

STAFF REPORT

DATE: November 5, 2019

TO: City Council

FROM: Mike Webb, City Manager
Anne Brunette, City Liaison
Ryan Collins, Police Services Specialist Supervisor – Homeless Outreach & Services Coordinator
Joan Planell, Social Services Consultant

SUBJECT: Homeless Respite Center Status Update

Recommendation

1. Receive a status update on the proposal to site a pilot day and overnight respite center for individuals experiencing homelessness on a city-owned parcel
2. Provide staff with direction for next steps

Fiscal Impact

Since Council first introduced the idea of a pilot homeless respite center back in February 2019, staff estimates the City has spent approximately \$54,302. Of the \$54,302, \$35,182 was in staff/consultant time and the other \$19,120 was to dismantle, transport, and temporarily store two decommissioned Public Works modular buildings for potential reuse as part of the pilot.

The future fiscal impact for this item is dependent on further Council direction because costs for site preparation, engineering, infrastructure, and temporary utilities vary by location. Rough estimates for site costs range from \$164,500 to \$262,500, but staff will utilize a civil engineer to complete a more thorough analysis. In addition to site costs, as depicted in Table 1, staff estimates operations for a one-year pilot will cost approximately \$361,300. This estimate represents the minimum recommended staffing and assumes volunteer/intern participation. Thus, the overall project cost is likely to range between \$500,000 and \$700,000.

While the City has not allocated any funds for the project in its FY 2019-20 budget, pending additional direction from Council, staff will return with a refined project budget and proposed funding source(s) for Council consideration.

Table 1: One-Year Operations Cost Estimate

Line Item	Total Cost
1 FTE program manager @ \$50,000/year with benefits	\$62,500
1 FTE case manager @ \$40,000/year with benefits	\$50,000
2 part-time evening attendants per shift @ \$20/hour with no benefits from 5 p.m. to 10 p.m. daily	\$72,800
1.75 FTE overnight attendants @ \$20/hour with benefits from 10 p.m. to 8 a.m. daily	\$91,000
Operation costs @ \$5,000 x 12 months for utilities, cleaning, etc.	\$60,000
Program start up supplies such as computers, office supplies, food, beds, etc.	\$25,000
One-Year Operations Cost Estimate	\$361,300

Council Goal(s)

This item aligns with Council’s goal of ensuring a safe, healthy, equitable community and Council’s objective to reduce the number of individuals who are homeless. In addition, the item aligns with Council’s shorter-term focus item of developing and adopting a homelessness strategic plan.

Background

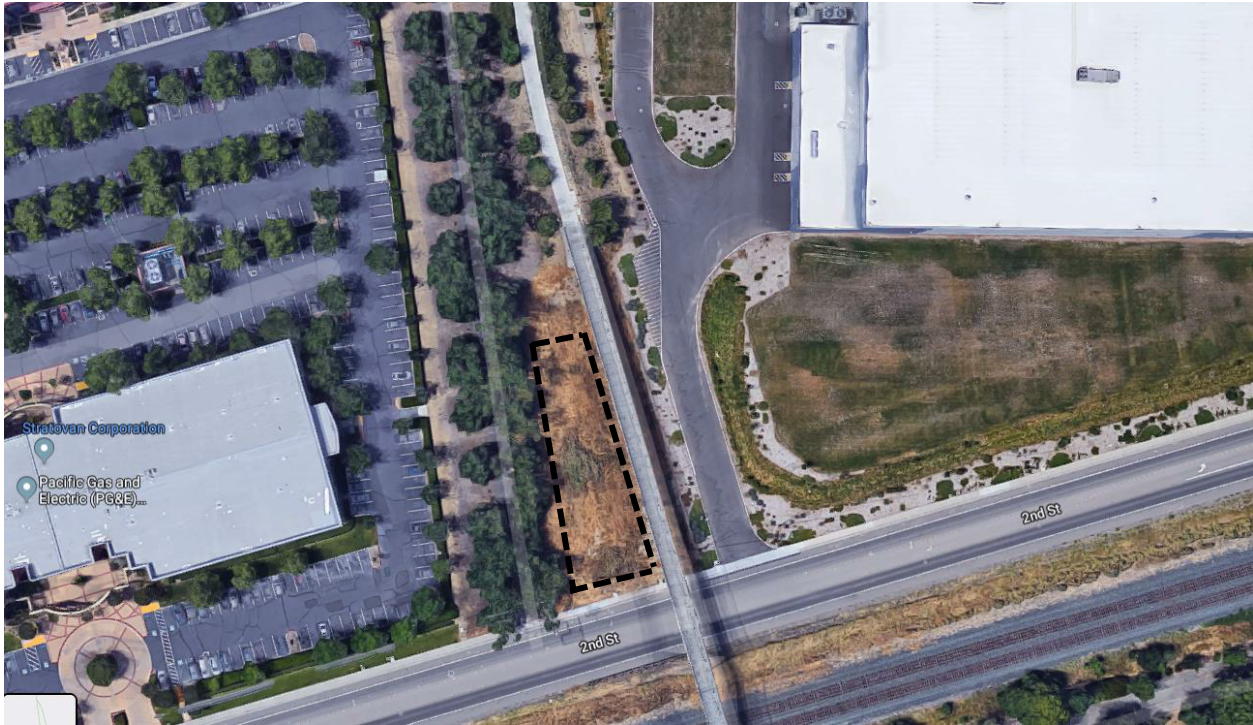
On [February 19, 2019](#), Council directed staff to research options for establishing a pilot respite center to serve individuals experiencing homelessness in Davis. Specifically, the pilot would feature the following two components:

