



## CITY COUNCIL AGENDA REPORT

DATE: April 25, 2013

AGENDA OF: April 30, 2013  
DEPARTMENT: City Manager  
SUBJECT: Homelessness Study Session (CM)

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RECOMMENDATION: Motion to accept the background report on homelessness and provide direction to staff as appropriate.

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BACKGROUND: In light of heightening public attention to issues of homelessness and transient individuals in the City of Santa Cruz (City), several Councilmembers requested a Council Study Session on homelessness. A study session setting allows the Council to specifically focus on one topic and receive a deeper level of information than is typically possible in a regular City Council meeting. Study sessions provide the City Council with a solid factual foundation to draw upon during future Council consideration or action.

Accordingly, the purpose of this study session to impart background information and to equalize the City Council to a similar baseline understanding on issues related to homelessness. Due to the vastness of the topic, the scope and content of this report was driven by Councilmember questions solicited in advance. The report will discuss Federal history, policies and support of homelessness prevention and emergency support and regional efforts and resources, including City-specific information on the state of homelessness in our community.

In order to keep the meeting to a manageable scope, the report and presentation on April 30<sup>th</sup> will not delve into possible solutions for Council action. Should the City Council wish to engage in that discussion, future agenda items can be scheduled.

DISCUSSION: The discussion will begin with a survey of the state of U.S. homelessness and Federal policies and programs targeting homelessness, then move to Santa Cruz County's regional resources and the City's role in those efforts.

### **(I) National Homelessness Trends and Federal Legislation, Policy and Resources**

#### **(a) National Homeless Counts**

The U.S. Department of Housing and Urban Development (HUD) produces an annual point-in-time homelessness assessment report, drawn from one-night counts that take place in January

across the country by local Continuums of Care (CoC).<sup>1</sup> The most recent report available, from 2012, estimates that 633,782 people were homeless on a single night in the United States.<sup>2</sup> This number is a decline of less than 1% from 2011 but represents a decline of 5.7% since 2007. The decline was largely in homeless individuals (1.4% decrease from 2011; 6.8% decrease from 2007). The number of people in homeless families increased by 1.4% from 2011 to 2012, but has decreased 3.7% since 2007.

Other key findings include:

- 62% (394,379) were homeless as individuals; 38% (77,157) were in homeless family households
- Two-thirds of homeless people (390,155) were sheltered in emergency shelter or transitional housing with the remaining one-third (243,627) unsheltered. The percentage of homeless people who are unsheltered did not change from 2011 to 2012.
- 99,894, or 16% of all homeless people, were chronically homeless.<sup>3</sup> This represents a decline of 19.3% since 2007.
- Of the five states that comprise almost half of the nation's homeless population, California accounts for the largest, at 20.7%. The other states are New York (11%), Florida (8.7%), Texas (5.4%), and Georgia (3.2%).
- California has the second-highest rate of unsheltered people at 64.9%, it follows Wyoming at 73.8%
- CoCs with the highest percentage of unsheltered homelessness were mostly located in regions with warmer climates. California's major cities (San Jose, Long Beach, Los Angeles and San Francisco) had some of the highest unsheltered homeless populations.
- Since 2007, California was not among the states with the largest increase in homelessness
- Five cities account for 1 in 5 homeless people: New York City (9.0%), Los Angeles (6.7%), San Diego (1.6%), Seattle (1.4%), and Las Vegas (1.4%)
- The San Jose/Santa Clara City & County CoC had the 7<sup>th</sup> largest number of homeless people among Major City CoCs (7,053)

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<sup>1</sup> Continuums of Care (CoC) are local planning bodies responsible for coordinating homeless services in a specific geographic area. The City is part of and actively participates in the CA-508 "Watsonville/Santa Cruz City & County Coc," which is coordinated by the County Planning Department, Housing Section. CoCs are required to conduct point-in-time homeless counts to access Federal funding for homelessness prevention and services.

<sup>2</sup> Data in this section are taken from "Volume I of the 2012 Annual Homeless Assessment Report to Congress," [https://www.onecpd.info/resources/documents/2012AHAR\\_PITestimates.pdf](https://www.onecpd.info/resources/documents/2012AHAR_PITestimates.pdf). See also additional analysis of national homelessness in the National Alliance to End Homelessness report, "The State of Homelessness in America 2013," [http://b3cdn.net/naeh/de1739b96dbd9bc68a\\_cjm6r7cjh.pdf](http://b3cdn.net/naeh/de1739b96dbd9bc68a_cjm6r7cjh.pdf) or [www.endhomelessness.org](http://www.endhomelessness.org).

<sup>3</sup> Chronic homelessness describes an individual who has been continuously homeless for a year or more or has experienced at least four episodes of homelessness in the last three years.

- The Watsonville/Santa Cruz City & County CoC was 6<sup>th</sup> out of the Smaller Cities, Counties and Regional CoCs with the largest numbers of chronically homeless individuals (967). The Santa Rosa CoC was 4<sup>th</sup> with 1,014 and the Salinas/Monterey CoC was 7<sup>th</sup> (794).
- Of the Major City CoCs, Los Angeles as the highest number of chronically homeless individuals (9,837) and San Jose/Santa Clara was 3<sup>rd</sup> highest (2,617)

The data show that while homelessness is decreasing on the national level, its rate of decline has slowed since 2011. Families in homelessness is slightly on the rise and areas with warm climates have the highest rates of chronically homeless and unsheltered homeless individuals. California comprises over 20% of the nation's homeless and coastal California in particular has the highest rates.

Finally, it is important to note that while the point-in-time survey estimates that there were 633,782 homeless individuals counted in one night in January 2012, each year nearly 2 million people experience a night of homelessness that puts them in contact with a homeless service provider.<sup>4</sup>

### **(b) Federal Legislation and Resources**

It was not until the mid-1980s that the Federal government adopted legislation broadly addressing homelessness in the United States. The McKinney Homeless Assistance Act—later renamed the McKinney-Vento Act—was enacted in 1987 and instituted 15 new programs aimed at addressing a broad variety of needs of homeless people including shelter, food, health care and education, to be administered by various Federal agencies. The McKinney-Vento Act also established the U.S. Interagency Council on Homelessness to coordinate the Federal response to homelessness and to create a national partnership at every level of government and with the private sector to reduce and end homelessness in the United States.<sup>5</sup>

In May of 2009, as part of the Helping Families Save Their Homes Act, Congress enacted the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act. Although many other legislative acts address homelessness, the McKinney-Vento and HEARTH Acts are the dominant, comprehensive vehicles under which Federal rules are established and funding flows to local CoCs, agencies and service organizations to prevent and alleviate homelessness. The HEARTH Act strengthened the requirements by which CoCs access HUD funding, including stricter criteria and the mandatory submittal of an annual point-in-time homeless count.

Numerous Federal programs provide funding for homeless individuals and families and are located in the Departments of Education, Justice, Homeland Security, Health and Human Services (HSS), Housing and Urban Development (HUD), Labor, and Veterans Affairs.<sup>6</sup> The following list highlights a few programs that are particularly impactful for Santa Cruz County's regional efforts to prevent and address homelessness:

<sup>4</sup> U.S. Interagency Council on Homeless, "Opening Doors: Federal Strategic Plan to Prevent and End Homelessness 2010"

<sup>5</sup> [www.usich.gov](http://www.usich.gov).

<sup>6</sup> The May 2012 Congressional Research Report for Congress, "Homelessness: Targeted Federal Program and Recent Legislation" summarizes the major Federal programs supporting homeless persons.

1. HHS: Health Care for the Homeless (HCH) Program. Provides grants to nonprofit, state or local government entities to operate outpatient health centers for homeless individuals.<sup>7</sup>
2. HUD: Emergency Solutions Grants (ESG). Distributes grants to government to fund nonprofit organizations that provide assistance to homeless individuals.
3. HUD: Supportive Housing Program (SHP). Funding for transitional housing up to 24 months, permanent housing for individuals with disabilities or single room occupancy dwellings.
4. HUD: Shelter Plus Care Program (S+C). Provides tenant- and project-based rental subsidies to homeless adults with disabilities and supportive care services.
5. HUD: Section 8 Moderate Rehabilitation Assistance for Single-Room Occupancy Dwellings (SRO). Provides rental subsidies, through public housing authorities, to support rehabilitation of housing units.
6. HUD/Veterans Affairs: Support Housing (HUD-VASH). Joint HUD and VA program to provide Section 8 rental assistance vouchers to homeless veterans with supportive services, such as mental illness or substance use services.

The bulk of Federal assistance received by the County of Santa Cruz is administered through the County health department. A much smaller amount, about \$1.7 million, is administered through the County's CoC (see later section).

### **(c) Opening Doors: Federal Strategic Plan to Prevent and End Homelessness, 2010**

There have been numerous prior national plans and initiatives to end homelessness. These include the National Alliance to End Homelessness's strategy to end homelessness in 10 years, a 2002 pledge by the Bush Administration to end homelessness by 2012, and the re-activation in 2003 of the U.S. Interagency Council on Homelessness after six years of dormancy. A myriad of Federal strategic reports were published by HHS and HUD, with the overall trend of moving away from predominantly supplying emergency housing to more comprehensive solutions such as permanent supportive housing, particularly as a solution to chronic homelessness.<sup>8</sup>

The most contemporary document outlining the framework to address homelessness is the 2010 report "Opening Doors: Federal Strategic Plan to Prevent and End Homelessness" produced by the U.S. Interagency Council on Homelessness and signed by President Obama.<sup>9</sup> The plan aims to end chronic homelessness and veteran homelessness in five years and end homelessness for families, youth and children within the next 10 years. Centered around the vision that "No one should experience homelessness—no one should be without a safe, stable place to call home," the plan sets forth 10 objectives under five themes:

1. Increase Leadership, Collaboration and Civic Engagement
2. Increase Access to Stable and Affordable Housing
3. Increase Economic Security
4. Improve Health and Stability

<sup>7</sup> Santa Cruz County's Homeless Persons Health Project (HHPH) operating in the Homeless Services Center has received funding from the HCH Program since 1989.

