



Office of the City Manager

CONSENT CALENDAR

November 18, 2014

To: Honorable Mayor and Members of the City Council

From:  Christine Daniel, City Manager

Submitted by: Jane Micallef, Director, Health, Housing and Community Services Department

Subject: Contracts: Alameda County Housing and Community Development Department and Dorothy Day House for Winter Homeless Shelter Programs

RECOMMENDATION

Adopt two Resolutions authorizing the City Manager to execute resultant contracts and amendments with:

- 1) Alameda County Housing and Community Development Department (ACHCD) in the amount of \$60,000 to augment an existing contract with Bay Area Community Services (BACS) to expand outreach and engagement, case management and housing navigation services tied to clients served through the North County inclement weather homeless response ("North County Housing Connect Project") and
- 2) Dorothy Day House (DDH) in the amount of \$13,895 for expanded bed capacity at the Berkeley Emergency Storm Shelter (BESS).

FISCAL IMPACTS OF RECOMMENDATION

There is no impact to the adopted budget. The \$73,895 in the above recommendation is available in the FY 2015 budget for the Winter Homeless Shelter Programs (Budget Code: 010-9703-410-3510) and in the Health, Housing & Community Services Department (Budget Code: 010-7906-463-4064).

Should City Council approve this recommendation, \$13,895 would be added to an existing contract with (DDH) for the Berkeley Emergency Storm Shelter (Contract No. 9301C) and \$60,000 would be allocated to a contract with ACHCD to augment an existing contract with BACS. For all contracts the Budget Code is: 010-9703-410-3510.

These contracts have been entered into the City's contract database and assigned CMS No. TA2JZ (ACHCD) and CMS No. T6FL8 (DDH).

CURRENT SITUATION AND ITS EFFECTS

Over the years, the City has funded both local and regional winter shelter efforts to ensure that people who are homeless have shelter during the winter months. The adopted FY2015 budget already includes allocations for these efforts in the amount of

\$171,045, comprised of \$45,724 for winter motel vouchers, \$109,115 for the YEAH! Shelter, and \$16,206 for the base contract with BESS (40 nights/50 people per night). This recommendation would add \$73,895 for a total winter shelter program budget of \$244,940.

Currently, the City has 150 year round shelter beds available at four locations. For over a decade, the City of Berkeley has expanded shelter capacity during winter months in collaboration with the City of Oakland and Alameda County Housing and Community Development Department. A 100-bed shelter was opened at a fixed site at the Oakland Army Base from mid-November through mid-April. With the redevelopment of the base, this site is no longer available and there are no other buildings in which to site a shelter that operates during recurring partial year periods.

The City of Berkeley has long standing partnerships with the County and the City of Oakland in efforts to provide a regional response to homelessness. These partnerships go beyond the winter shelter collaboration and extend to existing work creating comprehensive strategies to better serve chronically homeless individuals and families in the North County area. With the loss of a winter shelter site, and in furtherance of the work to better serve chronically homeless people, the Cities of Oakland, Emeryville, Albany and the County of Alameda's Departments of Housing and Community Development and Behavioral Health Care Services have created a North County inclement weather homeless response strategy called the North County Housing Connect Project using innovative and cost effective approaches and practices that have been successful in other localities.

The North County Housing Connect Project will be comprised of warming centers in Berkeley (the Storm Shelter is the warming center) and Oakland; a multi-disciplinary intervention team including targeted outreach provided by Bay Area Community Services (BACS); and rapid rehousing financial assistance. The Project is designed to target the most vulnerable homeless people in North County who tend to only come in for services when the weather is too inclement to remain outside and to provide permanent housing for a minimum of 40-60 of these chronically homeless people.

The elements of the North County Housing Connect Project are below. The goals of the program are to improve permanent housing placement outcomes, reduce the recidivism rate of people seeking winter shelter, and result in an overall reduction in the number of chronically homeless individuals in Alameda County.

Warming Centers: The Berkeley Emergency Storm Shelter (BESS), which Dorothy Day House (DDH) operates will provide shelter space on particularly stormy nights for single adults on the streets who are otherwise unable to obtain shelter. The BESS will operate during episodes of inclement weather when temperatures fall below 40 degrees or when it rains. The BESS will have the capacity to shelter 65 people for up to 45 nights between December 1, 2014 and April 15, 2015. This represents an expansion of the BESS program which historically has served 50 people for up to 40 nights. The First Congregational Church located at 2345 Channing Way in Berkeley donates the space

for the shelter. The BESS will continue to utilize its outreach and noticing procedures, including email notification to a variety of stakeholders including City of Berkeley Health, Housing and Community Services staff, Berkeley homeless service providers, Berkeley Police Department, Berkeley Office of Emergency Services, local hospitals and Eden I&R Information and Referral (2-1-1), and notices distributed and posted in the areas where homeless people congregate.

