

## STAFF REPORT

**DATE:** November 20, 2024

**TO:** City Council

**FROM:** Dana Bailey, Social Services & Housing Director  
Todd Henry, Police Chief

**SUBJECT:** Discussion of Homeless Services Ecosystem and Resource Deployment, Legal Landscape and Municipal Code Revisions

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### **Recommendation**

1. Receive presentation regarding the city's homelessness services ecosystem.
2. Direct staff to prioritize and implement actions to create and widely promote an Encampment Response Protocol.
3. Direct staff to return with options/costing for potential expansion of services as City Council may deem appropriate.
4. Approve recommended changes to the encampment reporting system by community members.
5. Introduce Ordinance Revising Camping Regulations in the City of Davis By Repealing Sections 27.02.160 and 27.03.090 of Chapter 27 of the Davis Municipal Code and Adding Article 26.11 to the Davis Municipal Code, prohibiting camping, occupying camp facilities, or using camp paraphernalia on designated public and private property.

### **Fiscal Impact**

The City expends significant staff and operational resources to manage homelessness and serve the community's unsheltered population. These costs are already budgeted across multiple departmental operating budgets.

Adoption of the ordinance could result in increased enforcement costs, including the costs of collecting, storing and returning the personal property of individuals. Increased costs are expected to be absorbed into the current budget, however costs will need to be calculated to determine whether additional funding is needed to enforce the provisions of the ordinance in future years. If Council provides direction on other operational components within this report, future actions could have fiscal impacts. Dollars spent on services and enforcement actions related to homelessness are either general fund or grant dollars.

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

This item is consistent with Improving Social Services for Vulnerable Populations and Maintaining High Quality Infrastructure and Services. It is not tied to a specific task.

### **Commission Involvement**

The Social Services Commission has been instrumental in providing input and feedback to the staff on issues related to homelessness. While this discussion is coming directly to the City Council, the Social Services Commission has been encouraged to attend and/or watch the discussion.

### **Background and Discussion**

Homelessness and housing affordability have become a crisis in the United States, especially in California. Unfortunately, the City of Davis is not immune to the situation and addressing the complexities of homelessness has consequences for the entire community. The City and its partners have worked to develop a spectrum of services to assist unsheltered or housing insecure people, with an ultimate goal of getting people into or keeping people in housing.

One aspect of immediate concern, however are unregulated encampments, which can result in health and safety issues, not only to the individuals residing in them but to the broader community. In Davis, large and small encampments receive regular outreach, a 72-hour notice of removal and are cleaned up by the City at substantial cost only to reappear and often in the same locations. This has led to significant frustration for residents and businesses as well as for those living in encampments. Camping in parks, greenbelts, public lands, open space areas, and public and private property not designed for camping is largely unsafe and poses an immediate public health, welfare, and safety risk.

This report provides an overview on the City's efforts to address homelessness, and outlines a specific encampment strategy to protect public spaces, parks and the community.

### **Homeless Services Ecosystem**

Davis has taken proactive steps to reduce unsheltered homelessness and to humanize the faces of our unsheltered population. In 2021, the City Council approved the creation of a Social Services and Housing Department to reorient and centralize the network of existing programs, services and stakeholders working together to support those who are homeless or at-risk of homelessness. This commitment includes a focus on strengthening the housing continuum and supportive services to identify sheltering solutions and help people remain in their homes. The Department has engaged in a holistic approach to the issue with a number of partners and projects including, but not limited to, the following:

1. **Homeless Outreach Team(s):** The Homeless Outreach Team consists of two Homeless Outreach staff within the Social Services & Housing Department who proactively respond to the needs of unsheltered individuals throughout Davis. As the Team is not a direct service provider they are joined in outreach by the Downtown Streets Team, County Mobile Outreach and Turning Point Community Programs to deploy daily throughout the community to offer the unhoused a path to meeting basic needs, health/mental health care and to employment. On any given day, there are at least 5-6 outreach workers responding to reports of

individual homeless or multiple people living in encampments or in places not meant for human habitation within the city limits.

The primary role of the outreach teams is to actively seek out individuals experiencing homelessness in public spaces, build trust with them, and connect them to vital services like shelters, housing assistance, healthcare, mental health support, and other necessary resources to help them exit homelessness, often by establishing long-term relationships and navigating complex social service systems on their behalf.

The City is actively recruiting for a Homeless Services Coordinator (Supervisor of the two Outreach Specialists) to expand the reach of the existing team, facilitate and enhance responsiveness across city and county services and manage the availability of the team to react to requests for assistance from the community.