- A day center consisting of modular buildings where individuals could spend the day and have access to bathrooms, showers, and laundry facilities
- An overnight center consisting of sleeping cabins where individuals could spend the night

On [July 30, 2019](#), staff shared its preliminary findings in a [feasibility report](#). The report identified the following potentially suitable city-owned locations including 1813 Fifth Street, 3559 Second Street, 24998 County Road 102, 1425 Wake Forest Drive, and 504 Fifth Street.

While Council did not allocate any funding toward the pilot, Council directed staff to take the next steps to explore siting the center on a city-owned parcel located at 3559 Second Street. Figure 1 features an aerial map depicting the exact location. At that time, staff did not receive direction to examine any other locations in more detail.

Figure 1: Aerial map depicting the 3559 Second Street location



Business Outreach

As a first step, staff conducted outreach to the businesses directly adjacent to the site. In total, staff convened five in-person meetings and/or communicated with the following entities:

- Arcadia BioSciences
- Buzz Oates
- Davis Chamber of Commerce
- DMG Mori
- HM.Clause
- Pacific Gas and Electric
- Ramco Enterprises
- Stillwater Sciences
- Stratovan
- TechnipFMC
- UC Davis

Table 2 features a summary of the concerns expressed by the businesses accompanied by potential mitigation measures.

Table 2: Summary of Business Concerns

Concerns	Potential Mitigation Measures
Safety	
<ul style="list-style-type: none"> • Concerned about bicyclist and pedestrian safety in the vicinity <ul style="list-style-type: none"> ○ Dave Pelz overcrossing serves as the primary active transportation connection between east and south Davis ○ Location on a safe route to school that many children use ○ Cars speed on Second Street ○ One business estimated it would cost \$100,000 in additional security services to mitigate risk of theft, vandalism, and trespassing and requested financial compensation for this expense 	<ul style="list-style-type: none"> • Hire a security guard and/or a crossing guard to monitor the Second Street entrance to the overpass • Explore potential traffic calming measures • Ensure area is well-lit • Ensure privacy fencing is setback far enough to maintain a clear sightline of Second Street for drivers exiting DMG Mori's driveway
<ul style="list-style-type: none"> • Concerned about employee sense of security and safety while at work <ul style="list-style-type: none"> ○ Particularly concerned about the lobby areas since some building doors remain unlocked during business hours and do not have onsite security to monitor the lobby areas and parking lot ○ Also concerned about safety for employees who work at night 	<ul style="list-style-type: none"> • Assure businesses of staffing and supervision of center during operational hours • Hire a security guard to monitor the area
Theft and vandalism	
<ul style="list-style-type: none"> • Concerned about potential theft and vandalism such as car break-ins, office break-ins, and tampering with private property 	<ul style="list-style-type: none"> • Hire a security guard to monitor area
Loitering	
<ul style="list-style-type: none"> • Concerned about loitering when the day center closes and increased congregation of homeless individuals camping in the vicinity 	<ul style="list-style-type: none"> • Establish close relationship with center staff and encourage businesses to call whenever experiencing a problem • Establish close relationship with Police Department's Homeless Services Outreach Coordinator and encourage businesses to call whenever experiencing a problem
Visual blight	
<ul style="list-style-type: none"> • Concerned people will graffiti the privacy screening • Concerned how the visual blight could impact customer perception 	<ul style="list-style-type: none"> • Offer to replace privacy screening whenever gets tagged or looks tattered • Conduct routine cleaning of site to ensure it remains well-kept
Permanency	
<ul style="list-style-type: none"> • Concerned the pilot could become a permanent program 	
Proximity to downtown and services	
<ul style="list-style-type: none"> • Concerned the location is not close enough to downtown, which is where most homeless 	<ul style="list-style-type: none"> • Explore transportation options including adding a transit stop

