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OFFICE OF THE CITY CLERK  
OAKLAND

2018 OCT -4 PM 4: 23

## AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Emergency Shelter and Winter  
Shelter FY 2018/19

**DATE:** October 1, 2018

City Administrator Approval

Date:

10/4/18

### RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Take The Following Actions To Provide Emergency Year-Round And Winter Shelter From October 15, 2018 Through June 30, 2019:**

- 1. Accept Up To \$130,000 From Alameda County And Accept And Appropriate Up To \$30,000 From The City Of Emeryville; And**
- 2. Enter Into A Grant Agreement With The Society Of Saint Vincent De Paul In An Amount Not To Exceed \$210,758 To Operate A Year-Round Emergency Shelter; And**
- 3. Amend The Grant Agreements With St. Mary's Center To Increase The Grant Amount By An Amount Up To \$30,000, And East Oakland Community Project To Increase The Grant Amount By An Amount Up To \$30,000 To Provide Winter Shelter; And**
- 4. Accept And Appropriate Any Additional Year-Round Or Winter Shelter Funds From Alameda County, The City Of Emeryville, And Private Grants And/OR Donations, And Amend The Grant Agreements Above To Increase The Grant Amounts, Without Returning To Council.**

### EXECUTIVE SUMMARY

Adoption of this resolution would authorize the City Administrator to enter into agreements with Alameda County and the City of Emeryville and accept \$130,000 from Alameda County and accept and appropriate \$30,000 from Emeryville for year-round and winter shelter. This resolution will also authorize the City Administrator to enter into a grant agreement with Saint Vincent de Paul (SVdP) to rapidly implement a 100 bed year-round shelter. The shelter will open in mid-October and will replace the 100 bed winter shelter that has operated at SVdP for the past three

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years. Additionally, this resolution will authorize the City Administrator to amend the grant agreement with East Oakland Community Project (EOCP) to add funding for 10 winter shelter beds and to amend the grant agreement with St. Mary's Center to add funding for 25 winter shelter beds. Finally, this resolution authorizes the City Administrator to accept additional funding from Alameda County, the City of Emeryville, private donors and amend the grant agreements for additional year-round and winter relief efforts.

### **BACKGROUND / LEGISLATIVE HISTORY**

The most recent data available from the January 2017 Point-In-Time Homeless Count and Survey gives an expansive picture of the homeless population currently in the City of Oakland. The survey shows an increased need when compared to the same survey conducted in January 2015. On any given night, there are 2,761 homeless persons in Oakland, which is an increase of 26 percent between 2015 and 2017. The data also provides insight into the demographics of the unsheltered population (e.g. 68 percent are African American, 15 percent are white, and 13 percent are Latino). The data also shows the largest sub-group are adults (i.e. 18-60 years old), accounting for 85 percent of the unsheltered population. Nearly 60 percent of the unsheltered population are male, and 86 percent resided in Alameda County prior to experiencing homelessness. A staggering 62 percent of the unsheltered population were living in Alameda County for over 10 years prior to becoming unsheltered.

Of those who experience homelessness, 69 percent (1,902) are unsheltered on any given night (i.e. living on the street or in places not meant for human habitation). Of those who are unsheltered, 89 percent (799) are identified as chronically homeless. There are approximately 260 individuals who identify as veterans, of which 74 percent are unsheltered. There are approximately 560 transition-aged youth (i.e. 18-24 years old), of which 71 percent are unsheltered. Below is a chart illustrating the demographics of the unsheltered population as of January 2017:

Demographics of the unsheltered population as of January 2017

Measure (duplicated)	2017
Chronically Homeless	799
Veterans	190
Transitional Aged Youth (18-24 unaccompanied/without family)	393
Unaccompanied Minors (under 18 and without family)	41
Serious Mental Illness	622
Substance Use Disorder	457
AIDS/HIV related	81
Victims of Domestic Violence	302

## **ANALYSIS AND POLICY ALTERNATIVES**

As the crisis of unsheltered homelessness has grown over the past several years, the City has adapted and expanded its winter shelter strategy. In Fiscal Year FY 2015, the City moved from a winter shelter strategy that included scattered site beds at various agencies and as-needed warming centers with limited days and hours, to a strategy of 90 beds available every night of the season, from mid-November through mid-April. In FY 2016, the number of beds expanded from 90 to 135, and in FY 2017, the program was extended through mid-June 2018.

