



## **2013 West Sacramento Homeless Update**

*October 16, 2013*

**Funding for this report was provided by the  
State of California  
Housing and Community Development Department  
Community Development Block Grant Program  
(CDBG)**



## Table of Contents

<b>Recent Homeless Efforts in West Sacramento .....</b>	<b>2</b>
<b>Results of Community Outreach.....</b>	<b>4</b>
<b>Homeless Demographics .....</b>	<b>6</b>
<b>A West Sacramento Definition of Homeless .....</b>	<b>9</b>
<b>Inventory of Existing Services .....</b>	<b>10</b>
<b>Location of Services .....</b>	<b>10</b>
<b>Enforcement.....</b>	<b>11</b>
<b>Typical Service Delivery Models .....</b>	<b>11</b>
<b>The Cost of Doing Nothing.....</b>	<b>13</b>
<b>Pending Legislation .....</b>	<b>17</b>
<b>West Sacramento Alternatives.....</b>	<b>18</b>
<b>Future Action.....</b>	<b>21</b>
<b>Exhibits.....</b>	<b>22</b>

## **BACKGROUND**

The City of West Sacramento (City) is located on the banks of the Sacramento River, across from downtown Sacramento. This proximity to the heart of the Sacramento Region provides many economic benefits to its residents. The moderate northern California climate sustains the City's agricultural heritage and promotes a healthy, outdoor lifestyle year round. But these benefits also pose challenges for the community. This study addresses one of those challenges: how to best deploy small town resources to provide a compassionate response to inner-city homelessness, while providing the community with a sense of safety and security, while encouraging respect for all residents.

In a search for answers to these issues, the City participated in the development of a Yolo County strategy to address the impacts of homelessness on vulnerable persons and on the local community in 2008. The year-long effort culminated in a county-wide Ten-Year Homeless Plan entitled *One Piece at a Time: Ending and Preventing Homelessness for Yolo County Residents 2010-2020*. To date, some of the strategies in the plan have been implemented and have seen success in addressing homelessness. However, many of the strategies have yet to be realized; primarily due loss of funding that reduced staffing at both public and private agencies as a result of the economic downturn.

As the Yolo County Ten-Year Plan struggled to get underway in 2011 and 2012, the City began to experience a rise in complaints related to homelessness. The United Christian Center (known locally as Broderick Christian Center) Day Shelter building burned down in 2010 and community members were increasingly worried that basic necessities such as food, water, showers and shelter were not available for the homeless in West Sacramento. There was a corresponding surge of complaints from residents and business owners in the Broderick and Washington neighborhoods regarding aggressive panhandling, theft, people sleeping on private property, vicious dogs, and refuse and human waste in yards and sidewalks. Inner-city type homelessness was causing a disproportionate impact on small residential neighborhoods near the river and for businesses along West Capitol Avenue. Public resources were being drained by numerous Police Department responses to citizen complaints and Fire Department responses to medical emergencies involving homeless or transient persons. It became increasingly evident that the Yolo County Ten-Year Plan, which was designed to address issues on a county-wide basis, did not address unique conditions affecting homelessness in West Sacramento.



Maintaining public spaces like the River Walk Park as amenities for all West Sacramento residents, while preserving a sense of safety and security, is an ongoing challenge for cities grappling with homelessness.

To address these concerns, the City applied for and was awarded Community Development Block Grant (CDBG) Planning and Technical Assistance funding to conduct a study of changes in homeless issues since 2008 and to examine issues that are distinctive to West Sacramento.

The goal of this study is to identify strategies that maximize available resources to address homeless issues and that benefit the community as a whole.

Thurmond Consulting, Inc. (Consultant) was contracted to conduct outreach in the community and research best practices that may be applicable to homeless issues in West Sacramento. The Consultant researched homeless data relevant to West Sacramento and initiated a dialogue with community stakeholders, including homeless persons, to identify perceptions and impacts of homelessness in the City. Stakeholder groups that participated in the process included: law enforcement; City government; local citizens (with a concentration in the Broderick area); homeless persons; community groups; faith-based groups; business owners; and social service agencies.

### **RECENT HOMELESS EFFORTS IN WEST SACRAMENTO**

As noted above, the cities of West Sacramento, Woodland, Davis and Winters, in partnership with Yolo County and homeless service providers, developed a plan to address homeless issues on a county-wide basis. A Ten-Year Plan Executive Commission was selected to oversee implementation of the plan. The plan emphasized four key objectives:

- **Prevention** – Prevent homelessness through early, comprehensive assistance to those at-risk of homelessness.
- **Housing** – Provide a wide range of housing opportunities and services to help people access and maintain affordable permanent housing.
- **Supportive Services** – Provide comprehensive, integrated services to help people access and maintain housing and maximize their self-sufficiency.
- **Implementation** – Effectively administer, coordinate, finance and evaluate implementation of the plan and its efforts to prevent and end homelessness.

#### ***Prevention***

As a result of the planning and outreach involved in the Ten-Year Plan development, HUD awarded Yolo County a \$1.6 million Homeless Prevention and Rapid Re-Housing Program grant. The program, administered by the Yolo Family Resource Center, provided assistance to recently homeless and persons at-risk of homelessness due to the economic downturn such as loss of job or eviction due to foreclosure. HPRP was a very flexible program and required that assistance provided be individualized to the needs of a particular individual or family. The funds could be used for payment of overdue rent, temporary rental assistance, eviction representation, deposit assistance, helping with car repairs, and other such remedies. HPRP required that assistance be coupled with case management and referrals to other supportive services when needed. Follow up contacts with families receiving HPRP assistance between 2009 and 2012 indicate that the majority have successfully retained their housing.

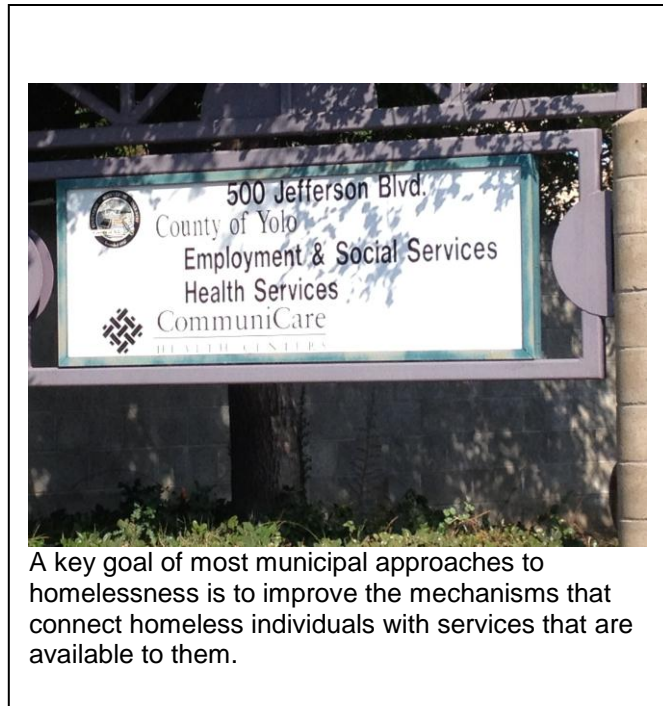
#### ***Housing***

The demand for more affordable housing in West Sacramento is demonstrated by the average seven month waiting list at affordable housing complexes and the 60 families waiting for one of the eleven transitional housing units at Broderick Christian Center. In a recent survey of 18 affordable housing developments, the average vacancy rate was 7%. Eleven of the developments had a vacancy rate of 5% or less. The Yolo County Housing Authority reports that there are 4,307 families on the waiting list for rental assistance from the Housing Choice Voucher program (formerly known as Section 8). This does not include families on the waiting list for public housing units. The last time the Housing Authority accepted new applications was

in May 2011. Housing for persons with extremely low-income or no income is particularly limited.

Since 2008, the City has provided financial assistance to build the new Rivers Senior Apartments (120 senior units); Parkside Apartment Complex (61 family units); and Patios de Castillo (45 units). Funding was also provided for the rehabilitation of Courtyard Village (296 family units). Currently under development are Rivermark and Delta Lane which, when built out, will result in another 191 affordable housing units in the new Bridge District near the Tower Bridge Gateway and Raley Field. In 2009 the City received a Neighborhood Stabilization Program (NSP) grant from the State of California Department of Housing and Community Development. NSP was stimulus funding designed to stabilize communities across America hardest hit by foreclosures. The City has used NSP to assist Friends of the Mission to purchase and rehabilitate foreclosed homes to be used as permanent supportive housing for formerly homeless individuals and families.

The City is currently in the midst of an update to the Housing Element of the General Plan and an update to the Zoning Code. The zoning requirements for shelter are being revised to provide clearer guidance regarding the location of emergency shelter.



