



COUNCIL AGENDA: 03/23/2021

ITEM: 8.2

FILE NO: 21-507

Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Toni J. Taber, CMC
City Clerk

SUBJECT: SEE BELOW

DATE: March 23, 2021

SUBJECT: Homelessness Annual Report and Addressing Homelessness During COVID-19 Pandemic: Encampment and Abatement

Recommendation

- (a) As recommended by the Neighborhood Services and Education Committee on February 11, 2021, accept the annual report on homelessness for 2019-2020.
- (b) As recommended by the Rules and Open Government Committee on February 10, 2021:
 - (1) Immediately resume pre-pandemic encampment management and abatement procedures, prioritizing high impacted locations utilizing reporting data and in coordination with the Council Offices; and
 - (2) Establish a temporary sanctioned encampment on a publicly-owned site for the duration of the Local State of Emergency.

CEQA: Not a Project, File No. PP17-009, Staff Reports, Assessments, Annual Reports, and Informational Memos that involve no approvals of any City action. (Housing/Parks, Recreation and Neighborhood Services/City Manager)

[Neighborhood Services and Education Committee referral 2/11/2021 - Item (d)2]

[Rules and Open Government Committee referral 2/10/2021 - Item G.4(2) and (3)]



Memorandum

TO: NEIGHBORHOOD SERVICES
AND EDUCATION COMMITTEE

FROM: Jacky Morales-Ferrand

SUBJECT: HOMELESSNESS
ANNUAL REPORT

DATE: January 29, 2021

Approved

Date

02/03/21

RECOMMENDATION

Accept the annual report on homelessness for FY 2019 – 2020 and cross-reference this report to the March 2, 2021, City Council meeting.

BACKGROUND

Homelessness, as well as the lack of available housing for extremely low-income populations, continues to be a pressing issue for the City of San José, the County of Santa Clara and the region. According to the U.S. Department of Housing and Urban Development's (HUD) 2019 Annual Homeless Assessment Report, among the 48 Major City Continuums of Care, the County of Santa Clara has:

- the fourth largest homeless population;
- the second largest unsheltered homeless population;
- the third largest chronically homeless population; and
- the third largest unaccompanied homeless youth (under 25) population.

Even before the COVID-19 pandemic began, homelessness was increasing across the United States. On a single night in January 2019, Continuums of Care reported to HUD that 567,715 people were homeless nationwide, representing an overall 2.7% increase from 2018.

Homelessness increased in California by 21,306 people, or a 16.4% increase. California continues to be first in the nation when it comes to the number of people experiencing homelessness with 33 of every 10,000 people experiencing homelessness.

Locally, the January 2019 homeless census and survey counted 6,097 persons experiencing homelessness in San José, which was an increase of 40% from the 2017 homeless census. Of the 6,097 people counted, 5,117 were unsheltered. This means that 84% of San José's homeless population sleeps outdoors on the street, in parks, tents, encampments, vehicles, abandoned properties and/or bus and train stations. It is too soon to determine the impacts of COVID-19 on

our homeless residents. What we do know, is that homeless people are more vulnerable because they typically have health or physical conditions that represent those of people much older than them. As a result, the Housing Department has shifted a significant amount of our work to responding to the pandemic.

An end to homelessness means that every community will have a systemic response in place that ensures homelessness is prevented whenever possible or is otherwise a rare, brief, and non-recurring experience. In FY 2019 – 20, the City of San José, the County of Santa Clara, Destination: Home and multiple stakeholders joined in the strategic planning of a new community-wide plan to address homelessness. In August 2020, the City Council adopted a resolution endorsing the comprehensive, regional response to homelessness through the Community Plan to End Homelessness (Community Plan). The five-year Community Plan is a County-wide roadmap guiding government, private sector, nonprofit organizations, and other community members as they make decisions about funding, priorities, and needs. The framework for the new Community Plan includes three strategies:

1. Addressing the root causes of homelessness through system and policy change;
2. Expand homelessness prevention and housing programs to meet the need; and
3. Improving quality of life for unsheltered individuals and creating healthy neighborhoods for all.

The plan's first two strategies focus on ending and preventing homelessness. The City is the lead agency for the planning and development of the third strategy, which focuses on meeting the needs of unsheltered people.

In alignment with the new Community Plan, this annual homeless report provides an update on the Housing Department's prioritized approaches to address the homeless crisis effectively, efficiently and collaboratively. This report summarizes the City funded homeless programs, whether housing-based solutions or crisis response interventions. Housing-based solutions are interim or affordable permanent housing opportunities. Crisis response interventions are street-based services offered directly to the unsheltered population. This report will discuss how the programs under these two prioritized approaches align with the regional Community Plan, as well as an analysis of each program's cost effectiveness as related to costs per client based on actual contract expenditures and the number of individuals or households served.

Additionally, this report will include newly implemented programming under both prioritized approaches as a result of the novel coronavirus, COVID-19. In February 2020, Santa Clara County announced a local health emergency. In March 2020, Governor Gavin Newsom issued a Proclamation of State of Emergency in California and President of the United States Donald Trump issued a Proclamation on Declaring a National Emergency Concerning COVID-19. As a result, the state and federal government provided additional resources for vulnerable and extremely low-income Americans. Through the Coronavirus Aid, Relief, and Economic Security (CARES) Act, the City received additional federal grant funding through stimulus grants disbursed by HUD. These grants are in addition to the \$178 million in Coronavirus Relief Funds (CRF) that the City received from the U.S. Department of Treasury through the CARES Act. The

City of San José was a direct recipient of over \$58 million in federal funds dedicated to addressing the public health crisis and its impacts on homeless and at-risk populations in San José. These grants, issued beginning in April 2020, were based on the same formula HUD uses to allocate annual federal housing grants and on a formula based on COVID-related risk factors. The total funding through CARES was more than three times the amount of federal grants the Housing Department usually receives in a year.