The need for emergency shelter has continued to increase. There are approximately 350 year-round shelter beds currently available in Oakland, however, over 1900 individuals require shelter on any given night. Increasing the bed capacity only during the winter months is no longer sufficient. The City must take immediate steps to increase the number of emergency shelter beds available to its unsheltered residents.

### **Emergency Year-Round Shelter**

The proposed resolution would create 100 year-round shelter beds for single adults, with associated services, in a large single site shelter at the SVdP facility located at 675 23<sup>rd</sup> Street. The proposed location will have two large rooms to accommodate up to 100 single adults. SVdP's proposed emergency shelter will operate from approximately 6pm to 8am. SVdP's drop-in center will be open between 9:30am-3pm, creating an additional safe space for unsheltered individuals to stay during the day. The shelter beds will be accessible to participants through a referral process from various outreach and advocacy organizations. In addition, a set number of beds will remain unassigned to ensure accessibility on first come first served basis. Services provided at the shelter will include an evening meal, light breakfast, showers, storage and housing navigation.

SVdP staff will engage participants in general information and referral services, provide linkages to other programs, and provide housing navigation services. This includes administering assessments in alignment with the County-wide Coordinated Entry System (CES), which ensures all possible interventions, resources, and linkages are available to clients. Access to housing resources will be allocated through the coordinated entry/prioritization process, meaning some residents will receive homeless specific housing assistance and others will be assisted to increase income, access mainstream housing, and/or reunification with friends and family.

### **Winter Shelter**

If adopted the proposed resolution would authorize funding of 35 additional winter shelter beds, which are currently available from mid-October through the end of June. The cold weather and rain during the winter cause extreme hardship for unhoused persons unable to find shelter, and existing shelters are forced to turn people away due to overoccupancy. Establishing additional capacity for winter relief shelters will provide the most vulnerable of the unsheltered population, who are in danger of death due to exposure, a respite from the elements.

**Senior Shelter:** The City will enter into a grant agreement with St. Mary's Center to provide up to 25 beds operated at St. Mary's Center located at 925 Brockhurst Street. St. Mary's Center will provide 25 emergency winter shelter beds exclusively for seniors aged 55 and over. Seniors often avoid shelters occupied by persons under 55, opting to sleep on the street instead, which places this demographic at an increased risk. As part of St. Mary's existing programming, winter shelter participants will be able to engage in case management and on-site services such as health assessments, mental health services, recovery programs, and healthy meals.

**East Oakland Targeted Efforts:** The City will enter into a grant agreement with East Oakland Community Project (EOCP) 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 serve basis, to single men and women. A special effort will be made to target people in encampments located in East Oakland. Winter Shelter participants will be offered emergency shelter beds in the main Crossroads shelter as they become available.

At the time of this report, funding for expanding the Winter Shelter model had not yet been completely secured. Other funding sources may be identified to contribute to the provision of these efforts, and due to the urgent need of winter services, staff seeks authority for the City Administrator to accept and appropriate additional funds from Alameda County, the City of Emeryville, and other private donors for winter relief efforts from October 15<sup>th</sup> 2018 through June 30, 2019, and amend the grant agreements to adjust the grant amounts if needed.

Staff is seeking this authority because it is critical that the City has the ability to amend the grant agreements to provide funding to grantees so that they can provide shelter services as rapidly as possible during the winter months. Any significant delays associated with the expansion of the winter shelter program will prevent essential aid and services from being delivered to unsheltered persons with no other recourse.

### **FISCAL IMPACT**

Approval of the resolution authorizes the City Administrator to enter into an agreement with SVdP in an amount up to \$210,758, amend the grant agreements with St. Mary's Center in an additional amount up to \$30,000 and with EOCP in an additional amount up to \$30,000 for year-round and winter shelter. The estimated total amounts for grant agreements and grant amendments are shown in the chart below.