There will be two warming centers in Oakland with a total of 40 beds. Additionally, there will be an expansion of two shelters in Oakland, St Mary’s Center and the Crossroads Shelter for a combined total of 18 additional beds between December 1, 2014 through April 30, 2015.

Site	Type	Clients served per night
St. Mary’s Center	Winter Shelter	10
Crossroads Shelter	Winter Shelter	8
Henry Robinson Center	Warming Center	15
2551 San Pablo Avenue	Warming Center	25
Total client accommodations		58

Multi-Disciplinary Team Intervention: An important component of the program is engaging people who may not access services at all or who come in for services only during inclement weather. The Alameda County Department of Behavioral Health Services (ACBHS) has an existing contract with Bay Area Community Services (BACS) to provide outreach and engagement, case management and housing placement services. This model is based on a New York City Critical Time Intervention (CTI) model and seeks to provide resources directly to street homeless populations.

Critical Time Intervention (CTI) is an empirically supported, time-limited case management model designed to prevent recurrent homelessness in people with mental illness following discharge from hospitals, shelters, prisons and other institutions. This transitional period is one in which people often have difficulty re-establishing themselves in stable housing with access to needed supports. Its approach relies heavily on effective street outreach and engagement rather than expecting people to meet in an office setting and works in two main ways: by providing emotional and practical support during the critical time of transition and by strengthening the individual’s long-term ties to services, family, and friends so clients avoid future homelessness.

The ACBHS Department will expand its contract with BACS to serve an additional 40-60 people, including 15-20 people seeking a storm shelter bed in Berkeley. The aim of these services will be to engage these clients intensively and assist them with finding permanent housing. BACS will provide case management and peer counselor services for up to nine months on an as needed basis, with the goal of ensuring clients are connected to mainstream services and remain housed after the nine month period is ended.

Targeted Outreach: In prior years, clients have been admitted to the winter shelter beds on a first come, first served basis. The proposed strategy would target the most medically and behaviorally fragile homeless people.

BACS will conduct the outreach by leveraging its existing outreach and will connect with BESS staff and the City's Homeless Outreach worker.

Financial Assistance: The ACBHCS' contract with BACS will include flexible spending to support client expenditures on an as needed basis, such as move-in costs and payment of utility arrears. In addition, the City of Berkeley currently administers its rapid rehousing program (Priority Home Partnership (PHP)) program utilizing Emergency Solution Grant (ESG) funds. Though the program is currently at capacity, as participants exit the PHP program, available slots will be used to support Berkeley participants of this program identified by BACS, BESS and the City's Homeless Outreach worker

Leverage: The North County Housing Connect project will leverage funds newly available through the Affordable Care Act by integrating Medicare reimbursable activities into the overall strategy.

In addition to the services described above, the City has two other programs which operate during winter months. These services are currently funded and not the subject of this recommendation but are described below in order to demonstrate the breadth of the City's winter homeless response.

Winter Voucher Program: Each year the City operates a Winter Voucher Program which provides emergency motel vouchers for homeless families and disabled individuals who are unable to access one of the regular emergency shelters. The total budget for this program is \$45,724 comprised of \$34,888 in motel vouchers and \$10,836 in staffing at Berkeley Food and Housing Project (BFHP) and Woman's Daytime Drop-in Center (WDDIC) to coordinate referrals.

YEAH! Shelter: The City also provides \$109,115 to YEAH! to operate a winter shelter for up to 25 homeless youth, ages 18-25 years old. YEAH!'s winter shelter season will be extended by one month this winter. The shelter is expected to open in early November and operate for seven months through mid June 2015.

BACKGROUND

Last winter, the City provided funding to Berkeley Food and Housing Project (BFHP) and Building Opportunities for Self-Sufficiency (BOSS) that expanded shelter capacity by 12 beds between December 2, 2013 and April 15, 2014. In addition, the City provided additional funding to Dorothy Day House's Berkeley Emergency Storm Shelter to expand the number of nights of operation and the number of beds available when temperatures fell below 40 degrees and/or rain was forecast.

During the 2012-2013 winter season, the final year that the winter shelter was located at the former army base in Oakland, 35- 40% of the people served were chronically homeless. The shelter was a low-barrier shelter with a length of stay up to six months with no requirement to be working towards increased income and/or a permanent housing placement.

Unlike the winter shelter at the Oakland Army Base, the beds added to the BFHP and BOSS existing programs last year were operated in conformance with all the policies and expectations of their year-round program and served a very different population than winter shelter had in previous years.

The expanded beds at the BOSS and BFHP shelters were added to the Centralized Shelter Reservation Line and people came from throughout the county to access these beds, not the most fragile among the local homeless population served through the storm shelter program. The overall occupancy rate for the additional beds was 86%.