ANALYSIS

Permanent affordable housing and preventing homelessness before it begins are the solutions to ending and preventing homelessness and the prioritized strategies in the Community Plan to End Homelessness. The Housing Department’s system of care through the two prioritized approaches, Housing-Based Solutions and Crisis Response Interventions, represent the range of programming that address long-term housing and immediate needs for homeless individuals and families in San José.

Housing-Based Solutions

In FY 2019 – 20, the Housing Department provided almost \$56 million in grant funding to 15 service providers to address homelessness. Over 2,023 homeless San José residents were assisted into permanent housing by the collective efforts of local jurisdictions and nonprofit service providers.

Housing-based solutions provided both interim and permanent housing opportunities to homeless individuals and families. Services for housing-based solutions included financial support to prevent households from becoming homeless (keeping households from entering the shelter system) and supportive services and/or rental subsidies to attain and maintain permanent housing. Additionally, the provision of interim housing offers safe and temporary options while searching for permanent housing.

Below is a chart that provides a description of the program and the number of people served or housing units created of the City-funded housing-based solutions in operation in FY 2019 – 20.

Service	Provider	Description	Households served or housing created
Prevention*	Destination: Home	Financial assistance, such as rent payments and flexible funds, to keep households permanently housed	716
	Bill Wilson Center		86
Rental Subsidies	The Health Trust, PATH and Bill Wilson Center	Time-limited rental subsidies and supportive services for homeless individuals and families	130

* Prevention: does not include COVID rental assistance, which is discussed later in report.

Subject: Annual Homeless Report

January 29, 2021

Page 4

Service	Provider	Description	Households served or housing created
	The Health Trust and San Benito County	Ongoing permanent supportive housing through the Housing for People with AIDS Program	92
	Multiple developers	Total number of units in the Transition in Place Program	147 units
Supportive Services	County of Santa Clara	Intensive case management and support for chronically homeless persons in the Care Coordination Project, a county-wide permanent supportive housing program	166
Interim Housing	Abode Services	The Plaza Hotel provides temporary housing and supportive services with a “bridge” to permanent housing	63
	HomeFirst	Bridge Housing Community on Mabury provides temporary housing and supportive services with a “bridge” to permanent housing	54
Affordable Housing Developments		Total number of permanent supportive housing units	710 units

Homelessness Prevention – Destination Home

In order to reduce the annual inflow of people becoming homeless in Santa Clara County, the Community Plan includes a strategy to expand homelessness prevention programs. The Housing Department continued to partner with Destination: Home through the Homeless Emergency Aid Program, a one-time flexible block grant program through the State of California. The goal of the Program is to provide financial assistance, and other needed services, to prevent families County-wide from being evicted, losing their homes, or becoming homeless.

The Homelessness Prevention System prevented 1,911 households from becoming homeless between July 2017 and June 2020. Households make up 1,172 adults and 1,053 children. In FY 2019 – 20, the Homeless Emergency Aid Program funds directly prevented 716 individuals in families from becoming homeless with 95% of families remaining stably housed while receiving prevention services. The COVID related rental assistance is further discussed below and results will be reported in the FY20-21 homeless report.

Effectiveness:

- 96% of participants remained stably housed while receiving assistance exceeding the goal set at 85%.
- 93% of households remained stably housed 12 months after the termination of assistance exceeding the goal set at 85%.

Homelessness Prevention – Bill Wilson Center

In FY 2019 – 20, the Housing Department continued to fund Bill Wilson Center (BWC) to operate a Homeless Prevention Program. Awarding \$129,000 from the federal Emergency Solutions Grant (ESG), Bill Wilson Center’s Prevention Program provided 86 unduplicated at-risk participants with relocation and rental assistance, intensive case management and stabilization services. One hundred percent (100%) of participants remained stably housed while receiving prevention services.

Effectiveness:

- 100% of households remained stably housed while receiving assistance exceeding the goal set at 85%.
- 93% of households remained stably housed 6 months after the termination of assistance exceeding the goal set at 70%.

Rental Subsidies

Rapid Rehousing is cited in the Community Plan as a key strategy to help 20,000 homeless people to secure stable, permanent housing between 2020 and 2025. The Community Plan specifically targets 10,000 people housed through Rapid Rehousing programs providing time-limited or ongoing rental subsidies, coupled with varying levels of client specific supportive housing. Rapid Rehousing programs help households quickly exit homelessness, secure appropriate rental housing, which is subsidized for a limited period of time, while participants stabilize in permanent housing and eventually take over the cost of their rent. In FY 2019 – 20, the Housing Department continued to partner with The Health Trust, PATH and Bill Wilson Center (along with their collaborative partners Family Supportive Housing and Next Door) to administer the Rapid Rehousing Program. There were 130 households enrolled and receiving rental subsidies in the City’s Rapid Rehousing Program with the shared goal of successfully exiting the Program to permanent housing.

Effectiveness:

Rapid Rehousing performance benchmarks were as follows:

- 95% of participants who exit the Rapid Rehousing Program will exit to permanent housing
- 90% of housed participants will be enrolled in health insurance by the time they exit the Rapid Rehousing Program
- 85% of participants will maintain permanent housing for at least 6 months after they exit the Rapid Rehousing Program

The Health Trust provided support to 35 housed households while their goal was to serve 100 households. However, they exceeded all three goals:

- 100% of participants who exited the Rapid Rehousing Program exited to permanent housing.
- 100% of housed participants were enrolled and receiving health insurance by the time they exited the Rapid Rehousing Program.

- 100% of participants maintained permanent housing for at least 6 months after they exited the Rapid Rehousing Program.

PATH provided support to 37 housed households while their goal was to serve 30 households.

PATH exceeded all three goals.

- 100% of participants who exited the Rapid Rehousing Program exited to permanent housing.
- 100% of housed participants were enrolled and receiving health insurance by the time they exited the Rapid Rehousing Program.
- 90% of participants maintained permanent housing for at least 6 months after they exited the Rapid Rehousing Program.

