

## STAFF REPORT

**DATE:** July 30, 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  
Ginger Hashimoto, Management Analyst

**SUBJECT:** Homeless Respite Center – Follow Up Discussion

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### **Recommendation**

1. Receive the attached report examining the feasibility of piloting a one-year day and overnight shelter for persons experiencing homelessness in Davis
2. Provide staff with direction for next steps

### **Fiscal Impact**

The fiscal impact for this item is dependent upon further Council direction, but preliminary one-year cost estimates range from \$80,000 to \$532,500. While the City has not allocated any funds for the project in its FY 2019-20 budget, staff will research potential funding sources when appropriate.

### **Council Goal(s)**

This item aligns with Council's goal of ensuring a safe, healthy, and 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**

***Summary of Council Directive.*** On February 19, 2019, Mayor Brett Lee proposed examining the feasibility of establishing a one-year respite center pilot to serve individuals experiencing unsheltered homelessness in Davis. As proposed by the Mayor, the respite center would be sited on city-owned property and would be comprised of the following two components:

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

The City Council asked staff to research the concept and return with options for implementation.

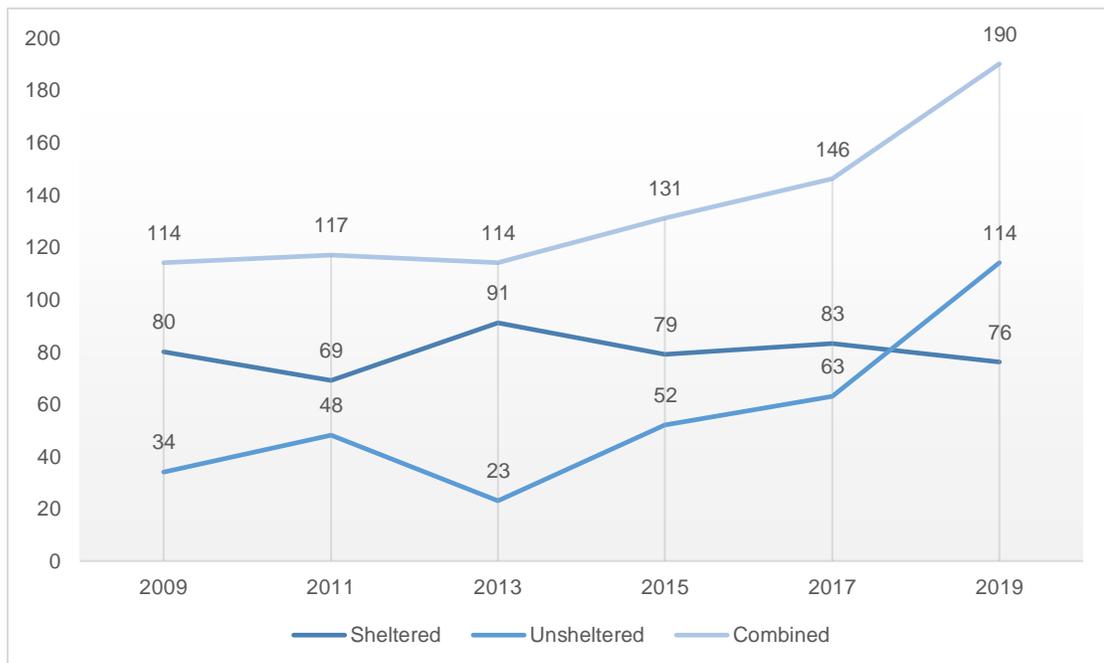
**Other Background Information.** Since the City Council’s directive, several things have transpired that underscore the importance of addressing homelessness in Davis including the release of final 2019 point-in-time count numbers, the completion of a resident satisfaction survey, and the creation of a community action plan.

- 2019 Point-in-Time Count Numbers.** Every other year during the last 10 days in January, the U.S. Department of Housing and Urban Development (HUD) requires local Continuums of Care (CoCs) to conduct a count of the number of individuals experiencing unsheltered and sheltered homelessness within their designated geographic region. For Davis, the CoC’s geographic area is Yolo County.

According to recently released 2019 point-in-time count data, 190 persons experience homelessness on any given night in Davis. Of the 190 persons, 114 experienced unsheltered homelessness and the remaining 76 experience sheltered homelessness. This number reflects a 30% increase from the last point-in-time count when the number of persons experiencing homelessness was 146.

Countywide, the numbers depict a similar trend. In 2017, Yolo County reported 397 persons experiencing homelessness on any given night, but in 2019, the total rose to 655. It is important to note that this data is likely an undercount. It is also important to note that this data does not track people who fall into and out of homelessness over time, as it only represents a snapshot in time.

**Figure 1: City of Davis Point-in-Time Count Data from 2009 through 2019**



- [2019 Resident Satisfaction Survey](#). The City recently conducted a statistically significant resident satisfaction survey. Survey respondents identified lack of affordable housing (31%); growth/development and land use/sustainability (10%); and homelessness (7%) as the City's most important problems. Of particular note, the 2019 survey marked the first time residents identified homelessness as a problem, as the City asked the same question back in 2007 and 2014.
- [2019-22 Community Action Plan to Address Homelessness](#). In May and June 2019, local nonprofit Davis Opportunity Village (DOVe) invited stakeholders representing all sectors to participate in a series of planning workshops with the goal of creating a three-year community action plan to address homelessness. As shared by DOVe at the July 9, 2019 City Council meeting, the resulting plan features five goals and DOVe will convene a public-private steering committee to oversee implementation of the plan. While the City's efforts are not necessarily a component of the plan, Council agreed to consider the plan as context when making homeless service related decisions.

### **Summary of Options**

Using Council's directive as a starting point, staff conducted extensive research and produced the attached report. As detailed in the report and summarized in Table 1 below, staff examined three options and three alternatives for how the City could establish and operate a one-year pilot.

- **Option I: Modular Units, Sleeping Cabins, and Minimal Staffing.** Option I most closely aligns with the Mayor's initial proposal of citing a day shelter and an overnight shelter, using sleeping cabins, on one campus. Alternatives I A and I B bifurcate the day and night components and cost them out separately. Council could choose to move forward with either the day shelter or the overnight shelter individually or site the shelters on two different locations.
- **Option II: Privately-Owned Building and Robust Staffing.** Option II, the most expensive, involves siting the day and overnight shelters in a privately-owned building. While this option would be the easiest to implement since much of the needed infrastructure would already exist, it would involve finding a suitable building in the private sector to rent. Alternative II A provides the cost for just the overnight shelter component.
- **Option III: Increased Support for Existing Nonprofit.** Option III, the least expensive, increases support for Davis Community Meals and Housing (DCMH) to expand the hours of operation for their current resource center located at 1111 H Street.

**Table 1: Summary of Options**

	Option I: Modular Units, Sleeping Cabins, and Minimal Staffing	Alternative I A: Day Shelter	Alternative I B: Overnight Shelter	Alternative I C: Day and Overnight Shelter, but Sited Separately	Option II: Privately-Owned Building and Robust Staffing	Alternative II A: Overnight Shelter	Option III: Increased Support for Existing Nonprofit
<b>Structure</b>	<ul style="list-style-type: none"> <li>▶ 1 12 x 60 modular unit for day shelter</li> <li>▶ 1 12 x 60 modular unit for restrooms and showers</li> <li>▶ 10 sleeping cabins for overnight shelter</li> </ul>	<ul style="list-style-type: none"> <li>▶ 1 12 x 60 modular unit for day shelter</li> <li>▶ 1 12 x 60 modular unit for restrooms and showers</li> </ul>	<ul style="list-style-type: none"> <li>▶ 10 sleeping cabins</li> <li>▶ 1 12 x 60 modular unit for restrooms and showers</li> <li>▶ 1 24 x 60 modular unit relocated from Public Works for meeting space</li> </ul>	<ul style="list-style-type: none"> <li>▶ Combine Alternative I A and I B</li> </ul>	<ul style="list-style-type: none"> <li>▶ 1 vacant building of at least 5,000 square feet for day shelter</li> <li>▶ 1 vacant building of at least 5,000 square feet for the overnight shelter</li> </ul>	<ul style="list-style-type: none"> <li>▶ 1 vacant building of at least 5,000 square feet for the overnight shelter component</li> </ul>	<ul style="list-style-type: none"> <li>▶ Already existing structure located at 1111 H Street</li> </ul>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>▶ Site preparation</li> <li>▶ Engineering</li> <li>▶ Temporary electricity and water</li> <li>▶ Electricity to sleeping cabins</li> <li>▶ 3,000 feet of rented privacy fencing</li> </ul>	<ul style="list-style-type: none"> <li>▶ Site preparation</li> <li>▶ Engineering</li> <li>▶ Temporary power and electricity to cabins</li> <li>▶ 3,000 feet of rented privacy fencing</li> </ul>	<ul style="list-style-type: none"> <li>▶ Site preparation</li> <li>▶ Engineering</li> <li>▶ Temporary power and electricity to cabins</li> <li>▶ 3,000 feet of rented privacy fencing</li> </ul>	<ul style="list-style-type: none"> <li>▶ Combine Alternative I A and I B</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minor modifications</li> <li>▶ 3,000 feet of privacy fencing</li> </ul>	<ul style="list-style-type: none"> <li>▶ Minor modifications</li> <li>▶ 1,500 feet of rented privacy fencing</li> </ul>	<ul style="list-style-type: none"> <li>▶ Not applicable</li> </ul>
<b>Staffing</b>	<ul style="list-style-type: none"> <li>▶ 1 FTE program manager to be hired by a nonprofit subcontractor</li> <li>▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor</li> </ul>	<ul style="list-style-type: none"> <li>▶ 1 FTE program manager to be hired by a nonprofit subcontractor</li> <li>▶ 0.4 FTE weekend attendant to be hired by a nonprofit subcontractor</li> </ul>	<ul style="list-style-type: none"> <li>▶ 1 FTE program manager to be hired by a nonprofit subcontractor</li> <li>▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor</li> </ul>	<ul style="list-style-type: none"> <li>▶ Combine Alternative I A and I B</li> </ul>	<ul style="list-style-type: none"> <li>▶ Partner with IRWS to operate the overnight shelter</li> <li>▶ 1 program manager to be hired by the City</li> <li>▶ 2 FTE case managers to be hired by a nonprofit subcontractor</li> <li>▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor</li> </ul>	<ul style="list-style-type: none"> <li>▶ Partner with IRWS</li> <li>▶ 1 FTE program manager to be hired by a nonprofit subcontractor</li> <li>▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor</li> </ul>	<ul style="list-style-type: none"> <li>▶ 2 FTE case managers to be hired by DCMH</li> </ul>
<b>Operations</b>	<ul style="list-style-type: none"> <li>▶ Cots, sleeping bags, food, utilities and other indirect costs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Food, utilities and other indirect costs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Cots, sleeping bags, food, utilities and other indirect costs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Combine Alternative I A and I B</li> </ul>	<ul style="list-style-type: none"> <li>▶ Staff time to oversee lease and improvements</li> <li>▶ Cots, sleeping bags, food, utilities, and other indirect costs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Staff to oversee lease and tenant improvements</li> <li>▶ Cots, sleeping bags, food, utilities, and other indirect costs</li> </ul>	<ul style="list-style-type: none"> <li>▶ Administration and other indirect costs</li> </ul>
<b>1-Year Cost Estimate</b>	<b>\$307,057</b>	<b>\$186,807</b>	<b>\$266,124</b>	<b>\$452,931</b>	<b>\$432,500 to \$532,500</b>	<b>\$231,250 to \$281,250</b>	<b>\$80,000</b>

### **Staff Recommendation**

In analyzing the options, staff realized that its recommendation depends on what goal the City Council hopes to achieve. Thus, the following paragraphs propose a goal accompanied by a recommendation. Staff recognizes that there are multiple permutations and the suggested goals/actions may not perfectly align with Council's thinking. The remainder of the report simply serves as a starting framework, from which staff hopes to obtain enough Council direction to narrow the scope of the project. This will enable staff to conduct community outreach as appropriate and return with a more detailed plan for implementation.

- **If the goal is to operate a short-term pilot to test an innovative concept and assess whether the concept is replicable, then staff recommends developing a detailed implementation plan for Option I (modular units, sleeping cabins, and minimal staffing) at the City owned site near the Dave Pelz overcrossing including a timeline, budget with identified funding sources, and a staffing strategy.**

Staff views this action as a short-term trial to expand the City's current continuum of emergency shelter options. While staff views the City's greatest emergency shelter need as establishing a permanent, year-round overnight shelter, the modular units and sleeping cabins could serve as an alternative for individuals who do not want to stay in a traditional shelter. Not only do the sleeping cabins offer more privacy, but they also offer greater flexibility in terms of accommodating individuals with ambulatory limitations or medical issues. Another benefit of Option I is that the structures are moveable and replicable in other locations if the pilot proves successful.

Staff is preliminarily recommending the Dave Pelz location because the site is close to public transportation, the site is adequate in size, and an emergency shelter is already a permitted use. While the land adjacent to the Community Gardens was identified as another potentially suitable location because it is centrally located and accessible by transit, it will require a conditional use permit and it will necessitate displacing plot holders. With the proximity to immediately adjacent residential neighborhoods as a possible concern, community outreach would be necessary in order to make a final determination.

A detailed implementation plan is necessary because many questions remain unresolved. For example, it is unclear what city staff will participate in this effort. While the option proposes to hire nonprofit staff, the pilot will still require significant city staff time for project startup and ongoing oversight. Engineering/building staff would need to manage the infrastructure component and ensure code compliance. Legal staff would need to create a liability waiver. Program staff would need to establish operating policies and procedures. Public safety staff would need to ensure the site is safe and secure. Administrative staff would need to execute contracts and monitor data collection efforts.

- **If the goal is to devise a long-term shelter plan to address the rising number of persons experiencing unsheltered homelessness in Davis, then staff recommends foregoing all options in lieu of examining the feasibility of siting a permanent, year-round overnight shelter at the Dave Pelz location or at an alternate location.**

While staff recognizes the need to act now, as mentioned above, staff views establishing a permanent, year-round overnight shelter as one of the greatest unmet gaps in the City's homeless services continuum. The need for overnight shelter is corroborated by the 2019 point-in-time count numbers, which depict an 81 percent rise (63 in 2017 to 114 in 2019) in the number of individuals experiencing unsheltered homelessness in Davis. Moreover, the recent community planning efforts and resulting homeless action plan developed by DOVe, identified overnight shelter as one of Davis' top five greatest needs and permanent, year-round overnight shelter as Davis' greatest shelter need.

Compounding the need, the Interfaith Rotating Winter Shelter (IRWS) has approached the City for help to transition to a permanent year-round site and their efforts to develop an infrastructure that includes paid professional staff. While volunteers have successfully managed and operated the IRWS for 12 years, leadership has publicly expressed concerns about its capacity to continue operating a rotating shelter using its current model of rotating every week and relying solely on volunteers.

A final reason is the myriad homeless service funding opportunities becoming available. For example, the FY 2019-20 State budget includes \$650 million in one-time grants for local jurisdictions to address homelessness and the State identifies emergency shelter construction as a priority activity. To capitalize on this opportunity, the City would need to develop a long-term shelter plan.

Lastly, it is important to acknowledge that, at this time, staff does not recommend including a day shelter component as part of a long-term shelter plan. This is because 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 facility that will include an expanded day shelter. Should the project receive entitlements, the expanded day shelter is likely to meet the community's day shelter need.

- **If the goal is to devise a short-term and long-term shelter plan to address the rising number of persons experiencing unsheltered homelessness in Davis, then staff recommends a short term site such as the Dave Pelz location while concurrently embarking on a broader analysis of long term shelter opportunities (including the identification of a publicly or privately owned site or building, a timeline, budget with identified funding sources, and a staffing strategy).**

Given the workload associated with undertaking both a short-term and a long-term plan, staff recommends foregoing the day shelter component in the short-term and long-term. For the short-term, not only does the City already have the 1111 H Street resource center, but day shelter did not emerge as a top priority from the DOVe action plan or from a needs survey completed by this year's IRWS participants. However, should Council view day shelter as a high priority, staff could incorporate a day shelter component or staff could site a day shelter using modular units on almost any location. For the long-term, staff already described its reasoning in Goal 2 above. Should DCMH receive project

entitlements and should DCMH need assistance in temporarily relocating its resource center, staff could explore a potential partnership at that time.

During the initial pilot period, which could be one year or longer if necessary, staff would utilize the time in parallel to evaluate the possibilities for longer term solutions either in existing building(s) or with construction of a facility or more robust modular facilities on a site such as the Dave Pelz site (or other publicly or privately held locations yet to be explored). IRWS could be a partner as they have expressed the specific desire to achieve one single shelter location with year-round overnight service and paid staffing.

### **Next Steps**

Staff requests that the City Council discuss the goal options outlined above and provide staff with direction to return with a more detailed plan (including staffing strategy, detailed cost estimate, funding sources, and implementation timeline) for Council consideration and action as soon as possible. The City Council may also wish to direct staff on desired community outreach depending upon the desired pathway and location.

### **Attachments**

1. A report examining the feasibility of piloting a one-year day and overnight shelter for persons experiencing homelessness in Davis

**A report examining the feasibility of  
piloting a one-year day and overnight  
shelter for persons experiencing  
homelessness in Davis**

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**July 2019**



# Introduction

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## Background

On February 19, 2019, Mayor Brett Lee proposed examining the feasibility of establishing a one-year respite center pilot to serve individuals experiencing unsheltered homelessness in Davis. As proposed by the Mayor, the respite center would be sited on city-owned property and would be comprised of the following two components:

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

The City Council asked staff to research the concept and return with options for implementation.

## Purpose

Using Council's directive as a starting point, staff conducted extensive research and produced this report. The purpose of this report is to share staff's findings and present three options for how the City could establish and operate a one-year pilot.

## Contents

The report contains five sections, one section for each option, a conclusion, and an appendix:

- ▶ **Section 1**—Option I: Modular units, sleeping cabins, and minimal staffing on city-owned property
- ▶ **Section 2**—Option II: Privately-owned building and robust staffing
- ▶ **Section 3**—Option III: Increased support for existing nonprofit
- ▶ **Section 4**—Conclusion
- ▶ **Section 5**—Appendix

## Important Notes

Prior to delving into the options, staff wanted to make three important notes about adjunct services and program administration.

### Adjunct Services

All options detailed below include the scheduling of partner agencies to be on site to deliver services, including income supports (County); behavioral health (County and nonprofits); food (Yolo Food Bank); employment (County and nonprofits); physical health (County and nonprofits); case management (County and nonprofits); and rent ready programming (Yolo County Housing). Staff has begun discussions with the County and nonprofit providers for some of the services detailed above. The City and partners can explore options for funding of additional adjunct services as needed.

### Program Administration

#### Low Barrier

To adhere to best practices, admission to the project needs to be low barrier. The City will not require participants to sign a service agreement or agree to case management to use the facilities and receive services. Past criminal records and the presence of chronic mental illness or drug addiction will not limit admission; however, behavior must fall within acceptable standards. Pets will be welcome.