Emergency and Winter Shelter		
Grantee	Beds Available per Night	Amount
St. Vincent de Paul year round shelter	Up-to 100 general per night	Up to \$210,758
St. Mary's Center winter shelter	25	Up to \$30,000
EOCP winter shelter	10	Up to \$30,000
<b>Total</b>	<b>135</b>	<b>Up to \$270,758</b>

A combination of City and Alameda County funding will be used to fund the FY 2018-19 North County Winter Relief Efforts. Oakland will contribute funds to the winter strategy from an allocation of \$85,758 from the baseline budget in the General Purpose Fund dedicated to winter shelter and approximately \$55,000 in additional General Purpose Funds dedicated to homeless services. The Alameda County Housing and Community Development (HCD) Department is also anticipated to contribute a minimum of \$130,000. The table below summarizes the funding sources for the year-round and winter shelter.

Available Funding Sources

Source	Fund	Organization	Account	Project	Amount
<u>City of Oakland</u>	1010 General Fund	78411 Community Housing Services	54912 Third Party Contract	1004113 <u>Winter Shelter FY1819</u>	\$85,758
	1010 General Fund	78411 Community Housing Services	54912 Third Party Contract	1004111 <u>GPF High Priority FY1819</u>	\$55,000
<u>Alameda County</u>	2160 Alameda County	78411 Community Housing Services	54912 Third Party Contract	1004142 <u>County Winter Shelter FY1819</u>	\$130,000
<b>TOTAL</b>					<b>Up To \$270,758</b>

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Currently, the estimated total of available funding for year-round and winter shelter efforts is \$270,758, however, additional funding for these efforts is expected. The City of Emeryville is anticipated to contribute \$30,000 to the winter relief effort to be administered through Oakland's Human Services Department. Staff anticipates the cost to operate a year-round emergency shelter to be approximately one million dollars. If new funding is received from Alameda County, City of Emeryville and private donations and/or grants, the City Administrator is authorized to accept and appropriate these funds and increase the grant amounts with SVdP, St. Mary's and EOCP without returning to Council. This enables staff to quickly respond to the urgent need of shelter services.

Furthermore, the City received funding through the State of California's Homeless Emergency Aid Program (HEAP), which was earmarked in the FY 2018-19 Midcycle Amended Budget. Staff will be returning to Council to allocate these funds through a comprehensive homeless response strategy, which could include expanded shelter relief efforts. A complete homelessness funding overview and spending plan from total resources will accompany this.

### **PUBLIC OUTREACH / INTEREST**

This item does not require public outreach other than the required posting on the City's website.

### **COORDINATION**

This item required coordination with the Alameda County Housing and Community Development Agency (HCD), and the City of Emeryville. The report and resolution have been approved by the Office of the City Attorney and the Budget Bureau.

### **PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

In FY 2017-18, approximately 135 winter shelter beds were added in various programs to serve unsheltered individuals (single adults) throughout Oakland. Data collection varied across programs – therefore, reporting on duplicated and non-duplicated client breakdown and outcomes are as follows:

**Saint Vincent de Paul** served as a large single adult shelter, and was open every night beginning November 13, 2017 through June, 22, 2018:

- 17,830 bed nights available
- Serving between 65 and 100 maximum clients per night
- 13,248 duplicated clients served
- Seasonal Occupancy - 73%

Housing focused case management at the SVdP winter shelter began December 1, 2017 through April 16, 2018 and was provided by Bay Area Community Services. 38 individuals from winter shelter were assisted to end their unsheltered status, of whom:

- 20 persons from the Winter Shelter transitioned to The Henry Robinson Multi Service Center
- 18 persons from the Winter Shelter were placed directly into permanent housing

**East Oakland Community Project (EOCP)** opened an *overflow* of 10 cots during the 2017-18 winter months, beginning November 13, 2017 through April 30, 2018. A total of 28 individuals entered the Crossroads Winter Shelter during the 2017-18 winter months, of whom:

- Two exited to transitional housing;
- Four exited to their own rental with no ongoing housing subsidy
- Eight reunited with family temporarily;
- Five remain at the Crossroads Shelter;
- Seasonal Occupancy - 92.5%

**St. Mary's Center** operated a 25 bed winter shelter for seniors 55+ years of age beginning December 1, 2017 through April 30, 2018.

- 61 unduplicated individuals were served
- Seasonal Occupancy - 99%

### **SUSTAINABLE OPPORTUNITIES**

*Economic:* Integration of homeless clients into the economic mainstream reduces crime and provides economic stability for clients, their families, and the community.