The Bill Wilson Center consortium provided support to 58 housed households while their goal was to serve 70 households. However, they performed well on all three goals.

- 94% of participants who exited the Rapid Rehousing Program exited to permanent housing.
- 96% of housed participants were enrolled and receiving health insurance by the time they exited the Rapid Rehousing Program.
- 85% of participants maintained permanent housing for at least 6 months after they exited the Rapid Rehousing Program.

The Housing Department also funds on-going rental subsidy programs under the federal Housing Opportunity for People with AIDS Program (HOPWA). The City manages the HOPWA program for Santa Clara County and San Benito County. The HOPWA project sponsors, The Health Trust, and San Benito County Department of Community Services, provide rental subsidies, case management, housing placement assistance, and other supportive services to low income people living with HIV/AIDS. In FY 2019 – 20, the HOPWA program provided subsidies to 92 unduplicated households. Ninety-eight percent (98%) of participants receiving rental subsidies maintained permanent, stable housing during the program year. The City received additional HOPWA funding for rental assistance and supportive services for individuals impacted by COVID-19. The program served 3 participants who lost income due to COVID-19 and 100% of participants who received assistance maintained housing stability between March and July 2020.

Women in Supported Housing

The YWCA's Women in Supported Housing (WISH) operates a housing first model program for domestic violence survivors. The program places survivors of domestic violence (and their families) into safe, affordable housing and provides appropriate wrap-around case management and supportive services. In FY 2019 – 20, the program served 20 individuals with housing search, rental assistance, and supportive services. Five of the 20 individuals also received motel vouchers to address immediate housing needs and six of the 20 individuals received financial support to address the household's other immediate financial needs.

Subject: Annual Homeless Report

January 29, 2021

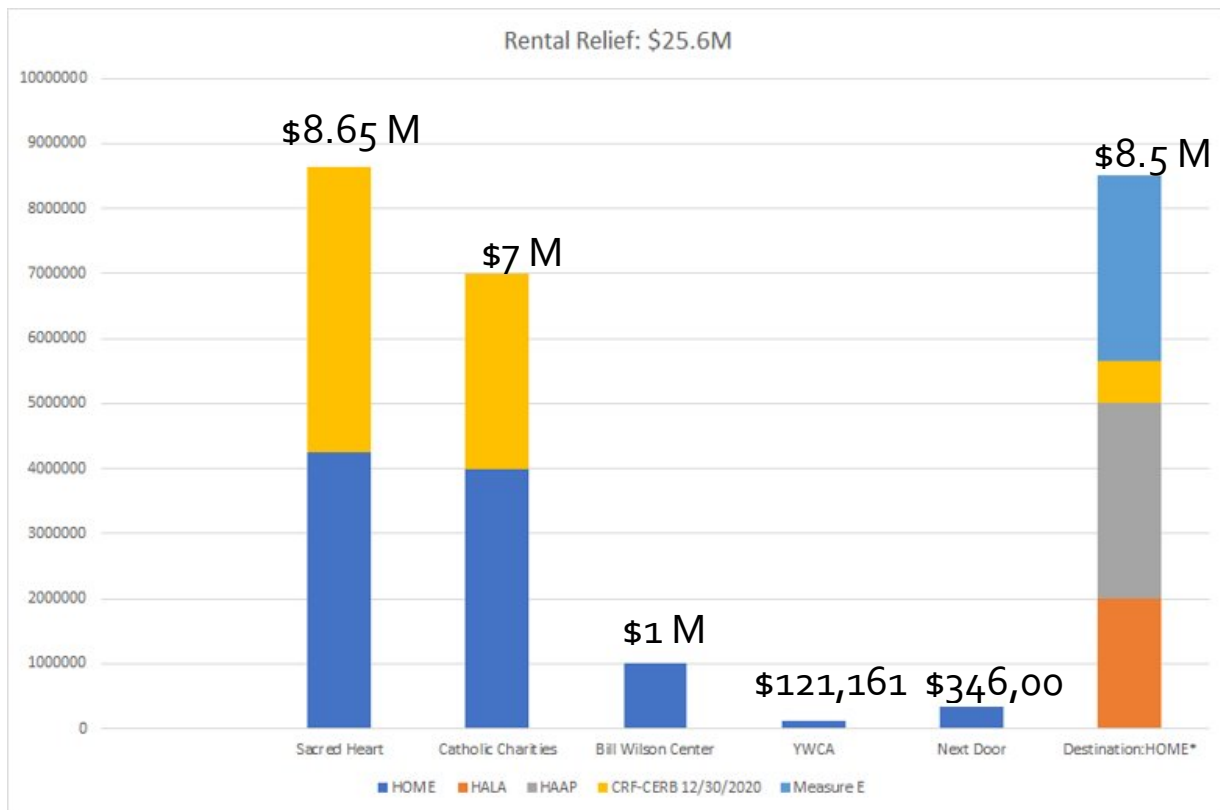
Page 7

Effectiveness:

- 100% of participants who exited the WISH program exited to permanent housing destinations.
- 100% of participants placed in permanent housing destinations spent no more than half of their employment or non-employment income on rent at program exit.

COVID Rental Assistance

The lowest-income, severely housing cost-burdened renters – many of whom also are seniors and/or people with disabilities/health conditions and people in the low-wage workforce – are facing the threat of eviction and homelessness due to loss of income as a result of COVID-19. In response, the Housing Department and the City Administration redirected federal HOME Investment Partnership funds, Housing Authority Litigation Award (HALA) funds, CRF, HHAP and Measure E to support households impacted by COVID-19. Contracts were executed with six local nonprofit providers to issue rental subsidies for homeless and at-risk households. The graphic below illustrates the sources of funding for rental assistance and the contracted nonprofit providers. The results of these efforts will be reported in the FY 2020 - 21 annual report.