Unfortunately, the recent elimination of Redevelopment by the State legislature will limit jurisdictions' abilities to produce affordable housing in the future. West Sacramento and cities throughout California lost a valuable source of housing funds and local match for State and Federal grants with the loss of Redevelopment.

### ***Supportive Services***

The Ten-Year Plan indicated that more supportive services were needed county-wide and that many services available in Woodland and Davis are not available in West Sacramento where the highest concentration of those with the highest need for services, the Chronically Homeless, are located. But as the Ten-Year Plan got underway, the economic crisis resulted in even less funding available for most supportive services. The Plan also notes that persons needing mental health services and substance abuse treatment may not know how to access them. These services are particularly limited in West Sacramento. More employment-related services, literacy and life-skills training are needed. The homeless and families at-risk of homelessness struggle to access services because of lack of transportation options. Again, this is significant in West Sacramento because many County resources are located in Woodland.

### ***Implementation***

The Yolo County Homeless and Poverty Coalition (HPAC) is a group of service providers who meet monthly to foster a comprehensive, coordinated and balanced array of human services for homeless and low-income individuals and families within Yolo County. The HPAC also acts as

the Yolo County regional oversight collaborative that is required for most homeless funding grants from the U.S. Department of Housing and Urban Development (HUD). HUD refers to this collaborative as the *local Continuum of Care*. HPAC members are exploring the possibility of merging the Yolo County Homeless Management Information System (HMIS) with service providers in the greater Sacramento region.

The Ten Year Plan Executive Commission has been reorganized to become more efficient and has been placed under the administration of the Yolo County Housing Authority, but has met only twice in the past 18 months.

## **RESULTS OF COMMUNITY OUTREACH**

A group of community stakeholders began meeting in November 2011 to discuss homeless concerns. Over the next year, they held seven Homeless Stakeholder Meetings which were attended by neighborhood residents, service providers, affordable housing providers, business owners, homeless persons, and County representatives. City representation included City Council members, and staff from the Police, Parks and Recreation and Community Development departments. The outcome of the meetings was the scope of work and goals of this study. As a result of concerns voiced in the Stakeholder Meetings, Broderick Christian Center applied for and received a \$10,000 grant to provide motel vouchers to homeless families with children in the winter of 2012-2013.

Some of the Stakeholder Meeting members also participated in the four Community Meetings organized and facilitated by the Consultant. At these meetings, local community groups helped to notify residents of neighborhoods most impacted by homelessness (Broderick and Washington) and many responded either by attending the Community Meetings or by contacting the Consultant or City staff to provide individual comments. A total of 78 people participated in the early Stakeholder Group meetings and the Community Outreach Meetings.

My neighbor and I ride our bikes in the morning along the river...when we come home, we are verbally abused and threatened...what I see is a chronic situation that is just being continued.

~Broderick neighborhood resident

In addition to the meetings, the Consultant and City staff conducted one-on-one interviews with homeless persons living along the river, seven non-profit service providers in Yolo County, one from Sacramento County, three West Sacramento faith-based organizations, two affordable housing developers, the Yolo County Housing Authority, two neighborhood groups; in addition to City personnel from the Police and Community Development Departments; West Sacramento City Council, Yolo County Board of Supervisors, Yolo County Department of Alcohol, Drugs and Mental Health (ADMH), and members of the West Sacramento business community.

Another 24 residents responded to notices in the City *iLights* by calling City staff to discuss their observations of homeless issues. Business owners in areas impacted by homelessness were contacted for comments and to enlist their support in efforts to resolve issues in the future. An initial workshop was conducted by the City Council on June 19, 2013 to receive comments from Council members and residents. The results of these discussions over a five month period became the foundation for this report.

Many community members voiced strong views regarding why and how to address homelessness concerns. Many were very frustrated with what they felt was the City's lack of response to homelessness. Some advocated for an increase in services and compassion for

the homeless. Others wanted to see a reduction of illegal camping and its environmental impacts, including implementation of viable enforcement and legal responses to problems caused by the homeless. Still others were most concerned with addressing general cleanliness, reducing blight and eliminating negative neighborhood impacts. Business persons and residents report damage to trash containers and messes left by homeless persons rummaging to find bottles and cans to be exchanged at recycling centers for cash. Several of these recycling centers are located in the parking lots of liquor stores and inebriated patrons can cause disturbances.

Some participants questioned whether homelessness was a City responsibility at all, since most social services are provided by the County or by private service providers. Homeless persons spoke of the desirability of the river as a camping area, the lack of emergency shelter, being forced to move repeatedly, loss of personal property, and their desire to participate in the decision making process and resulting solutions.

As the discussion progressed, the following principles were found to have support from most stakeholders and should be used to guide the City when developing policies affecting homelessness:



An effective City-wide approach to homelessness will help reduce the potential for conflict in areas where residential development abuts riparian areas frequented by the homeless.

**1. Respect**

*The personal safety, dignity, and property rights of neighborhood residents, business owners and homeless residents should be respected.*

**2. Sustainability**

*The City's approach to homelessness must address both the immediate needs of persons experiencing homelessness (e.g. food and shelter) as well as longer-term measures designed to prevent homelessness and/or put homeless individuals on a path to greater self-sufficiency.*

**3. Accountability**

*All residents, including the homeless, must be accountable for their actions in order to preserve the quality of life for the entire community. A compassionate response to homelessness is compatible with an expectation of lawful behavior.*

**4. Cooperation**

*No single agency or entity can effectively manage the homeless issue in West Sacramento. A successful approach will require cooperation from public and private agencies, regional partners, homeless residents, the business community and neighborhood residents.*

The four principles that emerged from the community outreach process should inform the City's response to the unique challenges of homelessness in West Sacramento.



## HOMELESS DEMOGRAPHICS

The most consistent long-term data available regarding the homeless in West Sacramento is contained in the Homeless Count (also known as the Homeless Census) conducted by the HPAC. The total Count is conducted every other year, while a count of persons in shelter and transitional housing is conducted annually. This is a Point-In-Time count, which means that it is a snapshot reflecting the number of persons experiencing homelessness on the day of the count, within a limited timeframe. It should be noted that many people move in and out of homelessness over time. The total number of persons experiencing homelessness in Yolo County over the course of an entire year is estimated to be four to five times higher than the numbers reflected in the Count, based on client information collected by homeless service providers.

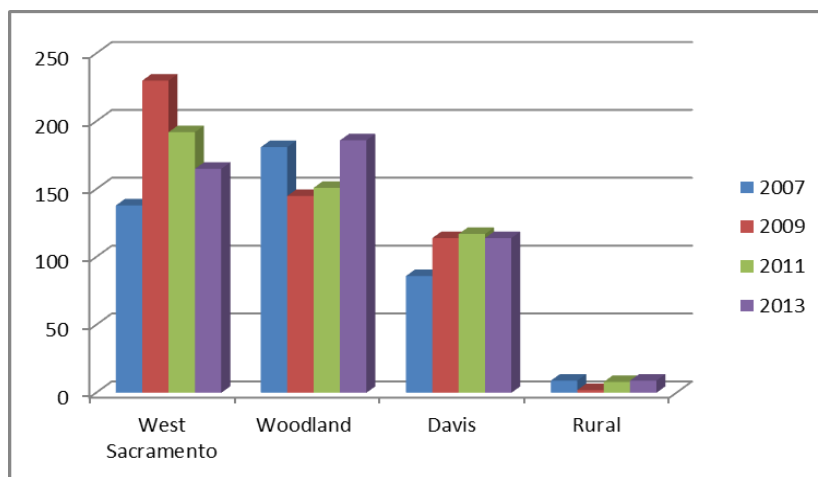
Since it is required by HUD homeless grants, the Homeless Count only identifies persons who meet the HUD definition of **Homeless**, which is persons living in places not meant for permanent human habitation such as tents, vehicles, in addition to persons living in emergency shelter and transitional housing; and persons residing in a motel paid for by a program dedicated to helping the homeless such as a church or other agency. HUD does not allow the Homeless Count to include people who have doubled up with friends or relatives (couch surfing); persons in residential treatment or incarceration; or persons living in motels that are paying for their rooms themselves or are funded by other sources. Due to the number of small motels along West Capitol Avenue, a significant number of persons that may be considered homeless by the West Sacramento community are not reflected in the Homeless Count data below. But the Count can still be a useful tool to examine trends in homelessness.

### **Demographic Analysis**

Data for the most recent Count was collected on January 29, 2013. The 474 homeless in Yolo County were distributed as follows:

- 165 reside in West Sacramento (35%);
- 186 in Woodland (39%);
- 114 in Davis (24%); and
- 9 in rural areas.

