

STAFF REPORT

DATE: March 1, 2022

TO: City Council

FROM: Dagoberto Fierros, Management Analyst
Deanne Machado, Deputy Director of Police Services
Kelly Stachowicz, Assistant City Manager

SUBJECT: Daytime Respite Center for Unhoused Individuals

Recommendation

1. Receive update on the Daytime Respite Center for Unhoused Individuals (Respite Center).
2. Approve Resolution to Authorize City Manager to Extend Contract with CommuniCare Health Centers for Respite Center Services through June 2023.

Fiscal Impact

Staff is asking for authority to extend the CommuniCare contract in an amount not to exceed \$460,224, with funds proposed to be allocated from American Rescue Plan Act dollars.

The City currently has a contract with CommuniCare Health Centers (CommuniCare) to provide services at the City's Respite Center. The current contract has an annual ceiling of \$238,226, which pays for the CommuniCare staff to manage and provide services at the Center. Approximately 6% of the contract is allocated to operating expenses for CommuniCare staff. Most of these costs have been funded using CARES Act funding, both from Yolo County and from the City's Community Development Block Grant – CV funding. Both sources were one-time dollars and have been spent

The City provides the remainder of the costs to run the Respite Center directly. These costs include the facility, the portable showers and restroom facilities, food, and supplies. Hard costs for the facility include janitorial services, repairs, phone, internet, and electricity. The annual costs for these, excluding the shower facilities, equals approximately \$40,000. In January, the City finally received the portable showers/restroom facility we purchased (also using CDBG-CV funds), which means the City no longer needs to pay for a monthly lease on the rented facility. The annual cost to lease the facility was \$110,400.

Multiple existing City staff also allocate time to the Respite Center program, paid for by the General Fund. Total costs are \$276,525 and are included as part of labor costs in the City's budget.

This report addresses only the costs to renew the CommuniCare contract. Staff is recommending the renewal be approved for a 16-month period to align future renewals with the start of a two-year budget cycle for the City. CommuniCare is also requesting a change to the staffing configuration, which, if approved, would increase the annual CommuniCare contract to \$345,168, and a 16-month contract to \$460,224.

Council Goal(s)

Goal 1 – Ensure a safe, healthy, equitable community.

Objective 6 – Reduce the number of individuals who are unhoused

- A. Evaluate the Respite Center for homeless individuals and determine next steps for the pilot project.

Commissions

City and CommuniCare staff will present to the Social Services Commission on February 28, 2022 to review the program and receive Commission feedback. Because the Social Services Commission meeting is the evening prior to the City Council, staff or Commission representatives will provide verbal feedback to the City Council on March 1.

Background and Analysis

The Respite Center aims to improve the quality of life for individuals experiencing homelessness in Davis, through provision of services to meet basic needs and connection to services to assist with housing, counseling, medical care and other needs. The City contracts with CommuniCare to operate the Center, which located at 530 L Street, utilizing a portion of the west end of the City's Corporation Yard facility. On January 12, 2021, Council approved the extension of the program for an additional 12 months through the end of February 2022. The staff report from January 2021, with additional background information, can be found [here](#). Staff is returning to the Council with an annual update and a recommendation to continue the program at the current location through June 30, 2023 to align with the City's two-year budget cycle.