Supportive Services – Care Coordination Project

The Care Coordination Project (CCP) is a community-wide effort centralizing the care of the County’s most vulnerable and long-term homeless residents by bringing together all services and benefits that participants need to obtain and maintain housing, including drug and alcohol rehabilitation, mental health services, government benefits and housing resources. The City

continued to partner with the County Office of Supportive Housing providing local Housing Authority Litigation Award funding for salaries and related costs of nine intensive case managers and other supportive services. Each intensive case manager maintained active case loads of no more than twenty (20) chronically homeless or newly housed participants, with a total capacity of one hundred eighty (180) participants. In FY 2019 – 20, 100% of the 166 participants who were housed retained their housing throughout the year. Enrollment numbers hovered around 98% (176 out of 180) so the focus in FY 2020 – 21 will be to house 14 new participants, while ensuring the existing 166 remain stably housed.

Effectiveness:

- 100% of housed participants maintained their housing for at least 12 months exceeding the goal of 95%.

Support Services – Employment

The Housing Department continued to partner with Destination: Home to implement an Employment Initiative, which is an employment engagement system focused on placing participants in County-wide Rapid Rehousing Programs into fulltime living wage jobs. The contracted service provider is JobTrain. Contributing \$250,000 from the local Housing Trust Fund, the City supported personnel costs. In year one, JobTrain enrolled 90 participants referred from 9 partner organizations and initiated three career pathway training programs in information technology, medical assisting and culinary arts. Thus far, 23 participants have been placed into full-time employment (30+ hours/week), 16 of which are living wage (70%). JobTrain has 12 months to place individuals so the other participants are working part-time, enrolled in a career pathway training program, or increasing work readiness.

Support Services – Work Experience Program

Using federal Community Development Block Grant funds, the City funded Downtown Streets Team to create opportunities for homeless individuals to gain skills to help them succeed while also developing relationships with local businesses for job placement.

This project assisted recently individuals with employment, leading to housing and increased self-sufficiency. Downtown Streets Team provided service to 9 clients with the program, only achieving 14% of its goal, which was to serve 65 unduplicated individuals. In FY 2019 – 20, Downtown Streets Team was short staffed in the first two quarters of the fiscal year. In the third and fourth quarters, which have historically been strong enrollment quarters, the COVID-19 pandemic shut down outreach efforts and team meetings. New enrollments ceased. Further, the pandemic brought job losses and therefore, attention shifted into assisting participants with unemployment and figuring out new ways to engage with business partners. Additionally, businesses were impacted due to COVID-19 and were not looking to create new partnerships or hire new employees since so many had to temporarily close. Shelter in place was especially difficult for participants and supporting them with resources and shelter became the priority. The goal of the program was for eighty-five percent (85%) of participants who graduated from the program to retain employment for at least three months. Due to the challenges described, the actual performance was at 37% of participants who graduated from the program retained

employment for at least three months. The types of employment placements included customer service, property management, concessions and warehouse work.

Effectiveness:

- 37% of participants who graduated from the program retained employment for at least three months. This program did not meet their program goals.
- 37% of participants served gained or increased employment or non-employment cash income by at least 65% exceeding the goal of 30%.

Interim Housing – Plaza and BHC

For homeless residents connected to supportive housing programs, finding affordable housing has been a tremendous challenge in the San José area. To address this challenge, the City has constructed interim housing projects, which are intended to be temporary housing opportunities for homeless individuals while they search for permanent housing.

The City's first interim housing project, the Plaza Hotel, opened in January 2018. In FY 2019 – 20, the Plaza Hotel, a 47-unit single room occupancy building in downtown San José, served 63 individuals.

Effectiveness:

- 81% of participants exited to permanent or other temporary destinations.

The City opened its first Bridge Housing Community at Mabury, in January 2020 featuring 40 individual sleeping cabins, or tiny homes, for individuals searching for permanent housing. In FY 2019 – 20 (January to June), 76 participants were housed at the Bridge Housing Community, which included 14 individuals vulnerable to COVID-19. Sixty-six participants exited the program, of which 72% successfully exited to permanent housing. The second Bridge Housing Community will complete construction in January 2021.

Effectiveness:

- 72% of participants exited to permanent housing within 120 days of entry, exceeding the goal of 50%.

Emergency Interim Housing

In April 2020, the City prioritized the development of three new emergency interim housing programs targeting individuals and families vulnerable to COVID-19. The three new emergency interim housing communities will add 209 new temporary housing units to the overall system with a capacity to assist up to 317 individuals. The first location at Monterey and Bernal is complete and fully occupied. Combined with the two Bridge Housing Communities, the City has added 289 temporary housing units capable of serving up to 397 individuals at any given time. Progress on the second Bridge Housing Community and all three emergency interim housing communities will be reported in the FY 2020 – 21 Annual Homeless Report.

Effectiveness: During COVID-19 response, the goal of emergency interim housing is to protect older adults with medical conditions from contracting COVID-19. Since Monterey Bernal EIH opening, no individual has contracted COVID while living onsite.

Transition in Place

The Transition in Place (TIP) program increases access to affordable apartments for households enrolled in Rapid Rehousing programs. The City uses a variety of strategies to create a dedicated pool of affordable apartments, including paying for rehabilitation costs on existing apartments, subsidizing the development costs of new construction, or incorporating the preference in deals as a consideration for renegotiation, re-syndication or refinancing. Eligible participants in Rapid Rehousing programs were referred to available apartments and come with time-limited rental subsidies and supportive services. The goal of the Transition in Place program was for those referred to become self-sufficient within a short period of time. Self-sufficient is defined as the person would be able to remain in the affordable apartment without additional subsidies. The table below displays the program partners in FY 2019 – 20.