Concerns	Potential Mitigation Measures
individuals stay and where most services are located	
Cost burden	
<ul style="list-style-type: none"> Concerned about the cost burden if forced to take additional measures, should the City's mitigation measures not be enough 	

In addition to businesses, staff received significant input from residents, primarily from the Mace Ranch neighborhood, before formal outreach to the residential neighborhoods could be undertaken. The majority of residents reiterated the concerns already identified by the businesses with a particular emphasis on the safety of schoolchildren who regularly traverse the Dave Pelz overcrossing. Others opposed siting a homeless center anywhere within City limits. A minority voiced support.

It is important to note that staff did not conduct formal neighborhood outreach. It was staff's intention to do so after thoroughly evaluating the business concerns and determining whether the City could adequately mitigate those concerns. It is unlikely any mitigation measures would change the view of those who oppose this location. Staff, however, anticipates opposition to any location selected.

Next Steps

1. Verify scope of proposed pilot. Council's initial direction was for the City to implement both a day center and an overnight center simultaneously. Once staff began research into both aspects of the pilot, it became clear that implementing an overnight center would take additional time. Staff has therefore proceeded with the goal of bringing forward the day respite center first and then concentrate on the details necessary to implement an overnight respite center. Staff estimates the earliest an overnight respite center could be operational would be mid-Spring 2020. This timing would align with the seasonal closing of the Interfaith Rotating Winter Shelter (IRWS), which stops operating in mid-March.

2. Provide additional input regarding location for the day and/or overnight respite center. As requested, staff is returning to Council with feedback from the outreach meetings with adjacent businesses. Given the totality of input regarding the 3559 Second Street location, staff is asking for further direction from Council before proceeding.

Should the Council wish to consider different locations, potential alternatives to the Second Street location include:

- Explore some combination of day and/or overnight respite center at 512 Fifth Street and/or the 1717 Fifth Street Public Works Corporation Yard (city-owned properties)
- Suggest other city-owned or privately-owned locations
- Shift efforts to increasing support (financially and programmatically) to existing community based programs that support and address issues of homelessness (Interfaith

Rotating Winter Shelter, Davis Community Meals and Housing, the City's DavisPathways programs, etc.)