#### Client-Centered

Client-centered goals will be the focus of case management services. Eligible participants in the day shelter and those occupying the overnight beds may access Getting to Zero vouchers and other available services.

#### Prioritize Serving the Most Vulnerable

The City will select individuals for the overnight shelter based on vulnerability; those with the greatest severity of need will receive preference for emergency shelter. Those with self-sufficiency skills and lower vulnerability will be referred to rapid rehousing programs.

## SECTION 1

# Option I: Modular Units, Sleeping Cabins, and Minimal Staffing on City-Owned Property

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Most closely resembling the Mayor's original proposal, Option I details the following recommendations for the shelter structure, infrastructure, staffing, and operations on city-owned land. The section continues with a discussion about potential locations and concludes with two alternatives.

## Structure

### Day Shelter Component

The structure for Option I's day shelter component entails renting two 12 x 60 modular units. One unit would serve as a temperature-controlled space where up to 48 participants could stay from 8 a.m. to 5 p.m. The second unit would feature seven bathrooms and eight showers. Staff made these assessments based on information shared by the Mobile Modular Management Corporation. The company is currently working with many cities for similar setups and provided the City of Hayward's full bids to use for Davis' cost estimating purposes.

Despite being mobile, as indicated in the one-year cost estimate column featured in Table 1, the modular units are expensive to install and to rent on a monthly basis. Given the high cost, Option I does not include a unit for laundry facilities, a unit for office space related to service provision, or a unit for the storage of participant belongings. With additional funding, the City could purchase, rent, or construct the additional facilities on site depending on the location chosen.

### Overnight Shelter Component

The structure for Option I's overnight shelter component entails building 10 sleeping cabins. Based on a model used in the City of Seattle, the sleeping cabins would include a building shell, insulation, windows, a standard door entry, flooring, plywood interior walls, and a privacy lock. According to the City of Seattle, the materials to construct one cabin cost approximately \$2,700. Option I assumes the City would secure donated labor to build the cabins.

Staff selected the sleeping cabin option as opposed to tents or other more temporary structures for several reasons including ease of mobility, longer life span, ability to shelter participants from the elements,

participant privacy, ease of compliance with building codes, and a more compassionate way to house people.

Nonetheless, under California law, municipalities may declare a shelter crisis when the health and safety of a significant number of residents are at risk. Doing so enables municipalities to house homeless people in designated public facilities and to suspend building, health, and safety standards that might ordinarily preclude using those facilities for shelter. Some cities have opted to use tent shelters. Despite this option, the City's Fire Marshal and Chief Building Official possess numerous concerns about relaxing standards and thus are unlikely to approve tents.

## Infrastructure

In terms of the infrastructure, Option I runs electricity to not only the modular trailers, but also to each individual sleeping cabin. Similar to the reasons why staff selected the sleeping cabin to serve as the preferred structure for the overnight component, staff is recommending that the cabins include electricity for not only ease of compliance with health and safety code, but also because it is a more compassionate way to house people.

## Staffing

Option I includes minimal staffing—one FTE program manager to work Monday through Friday from 8 a.m. to 5 p.m. and two FTE attendants to work complementary hours to cover the weekend and overnight hours. To maximize cost effectiveness, Option I recommends subcontracting with a nonprofit for both positions. While doing so would decrease costs, the tradeoff would be a loss of direct oversight. Staff recommends the use of trained volunteers up to three per day to staff the day shelter entrance and monitor the showers and bathrooms.

Another disadvantage with Option I is that the staffing only covers program administration. At this level, the staffing would not include any direct service provision, which means that facilitating exits to permanent housing or providing individualized case management is not likely, unless the participant is already connected to supportive services through another organization.

## Operations

In addition to the components listed above, staff estimates incurring numerous operating expenses. While Table 1 does not itemize the expenses, the total figure of \$20,000 includes estimates for cots, sleeping bags, laundry stipends, food, bathroom/shower cleaning, trash pickup, utilities, and other indirect costs related to daily operations.

**Table 1—Option I Summary: Modular Units, Sleeping Cabins, and Minimal Staffing**

Description		One-Year Cost Estimate	Advantages	Disadvantages
Structure	▶ 1 12 x 60 modular unit for day shelter	\$23,933 (includes installation and monthly rent) <sup>1</sup>	✓ Modular units and sleeping cabins are movable	✗ Onsite laundry facilities, private office space, and storage for participant belongings is cost prohibitive
	▶ 1 12 x 60 modular unit for restrooms and showers	\$43,624 (includes installation and monthly rent)	✓ No long term financial commitment	
	▶ 10 sleeping cabins	\$27,000 (includes cost for materials, but assumes donated construction labor)	✓ May be easy to replicate	
Infrastructure	▶ Site preparation	\$30,000		✗ Expensive to complete site preparation and run power for a one-year pilot ✗ Not many sites in Davis are suitable for this model ✗ May be objections from neighbors
	▶ Engineering	\$10,000		
	▶ Temporary electricity and water	\$5,000	✓ Modifications to land are reversible	
	▶ Electricity to sleeping cabins	\$15,000		
	▶ 3,000 feet of rented privacy fencing	\$22,500		
Staffing	▶ 1 FTE program manager to be hired by a nonprofit subcontractor	\$50,000	✓ More cost effective to hire a nonprofit subcontractor than utilize internal city staff	✗ Lacks the supportive services necessary to facilitate exits to permanent housing or provide individualized case management
	▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor	\$60,000		
Operations	▶ Cots, sleeping bags, food, utilities and other indirect costs	\$20,000		
		<b>\$307,057</b>		

<sup>1</sup> For a similar cost, the City could purchase used modular units for some components of the project. Alternatively, the City could also repurpose the modular units Public Works is decommissioning (See Appendix for more information).

## Location

When examining potential locations for Option I, staff heeded Council’s directive and only analyzed vacant city-owned parcels. To identify the most suitable locations, staff utilized the following criteria:

- ▶ **Size**—must possess 0.3 to 0.5 of a usable acre to accommodate the modular units and 10 sleeping cabins
- ▶ **Centrally located**—must be accessible to transit and easily walkable/bikeable from the Core Area
- ▶ **Utility availability**—must have access to electricity and water
- ▶ **Zoning**—must be in an area where the use is either a permitted use or a conditional use
- ▶ **Residential Buffer**—must possess some buffer to residences to mitigate neighborhood impacts

Table 2 summarizes potentially feasible parcels considered relative to the desired criteria.

**Table 2—City-Owned Parcels Considered Potentially Feasible Shelter Sites**

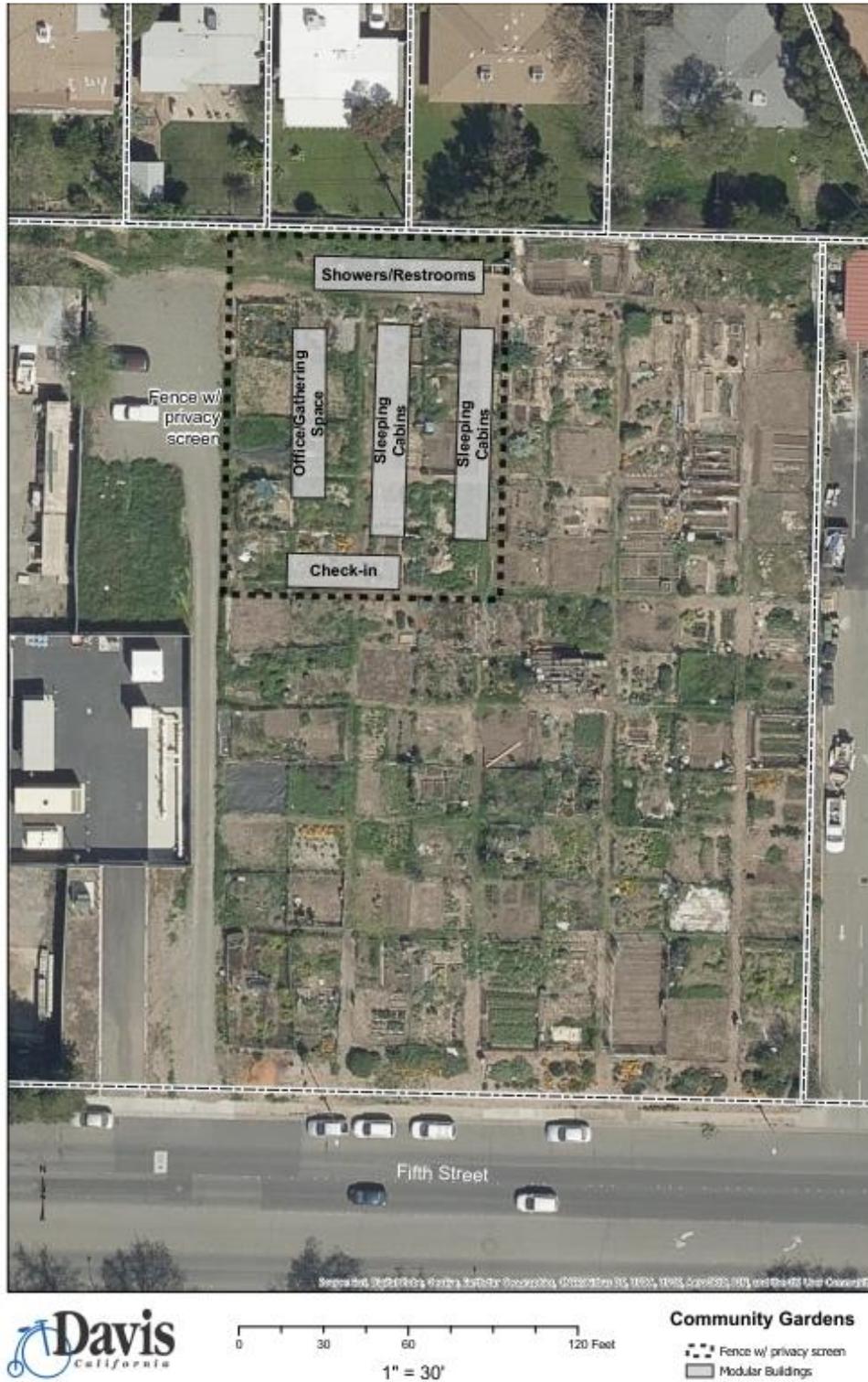
Location Address	Size in Acres	Centrally Located	Utility Availability	Zoning	Residential Buffer
1813 Fifth Street	✓	✓	✓	Conditional Use Permit	Sound wall buffer
3559 Second Street	✓	✓	✓	Permitted	✓
24998 County Road 102	✓	X	X	Yolo County	✓
1425 Wake Forest Drive	X	✓	✓	Permitted	X
504 Fifth Street	X	✓	✓	Permitted	X

In addition to the parcels listed above, staff reviewed numerous other city-owned parcels; however, staff ultimately deemed them too small or too remotely located. Those properties include land south of the Davis Municipal Golf Course; the Old Landfill at County Road 102; Howat Ranch at County Road 104 and 32A; and the Boy Scout Cabin property. Of the parcels staff identified as potentially feasible, staff identified 1813 Fifth Street (Community Gardens) and 3559 Second Street (under the Dave Pelz Bike Overcrossing) as the most suitable locations.

### 1813 Fifth Street (adjacent to Community Gardens)

The Community Gardens are located on the north side of Fifth Street between the City of Davis and the Davis Joint Unified School District Corporation Yards. Figure 1 features a rendering that depicts a potential layout of the modular units on land adjacent to the Community Gardens. As shown, the units are very close together and may require temporarily repurposing additional garden plots.

Figure 1—Potential Layout of Option I at the 1813 Fifth Street Location



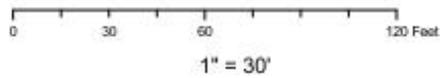
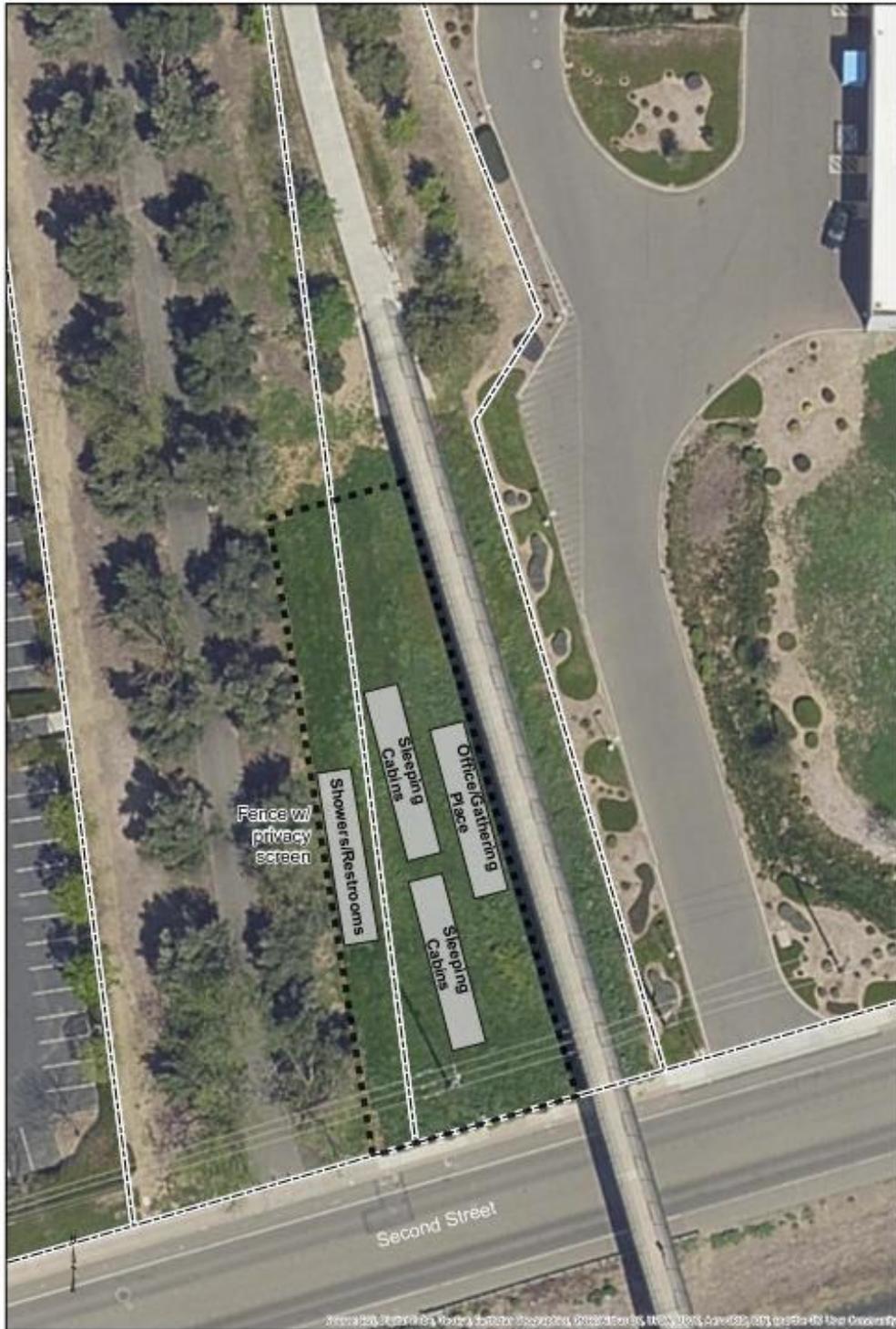
**Table 3—Advantages and Disadvantages of 1813 Fifth Street Location**

Advantages	Disadvantages
✓ City-owned property	✗ Onsite laundry is cost prohibitive
✓ Close to amenities	✗ Close to Davis Manor Neighborhood
✓ Located next to City buildings	✗ Would need to eliminate at least a row of community garden plots to accommodate space needs or shorten the length of the pilot program so as not to interfere with gardening season; current waiting lists for plots exist
✓ Partially hidden from traffic and noise	✗ Need to truck in food
✓ Access to public transportation	✗ Requires a Conditional Use Permit
✓ Has some utility hook-ups nearby	✗ May need to extend some utilities to buildings

**3559 Second Street (under the Dave Pelz Bike Overcrossing)**

Situated on the north side of Second Street, 3559 Second Street is located under the Dave Pelz Bike Overcrossing. At present, the City is storing wood chips on the land. Figure 2 features a rendering that depicts a potential layout of the modular units at this location. Like the Fifth Street option, staff estimates that the day shelter could accommodate up to 40 individuals at one time and the overnight shelter could sleep up to 15 individuals.