The BESS was open 32 of the funded 45 nights between December 3, 2013 and April 15, 2014. On the 32 nights in operation, the BESS had an overall occupancy rate of 84% or an average of 54 guests a night with a capacity of 65 beds. It is important to note that the winter shelter at the Army Base FY13 had an occupancy rate of 75%, so only about 38 of the 50 beds available were filled.

ENVIRONMENTAL SUSTAINABILITY

There are no identifiable environmental effects or opportunities associated with the subject of this report.

RATIONALE FOR RECOMMENDATION

Expanding shelter response during the winter months is extremely important and the City of Berkeley has a robust set of resources that are added to year round services to meet the heightened needs during these months. While acknowledging the importance of shelter and continuing to invest substantial resources in it, the City of Berkeley is also committed to strategies employed successfully in communities across the nation that reduce the need for shelter by investing in services that move people directly into housing. Rapid re-housing has become an increasingly important tool in a community's response to homelessness. The model has shown success on the individual level – helping households exit homelessness and not return to shelter. Additionally, it has helped communities decrease the number of people experiencing homelessness and the amount of time households spend homeless. Expanding capacity at the BESS allows the City to provide shelter to the most vulnerable homeless people in Berkeley between the months of December and mid-April. Targeting outreach and rapid-rehousing resources to the repeat chronically homeless winter shelter users, improves outcomes for the homeless people the winter shelter program serves and assists in reducing the number of people experiencing homelessness in our community.

In addition, by making additional resources available to pay for case management and rapid re-housing through a collaborative arrangement with Alameda County, the

program design for FY2015 is closely aligned with the countywide effort to end chronic homelessness in Alameda County.

ALTERNATIVE ACTIONS CONSIDERED

No alternative actions are being considered at this time.

CONTACT PERSON

Jennifer Vasquez, Associate Management Analyst, HH&CS, 981-5431

Attachments:

1: Resolution – ACHCD

2: Resolution – DDH

RESOLUTION NO. ##,###-N.S.

CONTRACT: DOROTHY DAY HOUSE FOR WINTER HOMELESS SHELTER
PROGRAMS

WHEREAS, the City of Berkeley is committed to providing a humane response to addressing homelessness; and

WHEREAS, the City of Berkeley has historically implemented a seasonal winter shelter program in collaboration with the City of Oakland and Alameda County; and

WHEREAS, in order to better serve the most vulnerable seeking shelter, the City of Berkeley is partnering with the Cities of Oakland, Emeryville, and Albany and the County of Alameda's Departments of Housing and Community Development and Behavioral Health Care Services to fund a North County Housing Connect Project that provides outreach and engagement, case management and housing navigation services as well as temporary financial assistance; and

WHEREAS, the FY 2015 budget has \$73,895 available to amend the contract with Dorothy Day House (Contract No. 9301C, CMS No. T6FL8) and execute a contract Alameda County Housing and Community Development Department in the Winter Homeless Shelter Programs (Budget Code: 010-9703-410-3510) and in the Health, Housing & Community Services Department (Budget Code: 010-7906-463-4064); CMS. No. T6FL8.

NOW THEREFORE, BE IT RESOLVED that the Council of the City of Berkeley hereby authorizes the City Manager to execute any resultant agreements and amendments in FY2015 with Dorothy Day House (DDH) in the amount of \$13,895 for the purpose of expanding winter shelter capacity between December 1, 2014 and April 15, 2015. .

RESOLUTION NO. ##,###-N.S.

CONTRACT: ALAMEDA COUNTY HOUSING AND COMMUNITY DEVELOPMENT
DEPARTMENT FOR WINTER HOMELESS SHELTER PROGRAMS

WHEREAS, the City of Berkeley is committed to providing a humane response to addressing homelessness; and

WHEREAS, the City of Berkeley has historically implemented a seasonal winter shelter program in collaboration with the City of Oakland and Alameda County; and

WHEREAS, in order to better serve the most vulnerable seeking shelter, the City of Berkeley is partnering with the Cities of Oakland, Emeryville, and Albany and the County of Alameda's Departments of Housing and Community Development and Behavioral Health Care Services to fund a North County Housing Connect Project that provides outreach and engagement, case management and housing navigation services as well as temporary financial assistance; and

WHEREAS, the FY 2015 budget has \$73,895 available to amend the contract with Dorothy Day House (Contract No. 9301C, CMS No. T6FL8)) and execute a contract Alameda County Housing and Community Development Department in the Winter Homeless Shelter Programs (Budget Code: 010-9703-410-3510) and in the Health, Housing & Community Services Department (Budget Code: 010-7906-463-4064); CMS. No. TA2JZ.

NOW THEREFORE, BE IT RESOLVED that the Council of the City of Berkeley hereby authorizes the City Manager to execute any resultant agreements and amendments in FY2015 with Alameda County Housing and Community Development Department in the amount of \$60,000 to augment an existing contract with Bay Area Community Services.