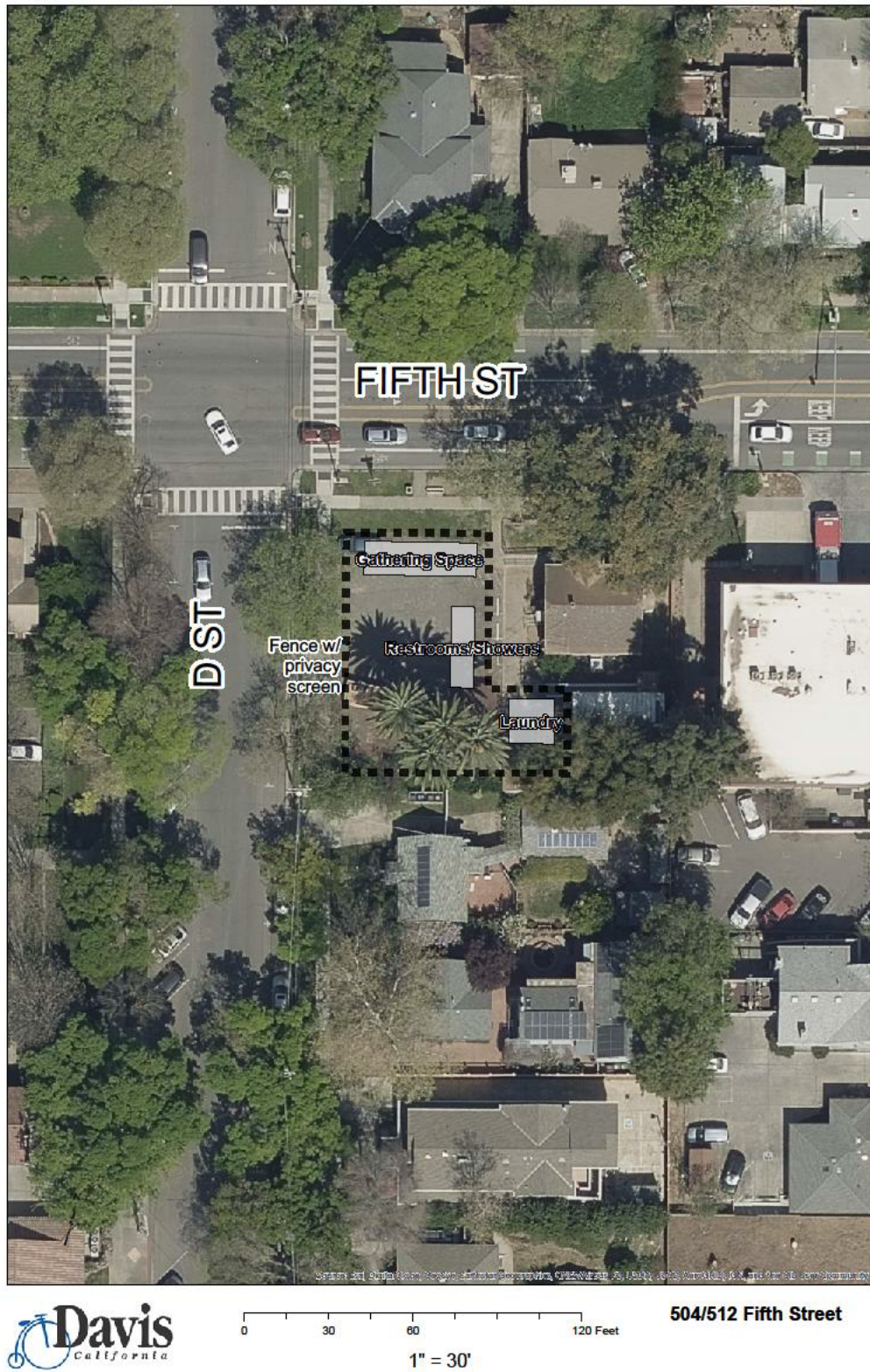
Explore some combination of day and/or overnight center at 512 Fifth Street and/or the Public Works Corporation Yard at 1717 Fifth Street

- **512 Fifth Street.** A city-owned parcel, 512 Fifth Street serves as the site of a four-bed short-term supportive housing project for individuals experiencing homelessness called New Pathways. The City currently leases the site to Davis Community Meals and Housing (DCMH), which operates the project. The remainder of the site is vacant.

As underscored in staff's initial feasibility report, the site is approximately 63 feet by 75 feet. Given the site's limited size, staff estimates only one modular for the day center and one small restroom/shower modular would fit. For the overnight center, staff would need to explore renovation options for the two-bedroom house to accommodate more than four individuals. Staff could also explore converting an existing detached garage into a laundry facility.

A key consideration for this option is that these changes require funding for the structural renovation and time to get it done. It also requires working with DCMH and Yolo County, who jointly funds the program with the City, to determine the future of the New Pathways program.

Figure 2: Potential Layout of 512 Fifth Street



- **1717 Fifth Street.** This option would require the City to relocate existing operations on the Public Works Corporation Yard. Staff identified potentially suitable locations at the east end or west end of the yard.
 - **East End.** This option involves fencing off the easterly end of the yard. The Public Works Utilities and Operations Department currently uses the area to store materials and equipment necessary for road, stormwater, wastewater, sewer, streetlight, and traffic signal maintenance. As shown in Figure 3, use of the area for a center would involve relocating the stored materials and equipment and bringing in a day center modular, overnight center modular, and restroom/shower modular.

