



CITY OF OAKLAND

# AGENDA REPORT

**TO:** G. Harold Duffey  
Interim City Administrator

**FROM:** Estelle Clemons  
Interim Director, Human  
Services

**SUBJECT:** Winter Relief Funding FY 22-23 –  
SUPPLEMENTAL Report

**DATE:** January 31, 2023

City Administrator Approval

Date: Feb 2, 2023

## RECOMMENDATION

**Staff Recommends That The City Council Adopt a Resolution:**

- 1. Accepting And Appropriating Up To One Hundred Forty Thousand Dollars (\$140,000) From Alameda County For The North County Winter Relief Efforts, And Authorizing Agreement For Receipt Of Said Funds;**
- 2. Authorizing Amendment Of The Grant Agreement With East Oakland Community Project To Increase The Amount By Fifty-Five Thousand Seven Hundred Fifty-Eight Dollars (\$55,758) For The Provision Of Winter Shelter Beds;**
- 3. Authorizing Amendment Of The Grant Agreement With Operation Dignity To Increase The Amount By Thirty Thousand Dollars (\$30,000) For Winter Supplies And Hotel Vouchers For Vulnerable Homeless People;**
- 4. Authorizing Amendment Of The Grant Agreement With St. Mary's Center To Increase The Amount By One Hundred Thousand Dollars (\$100,000) For The Provision Of Street Based Housing Navigation Services And Hotel Vouchers For Seniors During Winter Months;**
- 5. Authorizing Amendment Of The Grant Agreement With The Society Of Saint Vincent De Paul Of Alameda County To Increase The Amount By Forty Thousand Dollars (\$40,000) For The Provision Of Additional Shelter Beds And Increased Services During Winter Months; And**
- 6. Authorizing The City Administrator To Accept And Appropriate Any Additional Funds Awarded By Alameda County For The Provision Of Fiscal Year 2022-23 North County Winter Relief Efforts And To Amend The Above-Mentioned Grant Agreements To Increase The Amounts Using Any Additional Funds.**

City Council  
February 7, 2023

## **REASON FOR SUPPLEMENTAL REPORT**

At the Life Enrichment Committee on January 23, 2023, Human Services presented its request to approve the allocation of Winter Relief funding. This is comprised of accepting and appropriating \$140,000 from Alameda County Social Services Agency (SSA) to St. Mary's Center (\$100,000) and the Society of Saint Vincent de Paul (\$40,000) and allocating General Fund Winter Shelter monies to East Oakland Community Project (\$55,758) and Operation Dignity (\$30,000). Per staff at Alameda County SSA, serving as the new administrator of said funds, any changes to the recipients will require additional County approval and will further delay the City's receipt of the funds, thus causing additional delays to designated organizations. The recommendation from the County - who is open to further discussion and reconsideration - is to revisit the funded winter shelter providers' programming in FY 23-24.

The Life Enrichment Committee requested additional provider information and relevant data to be included in this supplemental report.

### *East Oakland Community Project (EOCP)*

*Funding Source: General Fund Winter Shelter 1010.78411.54912.1005631.SC22*

Winter Relief funding of \$55,758 is requested to provide an additional 10 emergency winter shelter beds at the Crossroads Shelter located at 7515 International Boulevard. The 10 additional winter shelter beds will be available nightly, on a first come first served basis, to single individuals.

Crossroads is an emergency shelter located in the heart of East Oakland. In FY 21-22 the shelter served 406 individuals, of which 18 adults and 45 children were served by Crossroads Family Shelter. Crossroads was closed to new intakes from December 15, 2022 to December 30, 2022 due to a COVID-19 outbreak. Prior to the recent storms in January 2023, the shelter had an average of 19 beds available per night.

The outcome goals in their FY 22-23 grant agreement are:

1. Adult (age 18+) emergency shelter program participants who maintained or increased their income at annual/exit assessment. (Goal: 75%)
2. Emergency shelter program participants enrolled in health insurance at the annual and/or exit assessment. (Goal: 90%)
3. Emergency shelter program participants successfully moved into permanent housing. (Goal: 30%)
4. Emergency shelter clients who exit to homelessness (all categories). (Goal: <10%)
5. 20% of all adults exiting have employment as a source of income.
6. 15% of adults who entered with no income will have an income at exit.

Crossroads also has the following efficiency measures in their FY 22-23 grant agreement:

1. 85% of people exit to a known destination.
2. Maintain 90% bed night occupancy for singles, 90% for family-only shelters.
3. 50% of exits to permanent housing will be done within 90 days.

In FY 21-22, 24% of those who exited the shelter went to permanent housing, 46% to temporary locations, 16% to homelessness, and 14% to another shelter. To date in FY 22-23, 22% have moved into permanent housing, 55% to homelessness, 18% to temporary housing, and 4% to other shelter.

