



TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: Special City Council Meeting
DATE: May 14, 2019
ITEM #: K.11.
SUBJECT: Homeless Sub-committee Report

Recommendation for Action: Staff recommends that the City Council receive a status report on efforts to address homelessness, consistent with the city's adopted Homeless Action Plan and provide feedback and direction, as appropriate, related to current initiatives and next steps.

Staff Contact:

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Fiscal Impact:

This is an informational report and, as such, there is no direct fiscal impact resulting from the report recommendations. At the same time, the various project and initiatives described in this report collectively represent a significant investment in funding and dedicated staff resources.

The current fiscal year budget fully-funds 3.0 FTE's (Social Services Manager and HOST Police Officers) who are dedicated to working on issues related to homelessness. The Council has also allocated an estimated \$200,000 in one-time funding to support efforts to address impacts of homelessness as well as serve the needs of our homeless population, including a pilot day-shelter, emergency winter shelter and cost-sharing for extended emergency shelter capacity. In addition, grant funding in the amount of \$680,000 has been secured and a city funding contribution of \$900,000 has been reserved in support of our pending state No Place Like Home grant application. If successful, the proposed project will also be supported by the dedication of city-owned land, with an estimated appraised value of \$740,000.

Additional funding is anticipated to be included in the upcoming FY2019/20 budget, pending feedback from the Council on specific initiatives described in this report.

Background:

This agenda item provides the Council with another periodic update on staff efforts to implement initiatives identified in the City's Homeless Action Plan. The plan, first presented in draft form to the Council on August 22, 2017, provides a framework to focus City efforts and resources on issues related to homelessness. Specifically, the Homeless Action Plan identifies specific issues and action items organized around three (overlapping) categories:

- 1) Managing issues and community impacts associated with homelessness,
- 2) Improving access to and expanding capacity of homeless services, and
- 3) Increasing the number of permanent housing units available to house homeless individuals and families

Consistent with emerging best practices, the City adopted a Housing First policy to align efforts with

California law that requires all State housing programs to adopt “housing first” policies, and with criteria being established by the U.S Department of Housing and Urban Development for federal funding to address homelessness on a national level. The primary goal of the Housing First approach is to re-focus resources toward housing programs with appropriate supportive services, and away from a focus on temporary and emergency shelters and in-field services.

The City Council last received a comprehensive update on homeless initiatives at its meeting of September 18, 2018. Council and community feedback from that meeting have served to guide efforts currently underway, and this report seeks to again provide an update on progress being made (as well as ongoing challenges), and serve as a check-in point for focusing city efforts going forward.

Discussion:

This report highlights the City’s ongoing efforts over the past months, in line with best practices, to increase permanent housing, expand service availability and capacity, and manage issues associated with homelessness. Staff invites Council questions during the session and requests feedback and input on the information presented:

- 1) Point-In-Time Homeless Count (Due out in late May)
- 2) Managing Issues related to Homelessness – HOST UPDATE
 - a. Homeless Camps
 - b. Referral to Services (including Multi-Disciplinary Team)
 - c. Coordination across Law Enforcement Agencies
 - d. Shopping Cart Program
- 3) Shelter Update
 - a. Extended Emergency Shelter (Old County Jail) project
 - b. City of Woodland Emergency Winter Shelter
 - c. Fourth & Hope Update
- 4) Housing Update
 - a. No Place Like Home Loan – status update / timeline
 - b. Tiny Homes Project Concept – Yolo County / Yolo Housing Authority
 - c. Woodland Opportunity Village (WOV) Update
 - d. Yolo Continuum of Care Collaborative (YCCC) Project
- 5) Homeless Governance Model for Yolo County
 - a. Yolo County Plan to Address Homelessness (NPLH) Jan 2019
 - b. 10-year Plan Commission
 - c. Potential countywide JPA

I. Point-In Time Homeless Count

The mandated 2019 Point-In-Time (PIT) Homeless Count took place in mid-January. Every two years, the U.S. Department of Housing and Urban Development (HUD) requires that communities receiving Federal funds from the McKinney-Vento Homeless Assistance Grants program to conduct a census of all individuals

experiencing homelessness in their region during one night at the end of January.