A key consideration for this option is identifying a new storage location for yard materials currently stored here. The location must be large enough to accommodate the City's storage needs, but also provide ample maneuvering room since most of the materials require heavy equipment to lift. Another consideration is the need for fencing and other potential infrastructure to secure the materials and equipment at a new site. A final consideration is the added vehicle miles travelled and staff time spent whenever crews need to retrieve materials or equipment and delays in accomplishing tasks since the stored materials and equipment are no longer collocated with the crews.

Two potential options for new storage locations are the former landfill site owned by the City off Pole Line Road, just north of the City limits or the Wastewater Treatment Plant yard (which already has security fencing and heavy equipment, but is several minutes away). If the Council is interested in pursuing the 1717 east end site, staff can formulate a plan of what materials could reasonably stay at the yard versus what materials could shift offsite (those that the City does not need a on a daily basis). Staff would also incorporate the costs of such moves into an update back to Council.

This option maximizes buffering to existing neighborhoods and does not disrupt Community Gardens.

Figure 3: Potential Layout of 1717 Fifth Street located on the East End



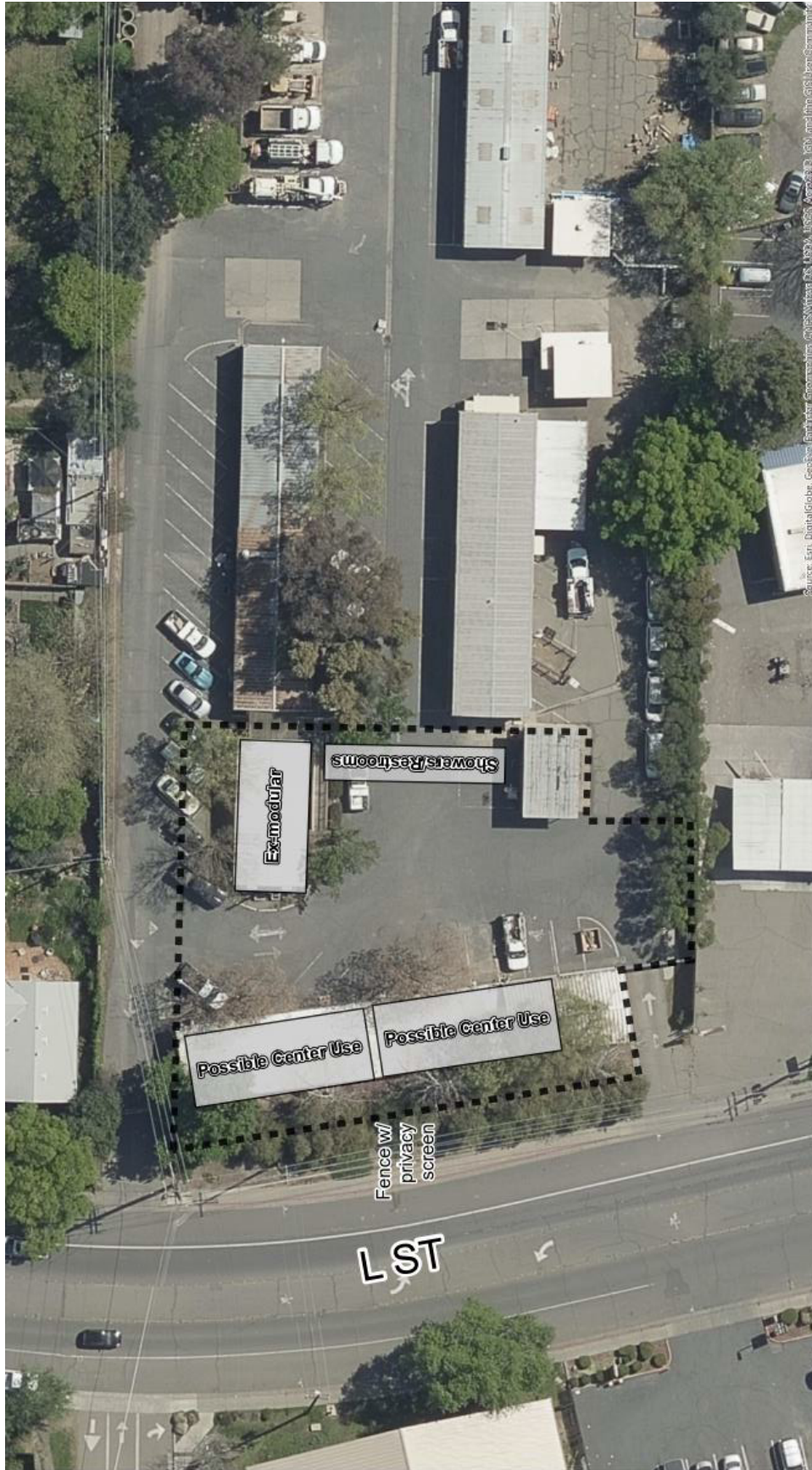
- **West end.** This option involves fencing off the westerly end of the yard. The area currently contains one modular and a row of fixed older buildings. The Public Works Utilities and Operations Department currently uses the modular and fixed buildings as a combination of offices, storage, and workshops. The Wastewater Collection and Water System Operations Teams are the primary occupants.