### **Yolo County Homeless Count - Total Number of Homeless (2007 – 2013)**

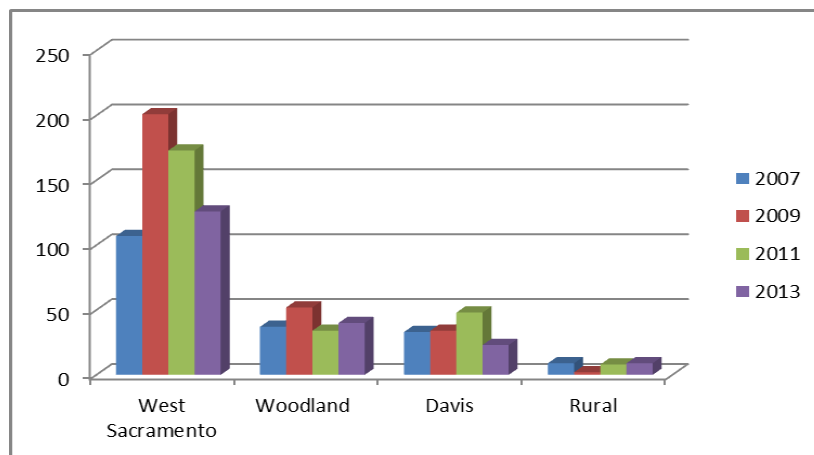


As noted in the chart on the left, the total number of homeless persons (as defined by HUD) in West Sacramento has trended downwards since 2009, but is still higher than 2007 levels. This downward trend has not occurred elsewhere in Yolo County. However, the perception in the West Sacramento community is that homelessness has increased over that period. The fact that the Count does not include most persons living

in motels may account for a part of the discrepancy. Also, the loss of the Broderick Christian Center day shelter facility in 2010 may have led to more homeless persons being visible on the streets than in the past.

While there is no documented evidence showing the reason for the reduced number of HUD-defined homeless, enforcement of the illegal camping ordinance may have had some effect. The \$1.6 million Homeless Prevention and Rapid Re-Housing Program grant likely also reduced the number of homeless in West Sacramento in January 2013. This Housing First model administered by the Yolo Family Resource Center and Legal Services of Northern California provided assistance to 242 recently homeless or persons at-risk of homelessness in West Sacramento from 2009 through 2012. Those assisted were primarily families with children. Assistance included payment of overdue rent, temporary rental assistance, eviction representation, deposit assistance, case management and referrals to other supportive services. Follow up contacts with these families indicate that the majority have retained their housing.

**Yolo County Homeless Count – Unsheltered Homeless living in tents, vehicles, garages or other locations not meant for human habitation (2007-2013)**

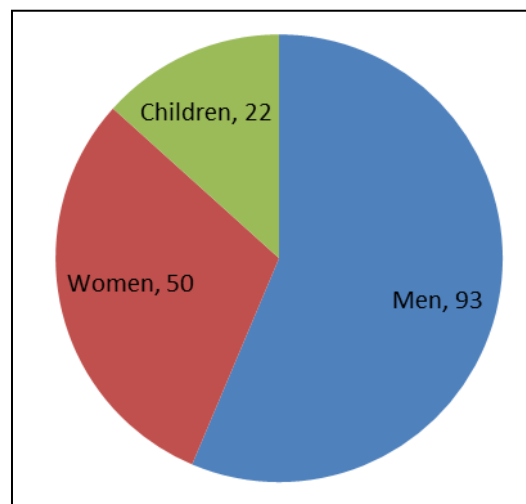


West Sacramento traditionally has by far the highest number of **Unsheltered** homeless in Yolo County. These are primarily people living in camps or on the street. Several factors contribute to this situation. While emergency shelter is available in Woodland and Davis, there is no emergency shelter available in West Sacramento. Broderick Christian Center

owns 11 units of family transitional housing, but there are no facilities dedicated to single persons or couples without children in West Sacramento. Areas along the river where most campers are found in West Sacramento are located minutes from downtown Sacramento where services such as food, clothing and shelter are accessible. Finally, persons camping along the river in West Sacramento report that it is desirable because they can fish for food and the wooded areas are sufficiently secluded that they feel private and secure. Some of the campers have lived there for years. Of the 165 West Sacramento homeless persons identified in the Count, 126 were unsheltered (76%).

**West Sacramento Homeless Gender Distribution (2013)**

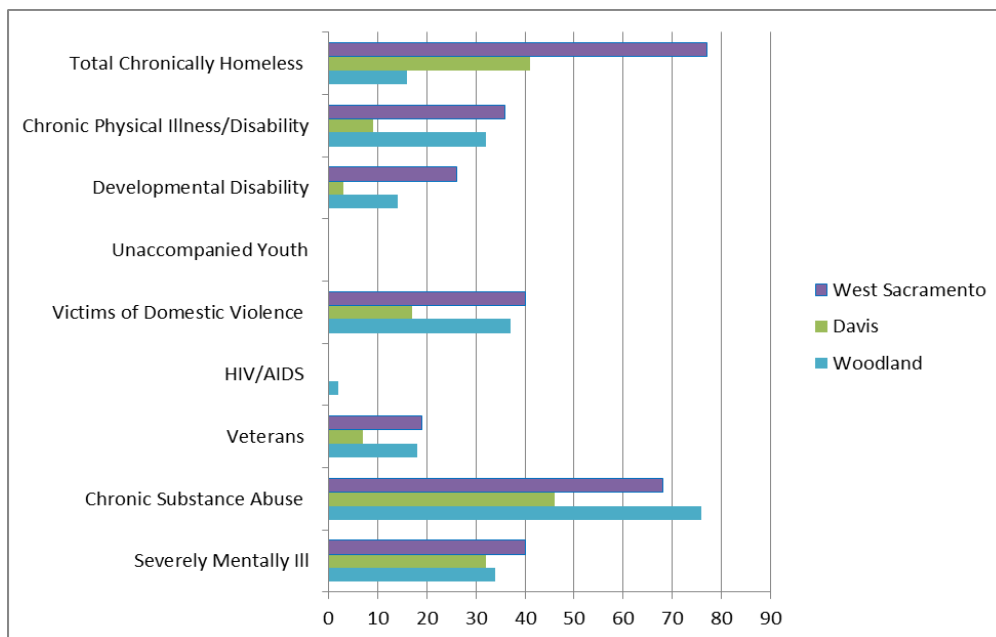
The homeless population in West Sacramento consists primarily of single adult males. The 22 children identified in 2013 were living in the family transitional shelter program at the Broderick Christian Center or were living in motels under a



voucher program operated by a homeless service provider. No Unsheltered children or unaccompanied youth were identified in West Sacramento on the day of the Count.

The Count distinguishes between **Chronically Homeless** persons and all other homeless. A Chronically Homeless person is defined as someone who has either been continually homeless for at least a year or has had at least four episodes of homelessness in the past three years; *and* who has one or more **Disabling Conditions** such as substance abuse; serious mental illness; developmental disability; or a chronic physical illness or disability. When conducting the Count, this information is collected by asking that homeless persons self-identify the duration of their homelessness and any disabling conditions. It can be expected that this results in some under-reported conditions.

### Yolo County Self-Identified Homeless Characteristics (2013)



Chronically Homeless persons have been shown to use a greatly disproportionate share of public resources compared to persons who do not have a long history of homelessness or do not have a disabling condition. The Chronically Homeless may have chronic illnesses or injuries exacerbated by poor nutrition, hygiene and shelter; which often result in repeated costly ambulance calls and emergency room visits. They may have a mental illness or developmental disability that causes them to act out which may result in frequent Police calls. They frequently have a substance abuse problem which can precipitate all of the above. The Chronically Homeless have been on the street for an extended period of time, which means that needed services are not available or they may be resistant to programs, shelter and treatment.

While 35% of the homeless county-wide were located in West Sacramento, 57% of the Chronically Homeless were located here (77 out of 134). The rate of self-reporting of mental illness and chronic substance abuse in West Sacramento is consistent with numbers county-wide, but 87% of these individuals in West Sacramento are Unsheltered, which is an indicator that most are not in treatment. In the remainder of the county, only 14% of homeless reporting a mental illness or substance abuse problem are Unsheltered. Sixty percent of homeless indicating they had a developmental disability and 57% indicating a chronic illness or physical disability were located in West Sacramento. Again, these are primarily Unsheltered persons.

All 19 Veterans identified in West Sacramento were Unsheltered. Of the 25 Veterans located throughout the rest of the county, only one was Unsheltered. This is likely due to Veteran's Administration (VA) contracts for emergency shelter with Fourth & Hope and for residential substance abuse treatment beds with Walter's House, both located in Woodland. In Davis, Veterans can make use of the rotating Interfaith Shelter.