<sup>8</sup> Department of Health and Human Services, "Ending Chronic Homelessness: Strategies for Action," March 2003.

<sup>9</sup> [http://www.usich.gov/opening\\_doors/](http://www.usich.gov/opening_doors/)

## 5. Retool the Homeless Crisis Response System

The objectives highlight: participation from all sectors of the community; providing affordable housing to people experiencing or most at risk of homelessness; providing permanent supportive housing to end chronic homelessness; increase stable employment and economic security; integrate health care services with homeless assistance programs; advance health and housing stability for youth leaving the foster care and juvenile justice systems; and, transform homeless crisis response systems to rapidly return people to stable housing.

A 2011 update on “Opening Doors” reported on outcomes drawn from HUD’s point-in-time homelessness estimates (2010). The data showed increases in homelessness for families with children (1.5%) and veterans (1%) but a decrease (1%) for chronically homeless individuals. The inventory of permanent supportive housing, a major strategy to solve chronic homelessness, grew by 17,000 units.

The “Opening Doors” plan was amended in 2012 to address the educational outcomes of children experiencing homelessness and adding steps to prevent and end homelessness for unaccompanied youth.<sup>10</sup>

### **(II) Santa Cruz County Regional Resources and State of Homelessness**

Turning to our local community, the following discussion will provide information about the county’s homeless population, including demographics and causes, and the resources leveraged from Federal funds and local service providers. In addition, the impacts of homeless on the City will be examined.

#### **(a) 2011 Santa Cruz County Homeless Census and Survey**

As previously discussed, since 2005, Federal HUD funding that flows through CoCs for homeless services requires a biannual point-in-time survey of homeless individuals. Every other year in late January, the CoC commissions a Homeless Census and Survey for Santa Cruz County. Applied Survey Research (ASR), a well-regarded social research firm, has conducted the work, which proceeds in two parts: (1) a homeless count, which comprises a street count and a shelter and institution count; and (2) a survey of homeless persons.<sup>11</sup>

In addition, the point-in-time count is extrapolated into an annual estimation of homeless. This is done to capture the estimated total number of people in the community who may experience homelessness in our community.

This census and survey is the only comprehensive assessment of homelessness available in the County. County health programs may collect data on their clients, such as with the Homeless Management Information System (HMIS) database, but these data are limited to the

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<sup>10</sup> Opening Doors 2012 Amendment can be found at [http://www.usich.gov/resources/uploads/asset\\_library/USICH\\_OD\\_Amendment\\_WEB\\_091112v2.pdf](http://www.usich.gov/resources/uploads/asset_library/USICH_OD_Amendment_WEB_091112v2.pdf)

<sup>11</sup> The 2011 Santa Cruz County Homeless Census and Survey can be found at [http://www.appliedsurveyresearch.org/projects\\_database/homelessness/santa-cruz-county-homeless-census-and-survey.html](http://www.appliedsurveyresearch.org/projects_database/homelessness/santa-cruz-county-homeless-census-and-survey.html).

subpopulation of individuals receiving services. Thus, the biannual census and survey are our best tools to gauge progress in addressing homelessness in our community.

## METHODOLOGY

The census count was conducted by 100 homeless guides and community volunteers who received training in the count methodology and safety. The census teams deployed from centers in Felton, Santa Cruz and Watsonville and covered all 52 U.S. Census Tracts in Santa Cruz County. The count took place on Tuesday, January 25, 2011 in the early morning hours to avoid duplicate counting of sheltered homeless individuals and for best chances of street homeless visibility. The full census count methodology is attached to provide greater detail about logistics, staffing, and challenges and assumptions that make it impossible to achieve 100% accuracy.

ASR surveyed 498 homeless individuals to obtain qualitative data about Santa Cruz's homeless population that is used in the CoC Federal funding application and for local program and policy development. The 29-question surveys were administered by trained homeless workers and service provider volunteers within shelters and on the street. An "every third encounter" survey approach was employed to select a random sample of respondents. The survey instrument used is attached.

The survey of 498 homeless individuals, given the point-in-time homeless count of 2,771 and the survey's randomized sampling, is reported by ASR to assure a 95% confidence level with a +/- 4% confidence interval, allowing ASR to generalize the survey results to the estimated homeless population of Santa Cruz County.

The annual estimation is calculated using a formula that incorporates the point-in-time homeless count (A), the number of currently homeless who became homeless in the last seven days (B) and the proportion of currently homeless individuals who experienced a previous homeless episode in the past 12 months (C). This methodology is HUD-approved.

$$\text{Annual Estimate} = A + [(B*51)*(1-C)]$$

## RESULTS

The point-in-time count yielded the following results:

### **Totals and Shelter Status**

- 2,771 homeless individuals were counted, which represents a 22% increase from 2009 (2,265), and a 0.6% reduction from 2007 (2,789)
- The number of unsheltered people increased by 38% since 2009
- 77% were unsheltered (2,125) and 23% were sheltered (646), which exceeds the national average of two-thirds unsheltered. Since 2007, the relative proportion of unsheltered to sheltered individuals has been fairly constant.

- Of individuals sheltered, 13.6% were in emergency shelter and 9.7% were in transitional housing and safe havens
- Ten-year trend data show the number of homeless persons in Santa Cruz County has decreased since 2000, a 14.4% reduction
- The 2011 annual estimate of individuals who experienced homelessness is 9,041

## **Demographics**

### Census Count

- 34% were men, 13% were women and 53% were undetermined gender (most service providers did not specify the gender of people in families)
- Youth under 18 years of age comprised 11% (13% in 2009)

### Survey Findings

- 67% were male and 32% female
- 79% were between the ages of 22 and 60, with about 19-20% each in the age cohorts of 22-30, 31-40, 41-50 and 51-60
- 63.4% were White/Caucasian, 22.5% were Hispanic/Latino and 5.8% were Black/African American
- 76.1% of respondents were unemployed
- 33% reported income from panhandling. 37.6% reported earning less \$101-200 per month and 21.8% reported earning less than \$50 per month.
- 54.3% reported receiving \$0 from government income monthly. 23% received \$501-1,000 monthly.
- 274 were veterans
- Santa Cruz County has 979 chronically homeless individuals. Chronically homeless individuals were most likely to be White/Caucasian (78%), have two more disabling conditions (68%) with the most common condition of depression (53%) followed by chronic health problems (44%) and physical disability (42%).
- 52.4% reported that this was the first time they have been homeless. Of those who had been homeless previously, 87% reported homelessness only once in the past 12 months.
- The length of homelessness this current time was more than 1 year for 45.5% of the respondents

## **Primary Causes of Homelessness**

The most common response for the cause of homelessness was loss of employment (25.2%), followed by alcohol/drug use (17%), argument with family/friend asking them to leave (12.4%), family or domestic violence (8.7%) and illness or medical problem (4.9%).

## **Location**

- Of the 2,771 total individuals counted, 59% were counted in the incorporated cities of Capitola, Santa Cruz, Scotts Valley and Watsonville.
- 38.6% were counted in the City of Santa Cruz (1,070)
- 19% were counted in Watsonville (530)
- 0.5% were counted in Capitola (14)
- 0.47% were counted in Scotts Valley (13)
- In the unincorporated areas of the County, the most individuals were counted in Live Oak (13.6%; 376), Aptos/Rio Del Mar (7.6%; 211), and South County (9%; 252)
- Sheltered homeless individuals were located in Santa Cruz (394), Watsonville (186), and Live Oak (54)

## **Residency before Homelessness**

A question commonly asked when the Homeless Census and Survey is discussed is the length of time homeless individuals lived in Santa Cruz County before becoming homeless. Survey question 13 asks this question, “Where were you living right before you most recently became homeless?”

The majority of survey respondents, 67.3%, or 329 individuals, indicated that they were living in Santa Cruz County prior to becoming homeless. “Other county in California” accounted for 19.4% of respondents and 13.3% indicated they were living “out of state” when they most recently became homeless.

The pre-homelessness residency breaks down as follows:

- City of Santa Cruz – 22% or 109 respondents
- Watsonville – 17.8% or 88 respondents
- San Lorenzo Valley – 7.1% or 35 respondents
- Live Oak – 4.2% or 21 respondents
- Capitola – 3.2%; 16 respondents
- Soquel – 3.0% or 15 respondents
- Scotts Valley – 2.6% or 13 respondents
- Aptos – 2.4% or 12 respondents
- Davenport – 0.6% or 3 respondents
- Other Areas – 4.2% or 21 respondents
- Other County in California – 19.4% or 96 respondents
- Out of State – 13.3% or 66 respondents

Survey question 13a asks “How long had you lived in Santa Cruz County before becoming homeless?”

Of the 329 respondents, less than 10% indicated 30 days or less. The plurality of respondents, 48.3%, indicated “more than 10 years,” with 13.7% responding “6-10 years,” 15.2% responding “3-5 years.” Overall, 77% indicated they lived in Santa Cruz County for at least three years before becoming homeless; 12.2% lived in Santa Cruz six months or less before becoming homeless.

Prior to becoming homeless, nearly 50% were living in a rented home or apartment and after homelessness 35.7% stay outdoors/streets/parks/encampments at night. Shelters account for 28.9% and 22% report living in their vehicles.

### **Family and Youth Homelessness**

Nationally, subpopulations of homeless individuals thought to be on the rise are youth and families.

The Santa Cruz data showed that 498 people were living in families with at least one child under the age of 18. Most of these homeless families (73%) had female heads of household and typically either White/Caucasian (44%) or Hispanic/Latino (44%). Nearly all (98%) were living in local shelters. The primary causes of homelessness for families were loss of job (22%) and alcohol/drug issues (21%).