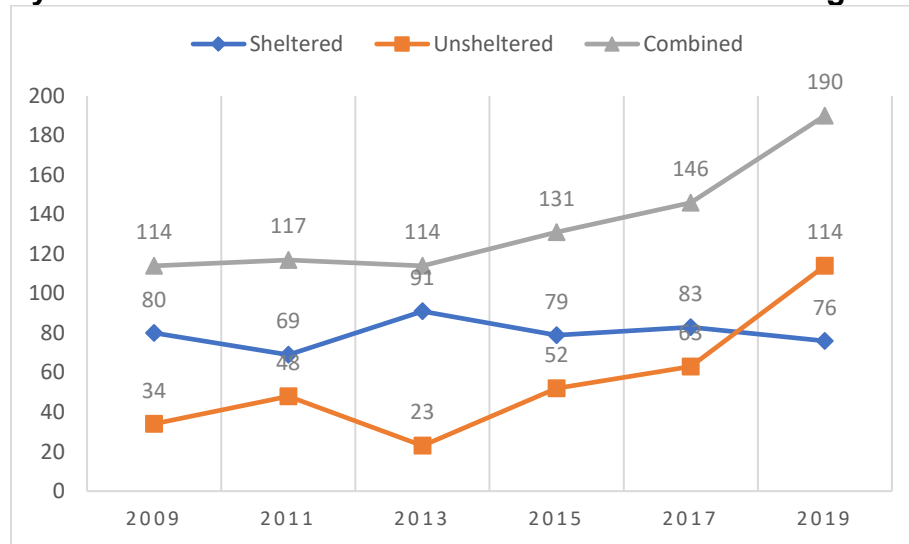
Respite Center Site Plan



Brief History

In January 2019, Yolo County completed the biennial Point-in-Time Count, which is completed every other year typically in January. The U.S. Department of Housing and Urban Development requires local communities to conduct a count of the number of individuals who are unsheltered and who are sheltered homeless. In January 2019, there were 190 persons experiencing homelessness on any given night in Davis. Of the 190 persons, 114 experienced unsheltered homelessness and the remaining 76 experience sheltered homelessness. A new Point-in-Time Count is scheduled to begin on February 23, 2022.

City of Davis Point-in-Time Count Data from 2009 through 2019



More information about the beginnings of the Respite Center can be found [here](#).

CommuniCare Operational Overview

The Respite Center opened its doors on February 24, 2020, just weeks before the City declared a State of Emergency because of Covid-19. Through the many challenges posed by the Covid-19 pandemic, the center continues to serve as a vital part of the fight against the spread of Covid-19 infection among the homeless population and the broader community of Davis. Within these operating challenges, over the past two years, City and CommuniCare staff have worked together to implement the various elements of the Center, making modifications as needed.

CommuniCare has a team of staff to assist with the operation of the Center. CommuniCare provides a full-time onsite Program Supervisor and a Facility Safety Ambassador. In addition, two Case Managers also work with clients, and an Associate Clinical Director of Behavioral Health and Chief Behavioral Health Officer provide guidance and assistance as needed. CommuniCare continues to provide access to on-site medical and behavioral health clinicians, registered nurses and other staff, a particular fortunate benefit of working with this provider during Covid-19.

The Center, which is open six days per week, in 2021 averaged 1,265 guest visits per quarter, and 15 new intakes per month. New intakes are individuals who are visiting the center for the first time.

Since the Center opened its doors, the following totals have been recorded:

Visits:	10,032
Intakes (unduplicated count):	524
Housing linkages:	53% of intakes
Benefits linkages:	40% of intakes
Primary Care linkages:	32% of intakes
Behavioral Health/Substance Use Services linkages:	33% of intakes
Other (ID voucher, phone, vital documents):	41% of intakes

The number of individuals continuously linked to the various services is encouraging. All guests are offered services upon entry into the program, but not all accept the assistance, and acceptance is not required to access the Center.

Additional Staffing. CommuniCare is requesting to expand their staffing to accommodate needs they have identified in managing the Center by designating 1FTE clinician dedicated to the Center. This is an estimated annual cost of \$103,000. The Center was originally envisioned to incorporate additional onsite staffing from the County and a robust volunteer program. Covid impacted the County staffing, but County Health and Human Services has recently been able to dedicate one full time case manager assigned to Davis. The position is not assigned to the Respite Center specifically, but has been able to meet with Center staff and now has dedicated weekly office hours established onsite. The volunteer component, as discussed in greater detail later in this report, has not been able to secure enough regular support onsite.

Because of the unique layout of the site and high-attention needs of some of the clients, the number of bodies required to safely and effectively manage the site is larger than originally envisioned. CommuniCare asserts that a new Clinician position would allow for an additional staff person able to handle any needs that arise – from basic site needs to high-level clinical care. Staff is supportive of the need for additional assistance onsite, although we are still discussing position specifics with CommuniCare and County partners.

Center Services

The Respite Center provides a variety of services to try to meet basic health needs of unsheltered individuals and connect them to services. Most of the services originally envisioned are operational, including the following:

- General service *connections* – CommuniCare staff are able to meet with guests to assist them in connecting with services to address their needs (employment, housing, medical, and other social service programs).