The majority of the clients served by Crossroads are Black: 68% in FY 21-22 and 66% in FY 22-23 to date.

Racial disparities amongst the homeless population have clearly been identified through data. According to the most recent point-in-time count, black community members make up nearly 70% of the homeless population in Oakland while making up less than 30% of the City’s total population. This presents a concern around equity and requires a continued analysis of racially disaggregated data. In FY 21-22, 20% of all 228 exits from Crossroads Shelter, exited to permanent housing, 28% exited to transitional or temporary housing, 7% exited to other shelters, and 0.4% of exited to homelessness. Below is a breakdown of exits for Black and White program participants by exit type in FY 21-22:

Race	Exit Type	Percent	Number
Black	Permanent Housing	83%	45
White	Permanent Housing	.08%	2
Black	Transitional Housing	60%	64
White	Transitional Housing	8%	18
Black	Homelessness	3%	1
White	Homelessness	6%	14
Black	Other Shelter	48%	15
White	Other Shelter	3%	7

Percentage of exits by race per each exit type total

To date in FY 22-23, the breakdown of exits for Black and White participants is as follows:

Race	Exit Type	Percent	Number
Black	Permanent Housing	70%	19
White	Permanent Housing	7%	2
Black	Transitional Housing	86%	19
White	Transitional Housing	4%	1
Black	Homelessness	55%	35
White	Homelessness	16%	11
Black	Other Shelter	60%	3
White	Other Shelter	0%	0

Percentage of exits by race per each exit type total

*Operation Dignity (OD)*

*Funding Source: General Fund Winter Shelter 1010.78411.54912.1005631.SC22*

Winter Relief funding of \$30,000 is requested to procure additional supplies for the winter months and to offer hotel vouchers to temporarily shelter vulnerable unhoused people. The most recent fiscal year in which OD provided hotel vouchers was FY20-21 when they provided 10 vouchers.

Operation Dignity provides mobile outreach services to homeless individuals and families in the City of Oakland. Their Homeless Mobile Outreach Program (HMOP) comprises three zones:

1. Zone A: Council Districts 1 and 3
2. Zone B: Council Districts 2, 4, and 5
3. Zone C: Council Districts 6 and 7

The outcome goals in their FY 22-23 grant agreement are:

1. 200 unduplicated clients per quarter cumulative (all three zones) will be completely document ready for housing (ID, birth certificates, chronic homelessness verifications, proof of disability if any, proof of income, etc.).
2. 50% of clients who exit street outreach will go to an indoor location.
3. Staff will provide general outreach to a minimum of 750 unduplicated clients per month (250 per zone).
4. Teams will distribute a total of at least 1,200 units of harm reduction supplies per month including rain ponchos, sandwiches, hygiene kits, and other items as available.
5. Staff will complete at least 60 Coordinated Entry assessments (new or updates) per month (20 minimum per team).

In FY 21-22 Operation Dignity provided: 6,281 packed lunches, 1,325 trash bags, 1,996 bottles of water, 3,218 hygiene kits, and 1,573 units of personal protection equipment (PPE). To date this fiscal year, 2,697 packed lunches, 1,328 trash bags, 1,898 bottles of water, 816 hygiene kits, and 567 units of PPE have been provided.

Most of the unsheltered people OD serves are Black, male, and over 40. From FY 21-22 to the present, 68% of the people served were Black, 63% male, and 65% over 40. These similar demographics are reflected in other programs serving Oakland's unhoused population. In addition, 61% of the population OD served reported having a disability.

*St. Mary's Center (SMC)*

*Funding Source: Alameda County Winter Shelter 2160.78411.54912.1005625.SC22*

Alameda County Board of Supervisors is set to approve funding of \$140,000 to the City of Oakland for winter relief at its February 7, 2023 meeting (rescheduled from January 24th BOS Meeting). St. Mary's Center is designated to receive \$100,000 for intensive street-based housing navigation (case management focused on housing goals) to vulnerable seniors who are unsheltered. As part of this program, funding will also be available for temporarily sheltering vulnerable seniors in hotel rooms.

The City of Oakland's grant agreement with St. Mary's Center supports rapid rehousing services to homeless seniors including: housing assessments and placements; housing inspections; time limited in-home comprehensive case management, including mental health, substance abuse, money management; coordination of wrap-around services needed by seniors to maintain housing; outreach; and cultivation of private landlords and nonprofit housing providers.