Unaccompanied children are defined as children under the age of 18 who are homeless and living independent of a parent or legal guardian. Homeless youth are between the ages of 18 and 24. The Census and Survey report cautioned that these subpopulations are hard to quantify and data both at the local and national levels are extremely limited. Children and youth have a harder time accessing services. ASR administered an additional 28 questions to youth and children, in addition to the standard 29 questions. The following data, with the sample size mode of 50, showed:

- The survey identified 143 unaccompanied children and youth
- Over half of the youth population were male and White/Caucasian. Hispanic/Latino youth respondents comprised 26% and Black/African American 12%.
- Fourteen respondents (28.6%) were living with relatives before becoming homeless this time. Eleven were living in a rented home or apartment and 10 were living with friends. Four became after leaving jail or prison.
- The most common places homeless youth stayed at night were outdoors/streets/parks (16), “a place in a house not normally used for sleeping” (9), a motel/hotel (6) and an automobile or van (6). Of the 50 respondents, six usually stayed in a shelter (emergency or transitional) or a public facility.
- Of the 50 respondents, 31 reported that this episode was the first time they had been homeless
- Of the 50 respondents, 22 were living in the City of Santa Cruz before becoming homeless. Four were from other California counties or out of state.
- 63% (29) reported to have been living in Santa Cruz County for more than 10 years before becoming homeless

- 36% (18) report alcohol or drug use to be the primary event or condition that led to homeless. The next most frequent response (20%; 10) was an argument with family or a friend asking the respondent to leave.
- Lack of income and inability to afford rent were the largest obstacles to getting permanent housing (55 responses; multiple responses allowed, n=50)

The full Survey and Census document contains many more data fields and summary discussions that explore access to shelter, health and food services, economic stability, obstacles to obtaining permanent housing and homelessness conditions.<sup>12</sup>

### **(b) Continuum of Care (CoC) Resources and Activities**

The following information was extracted from the 2011-2012 City of Santa Cruz Consolidated Annual Performance and Evaluation Report (CAPER), submitted to HUD annually. The full CAPER, which describes the programs and activities of the HAP is attached.

Santa Cruz County's homeless CoC covers the County of Santa Cruz, with its 264,298 residents (2011 U.S. Census) and including the Cities of Santa Cruz, Watsonville, Capitola, and Scotts Valley, as well as all unincorporated areas of the County. For many years, leadership for the CoC has been provided by the Homeless Action Partnership (HAP), a community-wide action team that meets regularly to implement the CoC. Currently, the HAP includes 34 active members representing all of the following key sectors: County departments, cities, nonprofit homeless service providers and advocacy groups, healthcare providers, public education, funders, faith groups, interested community members, and homeless and formerly homeless persons.

**Strategic Planning:** Over the years, community members have worked to develop and implement a comprehensive system for addressing the needs of all homeless populations and subpopulations, such as chronically homeless persons, veterans, and unaccompanied youth. In Project Year (PY) 2003, the HAP and local jurisdictions formally adopted the "Santa Cruz County Ten-Year Plan to End Homelessness, 2003-2013" (Ten-Year Plan).<sup>13</sup> The Ten-Year Plan creates the conditions for preventing and eventually ending homelessness, and identifies outcome objectives in the areas of housing, jobs and incomes, supportive services, health care and the overall administration and coordination of the County's CoC system. For each outcome objective identified in the Ten-Year Plan, specific action steps are laid out for implementation.

**HPRP Planning:** Since PY 2009, the HAP has prioritized the implementation of critical prevention and re-housing activities funded by \$4 million from the Homelessness Prevention and Rapid Re-Housing Program (HPRP). Fourteen agencies collaborate in the following three inter-connected projects:

1. Rapid Re-housing for Santa Cruz County Adults Entering Shelter Programs or Discharged from Health, Treatment or Corrections Settings (Re-Connect Collaborative).
2. Prevention and Rapid Re-Housing for Families Collaborative.

<sup>12</sup> 2011 Santa Cruz County Homeless Census and Survey can be accessed at:

<http://www.appliedsurveyresearch.org/storage/database/homelessness/santacruz/2011SantaCruzHomelessReport.pdf>

<sup>13</sup> Santa Cruz County Ten-Year Plan to End Homelessness can be accessed at:

<https://santacruz.bayareahmis.org/CoCDocs/Santa%20Cruz%2010-Year%20Plan.pdf>

### 3. Santa Cruz County Emergency Housing Collaborative.

#### ONGOING AND RENEWAL PROJECTS/PROGRAMS-PY 2011

In PY 2011, Santa Cruz County agencies received a total of \$1,666,085 in HUD CoC Renewal Grants. Twelve projects received funding, including 11 renewals and one new project.

Emergency Shelter and Housing Resources: The following tables identify homeless emergency shelter and housing resources available to homeless people throughout the County during the 2011 PY.

TABLE 1: EMERGENCY SHELTER RESOURCES

ORGANIZATION	BEDS	SUBPOPULATION SERVED
Homeless Services Center		
▪ Rebele Family Shelter	96	Families with children
▪ Paul Lee Loft Shelter	46	Adult men and women
▪ Winter Shelter-Armory	100	Adults and families
Santa Cruz Community Counseling Center		
- River Street Shelter	32	Adults mostly with mental illness
- Project Re-Connect Emerg. Beds	16	Adults and families
Salvation Army		
- Year-round beds	64	Adults and families
- Overflow beds	3	Women and children and adults
Pajaro Valley Shelter		
- Year-round beds	27	Women and children and adults
- Overflow beds	3	Women and children and adults
Defensa de Mujeres	18	Battered women and their children
CAB HOME Program	3	Homeless men and women
Jesus, Mary & Joseph Home	12	Homeless men and women
New Life Community Services	8	Families with children
Sienna House	10	Pregnant women
Front Street, Inc. Paget Center	12	Homeless adult veterans
Total Beds Year-Round	344	
Total Winter/Overflow Beds	106	

TABLE 2: TRANSITIONAL HOUSING RESOURCES

ORGANIZATION/FACILITY	BEDS/ UNITS	MAX STAY	SUBPOPULATIONS
HSC Page Smith Community House	40 beds	18 months	Homeless adults
Community Support Services:			
- THP Plus	17 beds	12 months	Youth with mental illness
- Crossroads	6 beds	12 months	Youth with mental illness
Families in Transition:			
- Clean & Sober Transitional Hsg.	30 beds	18 months	Families with children
- Scattered-site permanent housing with transitional rent assistance	40 beds	18 months	Families with children
- Other transitional housing	30 beds	18 months	Families with children
Housing Authority -Brommer Street	18 beds	18 months	Families with children
Salvation Army--Loma Prieta	8 beds	6 months	Families with children
Pajaro Valley Shelter Services	64 beds	18 months	Families with children
Community Action Board --GEMMA Transitional Housing	6 beds	18 months	Homeless women released from jail
Perlman House	4 beds	2 years	Homeless men and women with HIV/AIDS
TOTALS	50 beds	For homeless individuals	
	213 beds	For families with children	
	263 beds	TOTAL TRANSITIONAL BEDS	

TABLE 3: HPRP HOMELESS ASSISTANCE HOUSING RESOURCES

ORGANIZATION/ FACILITY	BEDS/ UNITS	SUBPOPULATIONS
FIT HPRP Family Project	43 beds	Homeless families & adults
HPHP Project Re-Connect	21 beds	Homeless adults
TOTALS	64 beds	

(1) This table counts the # of beds at a point-in-time for literally homeless persons funded by HPRP.

TABLE 4: HOMELESS-TARGETED PERMANENT SUPPORTIVE HOUSING

HOUSING PROJECT	TOTAL BEDS/CH BEDS <sup>(1)</sup>	SUBPOPULATION SERVED
South County Housing/ HPHP Nuevo Sol	13/13	Chronically homeless adults with disabilities
SCCCC Freedom Cottages	4/2	Homeless adults with mental illness
SCCCC Anderson House	5/4	Homeless adults with mental illness
SCCCC Grace Commons	15/5	Homeless adults with mental illness
HPHP MATCH	37/37	Chronically homeless with substance abuse
HPHP MATCH III (under development)	5/4	Chronically homeless
County Mental Health Rent Subsidies	5/5	Homeless adults with mental illness
Housing Authority S+C	36/23	Chronically homeless adults with mental illness
Salvation Army Corner House	21	Homeless Families with disabilities
St. Clara HUD-VASH	40/35	Chronically homeless veterans
St. Cruz HUD-VASH I	33/25	Chronically homeless veterans
St. Cruz HUD-VASH II (under development)	29/25	Chronically homeless veterans
TOTAL SUPPORTIVE HOUSING RESOURCES:	222	Total homeless-targeted: adults (176 adult targeted beds from above are designated for chronically homeless)
	21	Total homeless-targeted: families
	243	TOTAL PERM. SUPP. BEDS: HOMELESS-TARGETED

(1) "CH beds" stands for beds designated for serving the "chronically homeless" population

#### NEW PROJECTS – PY 2011 PROGRAM YEAR CoC NOFA AND OTHER

Despite the economic crisis and government and private funding cuts, CoC agencies have nonetheless launched the following new projects for homeless people, through CoC and other funding sources.

New HUD CoC Funding: In PY 2011, the following new grant was attained using CoC permanent housing "bonus" funds:

- MATCH III - for chronically homeless individuals, 5 beds over 1 year (County Health Services Agency, HPHP) - \$67,559.

New HUD Emergency Shelter Grants: Santa Cruz County agencies compete annually for HUD ESG through the State of California-administered Federal Emergency Shelter Grant (FESG) program. In PY 2011, Santa Cruz County agencies obtained the following 2-year FESG grants:

- Homeless Community Day Center for all homeless people, 112 people served per day (Homeless Services Center) – \$132,000.
- Paul Lee Loft Shelter for homeless adults, 46 people served per day (Homeless Services Center) – \$132,000.
- Emergency Shelter for homeless families and individuals, 70 people served per day (Salvation Army) – \$132,000.