- *Health Needs* - Medical staff from CommuniCare visit the site to assist clients with medical and behavioral needs through the Mobile-Medicine team once a week.
- *Veterinary Needs* - Clients also have access to veterinary services for their pets once a month through the Davis Pet Advocacy and Wellness (Davis PAW) mobile veterinary clinic.
- *The Hub* – One of the buildings provides an indoor, climate-controlled space for guests to shelter from the outdoors. This facility includes restrooms; the administrative office; a computer hub where guests can access email, complete applications, or be online; a clothes closet with donations from the community; simple food and drinks from the Yolo Food Bank; and an area to sit and relax.
- *Showers/Bathrooms* – The City originally leased the onsite shower/bathroom units but in 2021 the City ordered two trailers with shower/bathroom combinations (one unit is ADA accessible) so that guests can take care of personal hygiene needs. A total of 1,948 shower visits were registered in 2021. In January 2022, the City received and hooked up the City-owned portable units, allowing staff to return the leased units.
- *Laundry facilities* – The Center has two washers and two dryers for guests to do their laundry. A total of 965 laundry visits were registered in 2021.
- *Storage* – The site includes a large, lockable shed, in which larger belongings of clients can be safely stored for a short period of time.
- *Relaxation* – The Center includes outdoor seating areas, an area for active recreation, and a covered resting space with cots and blankets.
- *Mail* – The City set up an individual address for the Respite Center (530 L Street) so that guests can use the address to receive mail if needed (and so first responders can respond directly to the center, rather than to the City's Corporation Yard).

Facility Maintenance and Supplies

After the installation and opening of the Respite Center, Public Works Facilities Division staff have continued to provide building maintenance and management of janitorial and landscaping maintenance contracts, and Public Works Administration staff have worked with the Respite Center to develop and implement a system for requesting and receiving supplies. The center requires frequent basic supplies to operate - everything from paper plates to laundry detergent. During the course of the Covid-19 pandemic, staff have worked to ensure that the supply process can continue safely and within County guidelines. Costs associated with provision of these supplies is included in the City's budget.

Covid-19 Impacts

As already noted, the Center has been operating under Covid-19 restrictions almost since it opened. This has posed challenges, provided opportunities and caused the Center to pivot to a Covid-focused operation within weeks of opening. It quickly became a critical part of the City's Covid-response infrastructure, with a goal of preventing the spread of the disease among the city unsheltered individuals. The Center implemented procedures to limit occupancy so that social distancing could be enforced, implemented

new sanitization procedures, increased visitations by CommuniCare medical staff to meet with guests, and coordinated with Yolo County to identify the most vulnerable individuals to participate in Project RoomKey. (Project RoomKey was the County's program to house unsheltered individuals in hotel rooms throughout the County specifically for those who are medically vulnerable to Covid-19 infection and for those who need to isolate or quarantine due to positive Covid-19 test results.) CommuniCare staff also assisted in client referrals to the Davis Emergency Shelter program, Bridge Housing program, and the 2021-22 Emergency Winter Shelter program. CommuniCare continues to adapt operations, protocols and service provision based on Covid-19.

CommuniCare staff also provided temporary support to clients of the 2021-22 Emergency Winter Shelter Program. The Emergency Winter Shelter Program was created to house up to 40 homeless individuals overnight in 14 housing units at the Davis Migrant Center that is located 5 miles south of the City limit. The Respite Center was designated as the intake and drop off location. Shelter clients had access to services onsite as well as services already provided at the Respite Center. The winter shelter was in operation from November 29, 2021 to December 17, 2021.

One aspect of the Center that has been most affected by the pandemic is the use of volunteers. As originally envisioned, the Center would rely heavily on volunteers to assist in daily operations – assisting guests, performing tasks on site, and simply having an on-site presence. All volunteer opportunities were ceased a few weeks after the center opened due to shelter in place orders, and it continues to be challenging to secure regular volunteers. A limited number of volunteers have assisted with check-ins for shower, restroom, and laundry use. Staff intends to revitalize the volunteer program by building upon the existing relationship with the neighbors of the Center, partnering with local community groups, and reaching out to UC Davis students and the greater Davis community.

Community members have found other ways to assist with Center operations. Several volunteers have completed required training to drive the City's decommissioned transit van in order to assist the Center in weekly food pick-ups at Yolo Food Bank. Others have donated a number of items to the Center, including prepared hot meals, clothing and footwear items, outdoor furniture and shade structures, blankets, homemade reusable face coverings and a large supply of surgical masks and gloves. Center staff has commented several times about the kindness of the community and willingness to help.

Neighborhood Outreach

At the beginning of 2021, based on previous input from neighbors to be kept informed, staff began to generate quarterly program updates to send via email to neighbors and other interested parties. Davis Manor Neighborhood Association representatives also shared the updates with their respective contact lists. The quarterly program updates include client intake data, services provided, resource linkage information, police calls-for-service reports, and other highlights of the program.