As shown in Figure 4, staff would explore converting the already existing modular and buildings for use as a day center, overnight center, laundry, showers, and storage. Staff would bring in a restroom/shower modular and potentially another modular depending on the reusability of the existing modular and buildings.

A key consideration for this option is identifying a new office and work space, as well as equipment, for the Wastewater Collection and Water System Operations Teams. Currently, there is limited yard space available to house these teams. The moving of these teams and equipment would most likely require additional modular buildings at a different location and costs are likely to be significant.

This location provides a small yard area on the western edge for those who may have pets, but also is closer in proximity to the adjacent neighborhoods.

Figure 4: Potential Layout of 1717 Fifth Street located on the West End



On a macro-level for either yard option, staff notes it will require significant retooling of existing work spaces and will take time and expense, both to determine suitable and efficient relocation options and to complete a relocation. Staff also notes that while the siting of a temporary respite center may not be an issue, the siting of a permanent respite center impacts the next phase of the City's space use study, which focuses on the long-term use of the 1717 site.

In addition, for all location options, Council could opt to bifurcate the various components. For all location options, Council could also consider implementation using a phased approach. No matter the location, the day component will be quicker and easier to implement than the overnight component. This is because the building and safety code regulations for the overnight component are much more complicated.

Suggest other city-owned or privately-owned locations. Council could also direct staff to explore a different city-owned location altogether and/or to explore options with property owners for privately owned options.

Shift efforts to increasing support (financially and programmatically) to community based organizations. Rather than establishing a new program, the City could increase support for existing community based programs. For example, the City could increase financial and programmatic support for the IRWS, a volunteer-run shelter operating from December to mid-March. While volunteers have successfully managed and operated the IRWS for 12 years, IRWS leadership has expressed concerns about its capacity to continue operating a shelter using its current model of rotating to different congregation sites every week and relying solely on volunteers.

Another example are the numerous programs operated by Davis Community Meals and Housing. DCMH submitted a development application to demolish its existing facility at 1111 H Street and rebuild a new multi-functional homeless services facility. Should the project receive entitlements, DCMH may need City assistance to temporarily relocate its resource center and 10-bed transitional housing project. In fact, the City is beholden to assist DCMH with the relocation of its transitional housing project since the City is the official recipient of the U.S. Department of Housing and Urban Development Supportive Housing Program grant that funds the project. Should the project receive entitlements, DCMH may also need long-term assistance operating the facility.

The City also has a continuum of homeless service programming called DavisPathways. DavisPathways consists of the following components:

- **Police Services Specialist Supervisor - Homeless Outreach & Services Coordinator**—a City-funded position meant to engage persons experiencing homelessness, facilitate appropriate service linkages, as well as participate in Continuum of Care system-level planning
- **Pathways to Employment**—a jobs training program that employs homeless individuals for up to 12 hours per week to beautify the downtown
- **New Pathways**—a four-bed short-term supportive housing program

- **Getting to Zero Vouchers and Case Management**—a rental assistance voucher program paired with supportive services

While some components are locally funded, Pathways to Employment and Getting to Zero were initially funded with a Sutter Health grant. Staff has since secured other grant funding to continue operating Pathways to Employment, but Getting to Zero is almost out of Sutter grant money. Unless new funding can be secured, the City may need to discontinue this innovative program, which has yielded positive results. Since being established in March 2016, Yolo County Housing, the program's operator, permanently housed 20 individuals with 100% remaining stably housed.