### HUD VASH

- As a new project started in PY 2011, the Santa Cruz County Housing Authority secured 25 new tenant-based rental vouchers through the HUD-Veterans Affairs Supportive Housing Program (HUD-VASH). Like the two HUD-VASH programs mentioned above, this program combines HUD rental assistance for homeless veterans with VA case management and clinical services. All told, there are now 85 HUD-VASH vouchers in Santa Cruz County.

While this excerpt provided an overview of the HAP’s action, the attached, full City of Santa Cruz 2011-2012 CAPER is the best instrument to explore the full array of HAP activities and supported programs to prevent and end homelessness.

### **(c) Homeless Services Center History and Operations**

The Homeless Services Center (HSC), located at 115 Coral Street in Santa Cruz, is a major hub of homeless services in Santa Cruz County. Several questions as to the history and policies governing HSC were posed. The followed section was crafted to address those questions:

#### BACKGROUND OF CITY FUNDING FOR HOMELESS SERVICES AT HSC

FIRST FACILITY AT HSC – RIVER STREET SHELTER: The Homeless Services Center Campus has evolved at its current location as a result of a number of decisions made by the City over time. The first was in 1986 when UCSC decided to sell two lots at 109 Coral/733 River Street. The City had previously formed a Shelter Committee to find potential locations for a permanent homeless shelter. The property owned by UCSC was ultimately selected. The City and County then joined together to create a permanent shelter facility that is now known as the River Street Shelter. The cost of the property was \$553,000, of which all but \$50,000 appears to be paid from City CDBG funds. This cost was later offset by the sale of a portion of the property. The City continues to own the property and the River Street Shelter today.

Under a City/County “River Street Shelter Joint Operational Plan”, costs for the Shelter were to be split about 50/50 with the County being responsible primarily for operations and the City for site acquisition. The shelter was to have 30-35 beds. The Plan specified that breakfast and lunch as well as laundry facilities were to be provided. Maximum stay was to be 30 days with some case-by-case exceptions. The shelter was to be operated between 5:00 PM and 8:00 AM. The underlying premise of the shelter was that the



1999 Aerial showing 109 Coral St., 733 & 739 River St.

guests who were capable of working would be out of the shelter during the day looking for work. The Plan said that these guests must find work within the first two weeks of their stay. In 1989 the Santa Cruz Community Counseling Center entered into an agreement with the City replacing the Shelter Project as the operator of the River Street Shelter.

COUNTY SERVICES FROM HPHP ADDED: In 1986, the County purchased 739 River Street, adjacent to River Street Shelter for use by the Homeless Persons Health Project (HHP) under the County's Health Services Agency (HSA). In 1987, The City entered into an MOU with the County that allowed HSA to also use the River Street Shelter facility during the day to assist mentally disabled homeless persons. HHP is now located in the Rebele Family Shelter.

PAGE SMITH COMMUNITY HOUSE: In 1987, the City declared the unimproved portion of 733 River Street as surplus and issued a Request for Proposals (RFP) to sell the surplus property. Initially two low bid proposals were received. One was from the adjacent property owner, Granite Rock and the other was from the Citizens Committee for the Homeless (CCH). Neither bid was accepted. The initial CCH proposal was to build 30 units of very low-income rental housing. CCH built up significant community support for their proposal and in 1990 successfully entered into a purchase agreement for \$350,000 with the City. CCH was unable to move forward with their original plans for rental housing and in 1996 they were issued permits to install up to 10 mobile homes for what is now known as Page Smith Community House providing transitional housing. Construction was completed in 1998. The City provided about \$1.06 million in HOME and CDBG funds and \$20,000 in General Funds to help with construction. In 2000 and 2004, an additional \$530,000 in HOME and CDBG funds were used to design and build a sound wall that was required by HUD for noise mitigation.

INTERIM USES OF THE PROPERTY: In 1988, the City Council approved the first of several temporary permits to allow food to be served to homeless persons at the River Street Shelter location (other than for those staying at the River Street Shelter). In 1989 the City entered into lease agreement with William James Associates to provide food service from 3:45-6:00. This essentially was the first Day Center type of service provided at the site. For a short time beginning in 1994 the City allowed the vacant portion of the site to be used as an open air summer shelter. Use was discontinued in 1996 as plans developed for Community House progressed.

DAY CENTER: In 1992, Housing for Independent People (HIP) encouraged the City and County to create a homeless day facility at 115-117 Coral Street. This concept of a day center had been supported in part by the business community as a means to help reduce impacts on the downtown. (At its April 7, 1998 meeting the Downtown Commission recommended establishing a day center for this purpose.) As a result, the City and County entered into a Facilities Use Agreement as the foundation for purchasing 115-117 Coral Street.

Under this agreement, which expires in August 2020, the County purchased the site with existing bonds. The City then agreed to make "Use Payments" to the County equivalent to the bond debt service. The amount to be paid was \$830,000. The City had the option to prepay this debt and complete purchase the property after August 1999. Unlike the River Street Shelter which



1999 Aerial showing 115-177 Coral St. (HSC Day Center)

only pays \$1/year rent, the City charged rent for use of the Day Center to offset the acquisition costs.

The Day Center was initially to be operated by HIP, but in 1993 HIP was replaced by the Homeless Community Resource Center (HCRC). In 1994 conversion of the existing commercial building now known as the Day Center began. Under the initial lease agreement, HCRC paid \$2,400/month in rent.

The City has funded three major improvement projects at the HSC Day Center using CDBG grant funds. Between 1998 and 2000, the City allocated about \$477,000 in CDBG funds for improvements for offices and construction of a professional kitchen and dining area. In 2006, about \$850,000 in CDBG funds was used for improvements to the hygiene center and construction of the 46 bed Paul Lee Loft. In 2012, the City allocated \$216,000 for improvements to HSC to renovate the “Locker Bay” area to provide a multi-purpose community room; empowerment center and computer lab; new lockers; and a dentist operatory. Construction is expected to begin in the next year or two for this project.

HSC MASTER PLAN AND THE REBELE FAMILY SHELTER: In 2000, HCRC and its board, SCCC, County HSA, and the City began to work together to develop a Master Plan for the entire corner property at HW-1, Coral and River Streets. The Plan was to provide the framework to coordinate the various programs, consolidate properties and construct a Family Shelter that incorporated HPHP. About \$154,000 in CDBG funds were used for master planning and design of the Rebele Family Shelter. In 2000 the City of Santa Cruz Redevelopment Agency purchased the corner property at 745 River Street for \$240,000 and later sold it to the City. Also during development of the integrated Master Plan, the City acquired the County owned Coral Street property and 739 River Street. In 2004, the City completed lot consolidation of the City owned properties. In 2008, the City property was appraised “as is” at \$6.37 million.

In 2002 HCRC had been renamed as the Homeless Services Center (HSC), and HSC entered into a new ground lease with the City which was amended in 2004 and again in 2005 to reflect consolidation of City owned parcels. (Note: HSC retained ownership of the Page Smith Community House.) HSC pays a fixed rent of \$3,400 per month for the City owned property and sublets a part of the Rebele Family Shelter to the County for HPHP (\$2,625/month rent) and to SCCC for the River Street Shelter (\$1/year rent). This lease expires on January 31, 2060. The lease only restricts use of the property to be used for “the purpose of conducting homeless services”. No restrictions such as hours of operation or other requirements are included in the lease. The lease does include a list of improvements that were anticipated as a part of the Master Plan.



2007 Aerial showing 745 River St. & the Family Shelter

SUMMARY OF CITY FUNDING: The following summarizes most of the funding that the City provided for development of facilities at the HSC Campus based on files retained by the Economic Development Department. (Note, there may be other allocations that may be included in files from other departments.)

USE OF FUNDS	YEAR	SOURCE OF FUNDS			TOTALS
		GENERAL FUND	CDBG/ HOME	RDA	
<b>RIVERSTREET SHELTER</b>					<b>\$553,000</b>
109 Coral/377 River St. Acquisition & rehab.	1987		\$553,000		
<b>COMMUNITY HOUSE</b>					<b>\$1,610,000</b>
Community House Const.	1996-98	\$20,000	\$1,060,000		
Sound Wall Mitigation	2000/2004		\$530,000		
<b>DAY CENTER</b>					<b>\$2,370,000</b>
Acquisition-. 115-117 Coral St.	1992-2000	\$830,000			
Day Center Improvements	1998-2012		\$1,540,000		
<b>MASTER PLAN &amp; FAMILY SHELTER</b>					<b>\$394,000</b>
745 River St. Acquisition	2000			\$240,000	
Master Plan/Family Shelter	2000-2001		\$154,000		
<b>TOTALS</b>		<b>\$850,000</b>	<b>\$3,837,000</b>	<b>\$240,000</b>	<b>\$4,927,000</b>

TRANSITION OF HSC FUNCTIONS OVER TIME: The uses of the different facilities on the HSC Campus appear to generally be consistent with their initial intended purposes -- with the exception of the River Street Shelter. This was initially intended to be the City's year round shelter for the homeless. Since it was developed in 1987, the River Street Shelter has shifted toward primarily providing emergency shelter and assistance for mentally disabled persons. Although the Paul Lee Loft was not envisioned in the Master Plan, this facility is consistent with the original intent of creating a year round homeless shelter. However with the inclusion of other types homeless services beyond just providing shelter and meals, the initial time limitation of being open between 5 PM and 8 AM is only partially applied.

OPERATIONAL FUNDING: The City provides both CDBG and General Funding for operations of the four facilities located on the HSC Campus. The City budget for the 2013 fiscal year allocated \$69,000 for the Day Center and Paul Lee Loft; \$45,000 for the Rebele Family Shelter; \$40,000 for the River Street Shelter; and \$70,000 for Page Smith Community House. All but \$16,000 of CDBG funds in this total of \$224,000 is from the General Fund for Community Programs. In addition, along with the County and other cities, the City funds a pro-rata share by population expenses for the County-wide Homeless Action Partnership and the north county Winter Shelter Program at the Armory (operated by HSC). This funding is from the General Fund under the City Manager's Office budget. In FY2014 the City's share will be \$95,910. This does not include the added share of the biannual homeless census, which will not be conducted in FY2014.