On February 17, 2022, staff held a second virtual neighborhood meeting to present an annual update of the program to the neighbors of the Center and to receive feedback from neighbors. Before the meeting, staff provided a survey to neighbors in order to gather information about their experiences and concerns. The survey received 95 responses. The zoom meeting included a total of 35 participants, of which ten were City staff and CommuniCare staff.

CommuniCare staff provided a program update for program year 2021. The program update included statistical data up to date, client demographic information, and a breakdown of services offered.

Staff presented survey results for the second neighborhood survey. The survey reflected an increase in how informed individuals felt about the Center. The survey also reflected a notable increase in perceived negative impacts to the neighborhood since the Center opened, in comparison to the first survey. The survey also collected data in regards to concerns about illicit drug and alcohol abuse in front of the center afterhours, excessive trash and loitering, and an increase in general safety concerns. A summary of the survey can be found in Attachment 2.

Staff also explained that there was no plan to relocate the Respite Center at this time. While staff is always looking for location options or ways to improve the Center, staff is not presenting any recommendations to change the location at this time.

The Davis Police Department shared quarterly calls-for-service data broken down by incident type. The incident types included drug/alcohol, mental health/welfare, nuisance/code enforcement, officer-initiated contact, patrol response for assessment, property theft/loss, suspicious activity, traffic/major safety, traffic/minor vehicle violations, and violent crime/abuse or neglect. Staff acknowledged an increase in drug/alcohol and suspicious activity calls for service the past 12 months and shared recent efforts to curb the nuisance and loitering issues near businesses and homes.

Participants provided comments after the presentations. Comments centered around the following themes:

- Solutions to mitigate general safety concerns
- Measures to crack down on illegal activity in the area
- Ways to beautify the entrance of the Center and nearby areas through partnerships with community organizations

Public Safety Efforts and Data

The specific data for the Respite Center and surrounding neighborhood continues to present analytical challenges due to the relatively short time period for which data are available. Additionally, unique challenges presented by Covid-19 resulted in lower daily attendance at the Center in 2021 and deviations from typical crime patterns throughout the City.

In spite of these challenges, a review of the data over the last year is informative. To that end, the data suggest increases over time in the areas of drug and alcohol related

calls for service (averaging roughly 3 per month), suspicious activity calls for service (averaging roughly 16 per month), and violent crime calls for service (averaging roughly 10 calls per month). The overwhelming majority of violent crime calls taken around the Center involve individuals known to one another, with some nexus to drugs and alcohol.

The data across nearly all categories appear to have peaked in the third quarter of 2021, which is consistent with other areas of town due to intervening variables such as weather and available daylight hours. In addition, this period reflects the demobilization period for Project Roomkey, which housed more than 40 homeless individuals per night for over a year. The demobilization of Project Roomkey resulted in a direct increase in traffic at and around the Respite Center. Further, the Respite Center served as the pickup and drop-off location for the City’s emergency winter shelter which provided services for several weeks during the fourth quarter of 2021. Decreases in the areas of traffic and property theft in the fourth quarter may reflect this brief programming.

A comparative analysis of the data prior to the Respite Center launch suggest that, in general, call volume has either decreased or remained stable. Specifically, calls regarding violent crime, nuisance, and property theft have decreased over time. Areas of concern due to a marked increase in call volume over time include patrol response for assessment and traffic/major safety.

2021

Incident Type	Drug/Alcohol	Mental Health/Welfare	Nuisance/Code Enforcement	Officer Initiated Contact	Patrol Response for Assessment	Property Theft/Lost	Suspicious Activity	Traffic/Major Safety	Traffic/Minor Vehicle Violations	Violent Crime/Abuse or Neglect
Quarter 1	4	17	21	87	198	17	34	25	2	12
Quarter 2	3	13	25	49	144	14	33	26	1	36
Quarter 3	16	21	75	83	239	16	72	29	15	36
Quarter 4	10	18	30	31	190	10	53	5	13	32
TOTAL	33	69	151	250	771	57	192	85	31	116
Avg/Month	3	6	13	21	64	5	16	7	3	10

Importantly, the data fails to capture some of the larger public safety challenges related to the Respite Center and the extent to which the Police Department has worked, in collaboration with our partners, to address these issues.