2. **Downtown Streets Team:** One of two projects operating in Davis, Downtown Streets Team's manages a work experience project which provides employment and case management to those experiencing homelessness. Team members receive a low-barrier re-introduction to work skills through cleaning the downtown and participating on work crews led by peers. This project focuses primarily on locations in the downtown area and the two-year pilot has been jointly funded by the City of Davis using cannabis benefit funds and Yolo County using American Rescue Plan funds. This project is expected to sunset in June 2025, unless additional funding is allocated.
3. **Winter Shelter:** The Davis Winter Shelter is a collaborative program with city-based nonprofits and typically operates from November through March to offer refuge from cold and wet weather. The program offers between 18-20 beds nightly, prioritizes Davis residents and those with underlying medical conditions, seniors or people subject to predatory behavior.
4. **Davis Daytime Respite Center:** Downtown Streets Teams' second Davis project, the Davis Daytime Respite Center, is a one-stop shop where unsheltered individuals can receive a wide array of services. Case managers build trust by offering guests the opportunity to shower, rest, do laundry and have a meal all while receiving case management, housing navigation and employment coaching. The site is open from 8am – 4pm, Monday through Friday, when connections to housing sources and access to other public benefits and services are available. Staff is researching options to expand Respite Center access after-hours and on weekends in a cost-effective manner that provides client benefit and is staffed appropriately to manage safety.
5. **Embedded Clinician:** In a partnership with Yolo County, the Davis Police Department has an embedded clinician to improve how they respond to mental health calls, which can help reduce the use of force, decrease arrests, and reduce officer time on scene. The program is funded through an agreement with Yolo County, where the City pays for one-third of the personnel cost of a

clinician, and Yolo County absorbs the remaining cost. Embedded clinicians are County employees with mental health professional qualifications who work with law enforcement agencies to respond to calls and provide follow up. The Police Department is currently working with the Yolo County Health and Human Services Department to fill a second embedded clinician position to expand services within the City. These positions have proven to be extremely difficult to recruit for due to the unique nature of the position.

6. **Downtown Beat:** The Davis Police Department began a directed patrol pilot program for the downtown area in September. The program used two patrol officers committed to the downtown area during four-hour shifts on various days. The program's objective was to focus high-visibility patrols in the downtown area, address quality-of-life issues, and proactively solicit feedback from business owners regarding safety concerns. Additionally, the program allowed for better coordination with other City departments, including homeless outreach teams, and created a more collaborative and agile response model for community concerns. The Department received good feedback from the business community, expressing the benefit of direct and personal communication with officers regarding ongoing issues. Officers assigned to the program applied a community policing, data-driven approach, and concentrated presence in areas with higher levels of criminal conduct. Committing police resources to the downtown area allows officers the ability to better identify ongoing issues, coordinate responses with other City resources, and develop more sustainable outcomes. In addition to the development of intelligence, officers were also able to make several arrests for firearms, stolen property, and possession of fentanyl in the downtown area. The high density of the downtown area makes the community safety issues unique. Unfortunately, due to staffing constraints, the pilot could not be continued. However, the program did demonstrate how using police resources within the downtown area in a community policing model has the potential for an innovative response to safety concerns, emphasizing a collaborative community approach to identifying and responding to concerns.
  
7. **Davis 3-Year Homeless Strategic Plan:** Approved by the City Council in June, 2024 the Homeless Strategic Plan (the "Plan") offers a unifying vision and roadmap to address homelessness and homelessness prevention in Davis. It offers a framework for meaningful action and progress through a formal work plan identifying three priority areas paired with goals and objectives;
  - 1) **Prevention:** A cohesive system of policies, strategies and programs that support individuals and families to remain in the housing of their choice.
  - 2) **Right-Fit Housing Options:** A sustainable infrastructure of sustainable, readily accessible and supportive housing and sheltering solutions for individuals and families.
  - 3) **Stronger Provider, Partner and Community Network:** Build and sustain a coordinated and well-informed provider, partner and community network that prioritizes urgency, efficiency and equity to support individuals experiencing homelessness.

The Plan serves as the unifying vision to address homelessness in Davis. Plan implementation is the next phase in taking actionable steps to achieve the vision. Staff is recruiting community stakeholders, providers and people with lived experience to serve on a taskforce to set measurable goals related to the Plan and report progress towards meeting annual objectives.

A significant amount of information regarding current initiatives and the [Three Year Homeless Strategic Plan](#) are available on the Social Services and Housing [website](#).

In addition to the work performed directly by the City, local non-profits and other agencies provide a range of specialized services to assist the homeless. These are funded primarily through the State and County and through private donations. This work includes the following:

#### *CITY INITIATED PARTNERSHIPS*

- **Davis Community Meals and Housing – Paul’ Place:** Paul’s Place is an innovative multi-use four-story building that includes a day-use resource center, and emergency, transitional, and permanent supportive housing. This vertical community is designed to help those who are homeless and at-risk of homeless to move from the streets to stability, with a goal to improve individual and community health and wellbeing.
- **Short Term Emergency Action Committee (STEAC);** STEAC provides assistance to low-income residents by offering homelessness prevention programs including eviction prevention, rent or long-term housing deposits, utility assistance and food aid.
- **Yolo County Children’s Alliance:** Provides assistance to enroll and maintain MediCal and CalFresh eligibility for families and children to prevent or reduce homelessness. YCCA’s work focuses on three family-strengthening pillars: Family Support, Parent Education, and Community Collaboration.
- **Yolo Community Care Continuum:** Provides services to low-income resident clients who have a severe mental illness. The services provided teach residents the skills necessary to maintain housing, including managing symptoms of mental illness, navigating health care needs, and developing independent living skills. This program aims to keep clients out of institutional environments.
- **Meals on Wheels:** Meals on Wheels stabilizes the elderly in their homes, functionally serving to prevent senior homelessness by providing nutritious meals to home-bound seniors, age 60 and older. With eyes-on provided by volunteers, seniors receive regular contact and well checks, thereby promoting their health, well-being and independence.