Figure 2—Potential Layout of Option I at 3559 Second Street Location



Dave Pelz OC

- Fence w/ privacy screen
- Modular Buildings

**Table 4—Advantages and Disadvantages of 3559 Second Street Location**

Advantages	Disadvantages
✓ City-owned property	✗ Onsite rented laundry is cost prohibitive
✓ Area is currently not in use	✗ Visible to traffic and noisy
✓ Size is adequate	✗ Not within walking distance to Davis downtown and services
✓ Close to public transportation	✗ Proximity to businesses
✓ Permitted use	✗ Need to truck in food
	✗ Overhead utility lines
	✗ Limited access along the bike path
	✗ Limited parking options
	✗ Proximity to railroad

# Alternatives

Should Council prefer an alternative, staff recommends considering the following:

- ▶ **Alternative I A:** Day shelter component only
- ▶ **Alternative I B:** Overnight shelter component only
- ▶ **Alternative I C:** Day and overnight components, but sited separately

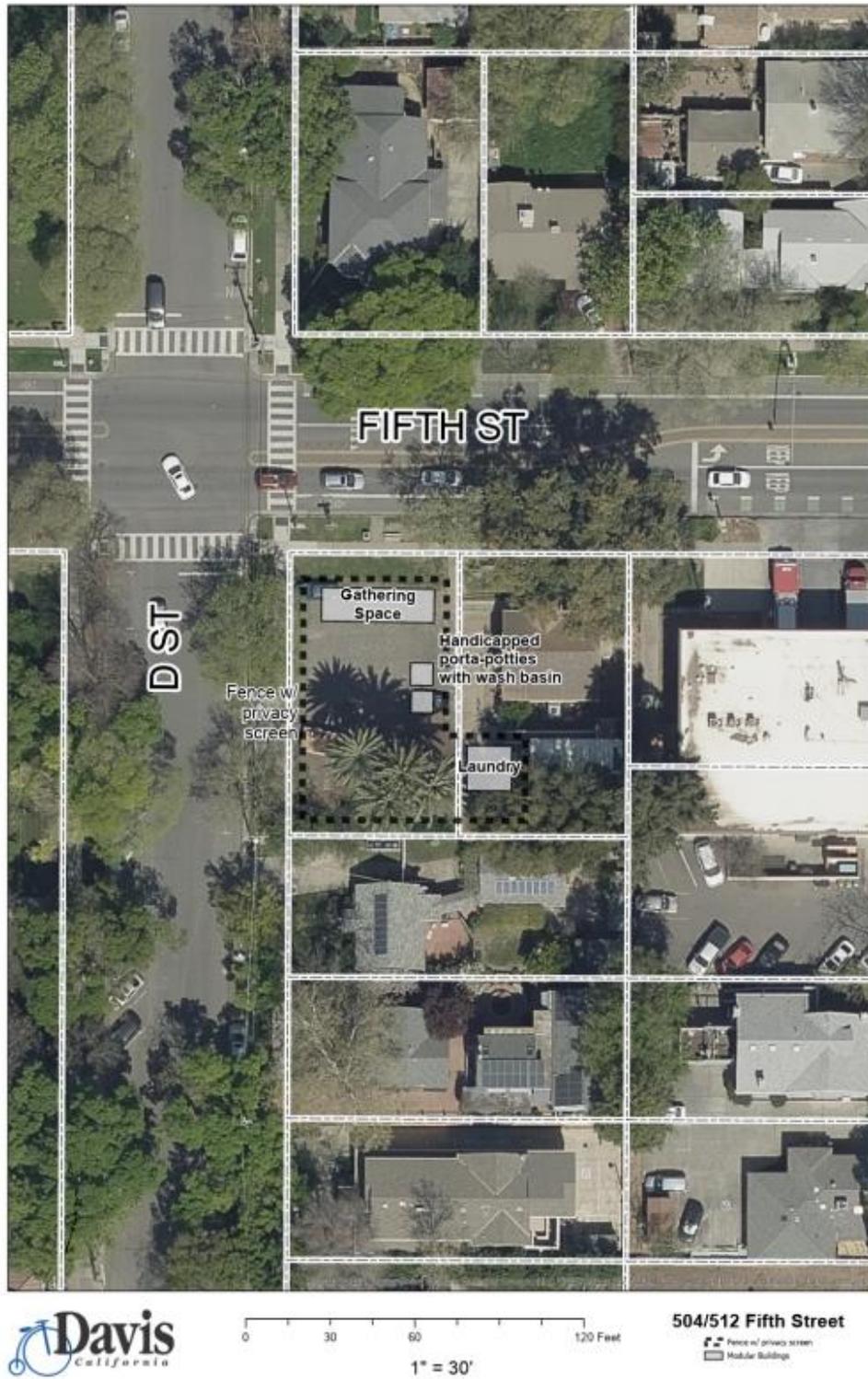
Tables 5, 6, and 7 detail one-year cost estimates for each alternative.

**Table 5—One-Year Cost Estimate for Alternative I A: Day Shelter Component Only**

	Description	One-Year Cost Estimate
Structure	▶ 1-12x60 modular unit for day shelter	\$23,933 (includes installation and monthly rent)
	▶ 1-12x60 modular unit for restrooms and showers	\$43,624 (includes installation and monthly rent)
Infrastructure	▶ Site preparation	\$20,000
	▶ Engineering	\$8,000
	▶ Temporary power	\$5,000
	▶ 1,500 feet of rented privacy fencing	\$11,250
Staffing	▶ 1 FTE program manager to be hired by a nonprofit subcontractor	\$65,000
	▶ 0.4 FTE weekend attendant to be hired by a nonprofit subcontractor	
Operations	▶ Food, utilities and other indirect costs	\$10,000
		<b>\$186,807</b>

For this alternative, one potential location is 512 Fifth Street, where the City currently operates its New Pathways short-term supportive housing program. Figure 3 depicts a potential layout. Given the parcel’s limited size, the City would have to forego a restroom/shower modular unit and utilize handicapped porta-potties instead. The City could however convert an existing detached garage into a laundry facility.

Figure 3—Potential Layout of Alternative I A at 512 Fifth Street

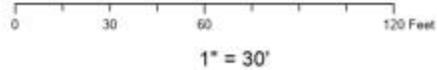


**Table 6—One-Year Cost Estimate for Alternative I B: Overnight Shelter Component Only**

	Description	One-Year Cost Estimate
Structure	▶ 10 sleeping cabins	\$27,000 (includes cost for materials, but assumes donated construction labor)
	▶ 1 12 x 60 modular unit for restrooms and showers	\$43,624 (includes installation and monthly rent)
	▶ 1 24 x 60 modular relocated from Public Works corporation yard for staff office/meeting space	\$10,000 (one-time relocation cost)
Infrastructure	▶ Site preparation	\$15,000
	▶ Engineering	\$8,000
	▶ Temporary power and electricity to cabins	\$20,000
	▶ 3,000 feet of rented privacy fencing	\$22,500
Staffing	▶ 1 FTE program manager to be hired by a nonprofit subcontractor	\$50,000
	▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor	\$60,000
Operations	▶ Cots, sleeping bags, food, utilities and other indirect costs	\$10,000
		<b>\$266,124</b>

For this alternative, one potential location is 3559 Second Street, under the Dave Pelz overcrossing. Figure 4 depicts a potential layout if it were just the sleeping cabin component with a restroom/shower modular as well as a repurposed modular for office/gathering space.

Figure 4—Potential Layout of Alternative I B at 3559 Second Street



Dave Pelz OC

- Fence w/ privacy screen
- Modular Buildings

**Table 7—One-Year Cost Estimate for Alternative I C: Day and Overnight Components, but Sited Separately**

	Description	One-Year Cost Estimate
Structure	Day Shelter	
	▶ 1-12x60 modular unit for day shelter	\$23,933 (includes installation and monthly rent)
	▶ 1-12x60 modular unit for restrooms and showers	\$43,624 (includes installation and monthly rent)
	Overnight Shelter	
	▶ 10 sleeping cabins	\$27,000 (includes cost for materials, but assumes donated construction labor)
	▶ 1 12 x 60 modular unit for restrooms and showers	\$43,624 (includes installation and monthly rent)
	▶ 1 24 x 60 modular relocated from Public Works corporation yard for staff office/ meeting space	\$10,000 (one-time relocation cost)
Infrastructure	Day Shelter	
	▶ Site preparation	\$20,000
	▶ Engineering	\$8,000
	▶ Temporary power	\$5,000
	▶ 1,500 feet of rented privacy fencing	\$11,250
	Overnight Shelter	
	▶ Site preparation	\$15,000
	▶ Engineering	\$8,000
	▶ Temporary power and electricity to cabins	\$20,000
	▶ 3,000 feet of rented privacy fencing	\$22,500

Staffing	Day Shelter	
	▶ 1 FTE program manager to be hired by a nonprofit subcontractor	\$50,000
	▶ 0.4 FTE weekend attendant to be hired by a nonprofit subcontractor	\$15,000
	Overnight Shelter	
	▶ 1 FTE program manager to be hired by a nonprofit subcontractor	\$50,000
	▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor	\$60,000
Operations	Day Shelter	
	▶ Food, utilities and other indirect costs	\$10,000
	Overnight Shelter	
	▶ Cots, sleeping bags, food, utilities and other indirect costs	\$10,000
		\$452,931

For this alternative, the cost is relatively high because each site would require its own infrastructure as well as staff oversight.

## SECTION 2

# Option II: Privately-Owned Building and Robust Staffing

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Mirroring the framework of Option I, the following section details recommendations for Option II's structure, infrastructure, staffing, and operations. The section continues with a discussion about potential locations and concludes with an alternative.

## Structure

The structure for Option II entails using space in a vacant privately-owned building. Unlike Option I, the day and overnight components can be combined within the same structure. The major advantage to this model is that the City can easily comply with existing building, health, and safety codes. Moreover, participants can benefit from housing standards that compassionately meets basic human needs. At 10,000 square feet, staff estimates that the day shelter could serve up to 50 individuals at one time and an overnight capacity of up to 50 individuals each night.

## Infrastructure

Buildings may require minor modifications to accommodate use as a day or overnight shelter. The budget reflects dollars for this purpose.

## Staffing

This robust staffing model includes five paid staff: one FTE City-employed program manager during normal weekday hours; two FTE case managers to be hired by a nonprofit subcontractor during normal weekday hours; two FTE attendants to be hired by a nonprofit subcontractor to work complementary hours to cover the weekend and overnight hours; and trained volunteers seven days a week to provide additional support.

A major advantage to this option is that a building allows for the integration of the Interfaith Rotating Winter Shelter (IRWS) to be co-located at the site. The IRWS, primarily a volunteer run organization operating for the past 12 winters, is a well-respected enterprise within Davis that has provided hundreds of shelter-bed nights to vulnerable individuals over the years. In need of a single location, the integration of the IRWS within this structure brings much needed expertise and volunteers to this project. As a result,

more vulnerable individuals can be sheltered under one roof and the expansion of an emergency shelter beyond 15 weeks becomes a reality.

Although it is the costliest option at \$432,500 to \$532,500 for one year of operations if sited in a privately-owned building, this service delivery model adheres to national best practices and lessons learned from local initiatives, such as Bridge to Housing in West Sacramento, New Pathways in Davis, and Davis Community Meals and Housing's Day Shelter and Resource Center at 1111 H Street. Robust staffing costs, deemed as integral to successful outcomes, increase the total cost of Option I, which also includes day and overnight components, by 55 to 73 percent.

## **Operations**

Like Option I, Option II includes \$20,000 in costs for cots, sleeping bags, food, bathroom/shower cleaning, trash pickup, utilities, and other indirect costs related to daily operations.

**Table 8—Option II Summary: Privately-Owned Building and Robust Staffing**

Description		One-Year Cost Estimate	Advantages	Disadvantages
Structure	▶ 1 vacant building of at least 5,000 square feet for day shelter component	\$75,000 to \$125,000 (estimated fair market rent)	<ul style="list-style-type: none"> <li>✓ Onsite laundry facilities, private office space, and storage for participant belongings is feasible</li> <li>✓ Possible showers with modifications</li> <li>✓ Bathrooms</li> <li>✓ Expedited implementation</li> <li>✓ Likely a permitted use</li> </ul>	<ul style="list-style-type: none"> <li>✗ Not many vacant buildings of the necessary size available in Davis</li> <li>✗ Possible adjacent property owner concerns</li> </ul>
	▶ 1 vacant building of at least 5,000 square feet for the overnight shelter component	\$75,000 to \$125,000 (estimated fair market rent) <sup>2</sup>		
Infrastructure	▶ Minor modifications	\$20,000 <sup>3</sup>	<ul style="list-style-type: none"> <li>✓ Besides minor modifications, all other infrastructure already exists</li> </ul>	<ul style="list-style-type: none"> <li>✗ Building rented as-is resulting in unknown costs</li> </ul>
	▶ 3,000 feet of privacy fencing	\$22,500		
Staffing	▶ Partner with IRWS to operate the overnight shelter component	\$0	<ul style="list-style-type: none"> <li>✓ Aligns IRWS' desire to operate out of one site with the City's need for overnight shelter staffing and capitalizes on IRWS' large volunteer base and expertise</li> </ul>	
	▶ 1 program manager to be hired by the City	\$80,000		
	▶ 2 FTE case managers to be hired by a nonprofit subcontractor	\$70,000	<ul style="list-style-type: none"> <li>✓ Enables direct service provision, which is likely to result in more successful outcomes</li> </ul>	<ul style="list-style-type: none"> <li>✗ Expensive</li> </ul>
	▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor	\$60,000	<ul style="list-style-type: none"> <li>✓ Capitalizes on the cost effectiveness of subcontracting, while allowing the City to maintain oversight</li> </ul>	
Operations	▶ Staff time to oversee lease and improvements	\$10,000		
	▶ Cots, sleeping bags, food, utilities, and other indirect costs	\$20,000		
		\$432,500 to \$532,500		

<sup>2</sup> \$125,000 is the estimated fair market value of rent in the core area for a 5,000 square-foot building (\$1.50/sq. ft.) and is considered a high-end value. Negotiations should result in lower rent depending on location and amenities.

<sup>3</sup> The City could negotiate tenant improvements.

## Location

Staff will identify locations if Council directs staff to develop this option further.

## Alternative

Should Council prefer an alternative, staff recommends considering only operating the overnight shelter component paired with reduced staffing. Table 9 features a one-year cost estimate.

**Table 9—One-Year Cost Estimate for Alternative II A: Overnight Shelter Component Only**

	Description	One-Year Cost Estimate
Structure	▶ 1 vacant building of at least 5,000 square feet for the overnight shelter component	\$75,000 to \$125,000 (estimated fair market rent)
Infrastructure	▶ Minor modifications	\$20,000
	▶ 1,500 feet of rented privacy fencing	\$11,250
Staffing	▶ Partner with IRWS	\$0
	▶ 1 FTE program manager to be hired by a nonprofit subcontractor	\$50,000
	▶ 2 FTE weekend and overnight attendants to be hired by a nonprofit subcontractor	\$60,000
Operations	▶ Staff to oversee lease and tenant improvements	\$5,000
	▶ Cots, sleeping bags, food, utilities, and other indirect costs	\$10,000
		\$231,250 to \$281,250

## SECTION 3

# Option III: Increased Support for Existing Nonprofit

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In this option, the City would partner with Davis Community Meals and Housing (DCMH), the only operator of an existing day shelter in Davis, to expand its current capacity. Staff discussed this possibility with Bill Pride, Executive Director of DCMH. Although possibly interested in discussing sometime later this year, Mr. Pride explained his current workload precludes him from undertaking expansion efforts at this time.

DCMH operates a Resource Center and Day Shelter at 1111 H Street open during the week from 8 am to noon. The Resource Center and Day Shelter offers basic needs such as food, clothing, and personal hygiene products. Individuals and families have access to a telephone, transportation arrangements, mail address service, and referrals to supportive services. The Day Shelter has one bathroom/shower for use by the participants, one washer/dryer unit, a living room with a television, and a backyard for people to stay during the day.

Currently, its overnight capacity includes two emergency shelter beds and 10 transitional beds. Due to the tight quarters (four individuals sleep in each room; three rooms in total), DCMH only admits individuals who are clean and sober to its emergency shelter and transitional housing programs.

This option proposes an increase in the services at 1111 H Street in the short run and, if necessary, in the future, partners with DCMH to locate the day and overnight functions to another site.

## Structure

In this option, the City would partner with DCMH to increase its day shelter capacity at the 1111 H Street site. Although plans are underway to re-build the structure to increase both its day and overnight capacity, the City Council is not yet scheduled to review and act upon the proposal.

The major advantage to this option is that the structure, although limited, currently operates as a day and overnight shelter.

## Day Shelter Component

This option provides funding to DCMH to extend the day shelter component to 40 hours per week seven days a week.

## Overnight Shelter Component

Not applicable. Bill Pride explained that its overnight capacity could not expand due to the physical limitations of the house.

## Infrastructure

Not applicable.

## Staffing

Preliminary discussions suggest the need for an additional two FTE case managers to operate the day shelter from noon to 5 p.m. during the week and from 8 a.m. to 5 p.m. on Saturday and Sundays.

## Operations

Staff estimates \$10,000 in administrative costs.

**Table 10—Option III Summary: Increased Support for Existing Nonprofit**

	Description	One-Year Cost Estimate	Advantages	Disadvantages
Structure	▶ Already existing structure located at 1111 H Street	\$0	<p>✔ Structure already exists</p>	<p>✘ May need to be temporarily relocated if the City Council approves Paul's Place</p> <p>✘ Not near downtown for access to services</p>
Infrastructure	▶ Not applicable			
Staffing	▶ 2 FTE case managers to be hired by DCMH	\$70,000	<p>✔ Existing trained staff with experience operating a day and overnight shelter</p>	
Operations	▶ Administration and other indirect costs	\$10,000		
		<b>\$80,000</b>		

## SECTION 4

# Conclusion

This report outlines three options and four alternatives:

- ▶ **Option I: Modular Units, Sleeping Cabins, and Minimal Staffing on City-owned Property**
  - **Alternative I A: Day Shelter Only**
  - **Alternative I B: Overnight Shelter Only**
  - **Alternative I C: Day and Overnight Components, but Sited Separately**
- ▶ **Option II: Privately-Owned Building and Robust Staffing**
  - **Alternative II A: Overnight Shelter Only**
- ▶ **Option III: Increased Support for Existing Nonprofit**

Per Table 11 below, estimated costs range from \$80,000 to \$532,500 with the nonprofit option as the most cost efficient and a building and robust staffing as the costliest.

**Table 11– Summary of One-Year Cost Estimates**

Description	One-Year Cost Estimate
▶ <b>Option I: Modular Units, Sleeping Cabins, and Minimal Staffing on City-Owned Property</b>	<b>\$307,057</b>
• <b>Alternative I A: Day Shelter Only</b>	<b>\$171,807</b>
• <b>Alternative I B: Overnight Shelter Only</b>	<b>\$229,874</b>
• <b>Alternative I C: Day and Overnight Components, but Sited Separately</b>	<b>\$452,931</b>
▶ <b>Option II: Privately-Owned Building and Robust Staffing</b>	<b>\$432,500 to \$532,500</b>
• <b>Alternative II A: Overnight Shelter Only</b>	<b>\$231,250 to \$281,250</b>
▶ <b>Option III: Increased Support for Existing Nonprofit</b>	<b>\$80,000</b>

## Staff Recommendation

In analyzing the options, staff realized that its recommendation depends on the City Council's goal. Thus, the following paragraphs propose a goal accompanied by a staff recommendation.

**Goal 1: Operate a short-term pilot to test an innovative concept and assess whether the concept is replicable.**

If this is the City Council's goal then staff recommends developing a detailed implementation plan for Option I (modular units, sleeping cabins, and minimally staffing) at the Dave Pelz location including a timeline, budget with identified funding sources, and a staffing strategy. Staff views this action as a short-term trial to expand the City's current continuum of emergency shelter options.

While staff views the City's greatest emergency shelter need as establishing a permanent, year-round overnight shelter, the modular units and sleeping cabins could serve as an alternative for individuals who do not want to stay in a traditional shelter. Not only do the sleeping cabins offer more privacy, but they also offer greater flexibility in terms of accommodating individuals with ambulatory limitations or medical issues. Another benefit of Option I is that the structures are moveable and replicable in other locations if the pilot proves successful.

Staff is recommending the Dave Pelz location because the site is close to public transportation, the site is adequate in size, and an emergency shelter is already a permitted use. While staff identified the land adjacent to the Community Gardens as another potentially suitable location, staff does not recommend the site because it will require a conditional use permit and it may necessitate displacing plot holders. Staff is also concerned about the proximity to residential neighborhoods.

A detailed implementation plan is necessary because many questions remain unresolved. For example, it is unclear what city staff will participate in this effort. While the option proposes to hire nonprofit staff, the pilot will still require significant city staff time for project startup and ongoing oversight. Engineering/building staff would need to manage the infrastructure component and ensure code compliance. Legal staff would need to create a liability waiver. Program staff would need to establish operating policies and procedures. Public safety staff would need to ensure the site is safe and secure. Administrative staff would need to execute contracts and monitor data collection efforts.