*Environmental:* Integration of homeless clients into familiar Oakland neighborhoods in supervised settings will provide for community stability and productive environments. Homeless shelters improve the quality of life in Oakland's neighborhoods.

*Social Equity:* Through the provision of housing and wrap around services to homeless populations, these clients can begin to achieve stability and prosperity and contribute positively to the community.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Take The Following Actions To Provide Emergency Year-Round And Winter Shelter From October 15, 2018 Through June 30, 2019:

1. Accept Up To \$130,000 From Alameda County And Accept And Appropriate Up To \$30,000 From The City Of Emeryville; And
2. Enter Into A Grant Agreement With The Society Of Saint Vincent De Paul In An Amount Not To Exceed \$210,758 To Operate A Year-Round Emergency Shelter; And
3. Amend The Grant Agreements With St. Mary's Center To Increase The Grant Amount By An Amount Up To \$30,000, And East Oakland Community Project To Increase The Grant Amount By An Amount Up To \$30,000 To Provide Winter Shelter; And
4. Accept And Appropriate Any Additional Year-Round Or Winter Shelter Funds From Alameda County, The City Of Emeryville, And Private Grants And/Or Donations, And Amend The Grant Agreements Above To Increase The Grant Amounts, Without Returning To Council.

For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services Acting Manager, at 510-238-6187.

Respectfully submitted,

  
SARA BEDFORD  
Director, Human Services Department

Prepared by: Lara Tannenbaum, Manager  
Community Housing Services Division

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Approved as to Form and Legality

  
City Attorney

## OAKLAND CITY COUNCIL

RESOLUTION No. \_\_\_\_\_ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO TAKE THE FOLLOWING ACTIONS TO PROVIDE EMERGENCY YEAR-ROUND AND WINTER SHELTER FROM OCTOBER 15, 2018 THROUGH JUNE 30, 2019:

1. ACCEPT UP TO \$130,000 FROM ALAMEDA COUNTY AND ACCEPT AND APPROPRIATE UP TO \$30,000 FROM THE CITY OF EMERYVILLE; AND
2. ENTER INTO A GRANT AGREEMENT WITH THE SOCIETY OF SAINT VINCENT DE PAUL IN AN AMOUNT NOT TO EXCEED \$210,758 TO OPERATE A YEAR-ROUND EMERGENCY SHELTER; AND
3. AMEND THE GRANT AGREEMENTS WITH ST. MARY'S CENTER TO INCREASE THE GRANT AMOUNT BY AN AMOUNT UP TO \$30,000, AND EAST OAKLAND COMMUNITY PROJECT TO INCREASE THE GRANT AMOUNT BY AN AMOUNT UP TO \$30,000 TO PROVIDE WINTER SHELTER; AND
4. ACCEPT AND APPROPRIATE ANY ADDITIONAL YEAR-ROUND OR WINTER SHELTER FUNDS FROM ALAMEDA COUNTY, THE CITY OF EMERYVILLE, AND PRIVATE GRANTS AND/OR DONATIONS, AND AMEND THE GRANT AGREEMENTS ABOVE TO INCREASE THE GRANT AMOUNTS, WITHOUT RETURNING TO COUNCIL

**WHEREAS**, approximately 1900 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 less than 350 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 to operate year-round as well as some shelter beds to operate during the winter months, when many of the homeless population are at risk of death due to exposure to the elements; and

**WHEREAS**, funds are currently available in the amount of up to \$270,758 for the year-round and winter shelter efforts from the following sources:

Table 1 - Available Funding Sources

Source	Fund	Organization	Account	Project	Amount
<u>City of Oakland</u>	1010 General Fund	78411 Community Housing Services	54912 Third Party Contract	100411 3 <u>Winter Shelter FY1819</u>	\$85,758
	1010 General Fund	78411 Community Housing Services	54912 Third Party Contract	100411 1 <u>GPF High Priority FY1819</u>	\$55,000
<u>Alameda County</u>	2160 Alameda County	78411 Community Housing Services	54912 Third Party Contract	100414 2 <u>County Winter Shelter FY1819</u>	\$130,000
<b>TOTAL</b>					<b>Up To \$270,758</b>

