

CITY COUNCIL STUDY SESSION

On July 23, 2018, Council requested staff work with Congregations for the Homeless (CFH) to evaluate the feasibility of providing year-round men's shelter services at Lincoln Center. Staff will provide an update on the work and is seeking Council direction.

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DIRECTION NEEDED FROM COUNCIL**DIRECTION**

Staff is seeking direction regarding whether to continue to pursue Lincoln Center as an interim site for year-round overnight shelter services for persons experiencing homelessness.

RECOMMENDATION

Should Council direct staff to move forward with the next steps in providing year-round overnight shelter services at Lincoln Center as an interim site? Staff recommends expenditure of up to \$135,000 to perform additional testing, abatement analysis and contract with a qualified professional for design services. This next step will refine the scope of work, construction costs, and timeline for the work needed to allow year-round overnight shelter operations for an interim period.

BACKGROUND & ANALYSIS**Background**

The seasonal shelter moved to Lincoln Center in the winter of 2016-2017, and the current lease for operation of the overnight shelter at Lincoln Center runs through 2020. The shelter use was considered a "permitted use" under the Land Use Code when it initially moved to Lincoln Center, and only construction permits were required to address needed modifications to the building to allow the shelter to begin operations.

In 2016 and 2017, modest improvements were made to the building to support basic shelter functions and improve building safety. Those improvements included construction of bathrooms, laundry facilities, and a small kitchen for warming and serving food. Fire safety improvements included construction of fire separations between sleeping areas, installation of exit signs, localized smoke detectors, and addressing general building maintenance items.

Year-Round Feasibility

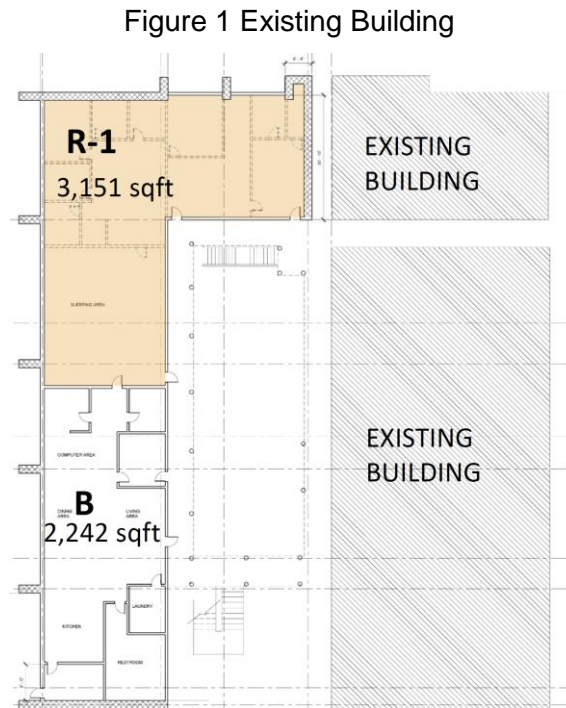
For the shelter to change from a seasonal shelter to year-round operations at Lincoln Center as an

interim location requires additional fire/life safety modifications. The following section provides a brief description of the feasibility evaluation; the detailed feasibility assessment is provided in Attachment A – *Lincoln Center Year-Round Men’s Shelter Feasibility Study*.

Building Modifications

Changes would be required to modify the building to provide additional fire protection for overnight sleeping 12 months of the year. The changes to the building to accomplish the needed fire safety improvements could be completed in one of two ways, either by enclosing the west end of the building with fire rated walls, floors, and ceiling with sprinkler protection creating a fire protected area, or to add sprinklers to the entire building (first and second floors).

Figure 1 depicts the layout of the area CFH would use for year-round overnight sleeping and the day center area. The figure also shows adjacent buildings. The R-1 area is the western end of the building that would provide sleeping area for 100 men. The entire area of R-1 and B is the total first floor area of the building. Should sprinklers be added to the entire building it would include this first-floor area and a duplicate floor area on the second floor.



Shaded areas labeled “Existing Building” indicate adjacent building areas and would not be included in any upgrades.

Either option could be accomplished within the range noted in the Fiscal Impact Section of this memo. This feasibility effort did include qualified professional assessment of the building and preparation of cost estimates. It did not include specific detailed design, structural analysis, or hazardous material testing. Due to the date this building was constructed (45 years ago) there is known asbestos material contained in some building elements. The extent of the asbestos abatement has not been quantified at this time. However, best practices for added contingencies have been included in the cost estimates.

The scope of the building modifications is driven by fire and building code requirements for changing the use from the office use for which the building was originally constructed to an overnight sleeping use. State law allows for less than full compliance with all building code standards for a shelter use in these kinds of circumstances. That allowance continues for up to five years before full compliance with all code provisions is required.

Additional detailed design and analysis (structural, abatement) would provide more accurate cost estimates and indicate which of the two approaches to provide the necessary fire protection would be

most efficient and cost effective.

Land Use Code Requirements

The Land Use Code (LUC) will allow year-round operation of an emergency/temporary overnight homeless shelter for an interim time period under certain conditions. Emergency/Temporary Overnight Shelter use at Lincoln Center could extend to year-round overnight shelter use pursuant to the temporary public safety facilities provisions in LUC 20.20.850.

Under these provisions, the City Manager determines the existence of an emergency circumstance, and following this determination, year-round overnight homeless shelter use could be permitted as a temporary public safety facility. The facility would be exempt from Conditional Use Permit (CUP) and Design Review approval processes, and from site development standards. A year-round temporary shelter use could remain at Lincoln Center as an interim location for a maximum of three years without CUP approval.