This extensive countywide effort to estimate the local homeless population provides a snapshot of nearly all individuals and families staying at emergency/transitional shelters in the county, as well as those sleeping outside, in tents, or vehicles, under bridges or in other places not meant for human habitation. In addition to fulfilling a HUD funding requirement, the PIT Count is a detailed and timely information source for local stakeholders and the broader community to assess the state of homelessness in their area.

Yolo County’s Health and Human Services Agency allows each major city, in Yolo County, to take the lead on their city count and while in past years, Fourth & Hope has taken the lead in the count for Woodland, this year, for the first time, the City was the lead agency, under the direction of the Social Services Manager. Woodland plain clothes police officers conducted most of the surveys for unsheltered homeless and the “Survey 1, 2, 3” phone app used by officers proved valuable in predetermining location of camps and individuals prior to the PIT count date. There was also a request to set up three stations in areas well known and easily accessible to the homeless population in west, central and east locations of the City. These stations were staffed with Fourth & Hope employees.

A total of 25 staff and volunteers participated in the PIT count, including 11 WPD officers, 5 Yolo County Deputy Sheriffs, 6 Fourth & Hope staff, and 2 volunteers. This effort focused on identifying the number of unsheltered homeless individuals while Fourth & Hope coordinated the count for “sheltered” persons. By the end of the day 205 surveys were collected, however, this was prior to initial screening where duplicates, incomplete and “stopped surveys” were filtered out. Some of Woodland’s initial numbers included rural and unincorporated areas. These surveys were added to a separate count, but were still included in overall County PIT data.

The final numbers for the City of Woodland were 241 homeless individuals with 78 “sheltered” and 163 “unsheltered” in Woodland.

| TOTAL COUNT | Sheltered | Unsheltered | Total |
|----------------------------|------------|-------------|------------|
| Davis | 65 | 118 | 183 |
| Woodland | 78 | 163 | 241 |
| West Sacramento | 102 | 85 | 187 |
| Rural/Other Unincorporated | 0 | 37 | 37 |
| Total | 245 | 403 | 648 |

The 2019 PIT Count reflects a significant increase in homeless individuals from the count performed in 2017, which reported a total of 131 homeless in Woodland, including 51 in the unsheltered category.

While this would suggest a large increase in the number of unsheltered homeless in the City of Woodland between 2017 and 2019, most observers believe that past PIT counts significantly under-reported the number of homeless.

Staff believes the 2019 homeless count to be a more accurate reflection of our homeless population and is the result of a much more organized, robust and comprehensive count, as compared to prior years. Moreover, with the creation of the City’s Homeless Outreach Street Team 18 months ago, our Social Services Manager and WPD Officers have been consistently tracking between 250-275 homeless individuals. This data largely

corroborates the 2019 PIT Count for the City of Woodland.

Below is a summary of PIT data for Yolo County from 2009 through 2019:

| Homeless Count Trends (2009 - 2019) | | | | | | | |
|--|-------------|-------------|-------------|-------------|-------------|-------------|-------------------------------|
| | 2009 | 2011 | 2013 | 2015 | 2017 | 2019 | % Change '17 - '19 |
| Davis | 80 | 69 | 91 | 79 | 83 | 65 | -22% |
| West Sacramento | 29 | 19 | 39 | 87 | 87 | 102 | 17% |
| Woodland | 93 | 117 | 146 | 138 | 80 | 78 | -3% |
| Winters and Rural | 0 | 0 | 0 | 0 | 0 | 0 | |
| Sheltered | 202 | 205 | 276 | 304 | 250 | 245 | -2% |
| Davis | 34 | 48 | 23 | 52 | 63 | 118 | 87% |
| West Sacramento | 201 | 173 | 126 | 80 | 87 | 85 | -2% |
| Woodland | 52 | 34 | 40 | 54 | 51 | 163 | 220% |
| Winters and Rural | 2 | 8 | 9 | 8 | 8 | 37 | 363% |
| Unsheltered | 289 | 263 | 198 | 194 | 209 | 403 | 93% |
| Davis | 114 | 117 | 114 | 131 | 146 | 183 | 25% |
| West Sacramento | 230 | 192 | 165 | 167 | 174 | 187 | 7% |
| Woodland | 145 | 151 | 186 | 192 | 131 | 241 | 84% |
| Winters and Rural | 2 | 8 | 9 | 8 | 8 | 37 | 363% |
| Combined | 491 | 468 | 474 | 498 | 459 | 648 | 41% |

