOLVED, that the City Administrator is authorized to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests, reprogramming of funds, and related actions which may be necessary in accordance with the Agreement's basic purpose 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, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

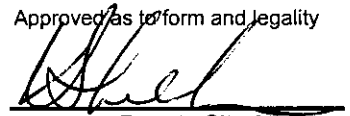
AYES- BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LATONDA SIMMONS
Interim City Clerk and Clerk of the Council
of the City of Oakland, California


Deputy City Attorney

OAKLAND CITY COUNCIL

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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, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LATONDA SIMMONS
Interim City Clerk and Clerk of the Council
of the City of Oakland, California