OVERSIGHT: Use of operational funding provided by the City is typically defined in the City contracts with the providers. For CDBG funding, the Housing and Community Development staff in the Economic Development Department annually monitor use of CDBG funds as

required by HUD. CDBG funds are allocated to providers on reimbursement basis. For Community Program funding, the City Manager’s Office oversees activities. Service providers use intake forms to document who is using the services such as emergency shelter, transitional housing, health care, or other program assistance. Intake forms are not required to receive meals at the HSC Day Center or use the hygiene facilities although those using the showers must first sign in.

COMPREHENSIVE LIST OF HOMELESS SERVICES: There is no comprehensive list of services or regulations for services for the homeless in the City of Santa Cruz. However, since federal HUD grants provide some funding for most homeless programs, many programs must comply with HUD requirements. Under the City’s HUD funded Housing and Community Development Program, staff does compile a list of Emergency and Transitional Housing for the City’s annual year-end report to HUD. The following is a list of all of the Transitional and Emergency housing in the City of Santa Cruz.

Agency	Program Name	Family Beds	Family Units	Individual Beds	Total Year-round beds	Seasonal Beds
<b>EMERGENCY SHELTERS</b>						
HSC	Rebele Family Shelter	96	28	0	96	0
SCCCC	River Street Shelter	0	0	32	32	0
Jesus, Mary, & Joseph Home Shelter	Jesus, Mary, and Joseph Home Shelter	0	0	14	14	0
HSC	Paul Lee Loft Shelter	0	0	46	46	0
HSC	HSC Winter Shelter	0	0	0	0	100
<b>TRANSITIONAL HOUSING (TH)</b>						
HSC	Page Smith Com. House	0	0	40	40	
<i>FIT*</i>	<i>Scattered Site TH</i>	<i>40</i>	<i>17</i>	<i>0</i>	<i>40</i>	
SC HA	Brommer St. TH	18	6	0	18	
SCCCC	Stanford House	0	0	8	8	
SCCCC*	<i>Transitional Housing Plus</i>	<i>0</i>	<i>0</i>	<i>13</i>	<i>13</i>	
SCCCC/SCAP	Perlman House	0	0	4	4	
<ul style="list-style-type: none"> <li>• Number represents units located throughout the County. Only a portion of these are in the City of Santa Cruz.</li> </ul>						

OTHER PROGRAMS FUNDING SHELTER BEDS: One of the greatest funding needs for homeless services and shelters is for operating costs. For that reason, both HSC and SCCCC look for opportunities to bring in additional funding. SCCCC has a contract with the County which sets aside beds for persons with psychiatric disabilities following discharge from the hospital or placement from County programs. Both HSC and SCCCC receive funding to provide emergency shelter for homeless persons being released from jail under the Assembly Bill 109. Also, as part of the redevelopment of the Page Smith Community House one of the new mobile homes will include recuperative care beds for homeless persons being discharged from area

hospitals. Staff is not aware of other programs that fund beds to be reserved for specific groups of homeless persons.

#### **(d) City of Santa Cruz: Homelessness Impacts and Mitigations**

A discussion of homelessness in our community would be incomplete without confronting the impacts of homelessness on the broader community. Several sets of questions received from City Councilmembers were focused on the effects of homelessness in our parks and open space and to public safety, the business community and City resources.

##### Impacts on Business, Property Owners and Customers

While businesses recognize that only a fraction of homeless or transient individuals are causing problems in the City, there has been a prolonged state of concern about the impacts on local businesses and particularly, Downtown Santa Cruz. The City and business and property owners have been working for years to mitigate associated problems, at considerable effort and expense.

The overall impression of the business community is that homeless and/or transient individuals are driving customers away. Customers state they are reluctant to walk downtown because of the general presence of transients and their anti-social behavior. Customers will park, visit the business and go directly back to their car. Customers do not want to be confronted by aggressive panhandlers, be a target for verbal abuse and be fearful of some individuals.

Customers and employees feel very uncomfortable when transients enter their store. Employees have to be very careful with how they handle people with mental health issues as these individuals can be verbally abusive to their customers and employees. Although they call 9-1-1, employees must deal with the issue of trying to move the individuals out of the store before they receive a response from the police. This is a huge burden, especially during busy times.

Business and property owners can feel burdened both emotionally and physically. Dealing with the social issues takes time and focus away from running a business and there is an emotional toll from dealing with the social issues and also trying to reassure employees and customers that downtown is safe. One business owner indicated that she tries to emphasize the good that downtown has to offer, but it tends to be met with a “things will never change” attitude.

In addition to working very closely with the Downtown Association (DTA) and downtown businesses and property owners, the City conducts regular business retention visits across the City to learn about successes and problems and to see if the City can offer assistance. A theme in these visits consistently is the severely negative impacts of homeless and transient individuals on the businesses’ success and employee safety.

Specifically, business owners have had to respond to these problems in the following ways:

- Remove human feces, urine, vomit, liquor bottles, cardboard and even mattresses from business exterior.
- Clean up and monitor restroom use. Restrooms have been used for bathing, drug use and vandalism. Some businesses control the use of restrooms through keys, while others have had to install token devices for their patrons.

- Install gates or fencing in the back of their businesses at significant expense. Recently a property owner had to install gates across the back of the building entrance because people were sneaking through during the day and hiding in the upstairs until the business closed.
- Install devices or remove objects on the building in order to prevent people from accessing their roofs, which are sometimes used for camping.
- Seal all entrances to trash enclosures which are used for camping and rummaging through recycling.
- Investment of funds for security guards or cameras. Some businesses are currently considering hiring their own security guards to patrol right outside their store. Their employees and customers, especially women, get verbally harassed or intimidated.
- Many business owners and their employees have had their vehicles broken into and items stolen.

### Impacts on the Environment

The City has thousands of acres of regional parks, neighborhood parks and open space/greenbelt land, a rich resource that has been misused by illegal campers for many years. Virtually all Parks and Recreation field staff are impacted in some way by transient individuals. Whether staff is cleaning encampments, removing discarded personal items, handling discarded biological hazards, or, in some cases, being directly inhibited from doing their jobs through the actions of some transient individuals, Parks staff deal with the impacts daily.

The Parks and Recreation Department reports seeing the expected seasonal increase of transient individuals to the City, with the spring and summer months bringing an influx of individuals seeking warm weather and services. The Ranger staff have long-noted this cyclic movement of the transient population. Park Rangers and the police have noticed heightened agitation in many transients as City efforts have increased to push them out of restricted areas and to address their illegal behaviors.

The City has devoted significant resources to encampment clean-ups for many years, with focused efforts taking place since the summer of 2012, led by the Police/Parks Unit and the Ranger Program. Parks staff may spend upwards of \$5,000 per month on contract labor, personnel costs, materials and disposal fees to clear encampments.

Rangers use a variety of ordinances to address the many and myriad issues associated with illegal camping. Initially, rangers will employ Santa Cruz Municipal Code (SCMC) Section 6.36.010, which prohibits camping within the City limits during the hours of 11 p.m. and 8:30 a.m. This prohibition includes constructing and maintaining a campsite, and also having bedding immediately available for sleeping at any time. Rangers will also use SCMC 13.04.010, which describes limitations on access on park lands. This can include entering a closed area, having a bike in a prohibited area, or having a dog in a wildlife area. Additionally, Rangers may write citations if the illegal camp or activity has resulted in resource destruction (SCMC 9.50.030).

Also, urinating or defecation in public is prohibited by SCMC 9.50.016. Lighting a fire in a park (SCMC 13.08.050) and being in a park after hours (SCMC 13.04.011(c)) are employed.

In 2011, Police made contacts or responded to 1,567 calls for service involving illegal camping, issuing 615 citations (SCMC Section 6.36.010). That same year, Park Rangers made 728 contacts and issued 4 citations. On the aggregate, this equates to a monthly average of 191 contacts and 52 citations issued for illegal camping.

In 2012, there was a 24% increase in contacts/calls for service for illegal camping (1,948) and an increase of over 100% in citations issued (1,234). In 2012, Park Rangers saw a 34% increase in contacts/calls for service (973) with a 2,525% increase in citations issued (105). The increase in 2012 can be partially attributed to stepped-up enforcement efforts beginning in the summer in response to significant community concern about illegal encampments. This equates to a monthly average of 243 contacts with 112 citations issued for illegal camping.

For the first three months of 2013, together police and the Park Rangers have 629 contacts/calls for service and have issued 193 citations.

Routinely, Rangers point transient individuals toward the HSC to secure services. For mentally ill individuals, Rangers will work with County Mental Health staff to find resources for those individuals.

Finally, as the following Fire Department section will describe, 49 grass, rubbish, and forest fires—or 15% of the total fires of these types—have been identified as being likely caused by homeless persons between 2008 and 2012.