The final PIT Count report for Yolo County is scheduled to be released by the end of May and will include additional survey data such as demographic information, homeless status and health status of the surveyed population.

II. Managing Issues and Community Impacts Associated with Homelessness

A major focus of the adopted Homeless Action Plan include initiatives aimed at managing the impacts of homelessness on the community. The primary initiative in this area has been the establishment of the City’s Homeless Outreach Services Team (HOST) consisting of two police officers and a police sergeant. In addition to focusing on street-level homeless issues, HOST is also helping to ensure coordination of efforts across all City departments related to managing homeless issues. Some HOST efforts are described below.

Homeless Camps

The HOST police officers have made progress in reducing the number of larger camps over the past year. The camps are smaller now because HOST engaged these individuals faster. This engagement consisted of taking people to services, enforcement actions, and camp clean ups. Unfortunately, the rousted occupants often just relocated to new areas because of the inadequate transitional housing or permanent supportive housing for this population. Over the last year, staff has learned that merely arresting individuals will not solve issues related to

homeless camping. Solving homeless camping is a multi-faceted problem including an overwhelming lack of affordable housing, affordable mental health care, and affordable drug treatment programs, further impacted by current laws that place people into conservator-ship, drug treatment, and into jail.

Referral to Services (incl. Multi-disciplinary Team)

HOST has been working collaboratively with all the members of the Multi-disciplinary Team (MDT): Social Services, Mental Health, Yolo County District Attorney, Health and Human Services and a variety of others. HOST attempts to get people to their medical and legal appointments. HOST identifies creative solutions to assist the highest risk population resulting in both successes and some failures.

Coordination across Law Enforcement Agencies

HOST continues to assist and ask for assistance from the Yolo County Sheriff's Office, West Sacramento Police Department, Davis Police Department, California Highway Patrol, Yolo County Probation, CDCR Parole and the Yolo County District Attorney. The activities we partner on range from camp clean ups to searching for people. Although not a law enforcement agency, we have continued to have a good working relationship with Caltrans who have been instrumental in some of the camp clean ups. Because we have found that this population drifts back and forth between all of the jurisdictions in Yolo County, working collaboratively with these other agencies has proven to be very beneficial as well as efficient.

Shopping Carts

The updated Shopping Cart ordinance approved by the City Council enables the recovery of abandoned carts within the City limits and imposes a retrieval fee to the identified owners for the collection and storage of their carts. The Public Works Department engaged in a pilot project to collect carts and create a database on the number of carts collected and their ownership.

To do so, Public Works contracted with a shopping cart retrieval company (CarTrac) to recover, identify and return to the owners carts left along our roadways and in public lots at a cost of \$5 per cart. During the months of January, February and March a total of 314 carts were retrieved by CarTrac, of which 76 were paid for by the City at a cost of \$380. The rest were paid for by stores who also contract with this company. Over these first 3 months the number of carts collected that the City has been obligated to pay steadily declined from 56 in January to 16 in February and 4 in March; a trend we hope will continue.

All in all, this project has been a success, fewer abandoned carts are lining our streets and we have a mechanism in place to track retrieved carts and recoup City expenditures if need be. As such, we would like to continue on with this project and reevaluate its success annually.