- **Turning Point Community Programs (TPCP):** TPCP serves as an axis of care to the homeless community by offering supportive services through the CalAIM initiative as an Enhanced Care Provider (ECM) to people experiencing homelessness or who are at risk of homelessness. TPCP's goal is to link individuals to services and provide whole-person care to improve quality of life.

#### *COUNTY INITIATED PARTNERSHIPS*

- **Crisis Now:** A 24/7 Receiving Center designed to expand short term behavioral health treatment capacity, offering crisis stabilization services as an alternative to long term psychiatric hospitalization or jail. First responders and law enforcement agencies will be able to transport those in behavioral health crisis to the 24/7 Receiving Center, increasing the City's first responder access to and coordination with HHSA staff and other community behavioral health providers who will be staffing the facility. Per prior City Council direction, the City of Davis is contributing approximately \$930,000 in one-time American Rescue Plan Act funds to assist the County in fully launching Crisis Now. Other cities and hospitals in Yolo County are also expected to make contributions. The latest update and summary of Crisis Now is found in attachment 2 to this report.
- **CommuniCare+Ole:** CommuniCare + Ole offers comprehensive care, including medical, dental, behavioral health and substance use treatment, nutrition, optometry, pharmacy, care coordination, referrals, and enrollment assistance. The Mobile Medicine Team (MMT) provides preventive screenings, wound care, health education, prescriptions, and primary care follow-up. The team also offers referrals for behavioral health, stress, depression, anxiety, and substance use services.
- **County Prop 47 Specialty Court:** In partnership with the County Health and Human Services Agency and District Attorney, the City makes referrals to the Prop 47 Specialty Court Program. The program uses Proposition 47 grant funds to reduce recidivism by expanding access to mental health treatment, wrap-around supportive services, and housing for adults charged with misdemeanors and struggling with mental illness.

**Fourth and Hope Regional Shelter:** Fourth & Hope operates a 100-bed emergency shelter, which is the largest shelter in Yolo County and operates 24 hours a day and seven days a week. Separate dorms are provided for men and women, 60 beds for men and 40 beds for women. Program participants have access to restrooms, showers, laundry, transportation, phone, mail services, and case management. The case management team offers personalized support with long-term goals for each client. Support includes linkages and referrals to housing, employment, health services, income assistance, clothing, benefits, document support, and problem-solving while offering emotional support along the way. Clients are required to follow a case plan specific to their individual needs.

- **Yolo Homeless Poverty Action Committee:** Provide leadership on homelessness and poverty in Yolo County. HPAC maintains a coordinated response among service providers to ensure continuity of county services. The organization is responsible for assessing needs and identifying gaps in services for persons facing homelessness in Yolo County on an ongoing basis. The City is a participating partner with HPAC.
- **Yolo County Executive Commission on Homelessness:** Works in collaboration with County government, City governments, philanthropy, business sector, community and faith-based organizations, and other interested stakeholders to focus on regional policy and implementation strategies, affordable housing development, data and gaps analysis, best practice research, social policy and systemic change to promote an effective response to homelessness within the County of Yolo. It functions as an advisory commission to the city councils, the county board of supervisors, and other organizational bodies as represented, with no independent authority to make decisions or act on matters such as legislation or lobbying.
- **Yolo County Point-in-Time (PIT) Count:** Davis participates in the annual Point-in-Time (PIT) Count, a snap shoot of sheltered and unsheltered people experiencing homelessness on a single night in January. Davis participates in the process through the Homeless Poverty Action Committee (HPAC CoC) which leads the annual census. Though widely acknowledged as an undercount, the unsheltered number in 2024 was 161 people.
- **Yolo County Housing Authority (YCH):** YCH establishes and maintains quality, affordable housing, and provides community development support to the Yolo region. Funding for its primary programs (public housing and Housing Choice vouchers) are underwritten through the Federal US Department of Housing and Urban Development (HUD), the State of California Department of Housing and Community Development (HCD) and the Office of Migrant Services (OMS).

### Camping Laws

Recently, there have been substantial legal changes to federal laws regulating encampments, which affect the City's service response and resources directed at addressing homelessness. On June 28, 2024, the United States Supreme Court ruled that the City of Grants Pass, Oregon ([City of Grants Pass v. Johnson \(2024\)](#)) did not violate the Constitution's prohibition against cruel and unusual punishment when enforcing camping ordinances. Additionally, the Supreme Court's ruling overturned an early decision by the Court of Appeals for the Ninth Circuit, which barred cities from enforcing camping ordinances in most public and private areas whenever the number of unsheltered people in a jurisdiction exceeds the number of "practically available" shelter beds. The Supreme Court's decision provides considerable discretion as to a municipality's ability to enforce reasonable health, safety and welfare ordinances, including camping ordinances, that apply to all people.