Developer/ Owner	Property	Number of TIP Units
First Community Housing	Creekview Inn	10
Abode/Housing for Independent People	Scattered sites	31
Arbor Park Community	Arbor Park	7
Affirmed Housing Group	Fairways at San Antonio	9
Eden Housing	Eden Palms	8
Village at Willow Glen Housing Partners	Willow Glen Senior	13
Charities Housing	Metropolitan South	9
Charities Housing	Sunset Square	10
EAH	Palm Court	6
EAH	Vista Park Senior	8
FPI Management	Lenzen Square	9
AMC-CA, Inc.	Vintage Tower	6
FPI Management	El Rancho Verde	21
Total Housing Opportunities		147

While staff have been able to negotiate units with developers, these are future opportunities when the units become vacant. Staff is working on developing program guidelines to ensure when units open up there is an efficient referral process set up.

Affordable Housing

Permanent supportive housing is the proven, cost effective solution to homelessness for those with chronic disabling conditions. With twenty-five percent (25%), or 1,553 people, counted as chronically homeless in San José in the most recent biennial homeless count, long-term support is critical to ensure their stability. The Housing Department prioritized developments that included supportive housing apartments in their projects. Given the priority to house homeless

Subject: Annual Homeless Report

January 29, 2021

Page 11

individuals, staff worked with developers to ensure the City-funded projects include supportive housing opportunities for chronically homeless tenants.

In FY 2019 – 20, 2,023 homeless San José residents were assisted into permanent housing by the collective efforts of local jurisdictions and nonprofit service providers. The Housing Department continued to prioritize the development of affordable housing apartments with several projects under construction and in the pipeline. The table below summarizes the status, funding, and housing capacity of developments completed, under construction or in predevelopment in FY 2019 – 20. It also includes the number of units set aside for permanent supportive housing (PSH) and rapid rehousing (RRH). Additionally, the chart includes developments that require no City commitment at this time because they are funded by other agencies such as the County of Santa Clara or the Santa Clara County Housing Authority. The housing production goal remains at 10,000 units. With 1,684 units completed, under construction or entitled, there are 8,316 more needed to reach the goal.

Developer/ Owner	Council District	Property	PSH	RRH	City Funding	Timeframe
PATH Ventures/Affirmed Housing Group	3	Villas on the Park	83	0	\$7,760,000	Completed
First Community Housing	3	Second Street Studios	134	0	\$19,410,455	Completed
Santa Clara County Housing Authority	6	Park Avenue Seniors	20	0	\$0	Completed
Charities Housing Development	7	Renascent Place	160	0	\$0	2020
First Community Housing	3	North San Pedro Studios	60	0	\$2,400,000	2020
First Community Housing	6	Leigh Avenue Seniors	63	0	\$9,000,000	2020
AMG & Associates, LLC	3	Virginia Studios	0	0	\$0	2020
Resources for Community Development	5	Quetzal Gardens	25	0	\$9,984,212	2021
Charities Housing Development	6	Page Street	27	0	\$8,282,865	2021

Subject: Annual Homeless Report

January 29, 2021

Page 12

Developer/ Owner	Council District	Property	PSH	RRH	City Funding	Timeframe
Affirmed Housing Group	5	Alum Rock Family Housing	29	14	\$9,350,000	2022
Satellite Affordable Housing Associates	7	Arya (Balbach)	0	0	\$14,008,320	2022
Charities Housing Development	2	Blossom Hill Senior	49	0	\$0	2022
Fortbay LLC	1	Steven's Creek Promenade	0	0	\$0	2022
Danco Communities	6	West San Carlos Supportive Housing	40	0	\$9,875,000	2022
Total Housing Opportunities			690	14	\$90,070,852	

Crisis Response Interventions

Eighty-four percent (84%) of persons experiencing homelessness in San José are unsheltered. As a result, the Housing Department funded, managed, and coordinated a variety of street-based Crisis Response Interventions programs, including a means by which homeless individuals and families could call for individualized resources, services and care, as well as a mechanism for constituents to report homeless concerns and encampments. The unsheltered population in Santa Clara County is the second largest in the nation, prompting the prioritization to improve quality of life for unsheltered individuals and create healthy neighborhoods for all as a top strategy in the Community Plan. The overall goal of the Crisis Response Interventions programs is to ensure engagement and assessments to connect people to the most appropriate housing opportunities. Most of the Crisis Response Interventions programs are unique to the City and exist to provide temporary housing and essential basic needs services for unsheltered individuals and families in San José until permanent housing is secured.

Below is a chart that provides an overview of the City-funded crisis response interventions in operation in FY 2019 – 20.

Service	Grantee/Operator	Description	People Served
Outreach and Engagement	PATH	Street outreach, engagement, assessment and referral in downtown San José and in target areas, including City libraries	514 unduplicated individuals engaged
	HomeFirst	Street and encampment outreach, engagement, assessment and referral throughout San José, including the management of the Homeless Helpline	790 unduplicated individuals engaged
Emergency Shelter	HomeFirst	Overnight Warming Locations in two City-owned facilities during cold weather season	330 unduplicated individuals received shelter
	HomeFirst	Temporary shelter in response to COVID-19 (Parkside Hall, South Hall and Camden Community Center)	610 unduplicated individuals received shelter between April and June 2020
	N/A	Temporary shelter in places of assembly through the Temporary and Incidental Shelter Program	65 new beds
Mobile Hygiene	WeHope	Mobile hygiene services six days per week throughout San José	1,393 unduplicated individuals served
Safe Parking	LifeMoves	Safe place for individuals and families to park overnight at two City-owned facilities	188 unduplicated individuals served
Motel Voucher Program	LifeMoves	Temporary motel stays and supportive services for families	84 unduplicated family households served
		Temporary motel stays and supportive services for households in response to COVID-19	94 unduplicated individuals (36 households) between March and June 2020

Outreach and Engagement

Outreach teams operate as the first responders to San José’s unsheltered homeless population. The overall goal of outreach, consistent throughout the local Continuum of Care, was to build trust, meet basic needs, refer people to emergency shelter, and conduct Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT) assessments in order to populate the Homeless Management Information System (HMIS) so that unsheltered persons had access

to housing programs and options. Outreach teams usually made the first contact with the most vulnerable people living outside, completed and entered the assessments into HMIS. The City's two street-based outreach and case management programs had the most impact in reaching the unsheltered population in San José. The programs provided a coordinated response to homeless persons living on the streets and in encampments throughout San José. To support these efforts, the Housing Department contributed \$150,000 from the federal Emergency Solutions Grant to the County of Santa Clara to fund HMIS user training, data quality monitoring, maintenance, and reporting.