Employment Project for those Living Homeless

In late March the City initiated a pilot project, in collaboration with Yolo Community Care Continuum (YCCC), to employ 4-6 homeless individuals to assist with cleaning and trash pick-up in selected city parks. The individuals selected for the program exhibit stability, internal motivation and an expressed desire to change their situation. The employees are provided a work schedule 2-3 days per week, are paid a minimum wage and have all secured a CA ID and Social Security card. Initial results suggest a promising start to this program.

III. Shelter Update

A second, critically important element of the Homeless Action Plan is exploring means to enhance access, availability and capacity of services to meet the needs of homeless individuals and families. These efforts require that the City focus on coordinating with Yolo County Health and Human Services Agency and community-based service providers – both non-profit and faith-based – as the City does not directly provide social services. The City has been significantly aided by the addition of our new Social Services Manager, who officially came on board within the last eight months.

Extended Shelter Collaborative

The “Extended Shelter” came together quickly to address the 4th and Court County parking lot residents whom began congregating and camping there in late September. The City Social Services Manager recorded a rise from 16 to 45 people. The City, County, Fourth & Hope and with the input of the Housing Authority and Environmental Health, addressed the rising health and safety hazards that manifested in and around the parking lot from its occupants. In a short period of time, the residents in the lot were notified and asked to vacate within 72 hours, with support and services provided. They were offered temporary Shelter indoors and the first 30 who opted into Program, the potential of housing vouchers. Although the Extended Shelter initially housed the parking lot residents, the now more streamlined structure serves as overflow for the main Shelter. Despite a bed capacity of 30, most nights they are under half filled.

This location allowed residents with pets and has reduced barriers which prevented some of them from staying indoors. The program connected services to all people that chose to stay there including attaining an ID, birth certificate, social security cards, medical and GA. Others were connected to psychiatric services, drug treatment screenings and social security benefits. One program participant has secured part time employment.

Highlights:

- Mother and adult daughter have been housed
- All are receiving medical treatment
- All have been connected to a case manager
- Quick turnover of beds, if a client fails to show

Identified Gaps:

- Hours of availability to see Case Manager
- Storage limitations
- Parking lot still draws attention due to parked cars, proximity to food and showers at Fourth & Hope

City of Woodland Emergency Winter Shelter

The shelter ran for an eight-week period starting on January 6, 2019. Housed at St. Luke’s Episcopal Church, the shelter provided overnight shelter, snacks, and activities for four families and 27 single women. Availability of the shelter allowed Fourth & Hope to use the family shelter area (dining hall) at the Yolo Wayfarer Center emergency shelter to house up to 16 single men each evening and provide services for these individuals who would otherwise be unsheltered. The St. Luke’s emergency shelter operation relied extensively on volunteers as more than 124 volunteers from at least 13 area churches and organizations

contributed in excess of 1,270 hours to support the shelter. In addition, Fourth & Hope provided overnight staffing for the shelter and Yolo County covered this cost through its CalWorks Housing allocation.

Fourth & Hope Update

Fourth & Hope was awarded \$112,000 in Community Development Block Grant funds for the 2017/18 and 2016/17 program years to construct improvements at the emergency shelter. The work will include rehabilitation of the restrooms, repairs to the laundry room, and changes to the office area to accommodate a caretaker's living space. A significant portion of the proposed work is required whether the emergency shelter continues to operate at its current location or moves to a new site. In particular, the restrooms and laundry room are in need of near-term rehabilitation as these areas have received extensive use by clients since the shelter opened in 2006.

IV. Housing Update

With the goal of increasing affordable housing, in 2015 the City adopted the Housing First policy – an acknowledged national best-practice that puts housing at the forefront of efforts to address homelessness. Previously, policy and funding aimed at homelessness focused primarily on services and emergency shelters, as well as mental health and addiction services, training and job placement. It is now widely accepted that housing must be the focus of efforts to address homelessness. Mental health services, drug treatment and job placements are largely unsuccessful for individuals struggling to survive on the street.