Additional demographic data from the 2013 Homeless Count is included in Exhibit A.

**Data from the 2005 Homeless Count**

In earlier years, the Homeless Count collected additional data that is no longer gathered due to limited staffing. The following is from the 2005 Homeless Count, which was the last year that this information was collected. When asked about the location of their last home or residence before becoming homeless, respondents replied as follows (totals may not equal 100 percent due to rounding error and/or multiple answers):

<b>Last Residence</b>	<b>%</b>
Yolo County	43%
Sacramento County	22%
Other California County	22%
Outside of California	12%

The most common reasons why it was difficult to get or keep housing in the past (each person may have had more than one reason):

<b>Reason for Difficulty Getting or Keeping Housing</b>	<b>%</b>
No Rental History, a Bad Rental History, or Poor Credit	87%
Could Not Afford the Rent	66%
Having a Criminal Background	20%
Mental Health Problems or a Physical Disability	10%

**A WEST SACRAMENTO DEFINITION OF HOMELESS**

As noted above, the HUD definition of "homeless" does not include persons doubled up with friends or relatives, persons in residential treatment or incarceration, persons in foster care or group homes, or persons living in motels (unless the cost is being paid by an agency that specifically deals with homeless persons).

Under the HUD definition, the majority of West Sacramento motel residents are not considered homeless. And yet, many motel residents have been homeless at times and will encounter homelessness again in the future. They face issues similar to the HUD-defined homeless and are essentially transient.

In meetings with residents, the homeless, business owners and service providers, it was clear that the community is seeking a response to a wider base of homelessness. For the purposes of the remainder of this document, "homeless" shall refer to persons residing in West Sacramento who do not have a permanent residence and are:

- Living in locations not meant for human habitation such as a tent, garage, or vehicle;
- Living in motels on a transient basis (less than 30 days per stay); or

- Are marginally housed on a temporary basis such as living with a friend for a short period of time and then returning to the streets.

## **INVENTORY OF EXISTING SERVICES**

There are a number of organizations providing food, clothing, blankets, tarps and other basic necessities to the Unsheltered homeless. Although West Sacramento has the largest component of Chronically Homeless and Unsheltered homeless in Yolo County, it has the fewest resources available for shelter or supportive services for these individuals. Of the 124 shelter beds available, none are located in West Sacramento. The six treatment beds available to persons transitioning from hospitalization for mental health issues or in mental health crisis are located in Davis. The 32 beds for residential substance abuse treatment are located in Woodland. Hospital care for persons in physical or mental illness crises is located in Woodland.

The Community Needs Index on the Yolo County Health Department website shows that zip code 95605 (Broderick, Washington and Bryte neighborhoods) has the highest disparity between community need, access to care and preventable hospitalizations of all zip codes in Yolo County. It scores a 5 on the 1 to 5 scale, indicating neighborhoods with the most significant barriers to health care access in the nation. The majority of homeless in West Sacramento reside in these neighborhoods. It can be expected that homeless persons who have limited access to transportation and few financial resources, would be most impacted by barriers to healthcare.



Residents of the Broderick neighborhood and homeless persons enjoy a meal at the Broderick Christian Center Day Shelter before it burned in 2010.

A significant gap in services for the entire county is the lack of alcohol and drug detoxification facilities. There is no location in the county where persons trying to stop substance abuse can go for medically supervised detox.

For a list of available services, see Exhibit B - Yolo County Homeless Services Inventory.

## **LOCATION OF SERVICES**

There are a number of homeless persons who move back and forth across the river from Sacramento to West Sacramento. In discussions with community stakeholders; it was evident that providing basic necessities to homeless persons near the river in the Broderick and Washington areas places an undue strain on these residential neighborhoods. Locating facilities for the distribution of necessities and for provision of supportive services closer to the center of the City where County services are already available and transportation is accessible, would be preferable. Another alternative is the western end of West Capitol Avenue which is served by transportation but is farther from County services.

Moving services away from the river would make it easier to focus on assisting a more controlled population of homeless individuals or families, which may increase the efficacy of the limited resources available.

## **ENFORCEMENT**

Enforcement of trespassing, illegal camping, aggressive panhandling and other “nuisance” ordinances is used in many jurisdictions, including West Sacramento, to address community impacts of homelessness. It consumes a significant amount of Police resources and can become very costly. Despite the expenditure of a significant amount of Police resources, many community members do not perceive the illegal camping ordinance in West Sacramento to have reduced the number of homeless in West Sacramento and do not see it as a viable long-term solution.

Some West Sacramento residents feel the illegal camping ordinance could be effective if it was more strictly enforced, but the Yolo County District Attorney’s Office does not prosecute violations of the City’s ordinance, which limits its usefulness either as a deterrent to camping or as an encouragement to accept services.

The 2013 Homeless Count reveals that 40 homeless in West Sacramento indicated that they suffer from a severe mental illness. These are primarily the unsheltered living along the river or camping in nearby locations. Persons with an untreated mental illness often are not able to comprehend the consequences of their actions and cannot begin to address any of the issues caused by their homeless condition. For these persons, enforcement becomes an inconvenience. It does not change their behavior. Under the City’s current camping ordinance, there is little real penalty for remaining homeless, besides the inconveniences of homelessness itself, to which many homeless have become acclimated.

## **TYPICAL SERVICE DELIVERY MODELS**

Approaches to the challenges of homelessness generally follow four basic models. Some jurisdictions have combined models or modified them to better serve the individual needs of their communities.

### ***Housing First***

In a Housing First model, persons at-risk of homelessness are provided the supportive services and financial assistance necessary to stabilize their housing situation. Homeless persons are placed into permanent housing as quickly as possible with supportive services to ensure they successfully retain their housing. Studies show that Housing First is particularly effective for families with children. Children’s educational attainment is improved by the stability of a permanent housing situation, fewer school transfers and fewer lost school days. Housing First also significantly reduces dependence on public resources for emergency medical treatment, hospital stays and police involvement for the Chronically Homeless. The original Housing First programs for Chronically Homeless individuals were not implemented as “clean and sober” models and did not require persons to address mental health or substance abuse issues as a condition of receiving housing or supportive services. However, there are some Housing First programs today that do require participants to seek treatment, when appropriate.

Homelessness is not a lifelong thing.

*~Beyond Shelter Housing First program participant*

Several critical elements lead to a successful housing first model. A dedicated case worker or team is needed who can spend sufficient time to establish a relationship with the participant and have the ability to respond quickly to problems that could lead to eviction such as conflicts with neighbors, not paying the rent or causing damage to the property. Housing that is both affordable and available to extremely low-income individuals and families must be available. The Housing First model can be conducted by constructing new or rehabilitated housing

dedicated to the program, by renting affordable housing units when available or by providing rental assistance for market rate units. Costs may include capital expenditures if new construction/rehab is used, ongoing rental assistance and a significant amount of case management staffing. Case management costs normally decrease over time as households become more stable. If used to address the Chronically Homeless, there must be community support for placing persons in housing who may be actively engaged in substance abuse or persons with severe mental illness who decline to accept treatment.

The Housing First model presents several challenges. For one, barriers to affordable housing must be overcome. As noted in the Homeless Count data above, 87% of the homeless indicated that having a poor rental and credit history (or no history at all) was the most common problem they faced when seeking housing. Inability to afford the rent was the next highest reported problem (66%), followed by substance abuse and mental health issues. There are long waiting lists for affordable housing in West Sacramento and property managers normally will not accept someone with an eviction, poor credit history or criminal history. Most homeless and many at-risk households will have one or more of these issues. They may not have sufficient funds for housing or utility deposits. Or, they may



Camps and tent cities have become the housing of last resort for the Chronically Homeless, resulting in environmental hazards and expensive cleanup efforts for jurisdictions.

not have enough income to satisfy the property manager's requirements of income that is at least two times (or three times) the rent amount. Service providers in other areas have overcome similar problems by establishing relationships with property managers and assuring them that they will monitor the family and intervene if issues arise.

### ***Continuum of Care***

Continuum of Care is the more traditional model for addressing homelessness which utilizes Emergency Shelter or Residential Substance Abuse Facilities to provide basic necessities and to get individuals off the street, and then progresses to Transitional Housing which provides supportive services to help the homeless to gain life skills and financial independence leading eventually to permanent housing. For those who cannot achieve self-sufficiency, Permanent Supportive Housing providing on-going supportive services, may be needed. In this report, Continuum of Care is not used in the HUD-defined sense of the role, which is a regional oversight collaborative required for most HUD homeless funding grants.