Following the change in law, California’s Governor Newsom issued [Executive Order N-1-24](#) on July 25, 2024. The Order contains the following provisions:

*WHEREAS it is imperative to act with urgency to address dangerous encampments, which subject unsheltered individuals living in them to extreme weather, fires, predatory and criminal activity, and widespread substance use, harming their health, safety, and well-being, and which also threaten the safety and viability of nearby businesses and neighborhoods and undermines the cleanliness and usability of parks, water supplies, and other public resources.*

The Order also directs State agencies to immediately enforce camping restrictions on State property. It encourages local governments to do the same, consistent with the existing provisions regarding addressing personal property.

Shortly after the Governor issued the Executive Order, many jurisdictions immediately began following the guidance of the State and increased enforcement of local encampment ordinances. San Francisco, Sacramento, Berkeley and other communities in the Bay Area and Sacramento region are now enforcing camping ordinances, leaving Davis as the only Yolo municipality operating under different ordinances. Davis has also noted an increase in camping complaints, as indicated below.

MONTH	COMPLAINTS
June, 2024	18
July, 2024	11
Aug 2024	20
Sept, 2024	33

Many of these complaints have also included individuals living in vehicles, campers, and RVs parked throughout the city. This is only expected to increase as the State and other regional entities enforce their ordinances and laws more strictly.

Despite the changes in law and approach, the City of Davis does not view the criminalization of public camping as a way to solve the continuing housing crisis. However, regulating camping on public and private property is needed to ensure the community can access and use public areas for their intended purpose. Additionally, unregulated encampments are often affected by vermin, pests, disease, high fire risk, and conditions that can increase the victimization of unsheltered individuals. To achieve a thoughtful approach to encampment resolution, any camp management must proactively connect campers to supportive services and, ultimately, to suitable housing.

#### Unlawful Camping Ordinance and Protocol

Even with the various efforts and resources already committed to managing homelessness, the change in the landscape due to the US Supreme Court's ruling requires revising the response model of service providers. Encampment resolution involves various entities that provide critical services and fill specific roles. A unified and



coordinated response system is highly recommended to improve the City's ability to link individuals to services and effectively remove unsafe encampments.

The [UCSF Benioff Homelessness and Housing Initiatives Encampment Resolution Guide](#) by Mark Dones and Marisa Espinoza recommends the following:

*The role of law enforcement in any homeless services endeavor should be approached with care and sensitivity ... Creating clear agreements and working with a law-enforcement partner to provide trauma-informed, housing-focused services can lead to strong collaboration and resource sharing.*

The City and its partners are working together to inform the community about the various policy changes and explain how we will maintain the safety of our downtown, local businesses, community and public spaces. The City will accomplish this while ensuring the unsheltered are offered resources and treated with dignity. Calls for service from the community requesting a response to unsheltered homelessness will trigger the following:

**Step 1: Outreach and Engagement:** Engagement is the initial path to services and self-sufficiency for the unsheltered who are often experiencing trauma and for whom trust requires time. Additionally, a subsequent goal of outreach is to prevent encampments from becoming too large or unsafe, which are much more complex and require substantially more City resources to resolve.

The city-staffed Homeless Outreach Team is the first point of contact deployed to sites throughout Davis to offer services and connection to basic needs. Law enforcement has access to an embedded a mental health clinician for crisis assessments and referrals. The Davis Police and Social Services and Housing Departments have strengthened partnerships with other entities for a soft-touch response, including Yolo County Health and Human Services Agency, Davis Community Meals and Housing, Turning Point Community Programs, and others. As the County fully deploys Crisis Now, these efforts will expand and provide further options for services and short and longer-term shelter and care referrals.

In January 2024, Yolo County initiated a pilot program for mobile crisis services. The mobile crisis services benefit ensures that Medi-Cal members have access to coordinated crisis care 24 hours a day, 7 days a week, 365 days per year. Although required as a Medi-Cal benefit, these services are provided to all community members within Yolo County. The Davis Police Department is currently participating in transferring mental health-related calls to the Yolo County Mental Health Crisis and Access line, which provides a rapid response for individual assessment and community-based stabilization to individuals experiencing a behavioral health or substance use crisis. Mobile crisis services are available outside the working hours of embedded clinicians assigned to the Police Department, providing continuous support for those in crisis and reducing the reliance on law enforcement for response.

**Step 2: Compliance:** To keep personnel, service providers, businesses and others safe, the engagement teams often partner with the Davis Police Department in specific situations. If someone appears to be in crisis or disoriented, the embedded mental health clinician will co-respond with an officer to make an assessment and referral to the appropriate agency. Code enforcement will also respond to enforce city ordinances related to illegal camping and abandoned materials.