; and

**WHEREAS**, funds were earmarked in the Fiscal Year (FY) 2018-19 Midcycle Amended Budget in anticipation of funding from Alameda County for the Winter Shelter program in the amount of \$130,000: Grants Fund (2160), Community Housing Services Org (78411), Grant Contracts Acct (54912), County Winter Shelter FY 18/19 Project (1004142) and staff seeks authority to accept and appropriate additional funding from Alameda County and reduce or increase the budgeted appropriation depending on the actual amount received; and

**WHEREAS**, the City desires to enter into a grant agreement with the Society of St. Vincent de Paul of Alameda County ("SVdP") for an amount up to \$210,758 for the provision of year-round shelter from October 15, 2018 through June 30, 2019; and

**WHEREAS**, the City desires to amend the grant agreement with St. Mary's Center to increase the grant in an amount up to \$30,000 for the provision of winter relief efforts including but not limited to winter shelter beds from October 15, 2018 through June 30, 2019, for a total grant amount of \$80,000; and

**WHEREAS**, the City of Oakland desires to amend the grant agreement with East Oakland Community Project to increase the grant in an amount up to \$30,000 for the provision of winter relief efforts including but not limited to winter shelter beds, from October 15, 2018 through June 30, 2019 for a total grant amount of \$206,504; and

**WHEREAS**, new funding sources may be identified to contribute to the provision of winter relief efforts and due to the urgent need of winter services staff seeks authority for the City Administrator to accept and appropriate these funds from private grants and/or donations for winter relief efforts from October 15, 2018 through June 30, 2019 and amend the grant agreements to adjust the grant amounts if needed; and

**WHEREAS**, staff is seeking authority to accept and appropriate additional funding and amend the grant agreements because it is critical that City can provide funding to grantees to provide emergency year-round and winter shelter services as quickly as possible, and any significant delays in establishing emergency shelter will prevent essential aid and services from being delivered to homeless persons with no other recourse; and

**WHEREAS**, grantees shall meet all health, safety and accessibility requirements in establishing and operating emergency and winter shelters; now, therefore be it

**RESOLVED**: That the City Council authorizes the City Administrator to enter into an agreement and accept funds from the County of Alameda in an amount up to \$130,000 for the North County Winter Relief efforts, and adjust the FY 18/19 budgeted appropriation of \$130,000 depending on the actual amount received in the Alameda County Fund (2160), Community Housing Services Organization (78411), Grant Contracts Account (54912), and County Winter Shelter FY 18/19 Project (1004142) for the provision of emergency year round and winter shelter efforts; and be it

**FURTHER RESOLVED**: That the City Council authorizes the City Administrator to enter into an agreement and accept and appropriate funds from the City of Emeryville in an amount up to \$30,000 and allocate said funds to the Social Services Grants Fund (2994), Community Housing Services Organization (78411), Grant Contracts Account (54912), and Winter Shelter & Warming Center Services Project (TBD) for the provision of winter shelter beds and services; and be it

**FURTHER RESOLVED**: That the City Council authorizes the City Administrator to enter into a grant agreement with Society of St. Vincent de Paul of Alameda County in an amount up to \$210,758 for the provision of year-round shelter from October 15, 2018 through June 30, 2019; and be it

**FURTHER RESOLVED**: That the City Council authorizes the City Administrator to amend the grant agreement with St. Mary's Center to increase the grant by up to \$30,000 for winter relief efforts including but not limited to winter shelter beds for the time-period of October 15, 2018 through June 30, 2019; and be it

**FURTHER RESOLVED**: That the City Council authorizes the City Administrator to amend the grant agreement with East Oakland Community Project to increase the grant by up to \$30,000 for winter relief efforts including but not limited to winter shelter beds for the period of October 15, 2018 through June 30, 2019; and be it

**FURTHER RESOLVED**: That the City Council authorizes the City Administrator to accept and appropriate any additional funds from Alameda County, the City of Emeryville, or other private grants and/or donations for the provision of additional year-round or winter shelter efforts and amend the grant agreements with SVdP, St. Mary's, and EOCP to increase the grant amounts during the grant term of October 15, 2018 through June 30, 2019, without returning to Council; 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 for the above-referenced grant agreements without returning to Council; and be it

**FURTHER RESOLVED:** That said grant 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, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLÉN, KALB, KAPLAN AND PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

ATTEST: \_\_\_\_\_  
LaTonda Simmons  
City Clerk and Clerk of the Council of the  
City of Oakland, California