Emergency shelter is found in a number of different forms. It can be in a building constructed for the purpose, it can be a Single Room Occupancy (SRO) motel-like facility, it may be a nomadic shelter which rotates between different facilities (usually faith-based organizations), or it can be a "tent city". Transitional housing can be located in one facility or apartment complex, or can be operated as a "scattered site" program.

Emergency Shelter and Transitional Housing have significant ongoing operational costs. If program-specific facilities are used, there are significant upfront capital costs as well.

The Continuum of Care model is helpful for assisting the recently homeless, but is much less effective for the Chronically Homeless who are dealing with a substance abuse disorder. Most Continuum of Care facilities are “clean and sober”, requiring the homeless person to agree to treatment for substance abuse or mental health issues before they can be served. Quite often, the Chronically Homeless are persons who are resistant to entering treatment. Participants in the Continuum of Care encounter the same barriers to housing as those in Housing First Programs, but their time in shelter and transitional housing gives them an opportunity to save money, develop a positive rental history and work towards increasing their income through education, employment or application for benefits.

### ***Outreach***

(also known as Street Outreach)

Outreach delivers basic necessities to the homeless where they are, whether that is in camps, in motels or on the street. This is normally used to engage the Chronically Homeless by providing food, blankets and other necessities as a way to develop trust and relationships. Once a relationship is established, the outreach person then works to get the homeless person linked to supportive services such as substance abuse or mental health treatment, into shelter or to other services that can help get him or her off the street. This can take a considerable length of time, months or even years. Sometimes it does not work at all. Outreach is usually more effective when conducted by homeless or formerly homeless persons who can relate to the Chronically Homeless and generate trust and relationships more easily. Some type of Outreach usually is needed to connect the Chronically Homeless with Housing First or Continuum of Care programs.

While it can be a useful tool to reach the Chronically Homeless population, Outreach programs may cause unintended consequences for the community if not carefully managed. Wherever food distribution occurs, the homeless will congregate. This can lead to an accumulation of trash and altercations between homeless persons or between the homeless and other residents. In severe cases, business owners in the near vicinity may lose patrons and property damage may occur.

### ***Homeless/Mental Health/Neighborhood Courts***

There are a number of cities using the Court system to help move resistant persons into mental health and substance abuse treatment through programs based on the Drug Court system, established in the early 1990s. Drug Court provides alternatives to traditional prosecution for non-violent drug-related offenses. Offenders are offered drug treatment, family therapy, employment assistance and other supportive services as an alternative to serving jail time. The charges are dropped after a period of time, provided the offender has followed through on the treatment plan and no new charges have been filed. The model has been modified to be used with persons suffering from mental illness, persons experiencing homelessness and persons who commit “nuisance” type crimes that over-loaded court systems may not have sufficient staffing to pursue. There are differing models, but most rely on collaboration between police, probation, the court, the district attorney’s office and supportive service providers.

## **THE COST OF DOING NOTHING**

By not providing direct services to homeless persons, some might think that the City is not doing anything at all regarding homelessness. In fact, the opposite is true. Homelessness results in significantly increased calls for law enforcement intervention, medical response, refuse cleanup and maintenance of public facilities. The cost of relying on enforcement activities to address the impacts of homelessness can be quite expensive. Perhaps the most famous attempt to account



for these costs was documented in a 2006 article by Malcolm Gladwell that was published in *The New Yorker* magazine. Titled "Million Dollar Murray", the article describes the efforts of two Reno, Nevada policemen, Patrick O'Bryan and Steve Johns, to tabulate the costs created by a Chronically Homeless man named Murray Barr who repeatedly was arrested for public inebriation, and was frequently taken to the hospital by emergency services. Several times over the years, Murray got sober. When he was in a program, he was able to get jobs and do quite well. But as soon as the program ended, he was not able to maintain his sobriety.

O'Bryan and Johns were able to document \$100,000 in medical costs over a six month period and nearly \$1 million in police, jail, fire department, emergency medical, hospital costs and substance abuse treatment over a ten-year period. Murray died in 2005, still living on the streets of Reno.

It cost us one million dollars not to do something about Murray.

~Patrick O'Bryan, Reno police officer

The shocking thing about Million Dollar Murray is that he is not unique. Any police department across the nation can point to a number of "Murrays", homeless persons that they encounter over and over, many of whom cycle in and out of jail, treatment, hospitalization and right back to the streets over a period of years. What *is* unique to Murray's case is that he remained in the same town for ten years and someone made a considerable effort to track the costs over a long period of time. This might not be possible today with current privacy laws.

Studies since the 2006 article appeared have shown that most persons who become homeless do not remain that way for very long. With coordinated services and referrals to assistance, most get back on their feet in days or a few months. The Chronically Homeless, who are the exception, exhaust the majority of public and private resources dedicated to homelessness. Since most Chronically Homeless in Yolo County reside in West Sacramento, it becomes easy to see why, despite a substantial investment in Enforcement resources and valiant efforts by faith-based groups and non-profit agencies; homelessness continues to be a significant problem. The current way of handling homelessness is not a sustainable model.

It is not possible to gauge the full cost of homelessness on the West Sacramento community, but anecdotal information indicates that it is likely substantial.

#### *Parks and Recreation Department*

The Parks and Recreation Department is tasked with the maintenance and repair of public spaces. This includes refuse, theft and vandalism caused as a result of homelessness. Parks staff are working with County Probation to use Probationers for cleanup to minimize costs as much as possible and have been tracking costs associated with homelessness. Last year, the cost of cleaning up after camps and the homeless was just over \$50,000. In addition to cleanup costs, damage sustained to the Broderick Boat Ramp, and fencing that was needed until repairs could be made, cost another \$16,000.

#### *Police Department*

From January 1, 2012 thru January 1, 2013, the West Sacramento Police Department assigned one officer full time to the issue of homelessness. An additional officer worked with the project liaison, as special details required supplementary resources. This constitutes two officers assigned, full time, to the efforts of Homelessness activity in calendar year 2012. In addition to directed patrolling efforts, these officers conducted numerous Camp Abatement Operations throughout the City of West Sacramento. In total:

- 16 major camp cleanup projects requiring assistance from Public Works and Yolo Probation were performed using the one or two officers assigned.
- 5 major camp cleanup projects requiring assistance from Public Works and Yolo Probation were performed using the officers assigned with additional 4-5 patrol officers.
- 1 major camp clean up (CIRI Property) involved over 16 officers, Public Works and Yolo Probation.

The staffing cost associated with the above activity is only a fraction of the resources that the Police Department deployed on the homelessness issues in 2012. Nearly hourly, regular patrol officers are dispatched to related issues, such as illegal camping, public intoxication, fights, public nuisance, and other vagrancy calls for service. Commercial storage containers at the Police Department are used specifically for housing property; items for safe keeping and evidence from arrests and camp abatement enforcement. For obvious health reasons, most of the items must be housed separately from the police facility. Further, police vehicles and other equipment are also used in the maintenance of this issue, causing additional wear and tear as the department does not have four wheel drive capabilities necessary to access remote sites or to haul out garbage and personal items.



An abandoned shopping cart along West Capitol Avenue. Shopping cart theft poses a significant challenge to retailers in areas frequented by the homeless.

The police department also runs with a shift overlap day for patrol teams. Often, one specific team is assigned to the activities of homelessness issues, illegal camping enforcement, and area clean-up projects. To date, the total operating cost of police department resources spent on homelessness issues has not been measured. The department is currently looking into better analytic capabilities as a means to address tracking, personnel costs, deployment strategies and accountability.

#### *Fire Department*

The Police Department has identified 607 responses to calls for medical aid at the top ten calls for service locations on West Capitol Avenue over a five-year period (the Safeway shopping center and nine motels in the Central Business District). This does not account for calls along the river or at other motels. The Fire Department frequently responds to these types of calls as well, which further increases the drain on public resources.

#### *Public Works Department*

Public Works staff also are involved with cleanup efforts along with Parks and Recreation.

#### *Private Property Owners*

The cost of a new shopping cart begins at \$150 and can go as high as \$450 for sophisticated models with anti-theft devices. Retail stores along West Capitol Avenue lose an estimated \$\_\_

per year just in shopping carts; not to mention shoplifting, damage to waste containers, and refuse clean up and lost business due to patrons being harassed by aggressive panhandling.

Homeowners near the river report finding homeless persons charging cell phone from exterior outlets and using water from garden hoses. Over time, the worry of finding strangers in your yard and the cost of electricity and water begins to take a toll on these families. They bear the cost of theft and vandalism; and may become the victims of threatening behavior from the homeless or their dogs.

The cost of a bed in a residential facility for substance abuse or mental health treatment is far less than the cost of a bed in a jail cell or a hospital. The cost of permanent supportive housing with long-term case management is even less than the cost of residential treatment.