**Step 3: Enforcement:** If engagement and compliance are ineffective, law enforcement is called in to protect people and property, maintain public order, and enforce the law. The city-staffed Homeless Outreach Team, Downtown Streets Team, and County Mobile Outreach deploy daily throughout Davis to offer the unhoused a path to meeting basic needs, health/mental health care, and employment. Enforcement and encampment clean-up require substantial Police Department personnel resources and large encampments often require the assistance of other City departments.

Currently, the Police Department has two code enforcement officers responsible for vehicle abatement, bike abatement, blight in the public right-of-way, wood burning, illegal signage, health and safety violations, nuisance investigations, water waste enforcement and Davis Municipal code enforcement. These limited resources are often reassigned to encampment clean-up, which prevents them from addressing their primary code enforcement responsibilities.

Some jurisdictions have recognized this ongoing strain on limited city resources and contracted with a private vendor for encampment clean-up and personal property storage requirements. Using a contracted service provider would still require code enforcement to notify encampments prior to resolution and ensure current policies are followed.

The City has long prohibited camping in parks and open space areas, and those ordinances were routinely enforced prior to court decisions invalidating their enforcement in most situations. Nevertheless, Code Enforcement continuously noticed and removed encampments during that time, but were left without the tool of enforcement as a way to further prohibit camps that were nuisances or unsafe. The proposed ordinance revises and adds to the existing no camping ordinances, which currently cover only parks and open space areas. The proposed revisions better refine the definition of camping and camping paraphernalia and add other public and private properties not currently included to the list of locations where camping is unlawful.

Importantly, the proposed ordinance does not change how a person's personal property with value is handled. In 2018, Council enacted DMC 26.06.050, which requires any personal property left unattended on public streets, sidewalks and rights-of-way, in violation of DMC 26.06.040(g), shall be delivered to the Police Department and stored or disposed of pursuant to DMC Article 20.01. The Police Department has existing policy specifically addressing the enforcement and process for unattended and abandoned personal property pursuant to this Code. There will be no changes to current procedures as a result of the proposed ordinance.

### Campsite Assessment

Because encampments pose health and safety risks, the City will institute an objective assessment of encampment conditions based on the following risk factors, which will be supported by the recommended revisions to the unlawful camping ordinance:

- **Community livability impact** – including but not limited to, proximity to schools, parks, businesses, residents and 911/311 calls for service volume.
- **Health Impact** – including but not limited to, presence of pregnant individuals, minors, hygiene, environmental conditions and other conditions at encampment sites that increase the health risks of individuals at the encampment or in the community.
- **Life safety impact** – including, but not limited to, unstable structures, weather conditions, drug use, violence, or illegal activity.
- **External impact** – including, but not limited to, accounts from neighbors and business owners, and imminent development, demolition, or renovation.

Because encampments affect multiple departments at the City, staff recommends a cross-department and stakeholder team to participate on the Core Strategy Team. The team would consist of representatives from the Davis Police Department, the Department of Social Services and Housing, Public Works, Parks, Davis Fire Department as well as others on an as-needed basis. See the proposed model below:



The Core Strategy Team will be responsible for operational protocol including:

1. Triggering encampment response;
2. Deploying outreach and engagement team;
3. Posting of Notices and Exceptions;
4. Communication and coordination with other agencies, as appropriate;
5. Action Day planning;
6. Clean-up coordination;
7. Post-event debriefing.

This protocol intends to create a clear and transparent process, easily understood by the unhoused community and others, to ensure the response is balanced and equitable. It recognizes resources are sparse and acknowledges without investments in housing and supports, no homelessness system will ever provide an adequate response to the needs of unsheltered people. (Dones, 2024)

### Communication

The City has received feedback from community members regarding reporting of encampments and concerns for unsheltered individuals. Currently, the community has multiple ways to report related issues to the City, unintentionally creating confusion about the appropriate reporting method for specific situations. Staff has been developing a refined reporting process which includes two contact options. The proposed reporting process will include the following options, allowing for consolidation of information among specific departments and simplification for reporting parties. If approved by the Council, the new system could be released to the public by November 25, 2024, through a city-wide marketing campaign.

- Non-urgent response (My Davis): Community complaints regarding abandoned property, trash, grocery carts, encampments, vehicles, and recreational vehicles will be submitted through the My Davis portal. Complaints received will be forwarded to all appropriate departments. At the conclusion of the complaint, a disposition will be sent to the complainant advising them of the outcome.
- Urgent response (Public Safety Dispatch): Urgent responses require immediate action. Complaints may include individuals sleeping in front of the business doors, aggressive behavior, or erratic and concerning behavior. Depending on the circumstances, community members will be directed to call either the Police Department's non-emergency number or 911. Upon receipt of a complaint, public safety dispatchers will triage the situation and can either dispatch homeless outreach, a mobile clinician, or a police officer.