First, the Department has deployed significant code enforcement efforts around the Center to address visual blight due to littering and dumping. Code enforcement has contacted surrounding business owners to educate and inform them regarding the opportunities for partnership and consequences for inaction. Cooperation from the surrounding business has been successful, although regular efforts to keep the area clean will be required into the foreseeable future.

Second, the Department has used a community oriented public safety approach to address the issues of loitering around the center which has, at times, resulted in the nuisance and violent related calls for service being included in the data. Stakeholders

included in the community oriented public safety effort have included the Police Department (specifically, Beat officers), code enforcement, homeless outreach, the surrounding businesses and CommuniCare. Specific outcome measures have included increased patrols around the area, swift code enforcement response as required, installation of “no loitering” signs around the area, and increased homeless outreach presence. Much like the littering and dumping concerns, continued efforts will need to occur ongoingly to ensure compliance and control of “flare ups”.

Next Steps for Respite Center

Overall, the Respite Center has been a valuable addition to the spectrum of services available throughout the Davis community to assist unhoused individuals. It has been fortuitous that the Center opened just as the pandemic started; our ability as a community to keep the most vulnerable members safe was greatly enhanced by having this resource. Clients utilize the Center and the services provided, and the various staff who assist at the Center (CommuniCare, City, County) are able to provide positive assistance to individuals. Once the City’s new Department of Social Services and Housing is operational, staff will be looking at the City’s overall homelessness strategy, which will include the Respite Center, its services, its location and its setup, in search of continuous improvement.

That said, the Center and the City’s ability to address homelessness is not without significant challenges. The City and CommuniCare are both continuing to work to keep the area around the Center safe and well-kept. Numerous individuals hang out around the Center but do not access services, and often engage in behaviors in the vicinity of the Center that are not appropriate and result in calls for service or increased frustrations from business and residential neighbors. Financing the social services provided at the Respite Center is expensive. And at the end of the day, the Respite Center does not provide overnight shelter, forcing daytime clients to fend for themselves once the Center closes. These are all issues that staff – City, CommuniCare and County – will continue to work through, and will be a major focus of the City’s new Department of Social Services and Housing.

The immediate next steps for the Center are recommended as follows:

- Extend CommuniCare’s contract through June 30, 2023 to align with the City’s two-year budget cycle.
- Continue to work with CommuniCare and Yolo County to determine the best staffing configuration to service the Respite Center.
- Continue to provide public information to increase transparency about the Center. Information includes quarterly program updates, surveys, and public discussions.
- Look for additional ways to ensure neighbors are heard, informed and involved.
- Continue to review and analyze calls-for-service data around the center.
- Build the center’s volunteer program.

Attachments

1. Resolution
2. February 2022 Survey Summary

RESOLUTION NO. 22-XX, SERIES 2022

RESOLUTION AUTHORIZING CITY MANAGER TO EXECUTE AN AMENDMENT TO THE CONTRACT WITH COMMUNICARE HEALTH CENTERS TO MANAGE THE RESPITE CENTER THROUGH JUNE 2023 AND TO ALLOCATE AN AMOUNT NOT TO EXCEED \$420,224 FOR COMMUNICARE TO PROVIDE SERVICES

WHEREAS, on November 5, 2019, the City Council directed staff to establish a pilot daytime respite center to serve persons experiencing homelessness in Davis; and

WHEREAS, the City sought partnerships with other local agencies to provide staffing support for the respite center, specifically CommuniCare Health Centers; and

WHEREAS, CommuniCare Health Centers has staffed and managed the Respite Center since its opening in February of 2020 and needs to extend its contract for services;

WHEREAS, the data from the Respite Center indicate that the program is successfully assisting unsheltered individuals and connecting them with services; and

WHEREAS, the current contract with CommuniCare expires February 28, 2022; and

WHEREAS, the City desires CommuniCare to continue to provide services at the Respite Center.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Davis to authorize the City Manager to execute an Amendment to the Agreement with CommuniCare to extend their staffing services for the Respite Center through June of 2023 for an amount not to exceed \$460,224.

BE IT FURTHER RESOLVED that a budget adjustment for \$460,224 of American Rescue Plan Act funds (217) allocated by the City Council to provide homelessness services be transferred to the operating Respite Center program (001-1632) for professional services.