Using federal Emergency Solutions Grant funds and local Housing Authority Litigation Award funds, the City partnered with PATH to operate the Homeless Outreach and Engagement Program in targeted areas across San José, including the Downtown, libraries and the project areas identified through the City's Direct Discharge Program. The goal of the program was to increase community engagement around homelessness, conduct VI-SPDAT assessments and decrease the number of people experiencing homelessness in the downtown core as well as the targeted areas. In FY 2019 – 20, PATH provided street-based services to 514 unduplicated homeless individuals. PATH conducted 291 assessments, provided 2,869 outreach contacts, and offered 2,085 case management sessions and/or service linkages.

Effectiveness:

- 30% of clients contacted via street/encampment, moved from street to temporary destinations (Emergency Shelter or Transitional Housing), and some institutional destinations. The program did not meet the 35% goal. This is largely due to lack of direct access to shelter beds. 26% of clients contacted via street/encampment moved from street to a permanent housing destination exceeding the goal of 15%.
- 100% of individuals engaged in services via street/encampment outreach completed a VI-SPDAT to identify individual's vulnerability and service prioritization exceeding the goal of 75%.

Using federal Community Development Block Grants funds and local Housing Authority Litigation Award funds, the City partnered with HomeFirst to operate the City-wide Homeless Outreach and Engagement Program. Outreach teams primarily responded to calls and emails to the City's Homeless Concerns Line of which there were 6,655 inquiries in FY 2019 – 20. When the Housing Department received a call through the Homeless Concerns Hotline (408-975-1440) or email (homelessconcerns@sanjoseca.gov), a team of outreach workers and/or case managers were deployed to the location of concern to connect the homeless individuals to housing, and offer emergency shelter, transportation, and other comprehensive supportive services. Every visit was recorded in a database which helps the Housing Department understand how many encampments are in San José and which ones get the most complaints. In FY 2019 – 20, HomeFirst provided street and encampment-based services to 790 unduplicated homeless individuals. HomeFirst conducted 512 assessment, provided 4,783 outreach contacts, and offered 892 case management sessions and/or service linkages. Twenty-two percent (22%) of clients contacted moved from the street to either a temporary or permanent housing destination. The program had a centralized Homeless Helpline (408-510-7600) and email address (outreach@homefirstsc.org), which offered individualized services and resources to those

seeking assistance. HomeFirst managed the Helpline and received 2,718 calls for assistance in FY 2019 – 20.

Effectiveness:

- 20% of participants exited to permanent housing destination or temporary destinations (emergency shelter or transitional housing), and some institutional destinations, exceeding the goal of 15%.

During the COVID-19 health emergency, both PATH and HomeFirst increased their scope of service to those residing in encampments through the provision of basic needs, including meals (over 22,000 meals distributed), as well as personal protective equipment and safety information from the Centers for Disease Control and Prevention. The Housing Department, in partnership with other City departments, offered porta potties and handwashing stations at seventeen encampment locations across San José. The outreach teams assisted with monitoring the addition of the hygiene stations.

Emergency Shelter

Emergency congregate shelters provide a temporary place to stay with access to basic needs for approximately 1,000 people across the county each night. With thousands of individuals experiencing homelessness in Santa Clara County, the Housing Department recognized the need to increase emergency beds.

On October 29, 2019, the City Council declared a state of emergency due to a shelter crisis, pursuant California Government Code Section 8698. This marked the City's fifth annual shelter crisis. The Housing Department, in partnership with the Department of Parks, Recreation and Neighborhood Services and the San José Public Library, selected the Roosevelt Community Center (Council District 3) and Bascom Community Center (Council District 6) as Overnight Warming Locations. Using State Homeless Emergency Aid Program funds, the City partnered with HomeFirst to keep the two sites open every night from November 1, 2019 through April 30, 2020. Each location had a capacity of 30 beds. During FY 2019 – 20, 330 unduplicated participants stayed in both Overnight Warming Locations.

The Center for Disease Control and Prevention provided guidance on congregate shelter operations during pandemics such as COVID-19, which called for additional space separation for shelter beds. This reduced the number of individuals who could reside in existing shelter facilities. Unsheltered individuals who wanted to protect themselves and others by sheltering in place in emergency shelters were left with little to no options. In response and using the Coronavirus Relief Funds (CRF) that the City received from the U.S. Department of Treasury through the CARES Act, the Housing Department opened two large congregate shelters in April 2020. Parkside Hall had a capacity of 75 beds and South Hall had a capacity of 285 beds. The Overnight Warming Location at the Bascom Community Center transitioned to a 24-hour operation and stayed opened until August 2020 instead of closing in April. The Roosevelt Overnight Warming Location closed and the 21 shelter guests were transferred to alternate locations. Additional shelter efforts included opening the Camden Community Center (40 bed

capacity) as a temporary family shelter. From April to June 2020, 610 unduplicated individuals were served at temporary shelters.

On August 22, 2017, the City Council adopted a permanent ordinance (Ordinance No. 29976) amending Title 20 of the San José Municipal Code to revise land use provisions for temporary and incidental shelter of homeless people. The ordinance allows places of assembly to provide incidental shelter. An organization or location must register their shelter with the Housing Department, which then provided guidance on their facility's conformance to applicable Municipal Code regulations. In FY 2019 – 20, six faith-based organizations and one non-profit organization registered providing overnight shelter to approximately 65 unduplicated individuals.

Effectiveness:

- The OWL and COVID-19 response shelters are meant to provide shelter and meet basic needs of clients. 83% of participants indicated their basic needs were met.