Schedule

With the current level of building evaluation, it is difficult to estimate the exact amount of time necessary to complete the final design and construction documents. But given municipal contracting processes and requirements, and the length of time required to prepare the design and construction documents, it is not likely that construction could begin on the Lincoln Center building modifications until the summer of 2020. Of course, staff will seek to expedite this process where feasible.

Construction is anticipated to require between 6 and 9 months to complete all of the building modifications. Refinement of the scope of work and additional design detail will provide more certainty. Staff will seek to expedite construction where feasible. The graphic below notes an approximate schedule considering maintaining Lincoln Center winter operations.

Staff will continue to explore ways to minimize impacts on shelter operation such as:

- Secondary location
- Shortening typical contracting timelines
- Construction around and during shelter operations
- Use incentive and liquidated damages

As noted above, additional detailed design and analysis (structural, abatement) would provide more accurate information that would provide the most efficient, cost effective and timely approach. Staff will continue to search for a secondary location to bridge the gap in services and strive to open year-round operations as soon as possible. Additional timelines will be presented on Monday night.

Operational Funding

Currently, Bellevue's Human Services Fund covers a portion of the operational costs for a six month period for the winter shelter. The Human Services commission included funding to continue funding a portion of the costs for the winter shelter for six months in both 2019 and 2020 in their

recommendations to Bellevue City Council. The cities of Kirkland, Sammamish, Issaquah and Redmond also contribute to shelter operations, as this is a regional facility serving men experiencing homelessness on the Eastside, as do other agencies (King County, United Way and the Emergency Food and Shelter Program).

CFH has provided a draft budget that includes operational costs for an additional six months to operate during the summer months. The costs include shelter and case management personnel, direct aid to clients, rent and utilities at Lincoln Center, along with miscellaneous other expenses (laundry, supplies). The additional funding necessary for year-round operations is approximately \$385,000.

Staff have reached out to other Eastside cities regarding additional operating costs for a full year shelter model. Staff also continue to reach out to other sources (i.e. Pyramid Communication who manage the funds produced from the Pearl Jam concerts). While initial response has been positive, and there is concurrence with the value of having year-round shelter, no additional funds have been identified. Fundraising and other methods to tap into community support may be needed to reach this level of operational funding. Additional work would be needed to determine the likelihood of finding on-going financial support for year-round operations.

Public Engagement

Prior to locating at the Lincoln Center, CFH held a public meeting with City staff in 2016. Public notice was given to all properties within 500 feet. To continue to ensure opportunities for clear channels of communication and to provide the public opportunities to talk about experiences and the expansion of services prior to moving to year-round operations at the Lincoln Center, CFH will provide the following:

- Public notice to properties within 1,000 feet
- Web, listserve/email notifications
- News release, Facebook, and Nextdoor notifications
- COB/BPD coordinated engagement with CFH
- CFH continued engagement with its surrounding neighbors

The process identified above will also be applicable to any secondary site, if one is found, to house persons experiencing homelessness while construction modifications are taking place at the Lincoln Center. The intent of this outreach would be to inform the community of the changes at the site, and to hear feedback in how to effectively communicate about the facility, its operations, and how to address concerns or impacts that may result from year-round shelter operations.

POLICY & FISCAL IMPACTS

Policy Impact

Following the adoption of the Land Use Code Amendment for Homeless Services Uses in July, Council noted the regional need for the men's winter shelter to be converted to year-round operations. On July 23, Council requested staff to work with CFH to evaluate options to convert Lincoln Center for year-round use. In addition, the Council vision includes a commitment to creating a caring community where

all residents enjoy a high quality of life, and where residents enjoy a wide variety of housing types. The City’s Comprehensive Plan identifies strategies and goals that allow the City to achieve and maintain this vision, even as the City grows and changes over time. Specifically considering the City’s response to homelessness, there is a need to balance a number of policies and objectives including:

- HO-35: Support regional efforts to prevent homelessness, and make homelessness rare, brief, and one-time when it occurs. Provide a range of affordable housing options and support efforts to move homeless persons and families to long-term financial independence.
- HO-36: Collaborate with other jurisdictions and social service organizations to assure availability of emergency shelter and day centers that address homelessness.
- HS-14: Support agencies locating human service facilities in Bellevue and, where appropriate, encourage efficiencies through agency collocation and collaboration.
- HS-18: Support an intentional local community response to homelessness with housing and supportive services provided to families, youth and single adults.

Fiscal Impact

To convert the existing winter shelter to year-round operations, additional capital and operational investments will be necessary.

Capital investments:

Design, testing, permitting, project management	\$300,000 - \$315,000
Construction	\$1,300,000 - \$1,600,000
Total Capital Investment	\$1,600,000 – \$1,915,000

Operational investments:

Year-round Operations	\$385,000
Extension of Day Center Operations	\$185,000

OPTIONS

1. Continue additional feasibility evaluation with expenditure of up to \$135,000 for additional testing, abatement analysis and contracting for design services. Staff would return with that additional analysis for a final Council decision on whether to do the work necessary to convert Lincoln Center to year-round shelter operations on an interim basis.
2. Continue with seasonal shelter operations at Lincoln Center until a permanent shelter is constructed and operational.

ATTACHMENTS & AVAILABLE DOCUMENTS

- A. Lincoln Center Year-Round Men’s Shelter Feasibility Study, November 1, 2018.

AVAILABLE IN COUNCIL LIBRARY

N/A