**Goal 2: Devise a long-term shelter plan to address the rising number of persons experiencing unsheltered homelessness in Davis.**

While staff recognizes the need to act now, as mentioned above, staff views establishing a permanent, year-round overnight shelter as one of the greatest unmet gaps in its homeless services continuum. Therefore, if this is Council's goal, staff recommends foregoing all options in lieu of examining the feasibility of siting a permanent, year-round overnight shelter at the Dave Pelz location or at an alternate location.

The need for overnight shelter is corroborated by the 2019 point-in-time count numbers, which depict an 81 percent rise (63 to 114) in the number of unsheltered individuals from 2017 to 2019. Compounding this need, the recent community planning efforts and resulting homeless action plan developed by DOVe, identified overnight shelter as one of Davis' top five greatest needs and permanent, year-round overnight shelter as Davis' greatest shelter need.

Moreover, the Interfaith Rotating Winter Shelter (IRWS) has formally asked for the City's help to transition to a permanent year-round site and to develop an infrastructure that includes paid professional staff. While volunteers have successfully managed and operated the IRWS for 12 years, leadership has publicly expressed concerns about its capacity to continue operating a rotating shelter using its current model of rotating every week and relying solely on volunteers.

A final reason is the myriad homeless service funding opportunities becoming available. For example, the FY 2019-20 State budget includes \$650 million in one-time grants for local jurisdictions to address homelessness and the State identifies emergency shelter construction as a priority activity. To capitalize on this opportunity, the City needs to develop a long-term shelter plan.

Lastly, it is important to acknowledge that, at this time, staff does not recommend including a day shelter component as part of its long-term shelter plan. This is because 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 facility that will include an expanded day shelter. Should the project receive entitlements, the expanded day shelter is likely to meet the community's day shelter need.

**Goal 3: Devise a short-term and long-term shelter plan to address the rising number of persons experiencing unsheltered homelessness in Davis.** If this is Council's goal, staff recommends developing a detailed implementation plan for Option II A (privately-owned building for an overnight shelter only) including the identification of a building, a timeline, budget with identified funding sources, and a staffing strategy for a one-year pilot. Concurrent with the implementation for Option II A, examine the feasibility of siting a permanent, year-round emergency shelter at the Dave Pelz location or an alternate location.

Given the workload associated with undertaking both a short-term and a long-term plan, staff recommends foregoing the day shelter component in the short-term and long-term. For the short-term, not only does the City already have the 1111 H Street resource center, but day shelter did not emerge as a top priority from the DOVe action plan or from a needs survey completed by this year's IRWS participants. However, should Council view day shelter as a high priority, staff could incorporate a day shelter component into the building option or staff could site a day shelter using modular units on almost any location. For the long-term, staff already described its reasoning in Goal 2 above. Should DCMH receive project entitlements and should DCMH need assistance in temporarily relocating its resource center, staff could explore a potential partnership at that time.

There are several benefits to using a building as a short-term solution. First, the building would already possess much of the needed infrastructure, thereby reducing the amount of engineering/building staff time necessary to prepare the site. For this reason, staff could likely get this option up and running much faster than the other options. Second, the building's capacity is likely to serve at least five times the number of unsheltered individuals than the sleeping cabin option. Third, the City could partner with the IRWS, which would not only address its desire for one location, but capitalize on its volunteer support to lower project costs. Additionally, the partnership would give IRWS the opportunity to try operating a year-round shelter and see if it possesses the capacity to operate a permanent, year-round shelter in the future.

For the long-term solution, staff already described its reasoning in Goal 2 above.

## Potential Funding Sources

To offset the cost of the project, staff identified the following non-local funding sources.

### Homeless Emergency Aid Program

A block grant intended to assist local jurisdictions in addressing homelessness, the Homeless Emergency Aid Program (HEAP) allocates \$500 million in one-time flexible funding to cities, counties, and Continuums of Care (CoCs). In September 2018, the State began releasing funds as part of an initial round. Given the City's size, Davis did not receive a direct allocation, but had to compete for funds via a local competition administered by the Yolo County CoC.

In Round 1, the Yolo County CoC received \$1.34 million, of which, Davis received \$129,000 to continue operation of its Pathways to Employment Program. For funds not applied for in Round 1, the State will redistribute the remaining funds and open a second round. Staff anticipates Round 2 to open within the next few months. While funding an emergency shelter constitutes an eligible activity, the timing of this grant opportunity may pose a challenge.

### Permanent Local Housing Allocation (PLHA) Program

Part of a 15 bill-housing package passed in 2017, Senate Bill 2 established the Permanent Local Housing Allocation (PLHA) Program. Meant to provide local jurisdictions with a permanent funding source for affordable housing, PLHA enacted a \$75 charge on most real estate transactions. Beginning in calendar year 2019, PLHA is set to allocate 70 percent of the revenue generated to local governments for eligible housing related projects.

In early May 2019, the State released draft program guidelines. According to the guidelines, funding the construction and operation of emergency shelters constitutes an eligible project. The State will disburse funds according to the same methodology used to determine the City's federal fiscal year 2017 Community

Development Block Grant (CDBG) entitlement allocation. This means the City is likely to receive an annual non-competitive allocation of approximately \$570,931.

### Other State Funding Pledged in the Governor's Budget

In addition to the state funding opportunities listed above, the State FY 2019-20 budget includes \$650 in one-time General Funds for local governments to construct emergency shelters, navigation centers, or supportive housing.

### Cost-Share Agreement with Yolo County

Lastly, the City could pursue a cost-share agreement with Yolo County for costs that fall to the locality. Preliminary conversations with County leadership indicate a willingness to consider contributing as much as 50 percent of the local share.

## Acknowledgments

The research team for this report included:

- ▶ Anne Brunette, City Liaison, City of Davis
- ▶ Ryan Collins, Homeless Outreach and Services Coordinator, City of Davis
- ▶ Madeline Handy, Student and Intern, UC Davis
- ▶ Ginger Hashimoto, Management Analyst, City of Davis
- ▶ Joan Planell, Social Services Consultant, City of Davis

The team also consulted with the following individuals:

- ▶ Lisa A. Baker, Chief Executive Officer, Yolo County Housing
- ▶ Brett Lee, Mayor, City of Davis
- ▶ Greg Mahoney, Chief Building Official, City of Davis
- ▶ Gloria Partida, Mayor Pro Tem, City of Davis
- ▶ William Pride, Executive Director, Davis Community Meals and Housing
- ▶ Darren Pytel, Police Chief, City of Davis
- ▶ Patrick Sandholdt, Fire Marshal, City of Davis
- ▶ Don Saylor, Supervisor, Yolo County
- ▶ Nolan Sullivan, Branch Director, Yolo County Health and Human Services Agency

## SECTION 5

# Appendix

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## Alternatives to full rental of Modular Units

Rather than renting modular units for the respite center the City could explore purchasing used modular units or recycling city owned modular units. There are two concepts for purchasing the modular units. The first is purchasing the units using grant funds intended to address homelessness issues. The units would be restricted to that use consistent with the terms of the funding sources. The second concept would be for the City to use Public Safety Impact fees to purchase used modulars. At the completion of the program the units would be stored for future public safety emergencies/needs. The second concept would be to repurpose existing city owned modulars. Currently, there are two 24' x 60' offices trailers in the Public Works Corporation yard that are slated for replacement. Both units are in good enough condition to be used for the project. The costs for reuse would depend on where they are relocated to and how much it costs to move them and set them up. The cost is estimated to be less than the rental of the proposed 12' x 60' trailer. Best-case scenario would be for the location to result in a permanent location with no further movement of the units. The intent of both concepts is to acquire rather than rent used modular units. There would be an unknown cost for moving and setting up the modular under either concept. These alternatives save on the annual rent and provide city resources for future needs.

### 12' x 60' offices

\$16,253 for delivery and removal

\$7,740 yearly rent (\$645/monthly)

**\$23,993 Total yearly costs for rental (purchase cost approximately \$20,000-\$27,000)**

### 12' x 60' Restroom with showers (separate men's and women's sides approximately 4 toilets and 4 showers each side)

\$17,740 for delivery and removal

\$26,244 Yearly rent (\$2,187/monthly)

**\$43,984 Total yearly costs (purchase cost approximately \$45,000)<sup>4</sup>**

**8' x 12' small offices/storage (purchase cost approximately \$12,000-\$15,000)**

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<sup>4</sup> Staff has been unable to confirm the availability and cost of the restroom unit from the rental company. They had previously indicated that they could find units for purchase.

## Declaration of a Shelter Crisis

As mentioned in Section 1, the State permits local governments to declare a shelter crisis when a significant number of persons cannot obtain shelter, resulting in a threat to their health and safety.

Pursuant to Government Code Title 2, Division 1, Chapter 7.8 [8698.1], the crisis declaration temporarily suspends strict compliance with some performance standards:

*The political subdivision shall be immune from liability for ordinary negligence in the provision of emergency housing pursuant to Section 8689.2. the limitation of liability shall apply only to conditions, acts, or omissions directly related to, and which would not occur but for, the provision of emergency housing. This section does not limit liability for grossly negligent, reckless, or intentional conduct, which causes injury.*

*The provisions of any state or local regulatory statute, regulation, or ordinance prescribing standards of housing, health, or safety shall be suspended to the extent that strict compliance would in any way prevent, hinder, or delay the mitigation of the effects of the shelter crisis. Political subdivisions may, in place of such standards, enact municipal health and safety standards to be operative during the housing emergency consistent with ensuring minimal public health and safety. The provisions of this section apply only to additional public facilities open to the homeless pursuant to this chapter.*

In order to receive Homeless Emergency Aid Program (HEAP) funding, the State required jurisdictions with a Continuum of Care that reported 1,000 homeless people or more in its 2017 point-in-time count to declare a shelter crisis. Since the Yolo County CoC only reported 459 homeless people, Davis did not have to declare a crisis in order to receive HEAP funds.

For more information, please visit the State of California Business, Consumer Services, and Housing Agency's HEAP website: [https://www.bcsb.ca.gov/hcfc/aid\\_program.html](https://www.bcsb.ca.gov/hcfc/aid_program.html). The same State agency provides emergency housing standards, which were codified into the California Building Code setting minimum standards for emergency housing. The California Fire Code Chapter 3 provides additional standards.

## Zoning Information

In declaring an Emergency, the City has wide latitude under its State Constitutional powers to take any actions necessary to address the health and safety of the community. The City of Davis has the legal right to enact police powers to protect the public health, safety and welfare of its residents. This right is set forth in the California Constitution, which states, "A county or city may make and enforce within its limits all local, police, sanitary, and other ordinances and regulations not in conflict with general laws." (California Const. at. XI, section 7). The capacity to enact ordinances to protect the health, safety and welfare is important in the land use context because it confers very broad rights to adopt regulations that implement local land use vision and values, so long as laws enacted by a city are not in conflict with state general laws.

For the purposes of this report, it is assumed that every attempt would be made to locate a Shelter in a location where the use is either a permitted or conditional use. The Shelter is consistent with several land uses defined in the City of Davis Municipal Code Zoning, such as Emergency Shelter, Transitional Housing, Supportive Housing, Single Room Occupancy (SRO) Units, Public and Semipublic Buildings and Uses, and Social/Health Services. The following are the applicable definitions provided in the City of Davis Municipal Code Zoning chapter.

- ▶ **Emergency shelter:** housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less. No individual or household may be denied emergency shelter because of an inability to pay according to Section 40.24.120 performance standards for Emergency shelters: (a) No individual or household may be denied emergency shelter because of inability to pay. (b) Site plan and architectural review shall include on-site waiting and intake areas as needed, off-street parking based on demonstrated need, lighting, and security provisions. (c) On-site management shall be provided for the facility and (d) The emergency shelter shall be a minimum of three hundred feet apart from another emergency shelter. (Ord. 2413 § 5, 2013)
- ▶ **Transitional housing:** transitional housing and transitional housing development are defined as rental housing operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.
- ▶ **Supportive housing:** no limit on length of stay occupied by the target population. It is linked to on-site or off-site services that assist the resident in retaining the housing, improving health status, and maximizing the ability to live and, when possible, work in the community.
- ▶ **Single room occupancy (SRO) units:** multi-unit housing project for a single person that typically consists of single rooms and shared bath and may include a shared common kitchen and activity area. SROs may be restricted to seniors or be available to persons of all ages.
- ▶ **Public use:** a use operated exclusively by a public body, having the purpose of serving the public health, safety or general welfare.

- ▶ **Social/health services:** include but are not limited to nursing facilities, alcohol and drug treatment centers or a blood bank.

In general terms, components of the Shelter are permitted or conditional uses in a variety of zoning districts (see Table 12 below). These districts are generally located in the Core Area and adjacent zones. A more detailed discussion of zoning conformance will be provided if the City Council chooses to move forward with a Shelter at a specific location.

**Table 12: Land Use Types and Requirements for Various Zoning Districts**

	Mixed Use	Community Service	R-3 Residential	Core Area Infill	Industrial
Emergency Shelter				Permitted < 35 beds CUP > 35 beds	Permitted < 35 beds CUP > 35 beds
Supportive Housing	Permitted		Permitted		
Transitional Housing	Permitted		Permitted		
Public and Semipublic	CUP	CUP	CUP		CUP
Single Room Occupancy	CUP		CUP		
Social/Health Services		CUP			

## California Environmental Quality Act (CEQA)

The proposal to establish a Shelter with tiny houses is a “project” as defined by the California Environmental Quality Act (CEQA). The City is required to review the project pursuant to CEQA requirements. When the City Council makes a final decision on a project alternative the action will include a detailed CEQA determination. As currently envisioned, the proposed project would be covered by the general rule that if it can be seen with certainty that the project would not have a significant effect on the environment then the project is not subject to CEQA review. A “significant effect on the environment” is defined in CEQA as a “substantial, or potentially substantial, adverse change in the environment.” (Public Resources Code section 21068)

The project will have beneficial effects on the environment, which will be relevant to project review. It was the intent of the legislature that one of the policies of the state is to act to “protect, rehabilitate and enhance the environmental quality of the state.” (PRC section 21001(a)).

The legislature also identified the following policy, which is relevant to the purposes of the proposed project: “Ensure that the long-term protection of the environment, consistent with the provision of a decent home and suitable living environment for every Californian shall be the guiding criterion in public decisions.” Living conditions of those who are experiencing homelessness are unhealthy, dangerous and fall well below the standards established by the legislature.

The presence of substantial populations of people experiencing homelessness create conditions that are dangerous not only to the health of those living in homelessness, but to others living and working in the community. As just one example, the City has committed substantial time and resources in recent years to clean up properties impacted by trash, used needles and human feces/urine on City properties and drainage facilities. This represents a serious nuisance resulting in the introduction of *e coli* contamination in local drainage facilities and parks.

Other California cities have experienced outbreaks of hepatitis A in the homeless population. Identifying and acknowledging a proposed project’s beneficial effects does not take the place of the required examination of potential significant adverse effects but is a legitimate policy consideration.

If the Council moves forward with a Shelter, staff will include a detailed list of potential CEQA issues and the project’s beneficial effect in the future staff report.

## Best Practices

Communities across the United States have struggled with the growing number of unhoused individuals and families. With permanent housing as the goal, communities have begun to search for temporary solutions to address immediate health and safety concerns of people living unsheltered. Some form of legalized camping has emerged as one of the solutions in communities, such as San Diego, Sacramento, and Seattle, each taking a different form. Other cities have increased the number of emergency shelter beds with different approaches ranging from Sprung tents, to Tuff sheds, to tiny sleeping cabins with electricity.

Sacramento is addressing its need for emergency shelter by constructing and operating a homeless triage shelter of approximately 100 beds, on-site shower and sanitary facilities. Approved unanimously (Councilmember Ashby not present for the vote) by the City Council in March 2019, a Sprung tent will be located at a Cal Expo owned site and adds beds to the existing shelter system, although capacity still exceeds need. The rationale for this added shelter was to reduce the number of people living and dying unsheltered.

Other communities have move forward with unconventional kinds of housing to meet immediate needs to shelter individuals. This past December, the city of San Jose responded to immediate needs of unsheltered individuals while waiting for permanent housing to be built by approving a pilot program of 80 tiny homes. The community will share bathrooms, showers, laundry facilities at least through January 2022, when the state law that permits the homes is currently scheduled to expire. The sleeping units will have power and windows.

Oakland recently opened three emergency shelter sites using Tuff Sheds as sleeping cabins to address the homelessness crisis. Oakland officials state that Tuff Sheds are not to be considered housing but rather a move from a tent to a bed. Permanent housing remains the goal.

National advocacy organizations have developed guidelines for successful approaches to encampments, tent cities, or legal camping—different names for temporary solutions that may not meet housing codes. The National Center for Law and Poverty in its article *Tent City USA: The Growth of America’s Homeless Encampments and How Communities Are Responding* identifies six principles as successful approaches to encampments. The proposal should incorporate these basic tenets in its two components.

- ▶ **Principle 1:** All people need safe, accessible, legal place to be, both at night and during the day, and a place to securely store belongings— until permanent housing is found.
- ▶ **Principle 2:** Delivery of services must respect the experience, human dignity, and human rights of those receiving them.

- ▶ **Principle 3:** Any move or removal of an encampment must follow clear procedures that protect residents.
- ▶ **Principle 4:** Where new temporary legalized encampments are used as part of a continuum of shelter and housing, ensure it is as close to possible to fully adequate housing.
- ▶ **Principle 5:** Adequate alternative housing must be a decent alternative.
- ▶ **Principle 6:** Law enforcement should serve and protect all members of the community.

The U.S. Interagency Council on Homelessness in its publication *Ending Homelessness for People Living in Encampments* (2015) outlines four basic principles for effectively dealing with encampments:

- ▶ Preparation and Adequate Time for Planning and Implementation
- ▶ Collaboration across Sectors and Systems
- ▶ Performance of Intensive and Persistent Outreach and Engagement
- ▶ Provision of Low-Barrier Pathways to Permanent Housing
- ▶ In addition, guidelines for best practices note that the 3 P's – pets, partners, and possessions – are essential to maintaining a low barrier entrance for those who are homeless.

## Performance Measures

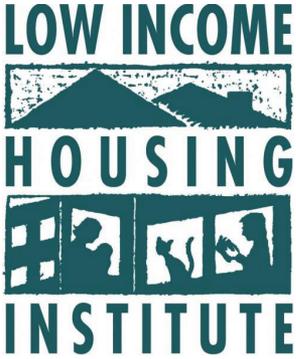
Using a Results Based Accountability framework, staff provides an example of performance measures that could be tracked for day and evening shelter programs. For the day shelter, staff will track the data manually. For the overnight shelter, staff will enter data into the Homeless Management Information System (HMIS). HMIS is a database used by many homeless service providers to track metrics. While not required unless receiving federal funds, HMIS usage or another approved electronic tracking system is a best practice, as it assists the region’s Continuum of Care (CoC) in collecting system-level data. Additionally, HMIS usage helps the local CoC garner additional points when competing for annual CoC grant funds.