Mobile Hygiene

The Mobile Hygiene Program provided unsheltered persons throughout San José with access to mobile shower and laundry facilities. The City partnered with WeHOPE to deploy its Dignity On Wheels mobile shower and laundry trailer six days per week at different locations throughout the city. The sites were selected in coordination with several partners, including the County and providers within the Crisis Response Interventions programs with the intent to leverage and enhance each other's services. In FY 2019 – 20, the City expanded Dignity on Wheels using State Homeless Emergency Aid Program funds, providing \$300,000 to purchase two new trailers. This added a second mobile shower and laundry trailer to the San José portfolio. The other, the "Hope Health Mobile," was a new mobile rest stop offering WiFi, charging stations, case management, and virtual access to doctors who answer questions about COVID-19. The City used \$500,000 from the local Housing Trust Fund for operations of the three trailers. In FY 2019 – 20, WeHope assisted 1,393 unduplicated individuals with 7,908 showers and 3,985 loads of laundry.

Effectiveness:

- 97% of clients accessing the services of Dignity on Wheels indicated they were satisfied with the services provided exceeding the goal of 70%.
- 55% of clients who were not already connected, were connected to case management, resources, and/or mainstream benefits. WeHope did not meet this goal, which was at 70%.

Safe Parking

Using State Homeless Emergency Aid Program funds and the local Housing Trust Fund, the City continued to partner with LifeMoves to operate the Safe Parking Program in the parking lots of the City-owned Roosevelt Community Center and Southside Community Center. In FY 2019 – 20, the Safe Parking program served 188 individual participants. Of this number, 39 individuals transitioned to temporary housing and 46 individuals transitioned to permanent housing. During the COVID-19 health crisis, participants were able to remain at the two sites 24/7 in order to support the shelter in place order and prevent any spread of disease.

Effectiveness:

- 67% of households moved into a temporary destination (emergency shelter or transitional housing) or a permanent housing destination within 120 days of starting the program. LifeMoves did not meet this goal, which was at 75%.
- 96% of permanently housed households remained permanently housed for at least 90 days after program exit exceeding the goal of 75%. 96% of Safe Parking participants indicated that their basic needs were met exceeding the goal of 90%.

Motel Voucher Program

Using State Homeless Emergency Aid Program funds, the City continued to partner with LifeMoves to serve families and survivors of domestic violence in the Motel Voucher Program. In FY 2019 – 20, the program served 308 individual participants. This consists of 84 family households with 176 children. In April 2020, the Housing Department provided an additional \$2,000,000 to LifeMoves to assist households who are vulnerable to COVID-19. The COVID-19 Motel Voucher Program served 94 individual participants through June 30, 2020. This consists of 12 households without children, 23 family households including a total of 45 children.

Effectiveness:

- 84% of households moved into shelter or stable housing within 120 days of intake exceeding the goal of 75%.

UPLIFT

The United Pass for Life Improvement from Transportation (UPLIFT) Transit Pass Program provides free transportation to case managed homeless adults, on any standard Valley Transportation Authority (VTA) bus and light rail lines. Clients must be working with a case manager at one of the participating agencies to qualify for the program. The client must meet with their case manager at least once per month and be working towards attaining their specified goals. Administered by the County of Santa Clara, 1,512 clients received UPLIFT transit passes in FY 2019 – 20.

Encampment Abatement

The removal of encampments requires significant coordination across a variety of agencies and City Departments to ensure that those living in encampments are offered appropriate assistance, that their possessions are properly managed, and that operations conducted are effective and efficient. The overall goal for the Housing Department as the lead on the Encampment Abatement Program is to connect individuals at encampment sites with assistance and resources. The City contracts with Tucker Construction to abate the sites and maintains a Memorandum of Agreement with Valley Water to jointly conduct all abatement activities in San Jose. In FY 2019 – 20, 303 sites were abated throughout San José and 606 tons of debris were removed from those sites. In March 2020, during the coronavirus pandemic, the City suspended encampment abatements in accordance with the Center for Disease Control and Prevention guidance. Using coronavirus relief funds, the City provided street-based hygiene services (39 porta potties and 28 hand washing stations) along with regular trash service at 20 encampment locations. Using Emergency Solutions Grants (ESG) CV funds, the City will launch a new program called

Services Outreach Assistance and Resources (SOAR) in 2021 to continue and enhance these efforts, including increased street outreach and case management.

Cost Analysis

During the City Council discussion of the last Homeless Annual Report, the City Council directed staff to include a cost analysis of each program in future reports. The two charts below summarize the annual cost per program, cost per household and their contractual housing goal.

Housing Based Solutions

Service	Provider	Actual Served	FY19-20 Costs Incurred	Actual Cost per Client	Effectiveness
Prevention	Destination: Home	716	\$3,065,081	\$4,281/ household	96% of households remained stably housed while receiving assistance.
	Bill Wilson Center	86	\$238,613	\$2,775/ household	100% of households remained stably housed while receiving assistance.
Rapid Rehousing/ Rental Subsidies	The Health Trust (RSA)	130	\$2,320,243	\$17,848/ household	95% of participants who completed the application process and were eligible, received their coupons within two weeks.
	The Health Trust (SSA)	35	\$287,228	\$8,207/ household	100% of program participants exited to permanent housing.
	PATH (SSA)	37	\$163,311	\$4,414/ household	100% of program participants exited to permanent housing.
	Bill Wilson Center (SSA)	58	\$377,797	\$6,514/ household	94% of program participants exited to permanent housing.
	Bill Wilson Center (TIP)	20	\$301,523	\$15,076/ individual	100% of program participants exited to permanent housing.
	The Health Trust (HOPWA)	92	\$1,055,469	\$11,472/ household	100% of participants maintained permanent, stable housing.

NEIGHBORHOOD SERVICES AND EDUCATION COMMITTEE

Subject: Annual Homeless Report

January 29, 2021

Page 19

Service	Provider	Actual Served	FY19-20 Costs Incurred	Actual Cost per Client	Effectiveness
CCP	County of Santa Clara	166	\$925,000	\$5,572/individual	100% of participants maintained their housing.