### Homeless Navigation Proposals

The Social Services and Housing Department has identified additional opportunities to engage the homeless through evidenced-based practice. The "Promotores" community engagement model is a grassroots approach where trusted community members, called "Promotores," act as bridges between their community and services/resources, utilizing their deep understanding of local needs and cultural nuances to facilitate positive social

change and empower residents to advocate for themselves, often focusing on underserved populations. The Department hopes to engage two programs in this method:

- 1) **Downtown Streets Team “Peer Support Program”:** On August 24, 2022, the HPAC Board awarded the City of Davis \$41,413 under the category of homelessness prevention and diversion services to execute a Peer Support Program. The City will partner with Downtown Streets Team to pilot a Peer Navigation Support program in which a paid Peer Navigator (PN) will receive training to lead a small (3-5 person) team of Peer Support Specialists with lived experience to provide outreach and support to members of the unhoused community not availing themselves of services provided at the Daytime Respite Center. Following training, these Specialists will receive a stipend to conduct outreach and attend weekly debriefs.
- 2) **DJUSD Promotores Model:** The City is providing technical assistance to the Davis Joint Unified School Districts Coordinator of Language Justice and Family Partnerships in the submission of an application for CDBG funds to support Un Cafecito. Un Cafecito is grassroots coalition of Spanish speaking community navigators (Promotores) chosen from within the Spanish-speaking Davis community who share similar life experiences and have gained trust through familiarity. The objective is to actively share information about homelessness prevention in a way that is culturally appropriate through housing navigation and service connection to community members who are often marginalized.

The Department is talking with the faith-based community about engaging with the unhoused on an organizational level. This potential strengthening the ecosystem of care in Davis is dependent on local congregations determining if they have the capacity to create and sustain the infrastructure required serve as an access point for outreach and services to Davis homeless. Many Davis faith-based organizations are already informally creating environments of trust, respect and support to members of the unhoused community. To bolster that work, staff has identified an experienced consultant to conduct a workshop focused on trauma-informed practices to include techniques and concepts in enriched skills related to listening, establishing and maintaining boundaries for the safety of all and de-escalation techniques. Staff is seeking a funding source to support the training.

### Conclusion

As the housing crisis continues, unsheltered homelessness includes more than people sleeping in informal communities in encampments. People are sleeping in tents, in vehicles, in transit stations and other places not fit for human habitation. Members of the public worry about the health, safety and economic impacts to the Davis community and consistently want to know what the City is doing about homelessness. To that end, in June of 2024 Council approved the Three-Year Davis Homeless Strategic Plan (the “Plan”) the City’s roadmap to prioritizing and implementing actions to confront homelessness.

The Implementation Taskforce plays a critical role in implementing the action plan by leading the coordination and oversight of initiatives within a community, including identifying key stakeholders, researching resources, monitoring progress, and advocating for necessary policy changes to achieve the goals outlined in the Plan. The taskforce essentially acts as the driving force to put the strategic plan into action across different sectors and organizations involved in combating homelessness. Upon selection of members of the Implementation Taskforce, staff will return to the Social Services Commission and Council with an implementation timeline, list of coordinating partners and priority areas per annum. The Staff and the Taskforce will provide regular work plan updates to both bodies and to seek feedback to ensure proposed objectives are in alignment.

#### Attachments

1. Ordinance
2. Yolo County Crisis Now Overview

ORDINANCE NO. \_\_\_\_\_

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF DAVIS  
REVISING CAMPING REGULATIONS IN THE CITY OF DAVIS BY REPEALING  
SECTIONS 27.02.160 AND 27.03.090 OF CHAPTER 27 OF THE DAVIS MUNICIPAL  
CODE AND ADDING ARTICLE 26.11 TO THE DAVIS MUNICIPAL CODE**

WHEREAS, the City Council finds that public camping can negatively impact public health and safety, create unsanitary conditions, and contribute to the deterioration of public spaces; and

WHEREAS, the City Council finds that it is the responsibility of the City to ensure the well-being and quality of life of its residents and visitors; and

WHEREAS, the City, along with the County of Yolo and community partners, have been and are undertaking extensive actions to assist unsheltered persons in the City and region to find shelter and needed services; and

WHEREAS, unauthorized camping areas and encampments generate hazardous waste, including human waste, creating dangerous health conditions within the City and such unsanitary conditions can lead to infestation of vermin and the spread of communicable diseases; and

WHEREAS, people in the City who live in makeshift shelters on both private and public property, such as by erecting tents, tarps, non-permanent boarded structures, trench caves, and other non-substantial temporary structures, are creating a public health and safety hazard; and

WHEREAS, numerous areas in the City have significant amounts of brush, trees, grasses, weeds, combustibles, and other fire fuel, and the Davis Police Department and Davis Fire Department are responding to increasing calls for service regarding illegal campfires located on public and private property that pose a safety risk due to their location and proximity to fire fuel; and

WHEREAS, when groups of unsheltered persons camp in close proximity to one another on public or private property, forming a larger encampment, the public health and safety impacts and hazards can be concentrated in and around that property and can have a substantial negative impact on the neighboring residents, businesses, and community; and

WHEREAS, camping on public property can lead to damage to public property, making public property inaccessible for the general and/or intended public use, or hinders the operation or protection of public infrastructure and utilities, creating a potential health and safety hazard; and

WHEREAS, such activities constitute a continuing public nuisance which adversely affects public health, safety and welfare of City residents.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF DAVIS DOES HEREBY ORDAIN AS FOLLOWS:

SECTION 1. City of Davis Ordinance Sections 27.02.160 and 27.03.090 of Chapter 27 of the Davis Municipal Code regarding camping are hereby repealed on the effective date of this City of Davis Ordinance.