The cost of “doing nothing” is corroborated by studies across the nation. The National Alliance to End Homelessness provides the following information.

- According to a University of Texas two-year survey of homeless individuals, each person cost the taxpayers \$14,480 per year, primarily for overnight jail.
- A report in the New England Journal of Medicine notes that homeless people spent an average of four days longer per hospital visit than comparable non-homeless people. This extra cost, approximately \$2,414 per hospitalization, was directly attributable to homelessness.
- A study of hospital admissions of homeless people in Hawaii revealed that 1,751 adults were responsible for 564 hospitalizations and \$4 million in admission costs. Their rate of psychiatric hospitalization was over 100 times higher than their non-homeless cohort. The researchers conducting the study estimate that the excess cost for treating these homeless individuals was \$3.5 million or about \$2,000 per person.
- The cost of an emergency shelter bed funded by HUD's Emergency Shelter Grants program is approximately \$8,067 more than the average annual cost of a federal housing subsidy (Section 8 Housing Choice Voucher).
- A study from Los Angeles, CA, home to ten percent of the entire homeless population in the U.S., found that placing four chronically homeless people into permanent supportive housing saved the city more than \$80,000 per year.

Costs to the affected county can also be substantially reduced through an effective program to address homelessness. Beyond Shelter, a non-profit agency providing comprehensive social services, child development and welfare-to-work programs in Los Angeles County, provides a good example.

We want to be a part of the solution.

*~West Sacramento resident*

As the initiator of a pilot Housing First program from 1997 – 2001, the organization is considered an authority on the Housing First model. Beyond Shelter reports the following information collected by following 200 families with children who were involved in the program in 2003 and 2004. The study collected information over a period of two to seven years after receiving Housing First services. The median income of families was \$12,000 per year (federal poverty level in 2004 was \$15,219).

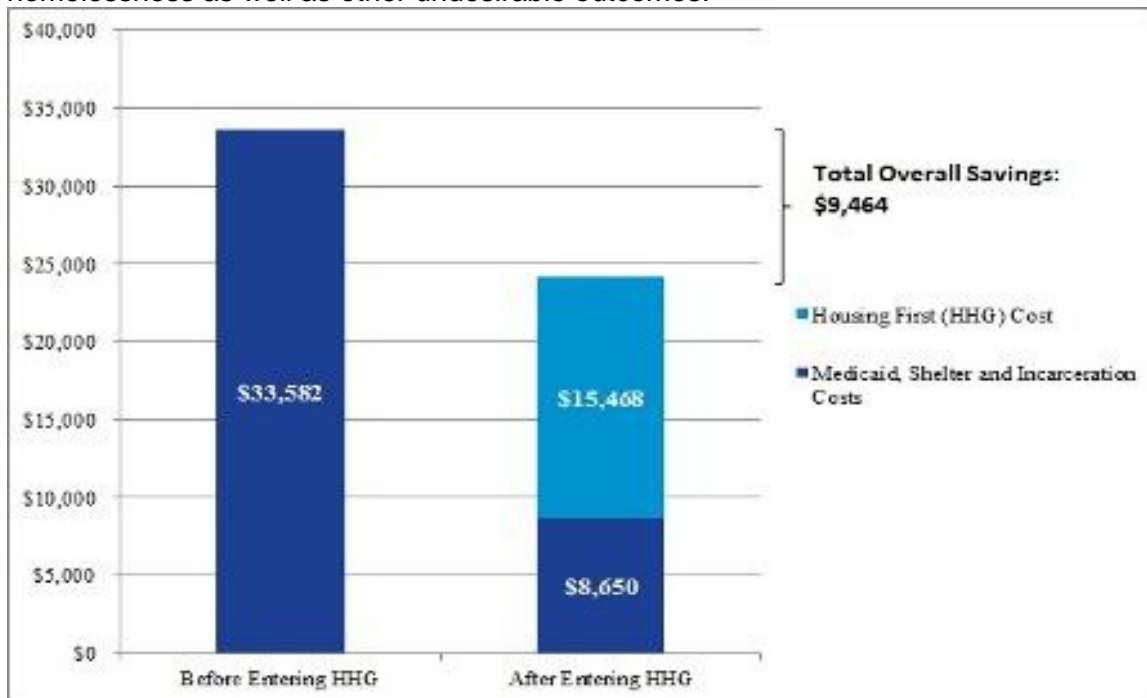
- Of the 200 families studied, 89% achieved and maintained residential stability.
- Families with known histories of domestic violence experienced few or no recurrence of incidences of domestic violence after participating in the program.

- With assistance from Housing First, 73% of families received housing subsidies. Of the remaining families without rental subsidies, 50% reporting having trouble paying the rent on time compared to 20% of the families with housing subsidies.

Another example of county-level cost reductions through improved service delivery to the homeless is the Massachusetts-based Home and Healthy for Good program, which has provided housing and supportive services for 678 Chronically Homeless individuals since 2006. The program reports that annual costs for Medicaid, shelter and incarceration per person averaged \$33,582 per person before housing. Average cost after entry into the program (Medicaid, shelter, incarceration, housing and services) was \$24,118, resulting in an annual savings of \$9,464 per person.

**Home and Healthy for Good (2006-2013)**

A report by staff from University of the Sciences in Philadelphia, The Urban Institute and the Corporation for Supportive Housing, *Incarceration and Homelessness*, emphasizes the need for coordination of discharge planning for persons leaving the prison system. According to the report, offenders lose touch with family, friends and support agencies during prison or longer jail term. The report states, “Regained economic and residential stability almost always requires that a person receive, upon release from prison, support from family, social service agencies, faith-based organizations, or other parties interested in facilitating a smooth transition for the released individual. In the absence of such supports (and in some instances the absence of any type of effective discharge plan), individuals released from prison are at high risk for homelessness as well as other undesirable outcomes.”



**PENDING LEGISLATION**

AB 5, the Homeless Person’s Bill of Rights and Fairness Act, is under consideration in the State legislature. At the time of this report, it remains in the committee process. If enacted, it may impact Enforcement remedies available to the City for illegal camping, trespassing, aggressive

panhandling and public urination/defecation. The City should monitor progress of the Bill as it develops a strategy for homeless issues.

## **WEST SACRAMENTO ALTERNATIVES**

Cities across the nation have grappled with homelessness for years, yet not one can claim to have ended homelessness completely in any given area. As West Sacramento residents encounter job loss, disability, eviction, mental health crises, substance abuse issues or other challenges, formerly housed persons may fall into homelessness. In the 2005 Homeless Count, nearly half of the homeless at that time were Yolo County residents when they lost their homes and first became homeless (43%) which is an indication that homeless prevention assistance is critical to reducing homelessness. The flow of homeless into West Sacramento from across the river or from the Bay Area can be influenced, but not stopped, just as there is no way to stop the flow of homeless from West Sacramento to other communities. What the City *can* do is promote a compassionate response to the homeless while securing the personal safety and property of both housed and homeless residents of the community. This will required a coordinated community response to homelessness.

It is not expected that the City would be able to conduct all, or even most, of the activities noted in this section. Other agencies, such as local non-profit organizations, faith-based organizations, Yolo County, the Yolo County Housing Authority or affordable housing developers may be the best fit and most efficient agency to initiate certain actions in coordination with a broad cooperative effort with the City.

The alternatives were examined to determine efficient use of available resources to address four critical community concerns:

- *Provision of basic necessities for homeless persons.* These include food, water, shelter, personal hygiene, medical and dental care; and, mental health and substance abuse treatment.
- *Prevention services for persons at-risk of homelessness.* Ensuring access to financial assistance and supportive services for persons experiencing a situation that may lead to homelessness such as unaffordable rent, loss of job, illness, eviction, expensive car repairs, mental illness or substance abuse problems.
- *Improved public safety.* Activities that result in a reduction of aggressive pan-handling; health and environmental hazards of human waste and rubbish; theft and vandalism.
- *Reducing the burden of homelessness on public and private resources.* Activities that lead to fewer calls for police and fire response due to homeless activities; a reduction in costs associated with cleaning up after campers for the City, neighborhood residents and business owners; and coordination of services leading to more effective results.