PASSED AND ADOPTED by the City Council for the City of Davis on this 1st day of March 2022 by the following votes:

AYES:

NOES:

ABSENT:

Gloria Partida
Mayor

ATTEST:

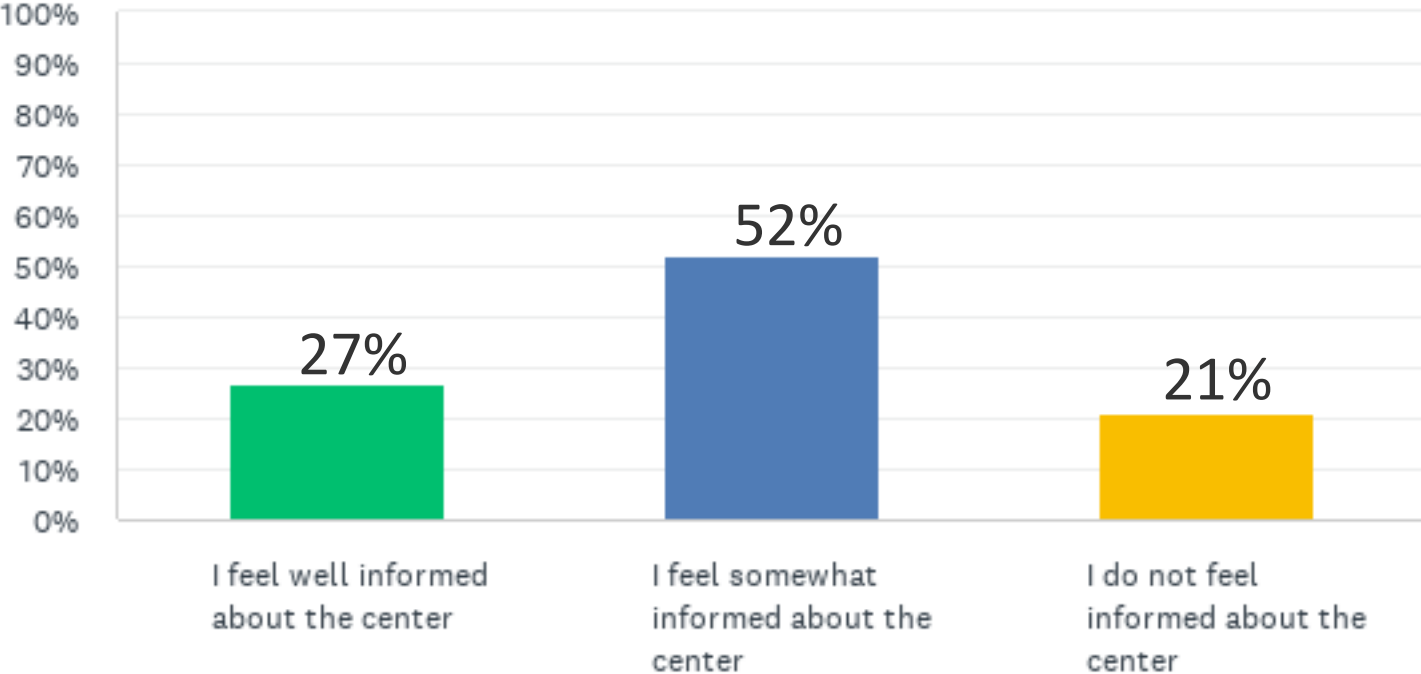
Zoe S. Mirabile, CMC
City Clerk

Respite Center Neighborhood Survey February 2022

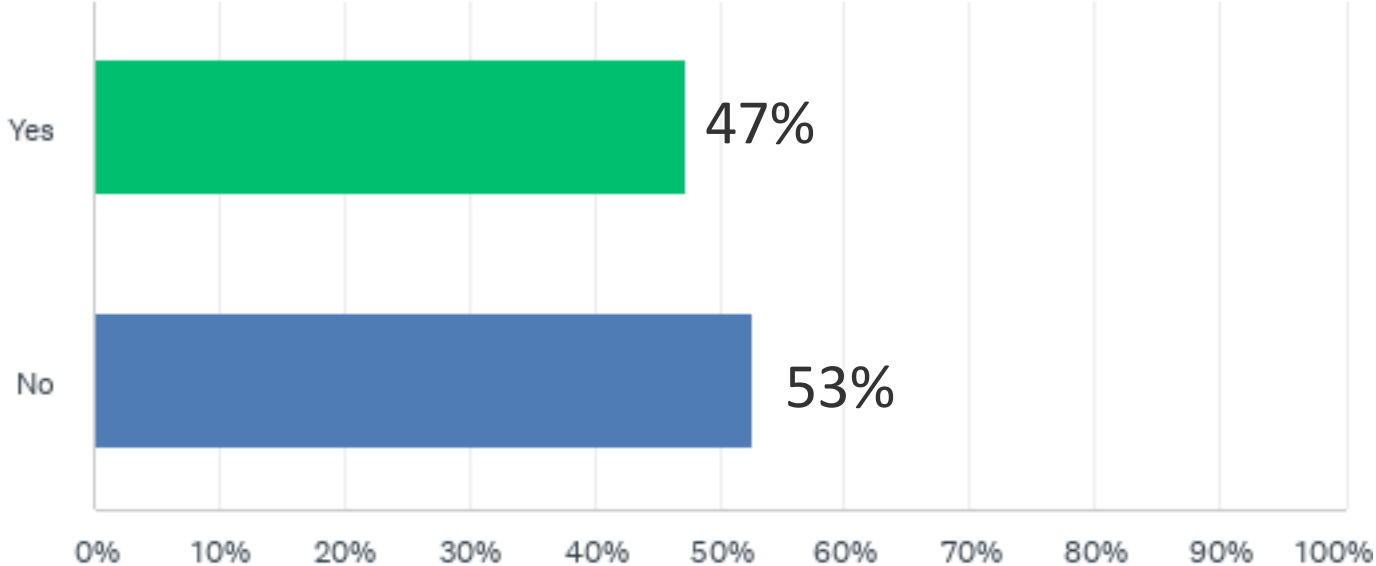
Q1: What has been your level of involvement at the daytime Respite Center pilot program (Check all that apply)

ANSWER CHOICES	RESPONSES	
Shared information with neighbors	47.37%	45
Participated in neighborhood meetings organized by the City	44.21%	42