#### Impacts to Urbanized Areas of the City

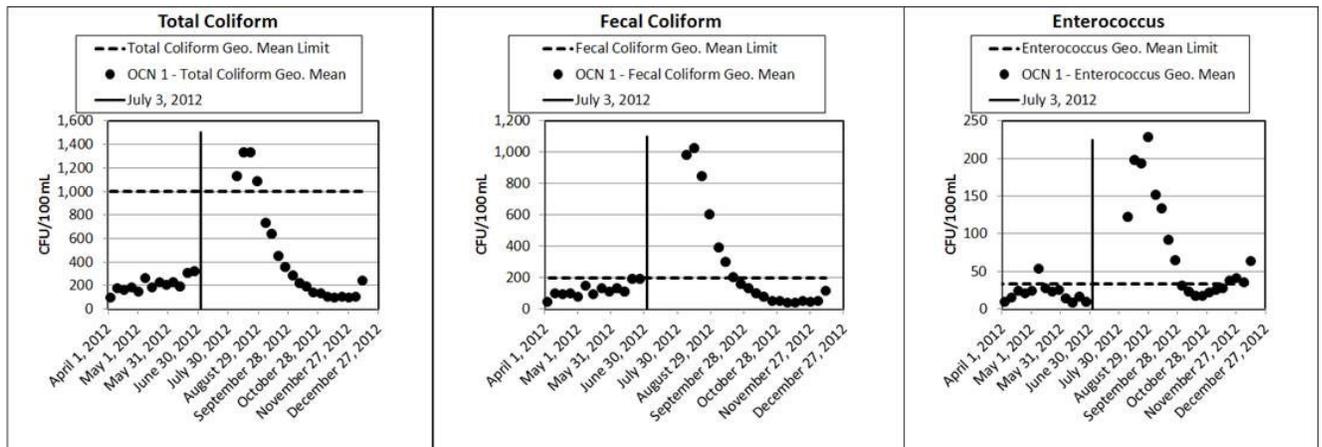
The urbanized areas and public spaces of the City are heavily impacted by homelessness. On a daily basis, Public Works staff clean up feces, urine, drug paraphilia, and trash left by homeless individuals. Staff report public nuisances including odor complaints, garbage strewn in neighborhoods, and a proliferation of syringes along levees and neighborhoods across the City. On a daily basis, staff dislodge homeless individuals sleeping in the parking garages and lots, and clean up the lots, garages, restrooms, sidewalks, landscaping, and bike lockers. Staff frequently make repairs to landscaping and bike lockers that can be directly attributed to vandalism by homeless individuals. Currently, the alleys are a significant problem before sunrise as well as the lots along Front Street at or just after sunrise. Further, although the problem fluctuates, the public restrooms are heavily impacted most of the time, and the City is finding that fewer non-homeless individuals are using the public restrooms.

Another impact is the theft of recyclable material. At least half of the individuals that the City has caught in this illegal act are homeless. Refuse workers also interact with homeless individuals when servicing refuse containers. Staff wake individuals sleeping in the enclosures (mostly on private property) at least a couple times (on different routes) each day. Often the individuals leave when staff start to service the container, but sometimes it requires police interaction to get them to move (maybe 3-4 times each month). The City has experienced these problems for a long time, but it appears to be getting more common within the last year.

Addressing these problems has been a considerable drain on City resources. Large encampments are handled through labor ready services. To clean and repair vandalism in the City garages and lots, the City estimates that eight Facilities Maintenance Assistants spend two to six hours daily on those activities. In direct costs this fiscal year (FY 2013), Public Works have spent \$10,464 in chain link fence, levy wall repairs, vegetation removal and clean-up efforts directly attributed to vandalism with some, but not all, attributed to impacts from actions of homeless individuals. During the City’s annual vegetation management activities, staff and the contractors will encounter camp sites, which require a clearing before the vegetation removal can proceed. Approximately 10-15% of time is spent on camp clean-ups while performing vegetation management, at an estimated cost of \$10,000-16,000. The City has one Resource Recovery Collections employee working almost full time cleaning up illegal disposals, but the City estimates 1/10 of the materials coming directly from homeless individuals.

Impacts on Water Quality

There is a direct impact of homelessness on water quality in our streams and bay, seen most prominently in the San Lorenzo River, Branciforte Creek Channel and Neary Lagoon. Staff report that there are sustained high levels of fecal bacteria indicators in the San Lorenzo River, its estuary, Antonelli’s Pond and throughout the City. The recent Cowell Beach Study Session addressed this to some degree. Preliminary data from the City’s Wastewater Treatment Facility show especially for Enterococcus bacteria, that the regulatory limits are most often exceeded at Cowell’s Beach in the summer months, when the homeless seems to camp there, and perhaps use the area for personal hygiene when the public restrooms are closed.



Environmental Compliance Inspectors spend up to 5% of field time on the direct impacts of homeless encampments, especially on the West Side through interactions with property managers/owners, and necessary documentation, as well as direct work with other City units including Parks Rangers and Wastewater Maintenance crews.

As for impacts on the City’s drinking water, the City has legitimate water quality concerns, mainly at the San Lorenzo River intake off of River Street, but no documented quality problems. The intake is just outside City limits, in the County of Santa Cruz’s jurisdiction. If the City encounters individuals bathing or cleaning their possessions in the water, the City will explain that it is a drinking water source and direct the individual to leave. From time to time, a law enforcement response (County Sheriff) is needed. The Water Department’s Chief Ranger coordinates with the Park Rangers to conduct camp abatements. The City recently began to

negotiate conservation easements with the property owners adjacent to the river above the intake to serve as a barrier for water protection.

## Impacts on Public Safety

### **Fire & Medical Response**

The Fire Department, as the provider of first response services to fires and medical calls, interacts daily with homeless individuals. This section will consider four broad issues, but it bears emphasizing that the Fire Department does not track information related to homelessness; thus other methods have been employed to identify calls for service linked to homeless persons. The following data are estimates and may underrepresent the true calls for service, but some significant trends emerge nonetheless. The four issues presented are: (1) the percentage of calls for service to the Fire Department that are related to the homeless population; (2) the types of calls and their locations; (3) the trend in rising calls for service originating from Coral Street and the surrounding neighborhood; and, (4) fires related to homeless encampments.

### Calls for Service related to Homeless Persons and their Associated Opportunity Costs

Table 1. Percentage of Calls for Service Related to Homeless Individuals

<b>Year</b>	<b>Number of calls</b>	<b>Total number of calls</b>	<b>Percentage</b>
<b>2008</b>	113	6,187	2%
<b>2009</b>	129	6,208	2%
<b>2010</b>	172	6,427	3%
<b>2011</b>	156	6,109	3%
<b>2012</b>	266	6,777	4%
<b>2008-2012</b>	836	31,608	3%

This table illustrates the number of calls for service related to homeless individuals, compared with the total calls for service fielded by the Fire Department. These figures fail to capture the true extent of the Fire Department’s services to the City’s homeless population (as homeless status is not coded in the data; see next paragraph) but they nevertheless reveal a significant finding: a spike in calls in 2012 calls for service that are readily linked to homeless individuals more than doubled from their 2008 and 2009 levels. Moreover, while the total number of calls for service received by the Fire Department jumped in 2012 to 6,777, calls to locations closely linked to the homeless climbed at an even faster pace. Whereas calls for service to the homeless population constituted 2% of the total calls in 2008 and 2009, and 3% in 2010 and 2011, they comprised 4% of the total call volume in 2012.

A word about how these figures were derived is necessary. Anecdotally, the share of calls for service answered by the Fire Department that are associated with the City’s homeless population is certainly much greater than percentages found in Table 1. However, because the Fire Department does not track information on the housing status of the people it helps, the department is unable to detail precisely how many calls that it responds to are linked to the homeless community. Given this limitation, the department prefers to be conservative rather than casting too wide a net in determining which calls are related to the homeless population. To this end, the numbers in Table 1 above have been compiled using two methodologies. First,

these figures are drawn in part from calls for service to locations that are frequented mostly by homeless individuals, such as Coral Street and its immediate neighborhood, the soup kitchens on Mora Street and Elm Street, and the Armory (location of the Winter Shelter). Based on its experience, the Fire Department is confident that its calls for service to these locations are predominately related to homeless persons. The further from these streets one goes, however, the less confident the Fire Department is that calls for service are associated. As a result, calls for service to such areas as Harvey West, West Cliff, and Pacific Ave have generally not been included, though anecdotal evidence certainly suggests that many such calls to these areas and elsewhere are associated with the homeless population.

Second, in addition to calls for service to the abovementioned locations, fire related calls for service that have been tied to homeless persons have also been included in Table 1. Without an easy way to pull these records, these calls for service were identified by first determining whether calls were to locations in or adjacent to open spaces or the levee. If a call met one of these criteria, the narrative associated with the record was researched to confirm if the fire was related to a homeless encampment or drug use. Using this method, 49 grass, rubbish, and forest fires—or 15% of the total fires of these types—have been identified as being likely caused by the homeless between 2008 and 2012. The true number of fires stemming from homeless activity is likely higher, but the Fire Department lacks the information to confirm this supposition.

The monetary costs of these calls for service is difficult to measure, given that the costs of keeping fire fighters on duty remain the same regardless of whether there is a call or not. However, these calls for service do represent opportunity costs: responding to a call takes time that could have been spent on other activities, such as fire prevention and training. In other words, the Fire Department is being paid the same whether or not it receives calls for service; the true cost is to its productivity.

### Types of Calls for Service and their Locations

Table 2. Number of Calls by Type Related to Homeless Persons

Call for Service Type	2008	2009	2010	2011	2012	2008-2012
<b>Fire</b>	7	16	9	8	9	49
<b>EMS (Medical)</b>	100	109	160	145	242	756
<b>Other</b>	6	4	3	3	15	31
<b>Total</b>	113	129	172	156	266	836

Table 3. Percentage Breakdown of Calls Related to Homeless Persons

Call for Service Type	2008	2009	2010	2011	2012	2008-2012
<b>Fire</b>	6%	12%	5%	5%	3%	6%
<b>EMS (Medical)</b>	88%	84%	93%	93%	91%	90%
<b>Other</b>	5%	3%	2%	2%	6%	4%

Two types of calls for service are generally associated with the homeless population: Emergency Medical Service (EMS) calls and calls associated with various sorts of fires, such as grass fires, rubbish fires, and forest fires. Of these two types of calls, EMS calls constitute the overwhelming majority: from 2008 to 2012, 90% of calls for service associated with homeless persons were EMS calls. Put in the context of total EMS calls for this period, the 756 EMS calls

for service to the homeless in the neighborhoods of Coral, Elm, Mora, and the Armory constitute 4% of the department's nearly 19,000 EMS calls. Calls associated with fires represent 6% of calls for service related to homeless individuals throughout the City from 2008 to 2012. Other types of calls, such as calls to assist police or to respond to alarm activations, represent about 4% of the calls during this time period.