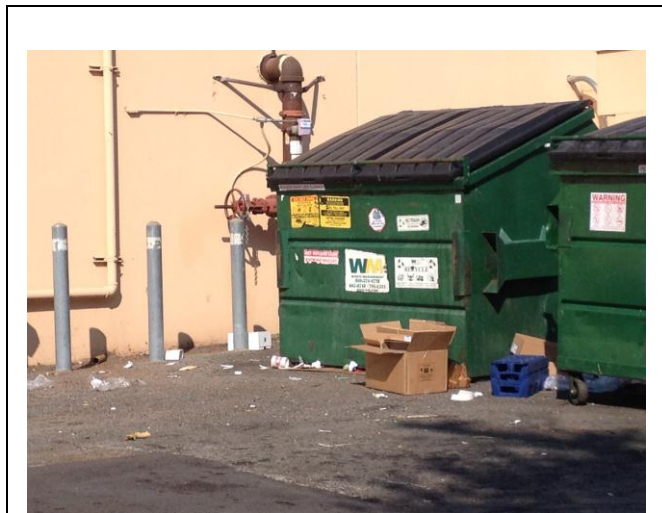
## ***Community Engagement***

Many concerned community members attended meetings conducted during the development of this plan. Some were eager to be a part of the solution, but did not know what they could do or how to go about it. There have been some recent efforts, such as faith-based groups providing sandwiches at the Broderick Boat Ramp, which have resulted in unintended negative consequences for the surrounding neighborhood. An educational outreach campaign to inform the public on homeless issues and to enlist support for efforts for improvement would help to harness the energy and compassion of the West Sacramento community and move it in a positive direction. Coordination between service providers, both non-profit agencies and less formal organizations, would increase effectiveness. Educating residents and business owners

to proactively discourage trespassing, vandalism and panhandling could help to reduce police "nuisance" calls and improve public safety.

Several business owners contacted during the outreach portion of this study encouraged the City to look at private resources when developing strategies to address homelessness. Engaging the business community to assist with the development of business improvement districts could provide a source of revenue for enhanced lighting and security in areas prone to theft and vandalism. In Santa Barbara, business owners in the downtown area contribute to a fund that covers transportation costs for indigent people who want to return home, but do not have the money for travel. A caseworker makes sure that the homeless person has a ready support system waiting for them, such as family or friends and then provides a ticket and food costs for the journey home.

With the loss of Redevelopment as a tool to eliminate blighting influences on struggling areas, the City may investigate public/private partnerships with property owners and business owners for the acquisition and clearance of troubled properties.



Homeless individuals in search of recyclables frequently remove trash from this dumpster, resulting in litter that accumulates along the new West Capitol streetscape. The solution to situations like this will rely on good cooperation with private sector partners.

### ***Homeless Prevention and Housing First Activities***

As indicated above, it is much less costly to provide assistance to individuals and families at-risk of homelessness than it is to pay for the costs associated with homelessness. It is less costly in dollars and less costly in human suffering. With the expiration of the Homeless Prevention and Rapid Rehousing Program grant, funding for prevention services in West Sacramento is becoming more limited. Regional HUD funding that has traditionally been dedicated to shelter may now be used for prevention services. Encouraging the use of these funds for prevention can help to reduce the burden of homelessness on public resources.

For those who do fall into homelessness, finding permanent housing as quickly as possible helps families to retain or more quickly obtain jobs, reduces educational gaps for children, and encourages financial stability. However, the limited amount of affordable housing makes the Housing First model difficult to achieve. Emergency Shelter may be useful to house families and individuals while they seek housing that they can afford. Funding is needed to help families get into apartments, such as deposits and first and last month's rent. Outreach to property owners is needed to develop relationships that will facilitate housing families with credit or other issues.

A Housing First model for Chronically Homeless persons can save the taxpayer even more money in the long-run, but would require the identification of a significant, permanent funding stream and intensive coordination between housing providers, case managers, in addition to mental health and substance abuse treatment providers.

## ***Enhanced Enforcement with Outreach and Supportive Services***

Santa Barbara County, Contra Costa County, Alameda County and San Francisco have used versions of the Homeless Court concept for enforcement of offenses related to homelessness such as illegal camping, aggressive panhandling, urinating/defecating in public, or causing a public nuisance when under the influence of drugs/alcohol or due to untreated mental illness. Offenders are offered treatment and case management as an alternative to jail. The “sentence” is tailored to the individual needs of each person and case management provides assistance needed for people who may have difficulty getting to appointments and following through with assigned tasks.

The Homeless Court model requires close collaboration between the Police Department, the Superior Court system, the District Attorney, County Probation, mental health service providers and substance abuse treatment services. For persons who do not need or cannot get into residential treatment, emergency shelter or housing assistance is needed because persons who continue to live on the streets are rarely able to comply with program requirements. It also requires a concentrated Street Outreach program to help prepare the homeless to accept services, once in the system. The Santa Barbara program is unique as it uses Police Department personnel to conduct initial outreach, rather than the social service providers or probation officers used in most programs.

The Homeless Court alternative has been shown to be successful in moving Chronically Homeless into services and treatment. Although it requires a significant amount of resources, they are spread across a number of different agencies and can be very effective at reducing the overall burden on public and private resources.

Homeless Court reflects a Restorative Justice outlook which focuses on personal accountability. Offenders are held accountable for their crimes, but rather than focusing on punishment, the focus is placed on repairing the harm done and reducing the chance of reoccurrence. A key component of Restorative Justice is that persons who were harmed by an action get a chance to feel listened to and be a part of the process. For example, an offender in Homeless Court may be required to participate in a forum where people who have been hurt by homeless persons speak about how they were affected by the behavior - such as a business owner who has had to clean up after homeless persons. Community service may be assigned to the offender to help alleviate the problems they may have caused.



The Union Pacific Main line is a common means for homeless individuals to move between the City and Downtown Sacramento. West Sacramento's homeless issue is its own, but cannot be addressed without attention to its regional context.

It should be noted that Yolo County Department of Alcohol, Drugs and Mental Health (ADMH), the Yolo County District Attorney, Yolo County Probation and the Court have initiated a pilot "Mental Health Court" program in an effort to reduce recidivism of persons with severe mental

illness. It is not offered as an alternative to sentencing, but provides mental health and supportive services to offenders after they have served their sentence. The program is just getting underway so data is not yet available on its success rate.

The development of a Homeless Court process to strengthen enforcement of West Sacramento ordinances related to homelessness must be coordinated with service providers to ensure that when persons are ready to enter treatment, it is available to them. Ongoing case management, housing assistance and supportive services would be needed to reduce recidivism and the resulting burden on public resources.

### ***Homeless Engagement***

Engaging the homeless to become a part of the solution encourages the homeless to be accountable for the results of their actions. The Good Neighbor Guidelines concept was developed in the Community Meetings conducted during this study and garnered the support of the homeless as well as neighborhood residents. Such a program would encourage meetings between the homeless and residents to discuss the problems created by the homeless community and develop a list of "Good Neighbor Guidelines" for behavior to address these issues. Shelters, faith-based organizations and other homeless service agencies could be encouraged to require their clientele to follow guidelines in order to receive their services. The City could make potential funding contingent upon following the Good Neighbor Guidelines. Commitment and follow-through by all parties are keys for success

### ***Coordination with Sacramento***

Although the residential neighborhoods in West Sacramento that are most impacted by homelessness differ from the inner-city neighborhoods in Sacramento, closer coordination between the two cities can be beneficial. Sacramento Steps Forward (the Sacramento version of the Ten-Year Plan Commission) has indicated a willingness to partner with the City of West Sacramento to address the homeless population who move back and forth between the cities. One possible area of cooperation would be the use of a common system for client intake, referrals to services and for tracking the resource utilization of the homeless population. Such a program would facilitate a better assessment of homeless persons who are accessing services on both sides of the river. Improved data collection may help to target needed services on this population and to avoid duplication of services.

### ***Re-Entry Coordination***

Persons leaving incarceration or institutionalization are at a high risk of becoming homeless and an additional burden on society. Exact numbers are not available, but anecdotal information from the Police Department and services providers indicate that a number of West Sacramento homeless fall into these categories. Encouraging discharge staff at local hospitals, mental health facilities, the County jail and the State prison system to strengthen discharge planning and coordinate it with local service providers could help to reduce the number of persons discharged into homelessness while reducing recidivism caused by mental health, substance abuse, camping, panhandling and other illegal activities associated with homelessness.

## **FUTURE ACTION**

Any successful approach to addressing homelessness will require a long-term commitment from the City and its partners in the community. The approach(es) selected should reflect the values of those stakeholders and should be designed to address the community's specific needs. It is recommended that this report be used to inform decision making as the City moves forward with the development of strategies to improve homeless issues in West Sacramento.