Example of Day Shelter Performance Measures	
Purpose	To increase the quality of life for unhoused individuals by offering basic need resources and facilitating linkages to supportive services
How much did we do?	
1.1	Average # of individuals who seek day shelter each day
1.2	# of unique individuals served during the one-year project
1.3	# of unique supportive service referrals during the one-year project
How much did we do?	
2.1	Capacity: Average # of individuals turned away each day due to lack of capacity
2.2	Cost effectiveness: Average cost per unique individual served during the one-year project
Is anyone better off?	
3.1	Quality of life: #/% of unique individuals who report an increased quality of life during the one-year project

Example of Overnight Shelter Performance Measures	
Purpose	To increase the quality of life for unhoused individuals by providing overnight shelter, permanent housing navigation assistance, and wraparound supportive services
How much did we do?	
1.1	Average # of individuals served each night
1.2	# of unique individuals served during the one-year project
How much did we do?	
2.1	Occupancy: #/% of tent cabins occupied each night
2.2	Capacity: Average # of individuals turned away each night due to lack of capacity
2.3	Length of stay: Average # of nights each individual remains enrolled during the one-year project
2.4	Cost effectiveness: Average cost per unique individual served during the one-year project
Is anyone better off?	
3.1	Quality of life: #/% of individuals who report an increased quality of life during the one-year project
3.2	Permanent housing: #/% of individuals who obtain permanent housing during the one-year project
3.3	Health insurance: #/% of individuals who did not possess health insurance prior to enrollment and obtained health insurance during the one-year project
3.4	CalFresh: #/% of individuals who did not possess CalFresh prior to enrollment and obtained CalFresh during the one-year project
3.5	Income growth: #/% of individuals who increase their income during the one-year project

# TINY HOUSE

## BUILDING ASSEMBLY INSTRUCTIONS



SEATTLE CENTRAL  
COLLEGE



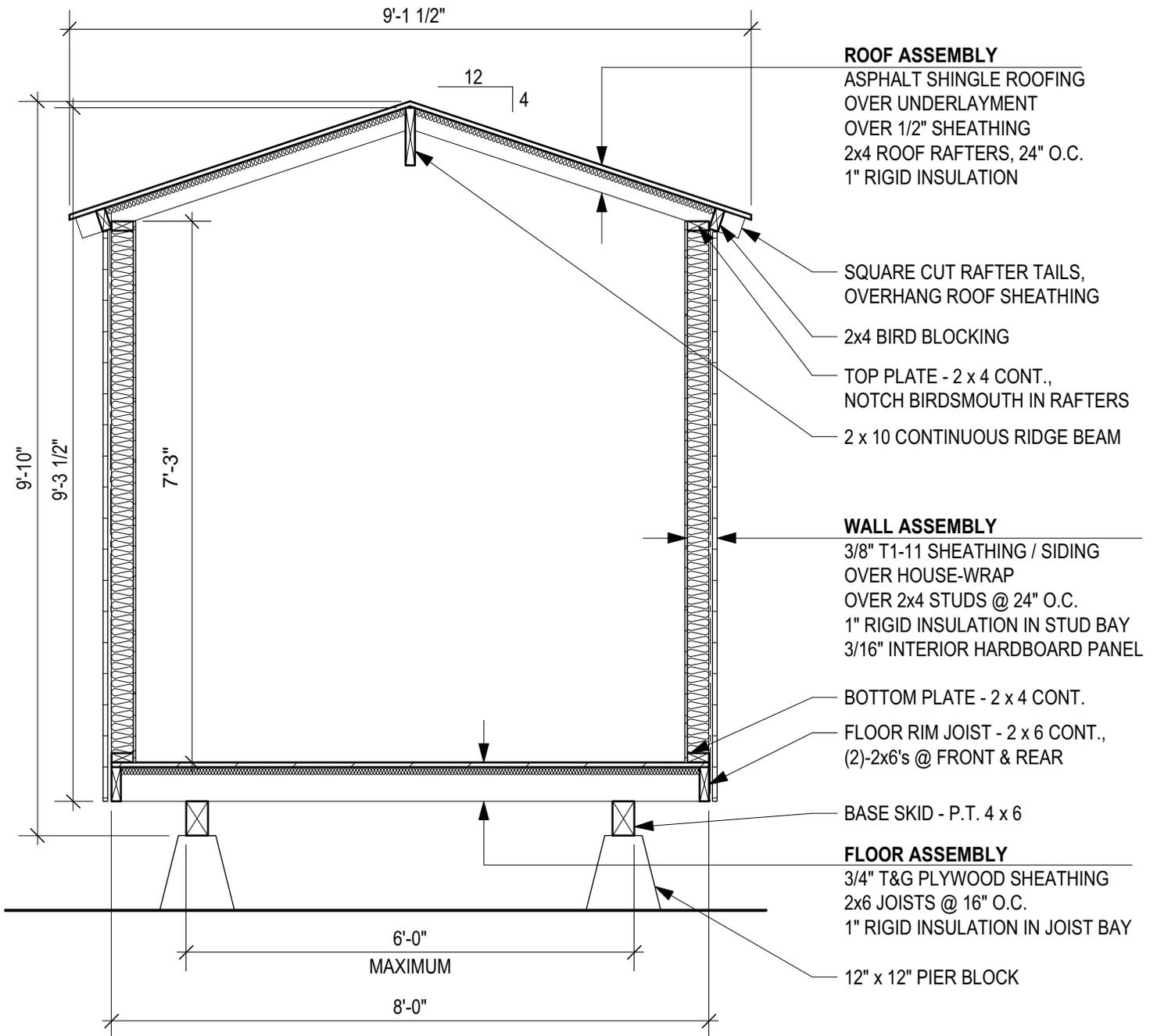
environmental  
**WORKS**

07-30-19 City Council Meeting  
Community Design Center



# Materials List

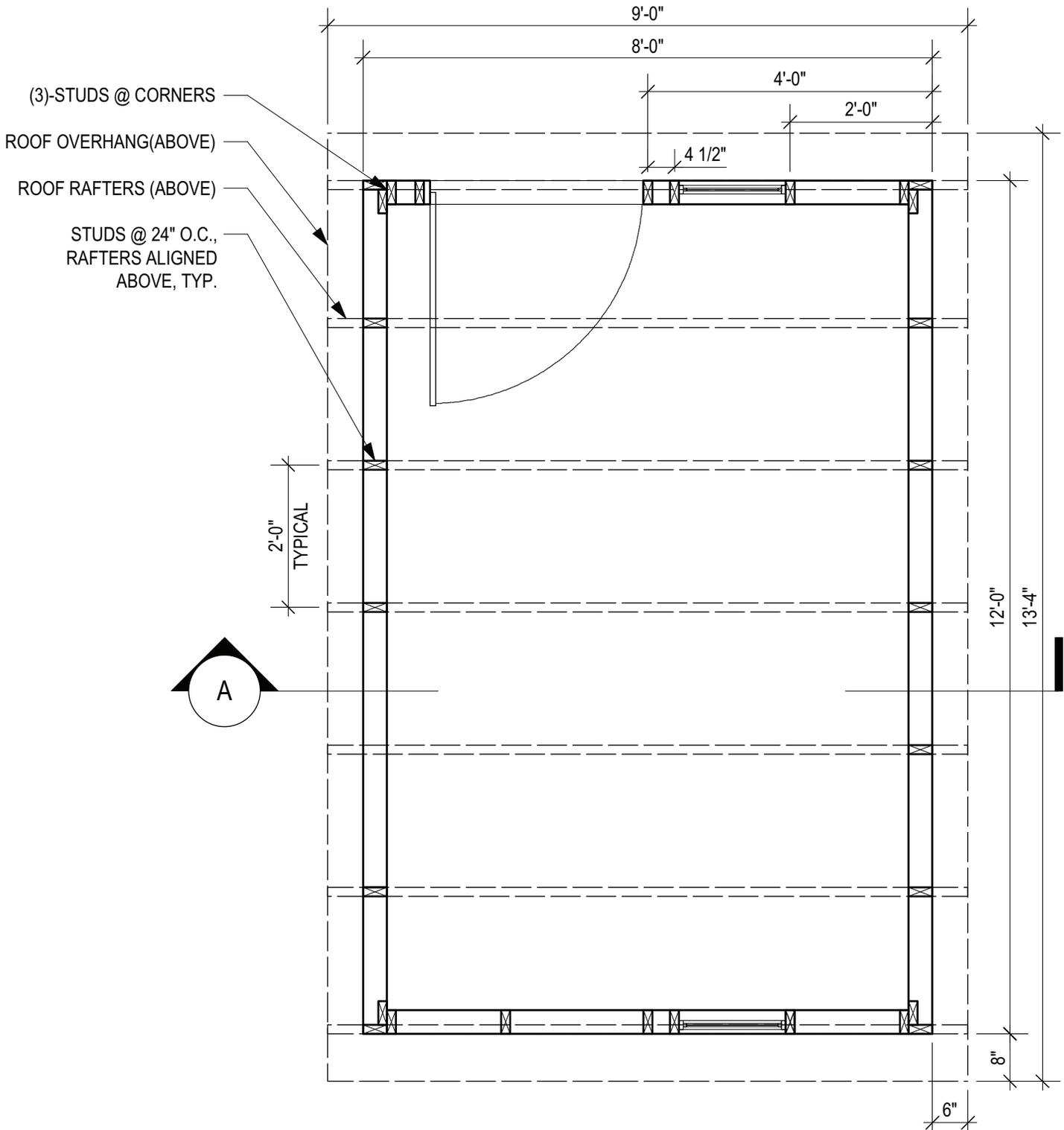
PART	TYPE	SKU	DESC	QTY
<b>FOUNDATION</b>				
Skids	pt 4x6	384658	4x6-12F PT CON SELECT FIR	2
Joist Header	2x6	186714	2x6-12F #2/BTR KD HEM-FIR	2
Joists	2x6	186695	2x6-8FT #2/BTR KD HEM FIR	12
Subfloor	t&g 3/4" ply	915394	23/32" 4'x8' T&G PLYWOOD	3
Joist Hanger	hurricane tie	102924	H2.5AZ 18GA ZMAX HURRICANE TIE	24
Nails for hanger	hot galv 1-1/4"	132272	1-1/4" HOT GALV JOIST HGR 1 LB	1
ridgid insulation	1" foam	614637	1"x4'x8' EPS POLY INSULATION	3
<b>WALL A (door)</b>				
studs	2x4	335373	2X4-14FT PREMIUM KD HEM FIR	3
plates	2x4	291981	2x4-16FT PRIME KD HEM FIR	1
gable studs	2x4	161640	2X4-96" PREMIUM KD HEM FIR	1
door & window frame	2x4	335373	2X4-14FT PREMIUM KD HEM FIR	1
door	Right Hung Door	663624	36"x80" RH BASIC FLUSH IS NBM	1
window (Online Item Only)	Single Hung Window	Internet # 203951019	18x36" TAFCO SINGLE HUNG VINYL WINDOW	2
<b>WALL B</b>				
studs	2x4	335373	2X4-14FT PREMIUM KD HEM FIR	5
plates	2x4	186602	2X4-12FT PREIUM KD HEM FIR	2
<b>WALL C (back)</b>				
studs	2x4	335373	2X4-14FT PREMIUM KD HEM FIR	3
plates	2x4	291981	2x4-16FT PRIME KD HEM FIR	1
gable studs	2x4	161640	2X4-96" PREMIUM KD HEM FIR	1
door & window frame	2x4	161640	2X4-96" PREMIUM KD HEM FIR	1
window (Online Item Only)	Single Hung Window	Internet # 203951019	18x36" TAFCO SINGLE HUNG VINYL WINDOW	2
<b>WALL D</b>				
studs	2x4	335373	2X4-14FT PREMIUM KD HEM FIR	5
plates	2x4	186602	2X4-12FT PREIUM KD HEM FIR	2
<b>INTERIOR</b>				
fiberglass insulation	23x93" batt	585873	R-13 FACED INSULATION BATTS 23"x98"	2
ridgid insulation	1" foam	614637	1"x4'x8' EPS POLY INSULATION	3
sheathing	4x8 ply		1/4" 4x8' PLYWOOD	
<b>EXTERIOR SIDING</b>				
house wrap	Everbilt	100001507	EVERBILT 9'x150' 76 GRMS HOUSE WRAP	1
ext sheathing	t&g 3/8" T1-11	509095	3/8" 4'x8' SMART SIDE SIDING	10
ext gable sheathing	lap siding	694876	8'x12' TEXTURED STRAND LAP SDNG	2
gable flashing	z-bar	322946	3/8" GALV Z-BAR	2
corner detail	3/4" cedar	161897	3/4x4-8FT CEDAR BOARD	8
door detail	3/4" cedar	161897	3/4x4-8FT CEDAR BOARD	3
window detail	3/4" cedar	161897	3/4x4-8FT CEDAR BOARD	3
<b>ROOF FRAME</b>				
rafter	2x4	186552	2x4-10FT PREMIUM KD HEM FIR	9
lookout	2x4	186602	2X4-12FT PREIUM KD HEM FIR	1
ridge	2x10	186924	2X10-16FT #2 & BTR KD HEM FIR	1
bird block	2x4	186602	2X4-12FT PREIUM KD HEM FIR	2
<b>ROOF</b>				
sheathing	4x8 ply	915378	15/32" 4x8' PLYWOOD	5
felt	#15 felt	258830	#15 FELT 432SQFT	1
drip edge flashing	steel roof edge	894803	1-1/2" GALV STEEL ROOF EDGE	3
shingles	25 yr shingles	1001188139	SUPREME METRIC ESTATE GRAY	8
staples	T50	172618	ARROW 1/4" T50 GALV STAPLES 1250pk	1
roofing nails	3/4" galv	193534	3/4" ELECTRO GALV ROOFING 5 LB	1
<b>HARDWARE</b>				
framing nails	8d	944319	8D 2-3/8" COATED SINKER 5lb	2
framing nails	16d	944327	16D 3-1/4" COATED SINKER 5LB	2
<b>OTHER</b>				
Membrane Flashing	75'	305163	Grace Vycor Plus 6 in. x 75 ft Roll Full Adhered Flashir	1
Sheet Vinyl	8' x 12'	728266		1
Hardboard Panel	3/16" X 4' x 8'	832780	Hardboard Tempered Panel	10
Fascia Board	1" x 6" x 12'	1000935543	1 in x 6in x 12ft SPF S1S2E White Prime Select Fascie	2
	" foam	614637		9



**Building Section**

**SCALE: 1/2" = 1'-0"**

07-30-19 - City Council Meeting



**Floor Plan**

**SCALE: 1/2" = 1'-0"**

07-30-19 - City Council Meeting

# Safety Information

*Adapted from the Habitat for Humanity  
Construction and Safety Policy and Plan  
<http://www.habitatpgw.org/>*

## Introduction

Construction sites can have numerous dangers. Start a project by making safety a primary concern at the job site. Recognize that safety is the responsibility of each member of the build team. Try to be conscious of the safety of others as well as yourself as you move around and work on the job site.

Be cautious in your work and ask questions of experienced build team members. Do not go ahead with a task if you are uncertain about how it is done, or if you are unable to do it. Safety is based on knowledge, skill and an attitude of care and concern. Before work starts a job supervisor should instruct each worker about the correct and proper procedures for performing each task. This should familiarize the worker with the potential hazards of doing the tasks and advise him or her as to how such hazards can be minimized or eliminated.

## Guidelines for a Safe Attitude

1. THINK before you do your work or task.
2. If you are uncertain about how to do a task or how to operate a power tool — ASK A SUPERVISOR.
3. Concentrate on your task and eliminate distractions.
4. Know where the first-aid kit is located and how to get emergency help.
5. Inspect all power tools, hand tools, ladders and scaffolding on a daily basis.
6. Advise your supervisor IMMEDIATELY of any unsafe or hazardous tool or condition.

## Proper Safety Equipment

Proper clothing is as essential to safety as the proper selection and use of tools. Wear clothes and gloves that are appropriate for the work and weather conditions. Loose clothing is dangerous around power tools.

Workers shall wear work boots or thick-soled shoes at all times when on a construction site. Any worker wearing sandals or other types of inappropriate footwear shall not be permitted to remain at a construction site.

Hard hats are to be worn during the framing phase of construction, or when required by a supervisor, and are to be made available to workers on each job site at all times.

Protective glasses will be available for every construction worker. A worker must wear protective glasses any time he or she is operating a power tool or when instructed by a supervisor.

Each worker must wear a dust mask when installing insulation,

sanding or when instructed by a supervisor.

Ear plugs must be worn when using a power tool for a prolonged period of time or when instructed by a supervisor. Ear plugs are to be made available to workers on each job site at all times.

## Power Tools and Other Electrical Equipment

A power tool should not be used without proper instruction on its use and on what can happen if the tool is not used properly. The instruction should be done by a qualified person and should be given to all workers; even experienced do-it-yourselfers should receive instruction. The trainee should use the power tool in the presence of the instructor, until the instructor is satisfied that the trainee knows how to use the power tool properly.

Never lower or carry a power tool by its cord. Clean tools daily. Power tools should be checked for defective switches, cords, plugs and proper grounding. Defective tools should not be used and should be reported to the supervisor (do not wait until the end of the day).

To avoid electrical shock, the following rules must be obeyed:

1. A three-pronged plug must be used on all electric power tools.
2. Extension cords must not have frayed insulation or be fastened with staples, hung from nails or suspended from wires.
3. All temporary lights must be equipped with non-conductive guards.

## Hand Tools

Always select the correct type and size of tool for your work and be sure it is sharp and properly adjusted. Guard against using any tool if the handle is loose or in poor condition. Dull tools are hazardous to use because excessive force must be used to make them cut. Oil or dirt on a tool may cause it to slip and cause an injury. When using tools, hold them correctly. Most edged tools should be held in both hands with the cutting action away from yourself. Avoid using your hand or fingers as a guide to start a cut, but if it is necessary, use extreme caution. Handle and carry tools with care. Keep edged and pointed tools turned downward. Carry only a few tools at one time unless they are mounted in a special holder or carried in a tool belt. Anyone working with a hammer at a height should

wear a hammer loop or tool belt, and, when not in use, the hammer should be kept in the loop or belt and not placed on a sloping surface or in a precarious position. Do not carry sharp tools in your pockets. When not in use, tools should be kept in special boxes, chests or cabinets.

### **A special word on saws**

1. Don't bind the blade of any saw. When cutting long panels, the blade may bind, and the saw mill will catch and kick back toward the operator. Use small wood wedges or shim shingles to spread the saw cut as you go along.
2. Maintain the blade guard. A spring-actuated blade guard often can become bent and won't slide quickly, or the spring can become stretched so the return is slow. Repair any damage to the guard as soon as it happens, and NEVER tie the guard back out of the way.
3. Support what you are working on properly. Never attempt to cut something that could tilt or fall and cause the saw to slip.