SECTION 2. The City Council hereby adopts the recitals of this Ordinance as true and correct and such recitals are hereby incorporated by reference as though fully set forth in the text of this Ordinance.

SECTION 3. Article 26.11 is hereby added to Chapter 26 of the Davis Municipal Code to read as follows:

**26.11.010 Purpose and Findings.**

The streets, sidewalks and public areas within the city should be readily accessible and available to residents and the public at large. The use of these areas for camping purposes interferes with the rights of others to use the areas for which they are intended. Such activity also constitutes a public health and safety hazard which adversely impacts neighborhoods and commercial areas. Camping on private property without the consent of the owner and proper sanitary measures for other than a minimal duration adversely affects private property rights as well as the public health, safety, and welfare of the city. The purpose of this article is to maintain streets, highways, sidewalks, parks and other public and private areas within the city in a clean, sanitary and accessible condition and to adequately protect the health, safety and public welfare of the community, while recognizing that, subject to reasonable conditions, camping and camp facilities associated with special events can be beneficial to the cultural and educational climate in the city. Nothing in this article is intended to interfere with otherwise lawful and ordinary uses of public or private property.

**26.11.020 Definitions.**

Unless the particular provisions or the context otherwise requires, the definitions contained in this section shall govern the construction, meaning, and application of words and phrases used in this article.

**Camp** means to place, pitch or occupy camp facilities; to live temporarily in a camp facility or outdoors; to use camp paraphernalia.

**Camp facilities** include, but are not limited to, tents, huts, vehicles, vehicle camping outfits or temporary shelter.

**Camp paraphernalia** includes, but is not limited to, bedrolls, tarpaulins, cots, beds, sleeping bags, hammocks or cooking facilities and similar equipment.



**Establish** means setting up or moving equipment, supplies or materials on to public or private property to camp or operate camp facilities.

**Maintain** means keeping or permitting equipment, supplies or materials to remain on public or private property in order to camp or operate camp facilities.

**Operate** means participating or assisting in establishing or maintaining a camp or camp facility.

**Park** means the same as defined in Section 27.01.010 of Chapter 27 of this code.

**Private property** means all private real property including, but not limited to, improved or unimproved land.

**Public property** means all public property including, but not limited to, streets, highways, sidewalks, alleys, improved or unimproved land, open space areas, and parks.

**26.11.030 Unlawful camping.**

It is unlawful and a public nuisance for any person to camp, occupy camp facilities, or use camp paraphernalia in the following areas:

(a) Any public property; or

(b) Any private property.

- (1) It is not intended by this section to prohibit overnight camping on private residential property by friends or family of the property owner, so long as the owner consents and the overnight camping is limited to not more than two consecutive nights.
- (2) Nothing in this article is intended to prohibit or make unlawful, activities of an owner of private property or other lawful user of private property that are normally associated with and incidental to the lawful and authorized use of private property for residential or other purposes; and provided further, nothing is intended to prohibit or make unlawful, activities of a property owner or other lawful user if such activities are expressly authorized by this code.
- (3) The director of parks and community services may, as provided in Section 26.11.040 of this article, issue a temporary permit to allow camping on public or private property in connection with a special event.

**26.11.040 Permit for special events required.**

The director of parks and community services may issue a permit to establish, maintain and operate a camp or a camp facility in connection with a special event. A special event is intended to include, but not be limited to, programs operated by the departments of the city, youth or school events, marathons or other sporting events, and scouting activities. The director of parks and community services may consult with various city departments prior to issuing any temporary permit. Each department or person consulted may provide comments regarding any health, safety or public welfare concerns and provide

recommendations pertaining to the issuance, denial or conditioning of the permit. A reasonable fee, to be set by the city council, shall be paid, in advance, by the applicant. The fee shall be returned if the application is denied. In determining whether to grant or deny a temporary permit, the director of parks and community services may consider any facts or evidence bearing on the potential nuisance, sanitary, health, safety and welfare conditions on or surrounding the area or tract of land upon which the proposed temporary camp or camp facility is to be located.

**26.11.050 Posting copy of permit.**

It is unlawful for any person to establish, maintain, conduct or carry on any camp or camp facility unless there shall be at all times posted in a conspicuous place upon the area or tract of land upon which the camp or camp facility is located a permit obtained from director of parks and community services in accordance with the provisions of Section 26.11.040 of this article.