**EXHIBITS**

- A. 2013 Yolo County Homeless Count - Demographics
- B. Yolo County Homeless Services Inventory

**Exhibit A**

**2013 Yolo County Homeless Count**

<b>TOTAL COUNT (Sheltered and Unsheltered)</b>	<b>Yolo County</b>	<b>Rural</b>	<b>Davis</b>	<b>West Sacramento</b>	<b>Woodland</b>	<b>West Sac as % of County</b>
Households with Dependent Children	36	0	12	9	15	25%
Number of Persons in these Households	129	0	36	33	60	26%
Households without Dependent Children	337	9	77	127	124	38%
Number of Persons in these Households	345	9	78	132	126	38%
Chronically Homeless Individuals – Singles	134	0	41	77	16	57%
Chronically Homeless - Number of Families	0	0	0	0	0	0%
Number of Persons in Chronically Homeless Families	0	0	0	0	0	0%
Men	255	6	54	93	102	36%
Women	135	3	37	50	45	37%
Gender Unknown	0	0	0	0	0	0%
Children	84	0	23	22	39	26%
<b>Total</b>	<b>474</b>	<b>9</b>	<b>114</b>	<b>165</b>	<b>186</b>	<b>35%</b>

<b>UNSHeltered ONLY (Living in tents and vehicles)</b>	<b>Yolo County</b>	<b>Rural</b>	<b>Davis</b>	<b>West Sacramento</b>	<b>Woodland</b>	<b>West Sac as % of County</b>
Households with Dependent Children	0	0	0	0	0	0%
Number of Persons in these Households	0	0	0	0	0	0%
Households without Dependent Children	191	9	22	121	39	63%
Number of Persons in these Households	198	9	23	126	40	64%
Unaccompanied Youth under 18	0	0	0	0		0%
Chronically Homeless Individuals - Singles	97	0	17	75	5	77%
Chronically Homeless - Number of Families	0	0	0	0	0	0%

Number of Persons in Chronically Homeless Families	0	0	0	0	0	0%
Severely Mentally Ill (self-identified)	44	0	8	33	3	75%
Chronic Substance Abuse (self-identified)	76	0	12	61	3	80%
Veterans (self-identified)	20	0	0	19	1	95%
Persons with HIV/AIDS (per JHJones staff)	0	0	0	0	0	0%
Victims of Domestic Violence (self-identified)	43	0	3	37	3	86%
Unaccompanied Youth under 18	0	0	0	0	0	0%
Developmental Disability (self-identified)	28	0	1	26	1	93%
Chronic Physical Illness or Disability (self-identified)	39	0	3	32	4	82%
Men	140	6	16	86	32	61%
Women	58	3	7	40	8	69%
Gender Unknown	0	0	0	0	0	0%
Children	0	0	0	0	0	0%
<b>Total</b>	<b>198</b>	<b>9</b>	<b>23</b>	<b>126</b>	<b>40</b>	<b>64%</b>

<b>SHELTERED COUNT (living in Shelter, Transitional Housing or a motel paid by a homeless service agency)</b>	<b>Yolo County</b>	<b>Rural</b>	<b>Davis</b>	<b>West Sacramento</b>	<b>Woodland</b>	<b>West Sac as % of County</b>
Households with Dependent Children	9	0	6	0	3	0%
Number of Persons in these Households	33	0	21	0	12	0%
Unaccompanied Youth under 18	0	0	0	0	0	0%
Households without Dependent Children	73	0	37	2	34	3%
Number of Persons in these Households	74	0	37	2	35	3%
Households with Dependent Children	27	0	6	9	12	33%
Number of Persons in these Households	96	0	15	33	48	34%
Households without Dependent Children	73	0	18	4	51	5%
Number of Persons in these Households	73	0	18	4	51	5%
Chronically Homeless Individuals - Singles	37	0	24	2	11	5%
Chronically Homeless - Number of Families	0	0	0	0	0	0%

Number of Persons in Chronically Homeless Families	0	0	0	0	0	0%
Severely Mentally Ill (self-identified)	62	0	24	7	31	11%
Chronic Substance Abuse (self-identified)	114	0	34	7	73	6%
Veterans (self-identified)	24	0	7	0	17	0%
Persons with HIV/AIDS (per JH Jones staff)	2	0	0	0	2	0%
Victims of Domestic Violence (self-identified)	51	0	14	3	34	6%
Unaccompanied Youth under 18	0	0	0	0	0	0%
Developmental Disability (self-identified)	15	0	2	0	13	0%
Chronic Physical Illness or Disability (self-identified)	38	0	6	4	28	11%
Men	115	0	38	7	70	6%
Women	77	0	30	10	37	13%
Gender Unknown	0	0	0	0	0	0%
Children	84	0	23	22	39	26%
<b>Total</b>	<b>276</b>	<b>0</b>	<b>91</b>	<b>39</b>	<b>146</b>	<b>14%</b>

**Exhibit B**

**Yolo County Homeless Services Inventory**

	<b>Services</b>	<b>West Sacramento</b>	<b>Davis</b>	<b>Woodland</b>	<b>Multiple Cities</b>	<b>Not Available</b>
<b>Basic Necessities</b>						
	Meals	Broderick Christian Centers (BCC) (weekdays only)  Weekend meals at BCC Center for Spiritual Awareness Our Lady of Grace Community Lutheran Church Lighthouse Covenant Church  New Discovery Church (Sundays only)	Davis Community Meals	Fourth & Hope		
	Bulk food distribution or food closets	Yolo Food Bank  New Discovery Church (Every Wed) Trinity Presbyterian (2 <sup>nd</sup> Tues) Shepard's Hand (3 <sup>rd</sup> Wed) Out of the Box Ministries (3 <sup>rd</sup> & 4 <sup>th</sup> Thurs) Shepard's Hand (4 <sup>th</sup> Fri)  Our Lady of Grace/St. Vincent de Paul Help	Yolo Food Bank	Yolo Food Bank		

	Services	West Sacramento	Davis	Woodland	Multiple Cities	Not Available
		Line (as needed)				
	Clothing	Holy Cross Church New Discovery Church				
	Thrift Store	Shepard's Hand				
<b>Emergency Shelter</b>						
	Family and Singles (clean & sober)	Motel vouchers from faith-based organizations (when funds are available)  Motel vouchers from Broderick Christian Center (winter of 2012-2013 only)	Davis Community Meals 10 beds  Interfaith Rotating Shelter 25 beds  Yolo Crisis Nursery 3 beds	Fourth & Hope 50 beds	Turning Point Comm. Programs 2 beds	
	Harm Reduction (not clean & sober)					✓
	Domestic Violence				Sexual Assault and Domestic Violence --28 beds (Multi-Jurisdiction)	
	Motel Vouchers	Our Lady of Grace (1-3 nights)  <i>BCC had vouchers last winter but funding is exhausted</i>				
<b>Transitional Housing</b>						
	Family	Broderick Christian Center	Davis Community Meal	Fourth & Hope 24 beds		

	Services	West Sacramento	Davis	Woodland	Multiple Cities	Not Available
		42 beds Turning Point 4 families	34 beds Davis Community Meals 6 beds	Trinity 4 beds		
	Singles		Davis Community Meals 6 bed(youth)  Davis Community Meals 16 beds(men)	Fourth & Hope 68 beds		
<b>Homeless Prevention/Housing First</b>						
	Temporary Rent Assistance (very limited amount available)	Yolo Family Resource Center  Our Lady of Grace	YFRC Short Term Emergency Aid Committee (STEAC)	YFRC	YFRC	
	Eviction Prevention Assistance	Legal Services of Northern California	LSNC	LSNC	LSNC	
	PG&E Assistance	Our Lady of Grace				
	Assistance with Securing Benefits	Communicare SMARTY Program				
<b>Permanent Supportive Housing</b>						
		Friends of the Mission 4 units under development	Davis Community Meals 62 beds	Friends of the Mission 63 beds		
				YCCC 29 beds		
<b>Mental Health Services</b>						
	Intervention for persons with Mental Illness	Communicare federal/ state benefit filing and to access the Patient	YCCC/4 <sup>th</sup> and Hope Greater Access Program (GAP) assists individuals to get psychiatric evaluation and provides some			

	Services	West Sacramento	Davis	Woodland	Multiple Cities	Not Available
		Assistance Program (PAP).	case management.			
	Mental Health Services for Mild to Moderately Mentally Ill	Communicare				
	Mental Health Court (pilot program)			Superior Court/DA/ Probation/ADMH 10 persons (pilot)		
	Treatment Beds		Yolo Community Care Continuum Safe Harbor -6 Beds  YCCC The Farmhouse (long term residential facility)			
	Hospitals			Woodland Memorial		
<b>Substance Abuse</b>						
	Residential Treatment			Walter's House 32 beds		
	Outpatient Treatment	Communicare				
	Detox for Opiates & stimulants (outpatient only)	Communicare				
	Medically Supervised Detox for Alcohol					✓



Medical Care						
	Primary healthcare for uninsured	Communicare				

LSNC            Legal Services of Northern California (Woodland office)  
 STEAC         Short Term Emergency Aid Committee  
 YCCC           Yolo County Care Continuum  
 YFRC           Yolo Family Resource Center