### **Ladders**

Inspect a ladder before you use it. If the ladder is unsafe, don't use it. Look for wear and tear, loose rungs and defects. Use a ladder that will reach the work. An extension ladder should reach 3 feet above the work level. Move your ladder with your work. If both of your shoulders are extended outside the ladder while you are working, you are reaching too far. When using an extension ladder, use the "4-to-1" rule: For every 4 feet of height, move the bottom of the ladder 1 foot away from the wall. A ladder is pitched at the proper, safe angle if you can grasp a rung at shoulder height.

Place your ladder on solid footing. If there is a danger of the ladder moving while you work, tie it down. If there is a danger that the ladder will be hit, barricade it. If the feet of the ladder are not level, dig the ground out under one foot with the claw of a hammer rather than raise one foot with blocks.

Never use an aluminum ladder in the vicinity of electrical lines and never use a ladder outdoors during inclement weather or on very windy days.

Carry tools and materials in proper carrying devices and keep your hands free for climbing. When climbing, always face the ladder.

### **Clean Work Site**

A clean work place is a safe work place. This refers to the neatness and good order of the construction site. Maintaining good housekeeping contributes to the efficiency of the worker and is important in preventing accidents.

Position building materials and supplies in carefully laid out piles to allow adequate aisles and walkways. Clean up all

rubbish and scrap materials on a daily basis. Do not permit blocks of wood, nails, bolts, empty cans, pipe, wire or other materials to accumulate on the work site. They interfere with work and can constitute a hazard. Keep tools and equipment that are not being used in chests, panels or tool boxes. This protects the tools and the workers.

Never leave a work site unguarded unless all tools and materials have been properly secured.

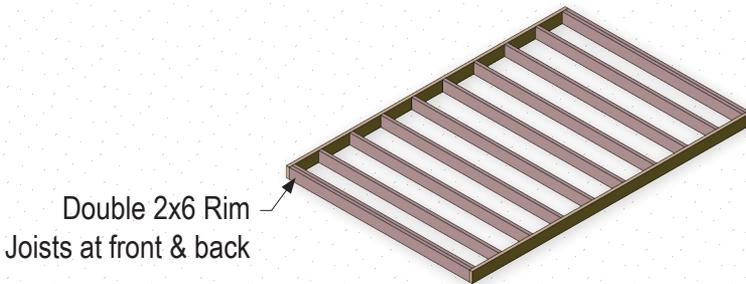
### **Emergency Medical Care**

If someone is injured on the job, contact your supervisor immediately and

summon any needed medical help. You also should use the supplies located in the first-aid kit to stabilize the injury as much as possible until medical help arrives.

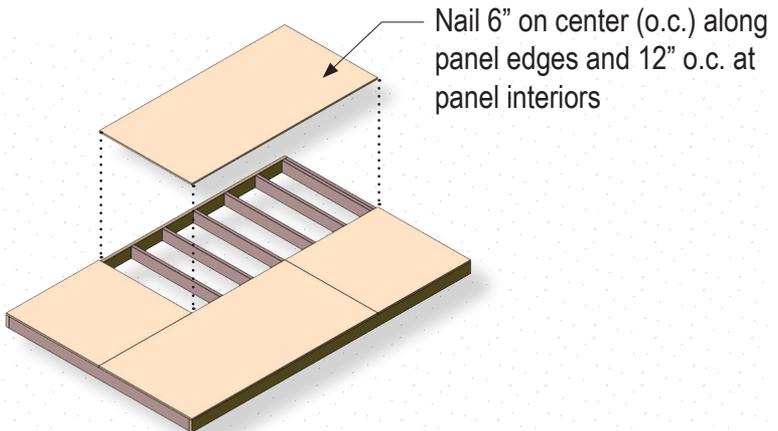
# Step 01

**Materials: 2x6 Floor Joists - 16d Framing Nails**



# Step 02

**Materials: T&G 3/4" Plywood; 16d Framing Nails**

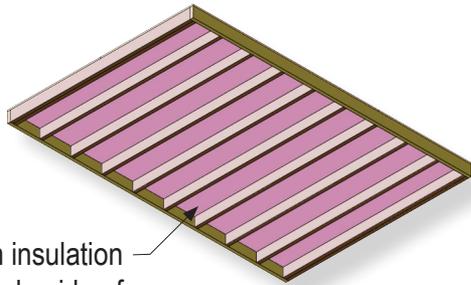


## Flooring Notes:

1. Check work by walking floor; Look for missing and improperly installed fasteners; Adjust as needed
2. Nails should be driven into the joists and sink securely into joist and subfloor

## Step 03

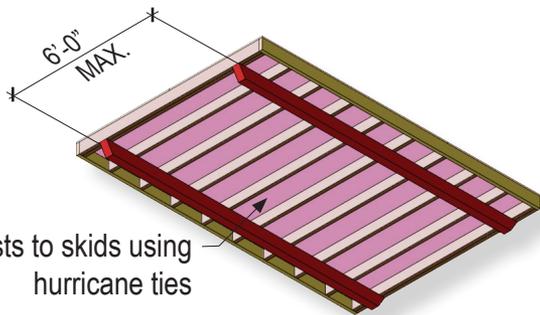
**Materials: 1" Rigid Foam Insulation**



Install rigid foam insulation between floor joists to underside of 3/4" plywd.

## Step 04

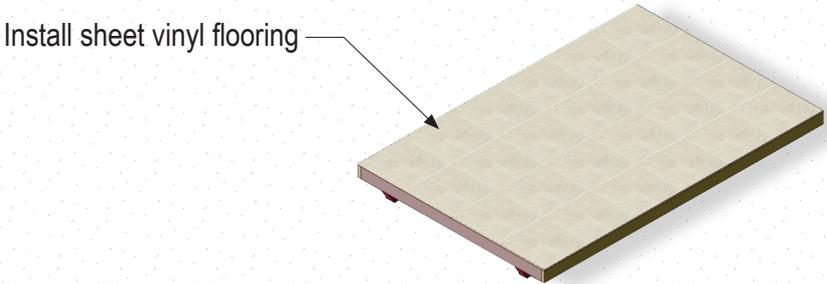
**Materials: 4x4 Pressure Treated Beam; Hurricane Ties - Hot Galvanized 1-1/4" Nails**



Fasten floor joists to skids using hurricane ties

# Step 05

**Materials: Sheet Vinyl Flooring**



Flooring Note:

1. Protect installed flooring with cardboard or equivalent material during construction

# Step 06

**Materials: 2x4 Wd. Studs - 16d Framing Nails;  
2x4 Wd. Plates - 16d Framing Nails**

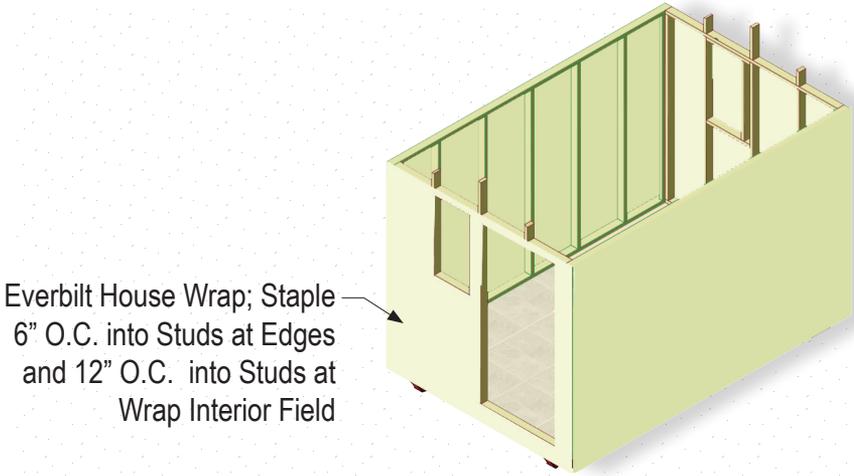


Framing Notes:

1. Framing to be plumb, square, and level
2. Secure top and bottom plates to studs w/ 2 nails, min.

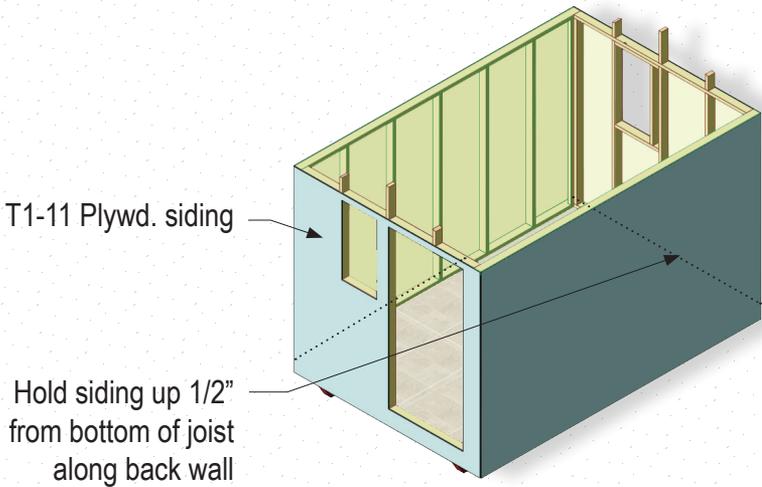
# Step 07

Materials: Everbilt House Wrap - T50 Staples



# Step 08

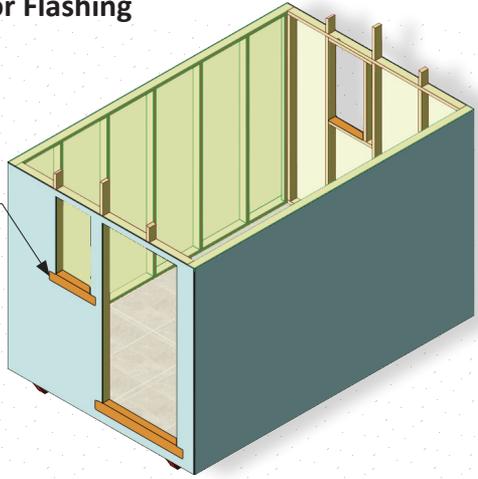
Materials: T1-11 Plywood Siding - 8d Framing Nails



# Step 09

## Materials: Window & Door Flashing

Peel and stick flashing at window and door sills; Wrap into opening leaving 2-1/2" max. on face of sheathing



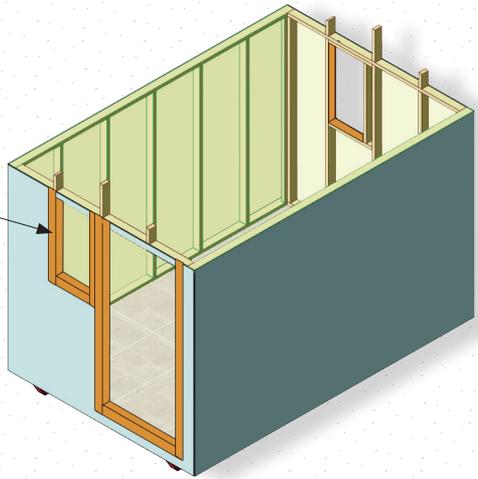
### Flashing Notes:

1. Lap flashing full framing depth into openings
2. Start flashing at sills of openings, then install jamb flashing overlapping the sill flashing, and head flashing overlapping the jamb flashing
3. Allow only 2 1/2" of flashing to be exposed on face of sheathing

# Step 10

## Materials: Window & Door Flashing

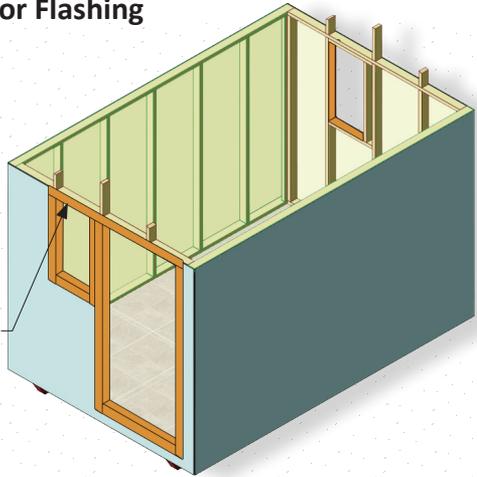
Peel and stick flashing at window and door jambs



# Step 11

**Materials: Window & Door Flashing**

Peel and stick flashing at window and door head; Strip can be one continuous piece across both openings; Wrap into openings full depth of framing at both openings

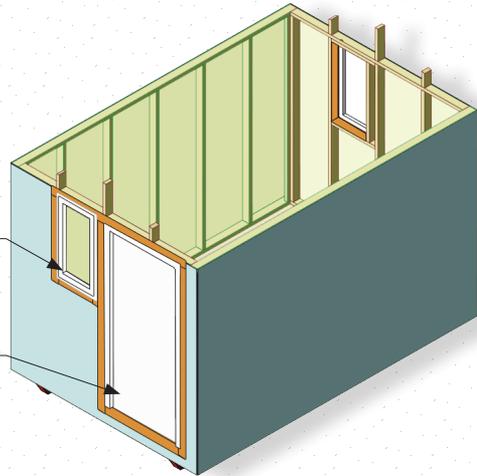


# Step 12

**Materials: Install Door and Windows**

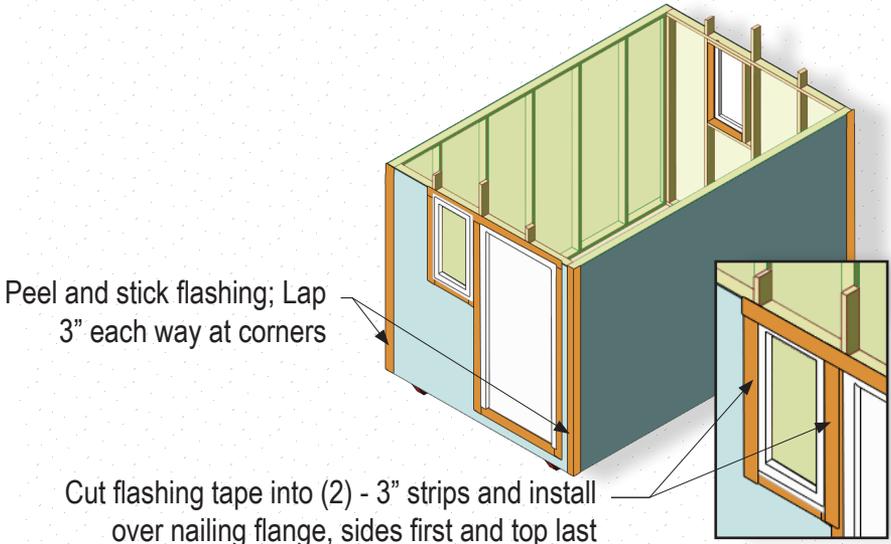
Window; Install per manufacturer's instructions

Door; Install per manufacturer's instructions



# Step 13

**Materials: Install Corner Flashing;**  
**Flash around Window Nailing Flange**



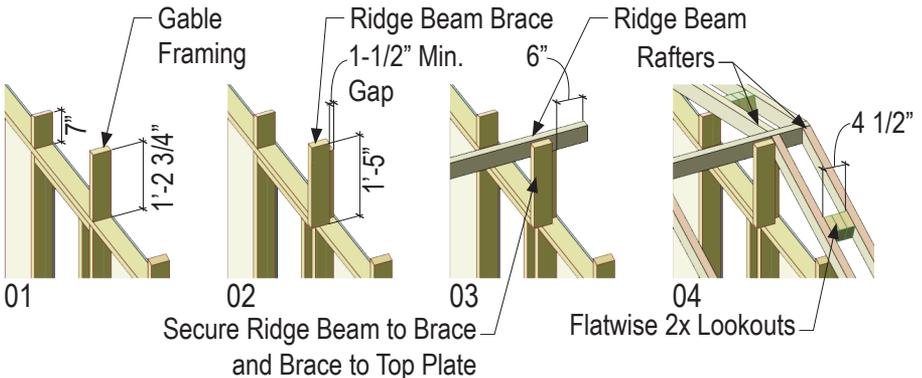
Peel and stick flashing; Lap 3" each way at corners

Cut flashing tape into (2) - 3" strips and install over nailing flange, sides first and top last

# Step 14

# Step 15

**Materials: Roof Framing - 16d Framing Nails**



Secure Ridge Beam to Brace and Brace to Top Plate

Flatwise 2x Lookouts

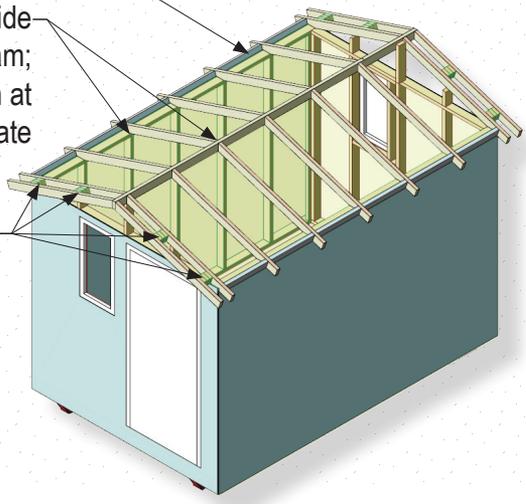
## Securing Ridge Beam & Framing End Rafters

1. At detail 01, angle cut top of 7" gable framing supports to accommodate 4:12 roof slope; Toenail supports into top plate taking care that framing is plumb and square
2. Secure a 2x4 brace to each center stud at both gable end walls
3. Lift ridge beam into place and secure to brace and gable framing; Provide 6" overhang at both ends
4. Refer to Step 16 for detail of rafter framing

# Step 16

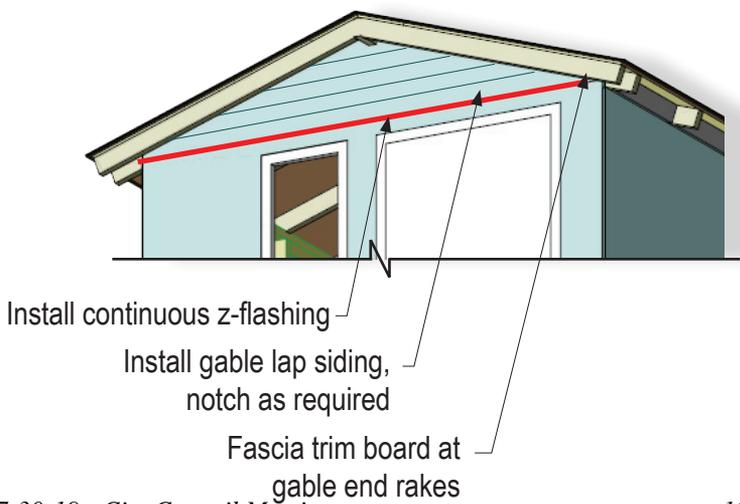
**Materials: 2x4 Rafters, Barge Rafters, and Birdblocking**

- Install 2x4 Birdblocking Between Rafters, Typ.
- Rafters; Toenail Each Side of Rafter to Ridge Beam; Birdsmouth Notch at Connection to Top Plate
- (3) - 2x4's Built-Up Blocking for Rake Overhangs, Min. 2 Each