As can be seen in Table 3 above, EMS calls are trending slightly downward as a percentage of total calls related to homeless individuals from their high in 2008. Over the same period, calls for which a fire company is dispatched but subsequently cancelled have nearly doubled as a percentage of the total calls related to homeless persons.

Table 4. Locations of Calls for Service Related to Homeless Persons

Location	2008	2009	2010	2011	2012
<b>Coral St and its immediate neighborhood</b>	92	100	139	132	229
<b>Elm St.</b>	10	4	6	7	13
<b>Mora St.</b>	4	3	1	1	10
<b>Armory</b>	1	8	17	10	6
<b>Pogonip</b>	2	1	1	0	2
<b>Other</b>	4	12	7	5	5
<b>Total</b>	113	128	172	155	265

In terms of location, EMS calls and cancelled calls for service related to the homeless are concentrated in the vicinity of the 100 block of Coral St. Of EMS calls related to the homeless population between 2008 and 2012, 89% are to this area; of cancelled calls, close to 92%. Calls for service related to fires have a much broader geographic distribution, but they are still clustered around the Coral Street area, with Pogonip, Harvey West, and the Mora-Amat-Portrero triangle being the locations most commonly associated with fires.

#### Trends in Calls for Service to Coral Street and its Immediate Neighborhood

Table 5. Calls for Service to Coral St and the Immediate Neighborhood

Location	2008	2009	2010	2011	2012
<b>115 Coral St</b>	73	82	113	107	197
<b>Coral St Other</b>	15	12	20	22	26
<b>Limekiln St</b>	0	0	0	0	1
<b>Fern St</b>	4	5	6	1	3
<b>Harvey West (Fires, not medical)</b>	0	1	2	0	1
<b>Hwy 1 and Hwy 9</b>	0	0	0	2	1
<b>Total</b>	92	100	141	132	229

Percentage change in total calls to the area around Coral St between 2011 and 2012: 73%

With the exception of a slight decline in the number of calls to Coral Street and its vicinity in 2011, calls for service have been increasing each year since 2008, with 2012 witnessing a sharp rise in call volume. It should be noted that calls to Harvey West represent fires, not EMS calls.

#### Fires Related to Homeless Encampments

Table 7. Percentage Breakdown of Fires Associated with the Homeless Population

Year	Fires Associated with Homeless Camps	Total Number of Fires	Percentage
2008	7	96	7%
2009	16	68	24%
2010	9	55	16%
2011	8	60	13%
2012	9	56	16%

As mentioned above, the 49 grass, rubbish, and wild land fires associated with homeless persons between 2008 and 2012 constitutes 15% of the 335 total fires of these types over this time period. While there have been several high profile fires in Pogonip, fires related to homeless camps have been reported in all corners of the City. In fact, the Branciforte Branch Library witnessed a fire in February of 2012 stemming from a homeless camp that had been established on that building’s flat roof. Given that camps can be in unexpected locations such as the roof of a library, the number of fires sparked by homeless activity is possibly higher than shown in Table 7. In any case, a five-year average of 15% of grass, rubbish, and wild land fires being associated with homeless activity is high. If 2008 is excluded, the average is just over 17% of fires of these types being started by the homeless.

### Police Response

The Santa Cruz Police Department (SCPD), similar to the other City departments, interacts daily with homeless and transient individuals and the department’s resources are extremely taxed to deal with the problems that arise. Before delving into data, it must be noted that the Police Department does not track data about a person’s housing status. That is, similar to the Fire Department, the police report form does not contain data fields to capture that information. Therefore, to gather statistical data, citation and arrest reports were hand-reviewed for mention of homelessness in the narrative description of the call for service. As such, the data may underrepresent the true calls for service, arrests and citations related to a homeless person.

Also, to keep this information to a manageable level, instead of providing a sweeping analysis of calls for service in the entire City, the data collected were focused to answer questions posed in advance, many of which inquired about calls for service in the Harvey West Area and those of persons who self-affiliate with the Homeless Services Center complex by providing the 115 Coral Street address at the time of arrest.

Table 1. Arrests of Persons Providing Address Information of 115 Coral Street (Transient or Homeless)

	Santa Cruz PD	% of Total	Capitola PD	% of Total	Watsonville PD	% of Total	Scotts Valley PD	% of Total
2012 Arrests	2,044	42%	99	13%	293	13%	21	7%
2012 Citations	3,616	32%	49	3%	33	1%	7	1%
2013 Arrests*	532	43%	34	14%	84	12%	Data unavail.	--
2013 Citations *	639	29%	25	6%	5	0%	Data unavail.	--

Table 2. Total Number of Police Arrests and Citations by Year

	Santa Cruz PD	Capitola PD	Watsonville PD	Scotts Valley PD
<b>2012 Arrests</b>	4,908	739	2,317	289
<b>2012 Citations</b>	11,323	1,873	3,271	999
<b>2013 Arrests*</b>	1,245	240	726	Data unavail.
<b>2013 Citations *</b>	2,172	407	1,277	Data unavail.

\*2013 data is through April 22, 2013.

These data show a few trends. First, SCPD is significantly busier than the police departments of the other cities in the County. With SCPD topping over 100,000 calls for service in 2012—an all-time high—this data are consistent with an overall trend of increasing demands for police services in our City that is disproportionately large. SCPD has also noticed a steady rise in the number of calls for service in the Harvey West Area from 2008 to the present.

Second, it is readily apparent that the department devotes a substantial amount of resources to individuals that supply their address as 115 Coral Street at the time of arrest. Over 40% of all arrests made by SCPD in 2012 and 2013 (to date) are of these persons. Of total citations in 2012 and 2013, about 30% are issued to persons who list 115 Coral Street as their address.

It is important to note that these numbers do not represent unique individuals that were arrested and cited; that is, 2,044 unique individuals listing 115 Coral Street as their address were not arrested in 2013. Rather, these data include multiple arrests/citations for the same individual. SCPD’s data show that multiple arrests are common and that 325 unique individuals who supplied 115 Coral Street as their address were arrested 1,259 times in 2012. That equates to 3.9 arrests annually for each of these 325 people or about 3.5 of the 325 people being arrested every day.

Stated yet another way, 325 people accounted for 62% of all arrestees who listed 115 Coral as their address that year. Accordingly, a smaller pool of individuals are incurring a staggering number of arrests and consuming an inordinate amount of public safety resources.

The real costs of enforcement was another question posed. While difficult to estimate, a rough calculation can proceed through correlation to SCPD’s budget. As 82% of the department’s \$22 million annual budget is composed of personnel costs, and there are over 100,000 call for service annually (104,946 in 2012), a general cost of \$180 per call for service is reached. In 2012, there were 5,660 arrests or citations for persons listing 115 Coral Street as an address, which yields a cost estimate of \$1,018,800 to service those public safety needs. Note that this estimate is rife with assumptions and there is no clear methodology with existing data to measure the true cost. However, as with the Fire Department, there is a clear opportunity cost to the investment of police personnel in dealing with public safety issues. Time invested here is time not invested in other public safety efforts.

A direct cost that SCPD is bearing is the extensive First Alarm security operation across the City. Since last year, the City has deployed security guards downtown, in the Harvey West Area, at City Hall (includes the Downtown Library Branch), on the San Lorenzo River Levee, at Cowell Beach and West Cliff, in Downtown City parks and, most recently, in Grant Park, San Lorenzo Park, Oceanview Park and Laurel Park. These guards have produced an improvement in safety and quality of life in these areas and the community has responded very positively to their presence. The program, however, comes with a cost of about \$350,000 annually. Last year, with

the short staffing in SCPD, salary savings were used to pay for the security services. For the upcoming fiscal year, given the renewed effort to fill vacant Police Officer and Community Service Officer positions, the City cannot count on salary savings to cover these costs. Accordingly, this funding will be requested in a separate budget line item for FY 2014.

Another question frequently asked is the alleged crime for which an arrest was made or a citation issued. The most common crime types are:<sup>14</sup>

- California Penal Code (PC) PC § 484A – Theft
- PC § 647(f) – Public Intoxication
- PC § 1203.2 – Probation Violation
- SCMC § 6.36 – Camping in City Limits Prohibited
- SCMC § 9.10 – Panhandling (Prohibited Locations, Manner, Time)
- SCMC § 9.12 – Consumption of Alcohol in Public
- SCMC § 9.50 – Prohibited Conduct on Public Property

Also of note is the 2009 strengthening of SCMC § 4.04.015 “Failure to Appear or Post Bail” by the City Council, which allows law enforcement to obtain a warrant for arrest of any person who, in a six-month period, fails to appear in court on three occasions in connection with a citation issued for criminal violation of the SCMC. The City had been having problems with recipients of citations ignoring citations as there were no repercussions. This code section establishes a misdemeanor offense for three failures-to-appear in a six-month period and allows for a warrant for arrest. This process proceeds through the City Attorney’s Office.

Santa Cruz County’s Probation Department reported that of their 2,500 probation clients in the county, 154 adult clients are listed as homeless, transient or with a 115 Coral Street address. This represents about six percent of the total case load. Note that this number was derived from a newly-implemented data system and may be an underrepresentation of the true numbers.

The City was not able to obtain information about court costs as these types of data are not collected.

Finally, it has been asked if other communities are impacted by homeless and transient issues to the degree that Santa Cruz appears to be. The short answer is yes. A survey of newspapers across the nation demonstrate heightened levels of concern about what is seen as an increase in homelessness and intensifying impacts from those individuals. We are also aware that this is an issue of regional concern, as cities like San Jose, Salinas and Monterey noted increases in their homeless populations. In fact, the City of Monterey recently held a study session on homelessness. However, due to the length of this report, an in-depth discussion of those communities will not be provided here but a simple Internet search will yield many examples.