Read the Quarterly Program Updates	47.37%	45
Attended City Council meetings addressing the daytime Respite Center pilot program	24.21%	23
Attended the Respite Center Open House	35.79%	34
Addressed questions, comments, or concerns to City staff in relation to the daytime Respite Center pilot program	21.05%	20
Volunteered personal time assisting the program	1.05%	1
Donated items to the program	7.37%	7
No involvement with the program	27.37%	26
Total Respondents: 95		

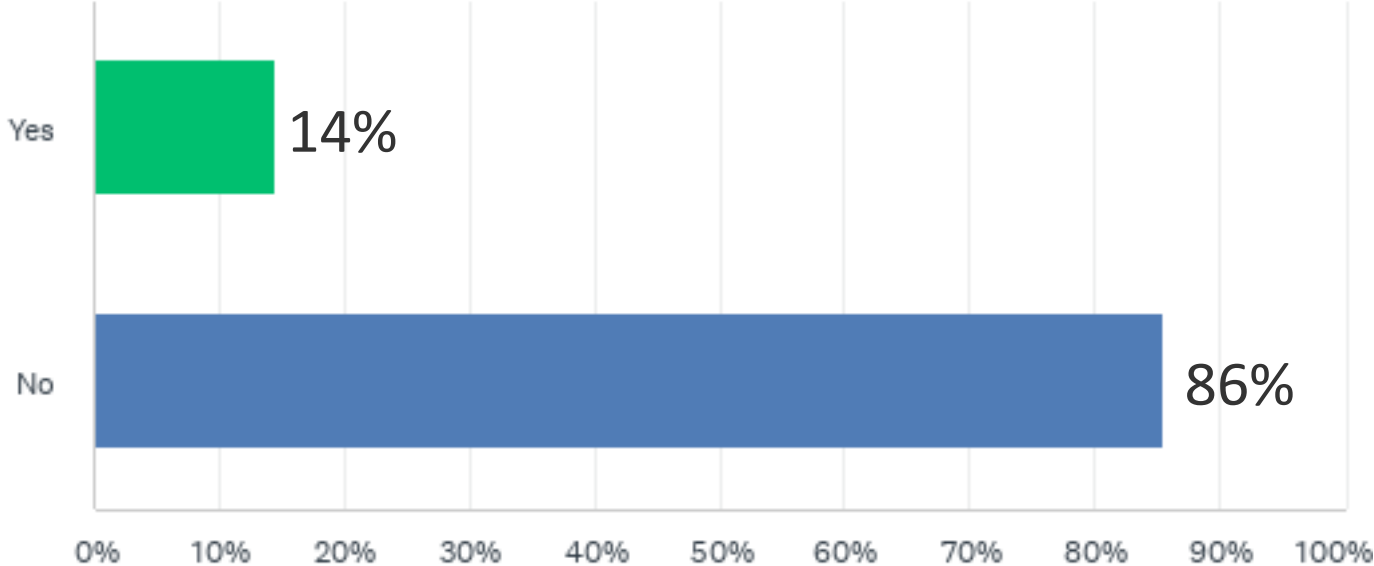
Q3: Please list how informed you feel about the daytime Respite Center pilot program'