# Step 17

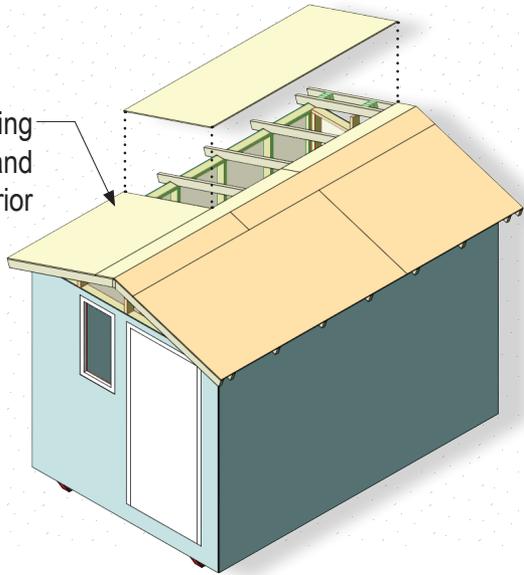
**Materials: 1x6 Wd. Fascia Board - 8d Framing Nails;  
Gable siding - 8d Framing Nails**



# Step 18

**Materials: 1/2" Plywd./OSB Roof Sheathing - 16d Framing Nails**

Roof sheathing; Nail sheathing  
6" o.c. along panel edges and  
12" o.c. at panel interior

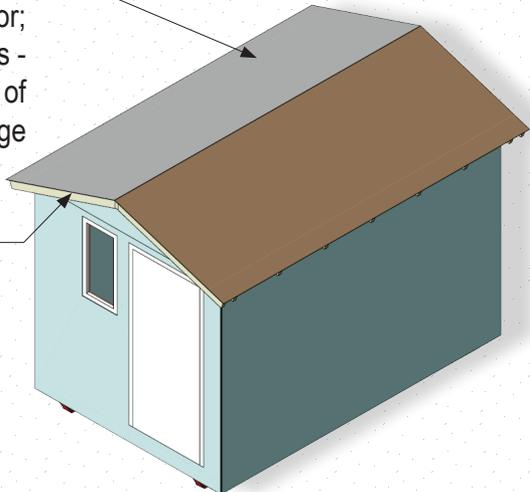


# Step 19

**Materials: Drip Edge Flashing; 15# Felt; T50 Staples**

#15 Felt; Staple 6" o.c. at edges  
and 12" o.c. at felt interior;  
Overlap per recommendations -  
min. 12"; Install from low edge of  
slope working towards ridge

Drip edge  
flashing continuous at  
entire perimeter; Fasten at  
each rafter along eaves

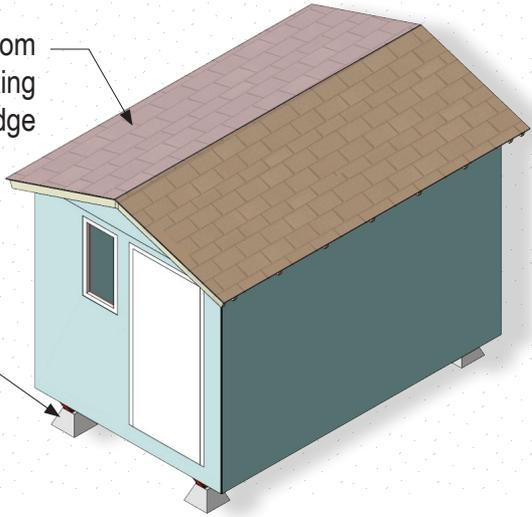


# Step 20

**Materials: 25 Year Asphalt Shingles; 3/4" Galv. Roofing Nails**

Asphalt Shingles; Install from low edge of slope working towards ridge

Pier blocks indicated will only be used at final installation

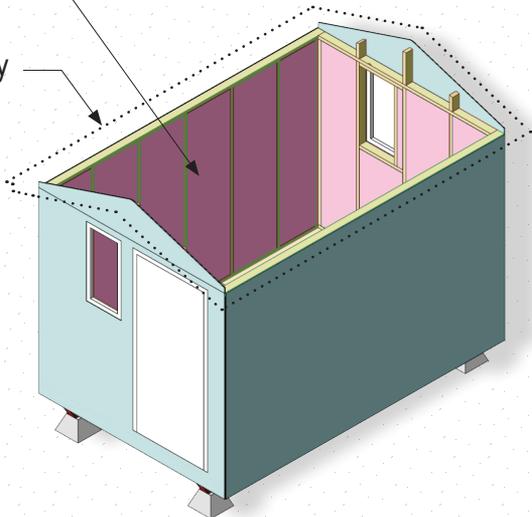


# Step 21

**Materials: 23"x93" Fiberglass Batt Insulation**

Fiberglass batt insulation

Roof removed for clarity

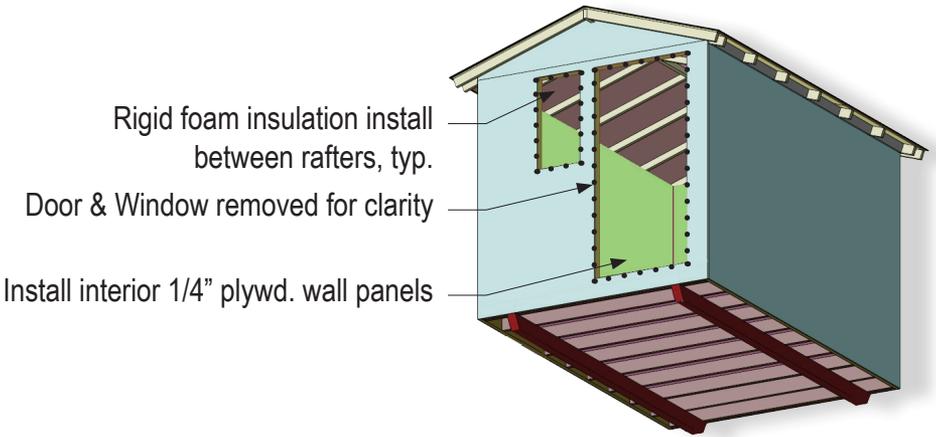


Insulation Note:

1. Wear safety glasses, gloves, and a dust mask for insulation work

# Step 22

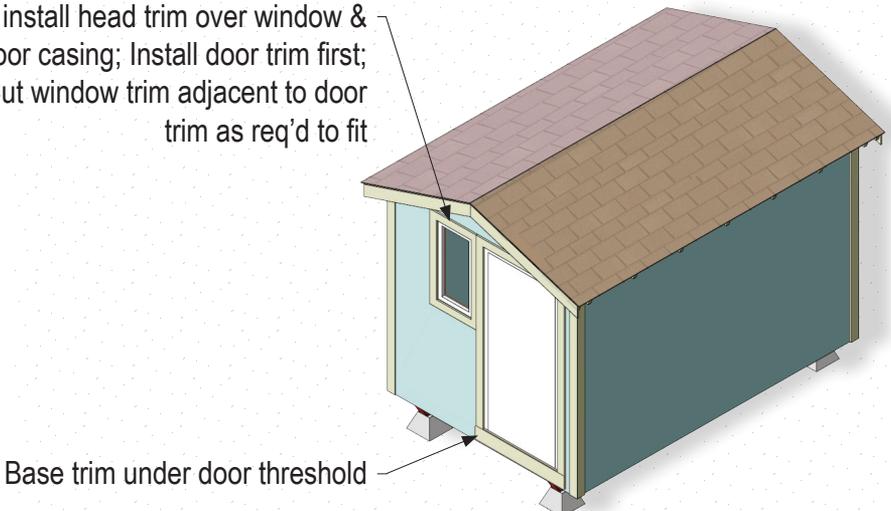
**Materials: 1" Rigid Foam Insulation; Hardboard Wall Panels**

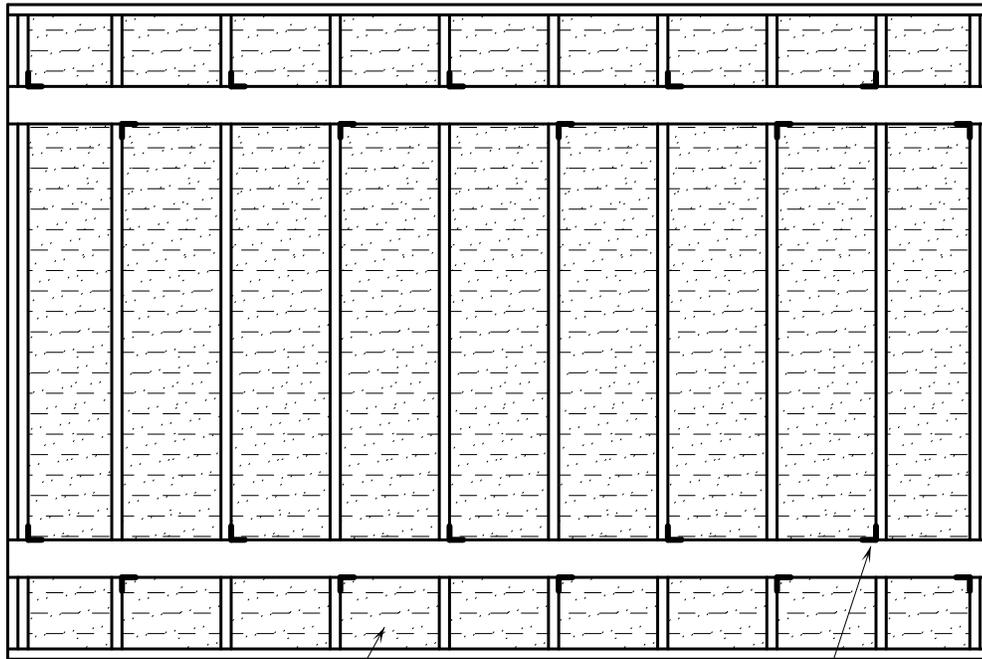


# Step 23

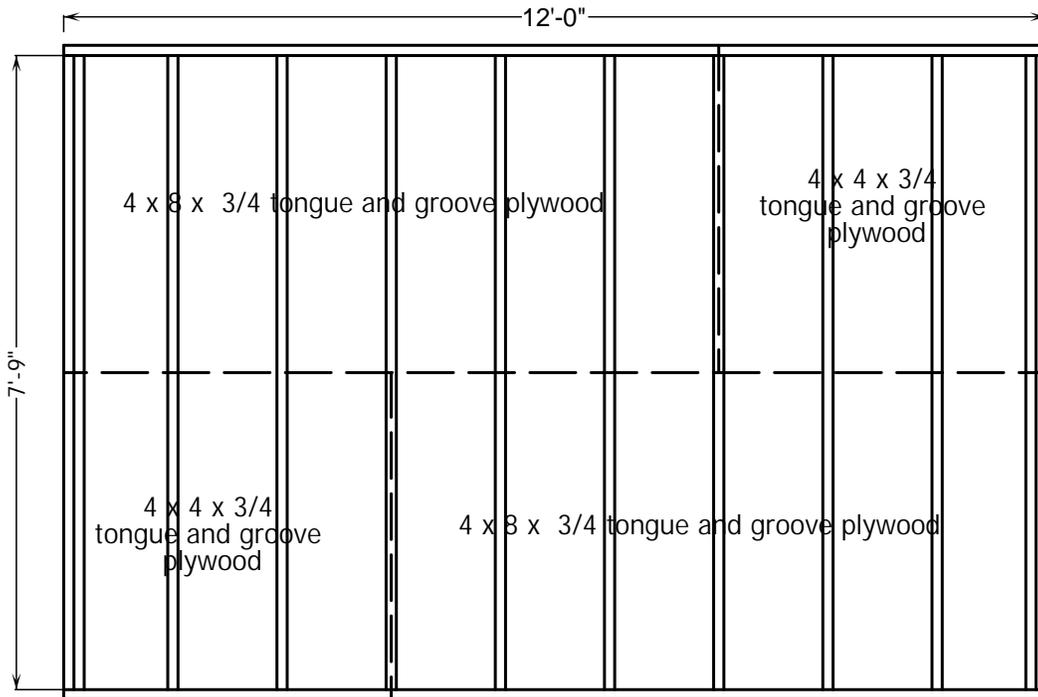
**Materials: 1x4 Cedar Trim at Corners, Doors, and Windows**

install head trim over window & door casing; Install door trim first; Cut window trim adjacent to door trim as req'd to fit



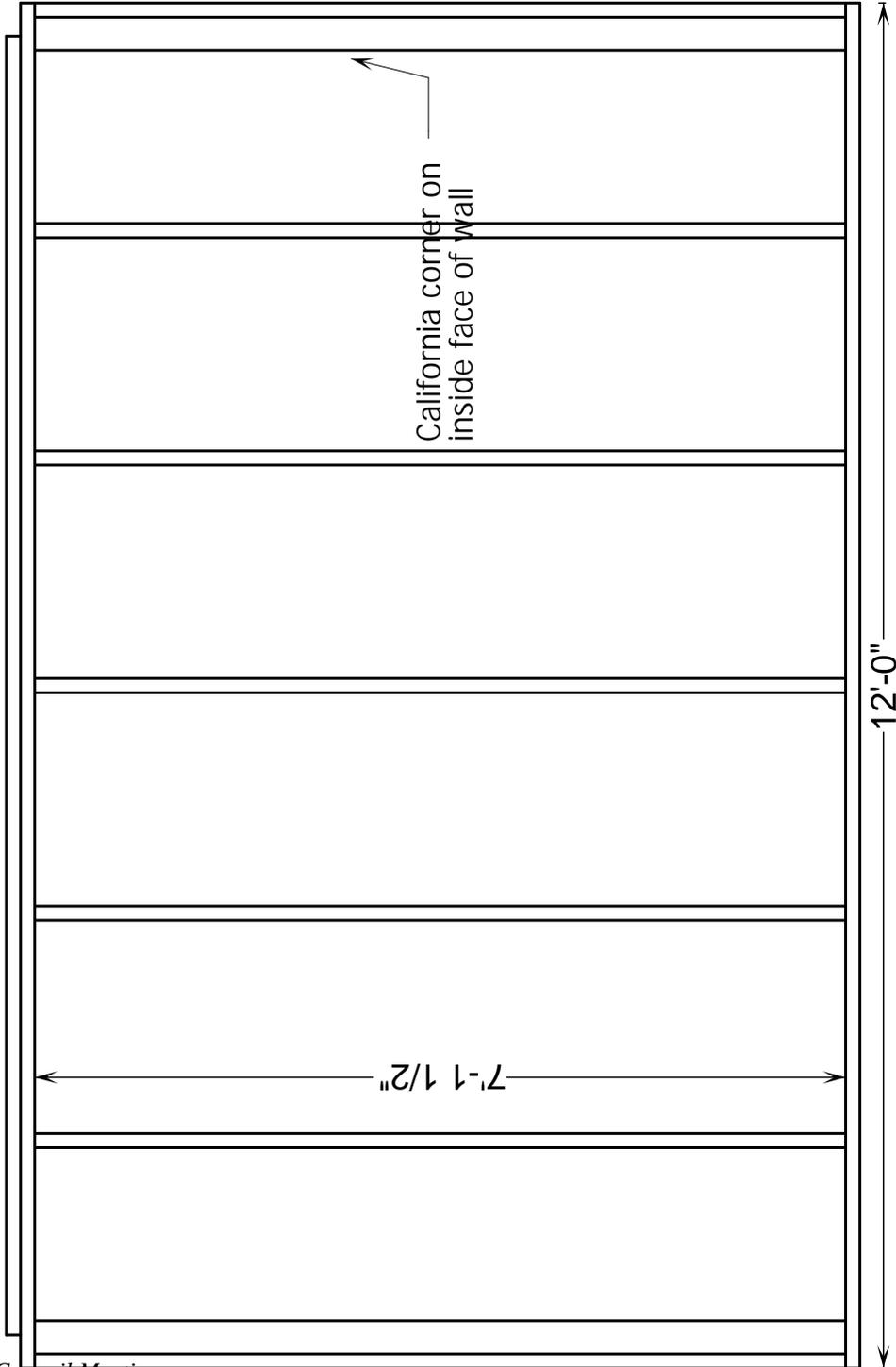


1" Insulation  
 20 Hurricane Clips  
 Alternate sides of the 4 x 6  
 Floor Plan  
 Bottom View



Floor Plan  
 Top view

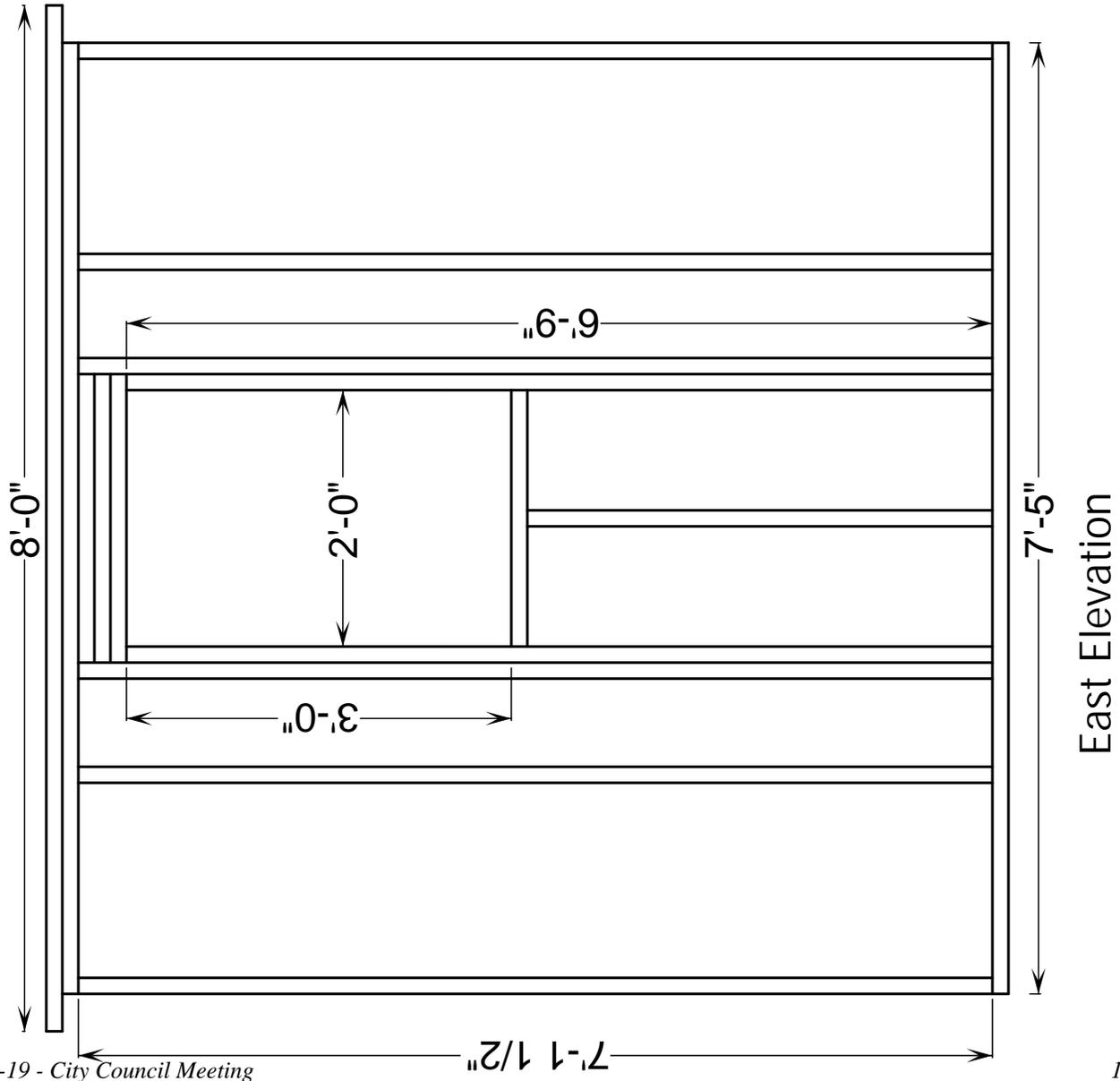
- Cut List  
 12 Joists @ 2 x 6 x 7' 9"  
 2 Joists @ 2 x 6 x 12'  
 2 @ 4 x 8 x 3/4 T & G plywood  
 2 @ 4 x 4 x 3/4 T & G plywood  
 20 @ hurricane clips + 120 hanger nails  
 4 @ 4 x 8 x 1" insulation