### Library Impacts

The Downtown Library Branch staff and contracted First Alarm security guards routinely respond to incidents of illegal and anti-social behavior stemming from Library patrons (over 1056 reported incidents from April 2012 to 2013), ranging from public intoxication and panhandling to disturbing the peace and vandalism of Library books, equipment and facilities.

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<sup>14</sup> Santa Cruz Municipal Code can be accessed here: <http://www.codepublishing.com/CA/SantaCruz/>

As staff does not inquire about their living situations, they are unable to specify which reported incidents involve people without homes. However, based upon staff and First Alarm Security reports, some discernible trends have emerged that illuminate the impact of homelessness on Library operations and patrons.

The intended use of the library is information-seeking, it is not designed to be a dining room, storage facility or a dormitory, yet staff regularly encounter individuals in the library who treat it as such. Staff notes that many Library users who carry their bulky possessions/items with them and spread out over tables and aisles. Several times a day on every shift staff have to ask individuals to consolidate their belongings or unblock aisles so that others can use the area safely. Others bring food into the tutoring area of the Downtown Branch and create a dining room from a space meant to accommodate tutors and their students. There are people who leave their belongings for long periods of time even though they have left the building. These are common incidents that staff confronts on a regular basis.

As part of its mission, the Library offers free access to the internet and for many library users this is their only connection to online resources. Patrons are limited to one hour's use per day and they must sign up for time. Many internet users are anxious to be able to use the maximum time they are entitled to and this often leads to conflicts and aggressive behavior that the staff has to monitor. Uncomfortable situations arise when library users whose body odor, or the odor of their possessions, affect patrons trying to work nearby. Staff have reported several instances of lice and flea infestations. Additionally, vandalism, drug paraphernalia, and garbage inside and outside of our buildings are ongoing problems.

Staff often observe the effects of individuals under stress: families with questionable parenting skills, physical and verbal fights among library users, shouting at no one in particular or verbal abuse of staff. Staff also have to cope with direct threats from people in the Library. Some of this behavior is caused by people with mental illness. Such behaviors can be frightening to other people using the Library and frustrating for the staff who feel ill-equipped to deal with these issues. Staff is acutely aware that library users are looking to them to handle these situations in a way that makes people feel safe. Staff does not have the training and skills to diagnose, treat, or solve any of these problems long-term.

As one social worker, who has consulted with Library staff in the past to handle this issue revealed, many homeless and/or mentally ill individuals seek refuge in the library as an antidote to the chaos and uncertainty they face on the streets. He further opined that these individuals are attracted to the order of the building and the relative quiet, which provides an environment that produces a predictable structure for the mentally ill and those on the street. Whatever the motivations, there is a significant impact on the morale of the Library staff and the overall atmosphere in the Library. They feel that they are required to act as social workers, sometimes as police officers, during the business day. They are also very aware of the confusion, fear, and unease of others in the building when incidents occur.

As mentioned above, the City is utilizing First Alarm Security guards in the City Hall campus, which includes the Downtown Library Branch. According to staff, the addition of private security guards has been a tremendous help to all Library staff and their added presence has helped foster a positive effect on the atmosphere of the Library. However, illegal activities and anti-social behaviors, at least in part associated with homeless and/or mentally ill individuals persist in the Library.

### **(e) City of Santa Cruz Resources for Homelessness Prevention and Support**

To conclude this report on homelessness, this final section will detail other City of Santa Cruz resources committed to support the prevention/support of homeless individuals and mitigate the negative effects on our community, in addition to efforts mentioned in preceding sections.

#### Downtown Resources

The City has deployed a number of strategies and resources to address homelessness downtown:

- Remodeled the Soquel/Front Garage public restrooms in a more open design and will soon remodel the Locust Garage public restroom. The City has also implemented a Visitor Restroom Program, which pays a stipend to businesses willing to open their restrooms to all visitors.
- Participates in funding and administering the Downtown Hospitality Program. The hosts make regular and continuous patrols of each parcel that is subject to the assessment of the Cooperative Retail Management District. They provide assistance to businesses and provide information to shoppers, tourists and local residents while on patrol. The hosts act as additional eyes and ears for the police, advising them of any suspicious activities and requesting their response if needed. They refer individuals in need of services to the Maintaining Ongoing Stability through Treatment (M.O.S.T.) worker or the downtown outreach worker (DOW).
- Contributes funding and office space for a position dedicated to the City in the County's program, M.O.S.T. The program pairs outreach workers with police to perform crisis intervention for mentally ill offenders and provide ongoing case management for those clients. Probation and corrections officials, as well as psychiatrist and a licensed vocation nurse, also are part of the team.
- Contributes funding to the County for a downtown outreach worker (DOW) to provide services to people in need of social services, outreach, evaluation, and linkage to health agencies and other organizations that can be used to improve their quality of life and to reduce their potential need for inpatient psychiatric hospitalization or the criminal justice system.
- Provides \$25,000 for Homeward Bound services (administered through the Homeless Services Center, and M.O.S.T/DOW), a program that provides bus tickets to homeless people who want to return to their home communities.
- Attempts to redirect churches and organizations that distribute food downtown to work with established indoor free meal programs.

#### Social Services Funding

In addition to the Community Development Block Grant (CDBG) and HOME funds allocated to homeless support services that were discussed in a preceding section, the City, since the 1980s has substantially supported the local safety net services through social services grants. Although cities do not deliver health services as part of their core services (this is a responsibility of county governments), the Santa Cruz community and City Councils have valued these services and elected to support them. In FY 2013, the City Council allocated \$1,034,622 in General Fund dollars toward community programs. The historic high funding for these programs was in FY 2002 when \$2,025,586 was allocated.

Administered under the Community Programs (CP) Council Subcommittee and ultimately the City Council, the City grants funding each year to local human services providers for an array of services from child care, to senior meal delivery, to counseling, to emergency and transitional homeless shelters. This grant funding comes from the City’s General Fund.

Although many nonprofits provide services to homeless individuals, the direct homeless services providers supported by the City include:

- Community Action Board – Shelter Project
- Families in Transition
- Homeless Garden Project
- Homeless Services Center – Day Center
- Homeless Services Center – Paul Lee Loft (formerly ISSP)
- Homeless Services Center – Page Smith Community House
- Homeless Services Center – Rebele Family Shelter
- Santa Cruz Community Counseling Center – River Street Shelter

**Community Programs Funding Comparison FY 2009 to 2013 (5 years)**

<b>Program</b>	<b>FY 2013 City Funding</b>	<b>FY 2009 (Amended) City Funding*</b>	<b>% Change, 2013-2009</b>
<b>CAB – Shelter Project**</b>	\$ 38,500	\$ 67,810	-43%
<b>Families in Transition</b>	11,500	16,331	-30%
<b>Homeless Garden Project</b>	5,000	10,375	-52%
<b>HSC – Day Center***</b>	42,000	61,549	-32%
<b>HSC – Paul Lee Loft</b>	11,000	15,963	-31%
<b>HSC – Page Smith</b>	70,000	99,103	-29%
<b>HSC – Rebele Family Shelter</b>	45,000	57,375	-22%
<b>New Life Community Services</b>	7,000	10,845	-35%
<b>SCCCC – River Street Shelter</b>	40,000	18,856	1.12
<b>TOTAL</b>	<b>\$ 270,000</b>	<b>\$ 358,207</b>	<b>-25%</b>

\*With the sudden decline in City revenue from the Great Recession, the City made mid-year adjustments in December of 2008 (FY 2009) amounting to a 10% decrease

\*\* CAB – Shelter Program also received \$111,000 in Red Cross and RDA Funds from the City for housing support in FY 2013

\*\*\* HSC – Day Center also received \$11,000 in CDBG in FY 2013

Outside of the Community Programs budget, the City Council also supported a variety of other programs in the FY 2013 budget to assist homeless individuals:

<b>Program</b>	<b>FY 2013 Funding</b>
<b>Winter Shelter (HAP)</b>	\$79,444
<b>2-1-1 Health and Human Services Information Referral</b>	6,500

<b>System (United Way)</b>	
<b>Homeless Action Plan Consultant (HAP)</b>	12,116
<b>10-Year Strategic Plan to End Homelessness (HAP)</b>	1,061
<b>Homeless Census &amp; Survey Consultant (HAP)</b>	9,164
<b>Homeless Management Information System (HAP)</b>	2,423
<b>Homeless Garden Project Refuse Container</b>	1,300
<b>Participation in Serial Inebriate Program</b>	75,000
<b>M.O.S.T / Downtown Outreach Worker</b>	80,000
<b>Homeward Bound Program</b>	25,000
<b>TOTAL</b>	<b>\$292,008</b>

CONCLUSION: Homelessness is a serious and complex issue, influenced by Federal, State and regional policy and, importantly, the state of the economy and availability of resources. Homelessness affects a spectrum of people and originates from a variety of causes. It has wide ranging impacts on a community’s public safety, environmental quality, and economic vitality.

Over time, there have been considerable shifts in thinking how resources can be best deployed to target the needs of subpopulations of homeless individuals to end homelessness. The scope of this study session did not extend to a deep examination of such solutions, case studies from other communities, or the application of the Federal “Open Doors” strategic plan—and ultimately where Santa Cruz goes from here. It is the hope of the many City staff members who assisted in the crafting of this report, that the information will assist the City Council in forming a framework from which to proceed.

FISCAL IMPACT: There is no fiscal impact.

Submitted by:

Approved by:

Tina Shull  
Assistant City Manager

Martín Bernal  
City Manager

Attachments:

- A. Current Federal Definition of Homeless
- B. “Opening Doors: Federal Strategic Plan to Prevent and End Homelessness 2010” – Executive Summary
- C. 2011 Santa Cruz County Homeless Census and Survey, Methodology and Survey Instruments (Appendix I, II, III)
- D. Homeless Section of 2011-2012 CAPER
- E. FY 2013 Community Programs Funding