Last year, the City applied for a grant from Partnership HealthPlan in an effort to initiate a Housing First project in the City of Woodland. The granting agency re-affirmed that funding must be in support of developing permanent supportive housing units rather than transitional or temporary housing.

No Place Like Home – East Beamer Way Project

Staff believes a pending loan application submitted for the initial round of No Place Like Home funding presents the best opportunity to help fund the construction of needed housing for our homeless residents. This innovative project represents a system transformation with five separate components that will add 192 beds for those who are unhoused or unstably housed in the City of Woodland. The system transformation includes:

- building 61 tiny homes, relocating and increasing the emergency shelter for 100 adults;
- relocating and increasing Walter's House, the substance abuse treatment facility for 60 adults;
- back-filling the current emergency shelter as a Sober Living House for 22 unhoused adults leaving Walter's House; and
- back-filling the current Walter's House with up to 15 families who need Bridge Housing.

61 Tiny Houses (Permanent Supportive Housing) - a development of one and two-bedroom micro-dwellings that house at least 75 individuals and families who are currently unhoused, unstably housed or otherwise challenged in meeting market rate rental costs. Half of the tiny homes will house those with chronic mental illness. Services will be provided by the County, Fourth & Hope, and Woodland Opportunity Village. Each fully equipped micro-house will meet federal and state housing standards. The new manufactured homes, built off-site to reduce costs and allow production year-round, will include solar-powered energy.

Walter's House - a drug and alcohol treatment center currently located in downtown Woodland, will relocate to the new campus and will expand its capacity from 40 beds to 54 beds to meet demand. Just recently, Walter's

House was certified to receive MediCal funding for its comprehensive clinical programs, effective this past July. Round-the-clock on-site resident coverage will continue at the new location.

Fourth & Hope Shelter - the only year-round shelter in Yolo County, will also relocate to the new campus, expanding its capacity from 65 men, women, and children to 100 men and women. This facility now houses 24 men and 24 women in two rooms, with families sleeping in a multi-purpose room that doubles as a cafeteria during the day. The demand for shelter in Yolo County far outweighs available beds, leaving individuals routinely unsheltered and vulnerable.

Bridge Family Housing - will be sited at the current Walter's House. This facility has the capacity to house 11 to 15 families, with sleeping quarters and a bathroom designated for each family, a major improvement over sharing one large room with other families in a general shelter serving many individuals. This bridge family housing will be eligible to receive funding from the State funded CalWORKS Housing Support Program. The re-purposing of this facility to serve families minimizes the trauma of homelessness by allowing families a space to call their own, provides children with consistency about where they will be sleeping each night, lessens the disruption with getting them to school, and expedites their return to permanent housing.

Sober Living House - will be sited at the current Fourth & Hope Shelter serving as a resource for 22 individuals who are unhoused, after completing the Walter's House program.

NPLH Loan Application and Funding

On January 30, Yolo County, on behalf of Friends of the Mission and its partners, submitted the No Place Like Home Application (NPLH) for the East Beamer Way project to the State Department of Housing and Community Development (DHCD). The NPLH request of \$4,849,000 will fund construction of 29 of the 61 manufactured housing units to be sited on approximately 5.5 acres of the 128 acre city-owned property on East Beamer and County Road 102.

The Woodland Collaborative comprised of the project partners (Friends of the Mission, Fourth & Hope, Woodland Opportunity Village, and the City of Woodland) requested \$5 million in construction funding for the remaining 31 units from the Yocha Dehe Wintun Nation and the Sutter Health Getting to Zero Initiative, each with a request of \$2.5 million from their respective foundations. The Collaborative hosted a meeting with representatives from both potential funding partners on February 15. Mayor Rodriguez represented the City Council. We learned on May 7 that Yocha Dehe will not fund our request this year, so the Collaborative immediately began to identify other sources of funding for East Beamer Way.

In addition, project partners have applied for a \$610,000 grant from the Affordable Housing Program with Tri-Counties Bank as our banking partner. We have yet to hear whether our project will receive this grant.