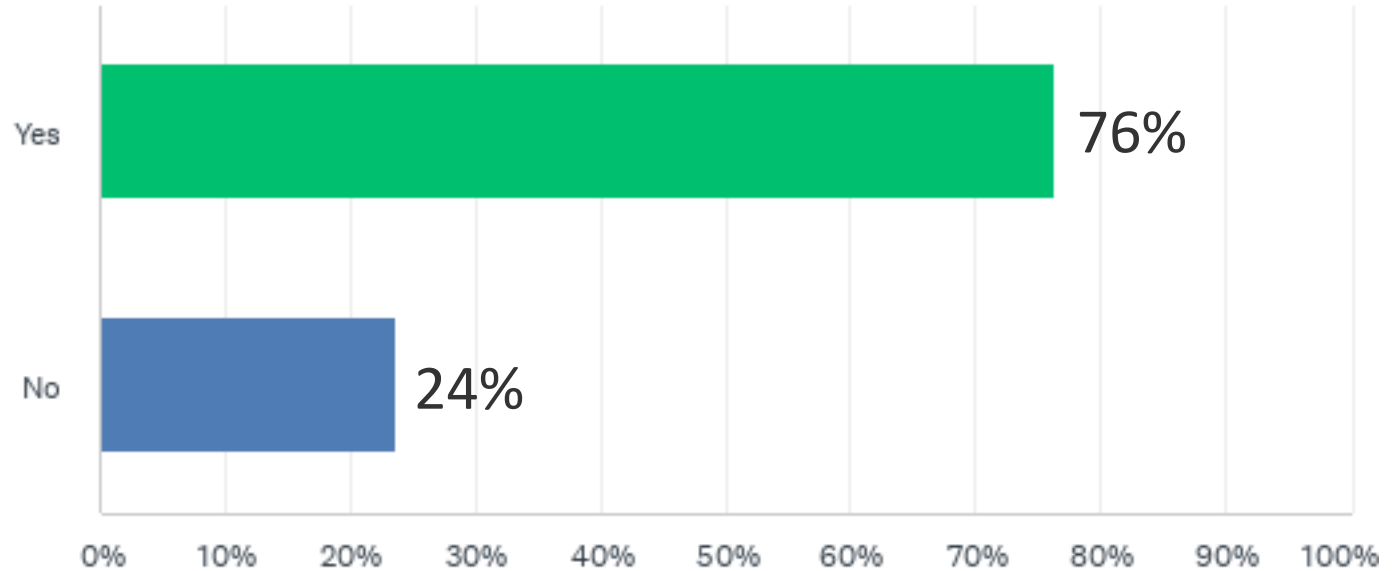
Q4: Did you receive quarterly program updates from the City in 2021?



Q6: Have you noticed positive impacts to your neighborhood since the Respite Center opened?



Q7: Have you noticed negative impacts to your neighborhood since the Respite Center opened?



Q8: Since the start of the daytime Respite Center pilot program, have you noticed any changes with the following

	INCREASED	SLIGHTLY INCREASED	NO CHANGE	SLIGHTLY DECREASED	DECREASED	TOTAL
Individuals experiencing homelessness in the area	62.50% 55	19.32% 17	13.64% 12	3.41% 3	1.14% 1	88
Crime	40.96% 34	24.10% 20	32.53% 27	2.41% 2	0.00% 0	83
Traffic	21.69% 18	20.48% 17	57.83% 48	0.00% 0	0.00% 0	83
Noise	40.00% 34	18.82% 16	41.18% 35	0.00% 0	0.00% 0	85
Trash/Littering	60.92% 53	13.79% 12	18.39% 16	4.60% 4	2.30% 2	87
Public urination/defecation near the center/neighborhoods	50.59% 43	12.94% 11	29.41% 25	4.71% 4	2.35% 2	85
Private property values	11.11% 8	6.94% 5	44.44% 32	13.89% 10	23.61% 17	72
General safety concerns	55.17% 48	18.39% 16	19.54% 17	6.90% 6	0.00% 0	87