The outcome goals in their FY 22-23 grant agreement are:

1. Adult (age 18+) rapid rehousing program participants who increased their income at annual/exit assessment. (Goal:  $\geq$  50%)
2. Rapid rehousing program participants enrolled in health insurance at the annual and/or exit assessment. (Goal: 85%)
3. Rapid rehousing program participants who successfully exited the program to permanent housing. (Goal: 80%)
4. Rapid rehousing program participants who exit to homeless destinations (all categories). (Goal:  $<$  10%)

In FY 21-22, 75% of those who exited went to permanent housing and 25% went to temporary destinations. Of those, 75% of the exits to permanent housing and 100% to temporary housing were Black. To date, for FY 22-23, 50% of those who exited went to permanent housing, 50% of whom are Black.

All of the clients served by St. Mary's Center are 55 and older. The vast majority of those served are Black (84% in FY 21-22 and 70% in FY 22-23 to date).

With Winter Relief funding (\$100k) in FY 21-22, St. Mary's provided the following:

- 173 seniors were assessed for services, with referrals out for clients who either did not qualify for services (not homeless, not a senior, outside of Oakland, etc.) or needed services outside of what St. Mary's could supply (legal assistance for example).
- 25 clients were served in case management/housing navigation.
- 8 clients were provided hotel vouchers for a total of 492 days of hotel stays.

*Saint Vincent De Paul (SVdP)*

*Funding Source: Alameda County Winter Shelter 2160.78411.54912.1005625.SC22*

Alameda County Board of Supervisors is set to approve funding of \$140,000 to the City of Oakland for winter relief at its February 7, 2023 meeting. SVdP is designated to receive \$40,000 to open a second room of shelter during the months of November 2022 through June 2023.

SVdP is a West Oakland low barrier emergency shelter. It operates a year-round shelter that is open from 6:00 pm to 8:00 am. In warmer months only one room is needed to accommodate guests. During the cold and inclement winter months two rooms are needed. Shelter staff are not required to do outreach per their City grant agreement, however, they are actively engaged with Community Homelessness Services Case Managers and staff from Operation Dignity in reaching out to residents of the encampments near the shelter to encourage them to make use of the available beds and additional services. Staff reports that most of the unhoused are reluctant to come into the shelter for several reasons, including: the inability to bring all their

belongings in which includes tents, mattresses, furniture, etc.; fear of losing their spot in an encampment; the shelter is not able to accept pets (Oakland Animal Services will pick up a pet and bring them to the shelter just for the night and return them in the morning) or small children; and weapons and illegal drugs are prohibited. SVdP also provides storage for each guest. This includes two full 20" x 32" x 17 Rubbermaid bins, plus whatever gear they can fit under their cot. The storage bins are provided once a guest gets a reservation, which can happen within about a week. Reservations are secured once a guest is at the shelter for seven consecutive nights. SVdP is open to transitioning their services to a new facility that allows for private or semi-private lodging in addition to more storage space. City staff have discussed and toured potential sites to transition this program, however a viable site and funding for this purpose have yet to be identified.

SVdP also provides a day program adjacent to the shelter. The SVdP Day Center is a five day a week program that provides guests with services such as: case management; employment services; financial education and referral services; referrals to support services; showers; laundry; clothing; mail services; children's clothing and diapers; and protection from the elements and challenges of the streets during the hours of 9:00 am to 3:00 pm.

Prior to the recent storms earlier this year SVdP had an average of 19 beds available per night when the capacity was at 70, and 60 beds available per night when the capacity was at 100. During the recent storms, SVdP expanded their hours to temporarily be open 24 hours each day. With additional funding, hours for the following positions will be increased: Shelter Shift Lead, Shelter Monitor Staff, Call Center, Janitorial, and Security Staff. In addition, with additional guests comes additional trash so the Maintenance: Trash budget line will also increase.

The outcome goals in their FY 22-23 grant agreement are:

1. Adult (age 18+) emergency shelter program participants who maintained or increased their income at annual/exit assessment. (Goal: 75%)
2. Emergency shelter program participants enrolled in health insurance at the annual and/or exit assessment. (Goal: 90%)
3. Emergency shelter program participants successfully moved into permanent housing. (Goal: 30%)
4. Emergency shelter clients who exit to homelessness (all categories). (Goal: <10%)

SVdP requires staff and guest to wear masks. They regularly administer COVID-19 tests to staff and guests and have not had a positive result in more than a year.

In FY 21-22, 66% of the people SVdP served were Black, 61% male, and 63% reported a disability. To date, in FY 22-23, 59% are Black, 59% male, and 66% report a disability.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt a Resolution:

1. Accepting And Appropriating Up To One Hundred Forty Thousand Dollars (\$140,000) From Alameda County For The North County Winter Relief Efforts, And Authorizing Agreement For Receipt Of Said Funds;
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For questions regarding this report, please contact C'Mone Falls, Acting Manager, Community Homelessness Services, at 510.238.6186.

Respectfully submitted,



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