DHCD notified Friends of the Mission that the East Beamer Way proposal has successfully moved through the first two rounds of program review, with one additional project feasibility review remaining. Friends of the Mission expects to hear whether the proposal has met DHCD standards within the next month.

Over the past three months, the Collaborative has continued to move forward. Friends of the Mission has submitted applications to the Yolo Federal Credit Union and the Northern California Loan Fund for a bridge construction loan. Partners are also identifying individuals for the position of construction manager.

Additional Tiny Home Project Concepts

Woodland Opportunity Village (WOV) - WOVI, a local faith-based non-profit, has been exploring options for developing a tiny homes project in Woodland to provide housing for homeless individuals and families. In addition to partnering with the City and Friends of the Mission on the East Beamer Place project, WOVI and Friends of the Mission, together have secured an infill parcel and intend to develop up to 7 duplexes (14 units). The group is working with city staff and a Eugene, Oregon architect on preliminary site layout and building design.

Yolo Continuum of Care Collaborative (YCCC) - YCCC approached the City with a strong interest in developing new housing for chronically mentally ill individuals, which make up a subset of the community's homeless population. YCCC, which is pursuing a funding source for this project, continues to explore potential sites with the City's help, including the possibility of incorporating the YCCC project into the East Beamer Way site.

Yolo County / Yolo Housing Authority Tiny Homes - The proposed tiny home project would be located on a County owned parcel at 5th and Oak Avenue. The project is not meant to be a permanent home, but rather an interim home that can provide adults and families with stability, shelter and life-skills, as they prepare to re-join society and move toward a more permanent housing situation.

Some of the individuals targeted for the tiny home units are those living homeless with the highest vulnerability, and who meet criteria for Full Service Partnership (FSP) mental health services through Yolo County Health & Human Services Agency. FSP clients meet the criteria set by the state Department of Health Care Services, which in Yolo County is based on the Level of Care Utilization System tool. This allows for the supportive services to be an integral part of the project, and aligns with the individuals then transitioning to No Place Like Home units for permanent housing.

Proposed homes would be manufactured homes that meet State of California Housing and Community Development standards, and carry the U.S. HUD manufactured housing label. These types of homes are licensed through the Department of Motor Vehicles (DMV) to operate on roads for set up at their location.

This project concept is scheduled to be presented to the Board of Supervisors at their meeting of May 21st, to be followed by targeted outreach to the surrounding property owners and neighborhood. A follow-up report will be presented to the City Council as the project concept develops, but as a County project on County-owned property, the City will not have discretionary approval rights.

V. Homeless Governance Model for Yolo County

Yolo County Plan to Address Homelessness (NPLH) Jan 2019 - In January of this year, the County released the Yolo County Plan to Address Homelessness, an analysis of the current status of homelessness countywide, with next steps to assist community partners and stakeholders in implementing proposed solutions, in compliance with required criteria for county homeless plans for the No Place Like Home (NPLH) program. It has four goals: 1) strengthening the homeless crisis response system with emphasis on developing prevention services 2) increasing affordable housing options for the most vulnerable 3) stabilizing and maintain physical and behavioral health for those with the highest needs and 4) examining systems level-coordination opportunities for improved partnership.

10-year Plan Commission - Currently, elected representatives from the cities and the county participate in an

oversight committee, the Ten Year Plan to Year Homelessness, to guide homelessness policy. It is staffed by the Yolo Housing Authority.

Potential countywide JPA - The County and city partners have begun to explore the possibility of establishing a Joint Powers Authority as a governing mechanism for homelessness policy.

The Homeless Executive Commission, at its quarterly June meeting, will initiate a broad discussion regarding the potential next steps for Yolo County around homelessness programming and oversight. The Commission consists of an elected city council representative from each of the four cities, a member of the Board of Supervisors, and a member of the HPAC.

Conclusion:

Staff recommends that the City Council receive a status report on efforts to address homelessness, consistent with the city's adopted Homeless Action Plan and provide feedback and direction, as appropriate, related to current initiatives and next steps.



Paul Navazio
City Manager

Attachments:

None