Crisis Response Programs

Service	Provider	People Served	FY19-20 Cost	Cost Per Client	Effectiveness
Outreach	PATH	514	\$458,083	\$891/individual	26% of clients move from street to permanent housing. 30% of clients move from street to temporary destination.
	HomeFirst	790	\$633,197	\$802/individual	20% of clients move from street to permanent housing or temp housing
Hygiene	WeHope	1,393	\$652,345	\$468/individual	55% of clients who were not already connected, were connected to case management, resources, and/or mainstream benefits.

Subject: Annual Homeless Report

January 29, 2021

Page 20

Interim Housing

Site	Construction	# of beds	Cost Per bed	FY19-20 Annual Operations Costs	Monthly Fixed Operating Cost	Effectiveness
Mabury BHC	\$2,600,000	46	\$56,522	\$1,264,500	\$2,291	72% exited to permanent housing
Plaza Hotel	\$2,213,174	63	\$35,130	\$685,508	\$907	81% of participants exited to permanent or other temporary destinations.

Expenditures for Homeless Programs

In FY 2019 – 20, the Housing Department expended \$67,990,329 to address homelessness in San José. This represented 57% of the Department’s total spending. The graph and chart below provide a summary of the FY 2019 – 20 expenditures for the homeless programs in the Housing Department. This illustrates how funding was prioritized.

Priority/Program	Actual Expenditures
Housing-Based Solutions (61%)	\$41,446,245
Crisis Response Interventions (23%)	\$15,338,746
Administration (14%)	\$9,535,650
Encampment Abatement (2%)	\$1,084,619
Community Initiatives (>1%)	\$585,069
TOTAL	\$67,990,329

EVALUATION AND FOLLOW-UP

This report will be cross-referenced to the March 2, 2021 City Council meeting.

PUBLIC OUTREACH

This item has been posted on the Neighborhood Services and Education Committee website for February 11, 2021. It will be posted on the March 2, 2021 City Council agenda.

COMMISSION RECOMMENDATION/INPUT

This item will be presented to the Housing and Community Development Commission on February 11, 2021.

COST SUMMARY/IMPLICATIONS

This memorandum does not commit the City to any specific expenditures. As specific agreements become ready for funding commitments from the City, they will be brought forward to the City Council for approval and appropriation action on an individual basis.

COORDINATION

This item has been coordinated with the City Attorney's Office and the City Manager's Budget Office.

CEQA

Not a Project, File No. PP17-009, Staff Reports, Assessments, Annual Reports, and Informational Memos that involve no approvals of any City action.

/s/
JACKY MORALES-FERRAND
Director of Housing

For questions, please contact Kelly Hemphill, Homelessness Response Manager, at kelly.hemphill@sanjoseca.gov.



Memorandum

TO: RULES AND OPEN
GOVERNMENT COMMITTEE

FROM: Councilmember Raul Peralez

SUBJECT: Addressing Homelessness through the duration of the COVID-19 pandemic

DATE: February 4, 2020

Approved

Date 02/04/2020

RECOMMENDATION

Direct the City Manager to report back as soon as possible to the City Council with recommendations for the following:

1. Advocate to the County's Public Health Department to make available COVID-19 vaccinations along with outreach services to unhoused individuals at campsites,
2. Following implementation of 1, immediately resume pre-pandemic encampment management and abatement procedures, prioritizing high impacted locations utilizing reporting data and in coordination with the Council Offices,
3. Establish a temporary sanctioned encampment on a publicly-owned site for the duration of the Local State of Emergency.

DISCUSSION

At the onset of the COVID-19 pandemic, the City acted swiftly to halt encampment abatements to reduce the likelihood of transmission. As a result, infection rates have remained low in the unhoused community and it was not until recently have we seen the numbers rise during the winter surge. However, the suspension of abatements has led to a proliferation of encampments, resulting in an increase in blight and concerns of safety where some of the encampments have settled. With the distribution of vaccines, we must now prepare to revisit the position on encampments, considering the impacts and exploring a careful approach to resuming abatements.

Prior to COVID-19, abatements only served as a quick fix solution. The typical trend would be that after an encampment was abated, individuals would simply relocate to another location in proximity or even return to its original location after a certain period of time. While it did provide the community temporary relief, the process of abatement is volatile and disrupts any sense of stability for those residing in the community, housed or unhoused. This is why I have long

RULES COMMITTEE: 02/10/21
ITEM:

advocated that abatements be paired with some form of interim or permanent housing resource.¹ Establishing sanctioned encampments must be part of the conversation if we are to return to resuming abatements during this time and ensure that there is a dedicated location for individuals to safely relocate while eliminating the constant worry of being uprooted.

In addition, the abatement process was halted due to the potential risk of unknowingly spreading COVID-19 among unhoused residents. Traditionally, prior to abatements, outreach services would be deployed to offer resources, including temporary housing. As the County continues to administer the limited supply of vaccines, prioritizing those in the unhoused community should be taken into consideration, and offered alongside pre-abatement outreach services. In the latest point in time count, 37% of the City's most chronically homeless reported to have chronic health problems. Contracting COVID-19 could be deadly, as many of those who are unhoused already lack access to health care and cannot properly quarantine. Displacing individuals without a safety net from the pandemic places not only the individual at risk, but our community as a whole.

This proposal presents a thoughtful and strategic approach to addressing homelessness as we begin to enter the vaccination phase of the pandemic and prepare to address the encampments that have grown almost completely unabated since last March. Exploring sanction encampments will provide the stability that has not been associated with abatements in the past and prioritizing vaccines within encampments will ensure our unhoused residents are vaccinated before we resume any pre-pandemic abatement operations. COVID-19 will be with us for the foreseeable future, however it has more broadly exposed the significant challenges we face with homelessness and forces us to take bold actions to protect our entire community.

¹ <https://bit.ly/2Le2hcF>