North Cut List  
9 studs @ 7' 1 1/2"  
2 plates @ 12'  
1 plate @ 11' 5"

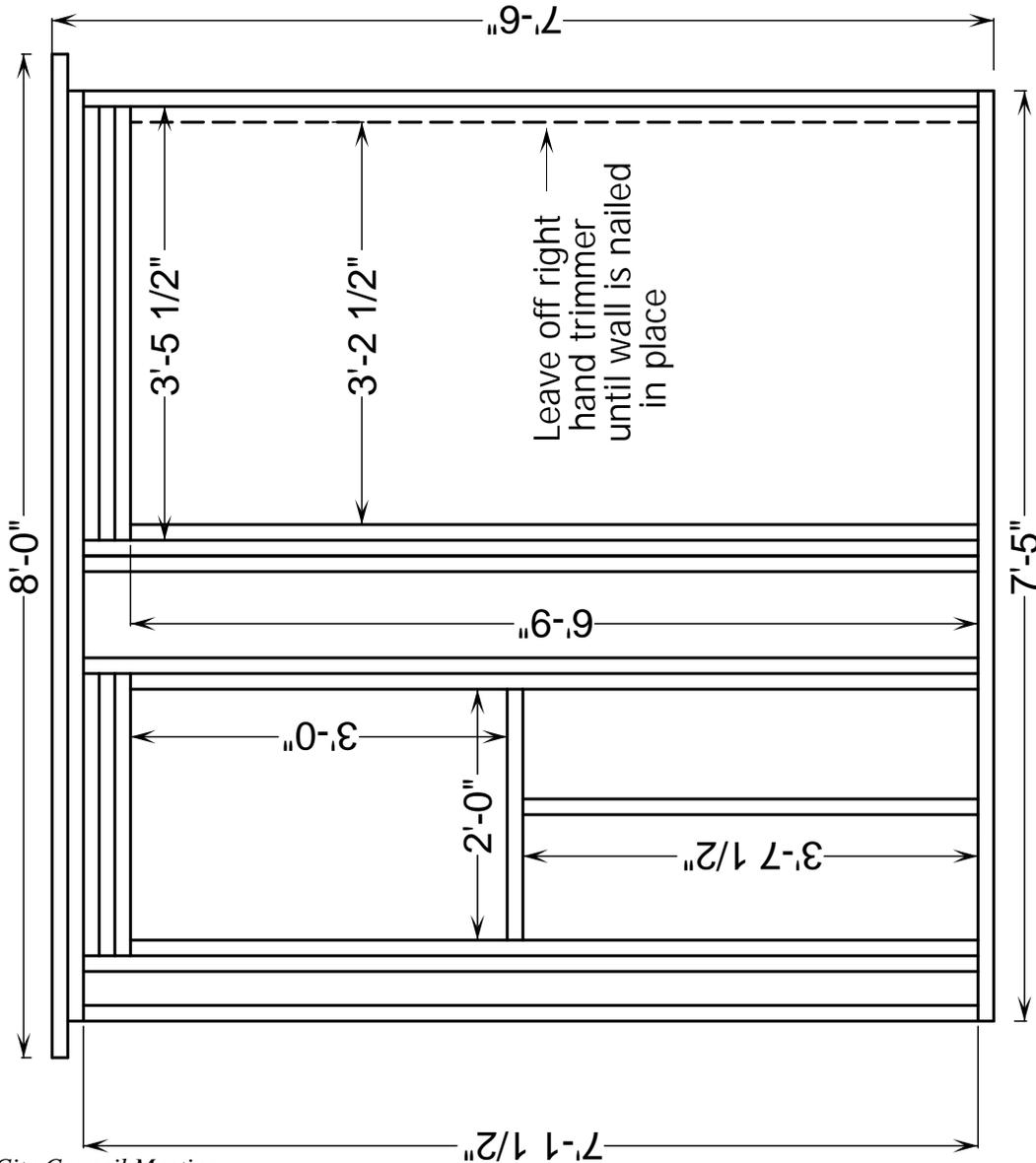
South Cut List  
9 studs @ 7' 1 1/2"  
2 plates @ 12'  
1 plate @ 11' 5"

**North and South Elevation**



**Cut List**  
(all 2 x 4)

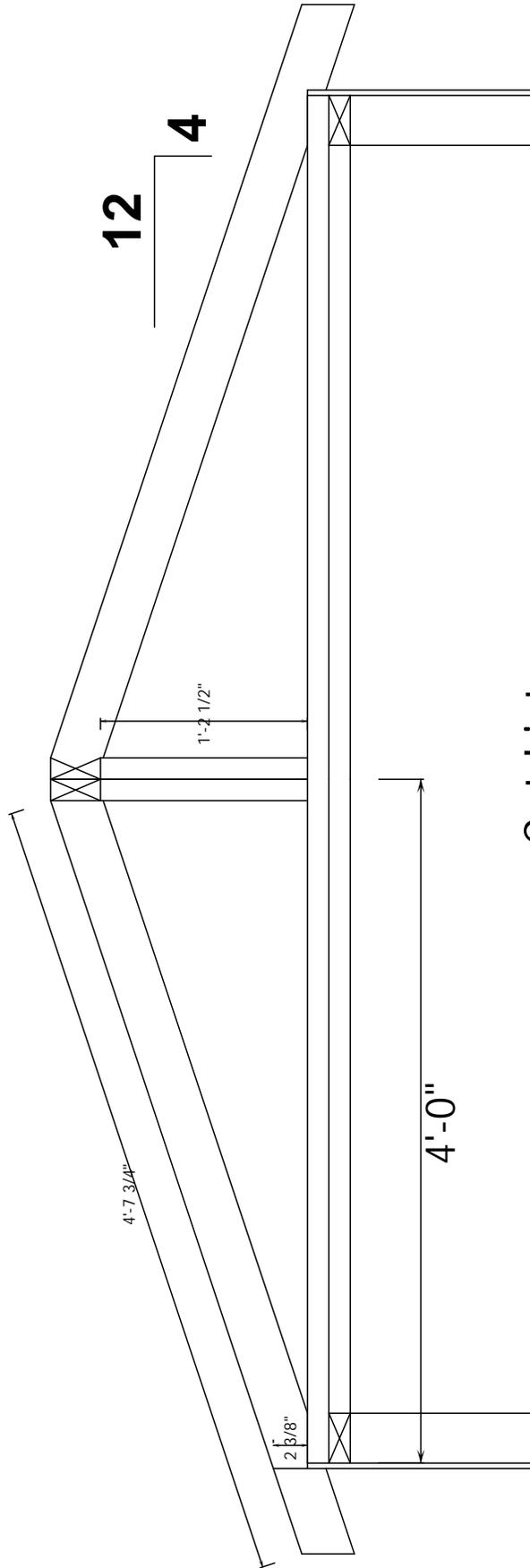
- 6 studs @ 7' 1 1/2"
- 2 Trimmers @ 6' 9"
- 1 Top Plate @ 7'5"
- 1 Bottom Plate @ 7'5"
- 1 Double Top Plate @ 8'
- 2 headers @ window size plus 3"
- 1 sill @ window size



**West Elevation**

**Cut List**  
(all 2 x 4)

- 6 studs @ 7' 1 1/2"
- 4 Trimmers @ 6' 9"
- 1 Top Plate @ 7'5"
- 1 Bottom Plate @ 7'5"
- 1 Double Top Plate @ 8'
- 2 Headers ( over door) @ 3' 5 1/2"
- 2 headers @ 27"
- 1 sill @ 24"
- 1 Jack stud under window @ 43 1/2"



- Cut List:
- 14 Rafters @  $4' 7\frac{3}{4}"$
  - 10 commons with "bird's mouth"
  - 4 barge without "bird's mouth"

ITEM	DESCRIPTION	QTY	COST	TOTAL COST
	4X4-12FT PT CON SELECT FIR GC	2	\$24.57	\$49.14
	2X6-12FT #2/BTR KD PRIME HEMFIR	2	\$9.84	\$19.68
	2 in. x 6 in. x 8 ft. #2 and Better Kiln-Dried Hem Fir Lumber	12	\$6.56	\$78.72
	23/32 4X8 Plywood Subfloor	3	\$40.08	\$120.24
	Z-MAX Galvanized 18-Gauge Hurricane Tie	24	\$0.58	\$13.92
No Image available	1-1/4" HOT Galv Joist HGR 1 LB	1	\$4.78	\$4.78
	1 in. x 4 ft. x 8 ft. R-3.85 Insulating Sheathing	9	\$11.98	\$107.82
	2 in. x 4 in. x 14 ft. #2 & Better Kiln-Dried White Wood Lumber	6	\$7.31	\$43.86
	2 in. x 4 in. x 16 ft. Prime Kiln-Dried Hem Fir Lumber	2	\$8.36	\$16.72
	2 in. x 4 in. x 96 in. Premium Kiln-Dried Whitewood Stud	20	\$3.19	\$63.80
	36 in. x 80 in. Flush Primed Right-Hand Inswing Steel Prehung Front Door	1	\$134.00	\$134.00
	2 in. x 4 in. x 12 ft. Prime Kiln-Dried Hem Fir Lumber	7	\$6.27	\$43.89
	R-13 Kraft Faced Insulation Batts 23 in. x 93 in.	2	\$70.98	\$141.96
	9 ft. x 150 ft. Housewrap	1	\$87.00	\$87.00



**Low Income Housing Institute**

Tiny House Materials

Total Cost: **\$2,548**

	SmartSide 48 in. x 96 in. Strand Panel Siding	10	\$29.97	\$299.70
	1/2 in. x 3/8 in. x 2 in. x 10 ft. Galvanized Steel Siding Z Bar Flashing	2	\$3.18	\$6.36
	SmartSide 8 in. x 144 in. Textured Strand Lap Siding	2	\$8.68	\$17.36
	2 in. x 4 in. x 10 ft. Prime Kiln-Dried Hem-Fir Lumber	9	\$5.22	\$46.98
	3/4 in. x 4 in. x 8 ft. Cedar Board	14	\$5.18	\$72.52
	15/32 in. x 4 ft. x 8 ft Sheathing Plywood	5	\$21.92	\$109.60
	1-1/2 in. x 1-1/2 in. x 10 ft. Galvanized Steel Roof Edge Flashing	2	\$2.83	\$5.66
	#15 Felt Roof Deck Protection	1	\$19.45	\$19.45
	Arrow Fastener T50 1/4 in. Leg x 3/8 in. Crown Galvanized Steel Staples	1	\$2.84	\$2.84
	#11-1/2 x 2-3/8 in. 8-Penny Vinyl-Coated Steel Sinker Nails	1	\$11.97	\$11.97
	#11 x 3/4 in. Electro-Galvanized Steel Roofing Nails	1	\$10.47	\$10.47
	BT25XL 6 in. x 50 ft. Window and Door Sealing Tape	2	\$17.97	\$35.94
	#9 x 3-1/4 in. 16-Penny Vinyl-Coated Steel Sinker Nails (5 lb.-Pack)	1	\$11.97	\$11.97
	1 in. x 6 in. x 12 ft. SPF S1S2E White Prime Select Fascia Board	2	\$11.92	\$23.84



**Low Income Housing Institute**

Tiny House Materials

Total Cost: **\$2,548**

	15/32 in. x 4 ft. x 8 ft.; Actual: 0.438 in. x 48 in. x 96 in.)	10	\$24.35	\$243.50
	24 in. x 36 in. V-2500 Series Single Hung Vinyl Window - White	2	\$98.00	\$196.00
	Supreme Onyx Black 3-Tab Metric Asphalt Roofing Shingles	7	\$25.00	\$175.00
	Juno Satin Nickel Entry Door Knob featuring SmartKey	1	\$30.97	\$30.97
	Curbside Delivery Service	1	\$79.00	\$79.00
	Sales Tax (@9.6%)			\$223.17

## Tent Cabin Research

### Lair of the Golden Bear

- <https://alumni.berkeley.edu/lair/your-stay/accommodations>
- Structure:
  - Wooden sides (4 feet tall) and base with a canvas top
    - Canvas is fireproof and relatively waterproof (unless tampered with). The material is a mix between canvas and plastic.
  - Modern tents have concrete footings to increase durability and meet regulations, but their older models were built on post and peers and lasted up to 30 years
    - Estimates \$7000 to build
  - They come in two-, four-, and six-person sizes (Respite Center would be more along the lines of a two-person size, maybe smaller)
- Accomodations:
  - Twin metal bed frames with mattresses
  - One shelving unit
  - One overhead light
  - One electrical outlet with two sockets
    - 15 amp services, they haven't had problems with lights getting hot or catching fire, but they have had circuits overload
  - Bathrooms and showers located in separate building
- Cost: \$1800 just for custom tent tops
  - Note: These are meant to handle extreme weather conditions (snow, hail, etc)
  - Ordered from a company in Sonora that handles custom boat covers and awnings. They customize them to match height and pitch
- Note: I am in contact with a representative from Golden Bear and he will attempt to find the blueprints of their older tent cabins, if he finds them, he will send them to me by mail
- Pictures:



### Half Dome Village: Yosemite

- <https://www.travelyosemite.com/lodging/half-dome-village/>
- Structure:
  - Wooden frames wrapped in canvas with wooden floors and wooden doors
  - Can accommodate 2-5 people
- Accommodations:
  - Electrical lighting
  - Some offer central heating and others do not
- I've contacted them, hopefully they will be able to provide me with more details
- Pictures:



Alpha Project

### Tent: San Diego

- <https://www.sandiegouniontribune.com/news/homelessness/sd-me-homeless-cabin-20180906-story.html>
- Built by the Alpha Project, a homeless advocacy group in San Diego
- Structure: 12 by 12 Wood Cabin
  - Can house up to three people.
- Cost: \$2500 and can be built in a day
- I've contacted them and hopefully they will be able to provide me with the details on this project
- Pictures:



Fernwood Resort: Big Sur

- <https://www.fernwoodbigsur.com/tent-cabins.html>
- Tents are custom made by Sweetwater Bungalow:  
<https://www.sweetwaterbungalows.com/>
  - Their cheapest model is the A la Carte 10x12 for \$3000
    - White Shell & Rain Fly System
    - Eave & Awning System (excluding Rain Fly Rails)
    - Material List & Lumber Specs
    - Platform & Deck Plans
    - Step-by-Step Assembly Instructions
- Pictures of Fernwood Resort:

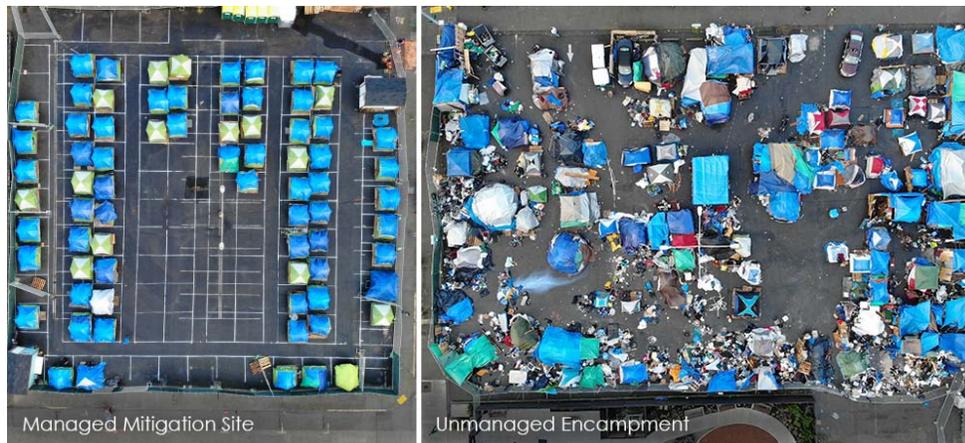


- Pictures of A la Carte Sweetwater Bungalow:



## Mitigation Sites: City of Olympia

- <http://olympiawa.gov/community/homelessness/Mitigation-Sites.aspx>
- “Mitigation sites are temporary, legal camping sites that provide a level of order, safety, dignity and cleanliness to reduce human suffering and the impacts of unmanaged camping on the community.”
- Located on city-owned parking lot near downtown Olympia.
- Includes:
  - Basic hygiene services (portable toilets, potable water, garbage collection)
  - On-site host(s) managed by the Union Gospel Mission
  - Orderly set-up (fencing, painted rows with 10x10 spaces, consistently sized tents on pallets)
  - A code of conduct and safety protocols
- Pictures:



## Some companies of interest:

- Rainier Outdoor: <https://rainieroutdoor.com/wall-tents/centennial-tent.html>
  - They sell tent kits with frame or without it
  - 10x12 kit without frame is \$764

- Colorado Yurt Company: <https://www.coloradoyurt.com/tents/the-basics/>
  - Tent includes: front and back entrances with durable Velcro/Web door closures & quick release door tiebacks. Sidewalls separate and roll up for maximum ventilation and secure shut with full length 2" Velcro and cam buckles. Eave ropes and storage bag provided.
  - 10x12 kit with Marine Sunforger Canvas is \$825
- Wall Tent Shop: <https://www.walltentshop.com/>
  - 8x10 cover is \$450
- Big Duck Canvas:  
<https://www.bigduckcanvas.com/canvas-for-tents/army-duck/10-10-oz-60-sunforger-tent-canvas>
  - Sells canvas only
  - 10.10 oz (60") Sunforger Tent Canvas if buying 100 yards + is \$8.15 per yard