**26.11.060 Power to make rules and regulations.**

The director of parks and community services is further empowered to ascertain that the operation or maintenance of any camp or camp facilities to which a temporary permit shall apply will in no way jeopardize the public health, safety or welfare and for this purpose may make additional rules and regulations pertaining to their establishment, operation or conduct. The director of parks and community services may also impose conditions on the establishment, maintenance and operation of the camp or camp facility, including, but not limited to, security, sanitation facilities, the number of occupants, posting of bonds or deposits, insurance, quiet hours, duration of the permit, and permitted activities. When the director of parks and community services shall issue any permit under the terms of this article, the same may be revoked at any time thereafter by the director of parks and community services, the police chief, or any code enforcement officer if they determine the maintenance or continuing operation of the camp or camp facilities is a nuisance or adverse to the public health, safety and welfare.

**26.11.070 Penalty.**

(a) Any person violating or permitting violation of any provision of this article is guilty of a misdemeanor, and shall be punished by a fine, or by imprisonment in the County Jail, or by both such fine and imprisonment, not to exceed the maximum fine and/or imprisonment established in California Government Code Section 36901, or successor legislation.

(b) Any person violating any of the provisions of this article may also be subject to a civil action and/or administrative penalties pursuant to Davis Municipal Code Chapter 1, Article 1.02.

(c) As an additional remedy, the violation of any provision of this article shall be deemed and is declared to be a public nuisance and may be subject to abatement summarily by a restraining order or injunction issued by a court of competent jurisdiction.

SECTION 4. If any section, subsection, subdivision, paragraph, sentence, clause or phrase added by this Ordinance, or any part thereof, is for any reason held to be unconstitutional or invalid or ineffective by any court of competent jurisdiction, such decision shall not affect the validity or effectiveness of the remaining portions of this Ordinance or any part thereof. The City Council hereby declares that it would have passed each section, subsection, subdivision, paragraph, sentence, clause or phrase thereof irrespective of the fact that any one or more subsections, subdivisions, paragraphs, sentences, clauses or phrases are declared unconstitutional, invalid or ineffective.

SECTION 5. The City Clerk shall certify to the adoption of this Ordinance and shall cause the same or a summary thereof to be published as required by law.

SECTION 6. This Ordinance shall take effect and be in full force and effect thirty (30) days from and after the date of its final passage and adoption.

INTRODUCED on the 20th day of November, 2024, and PASSED AND ADOPTED by the City Council of the City of Davis on this \_\_ day of \_\_\_\_\_, 2024, by the following vote:

AYES:

NOES:

Josh Chapman  
Mayor

ATTEST:

Zoe S. Mirabile, CMC  
City Clerk



# Crisis Now 2.0



YOLO COUNTY  
**Health & Human  
Services Agency**

September 2024

**Implementation Update**



Medical Response



Paramedic



24/7 EMT  
Dispatch



Ambulance



Emergency  
Department

Police Response



Police Officer



24/7  
Police  
Dispatch



Police Patrol



County Jail

Fire Response



Firefighter



24/7  
Fire  
Dispatch



Fire Team



Fire Station

Crisis Response



MH Responder



24/7  
High Tech  
Call Center



Mobile Crisis Team



Recovery/Sobering  
Center

# A COUNTYWIDE 4TH EMERGENCY SYSTEM OF RESPONSE

# WHAT IS CRISIS NOW 2.0?



Access/Crisis Call Center  
(24/7)



Mobile Crisis Response  
(24/7)



Short-Term Crisis  
Residential (24/7) AND  
Crisis Receiving Center  
(Summer 2025)



Crisis  
Residential  
Housing



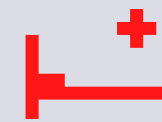
24/7  
High Tech  
Call Center



Mobile Crisis Team



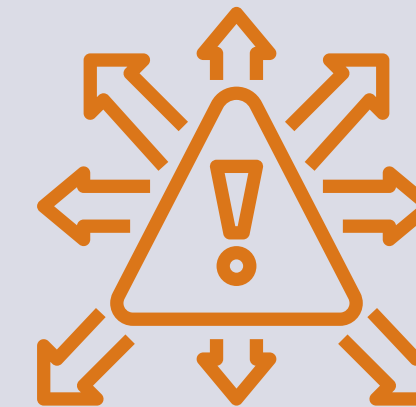
Peer  
s



Inpatient  
Care



Emergency  
Department



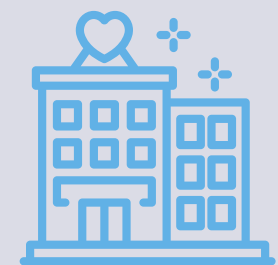
Individual in  
Crisis



Receiving/Sobering  
Center



Co-Responder



Community Services  
& Support

**A NUMBER TO CALL, A PERSON TO RESPOND, AND A PLACE TO GO DURING A CRISIS 24/7!**

\*City and Partner Funding Requests



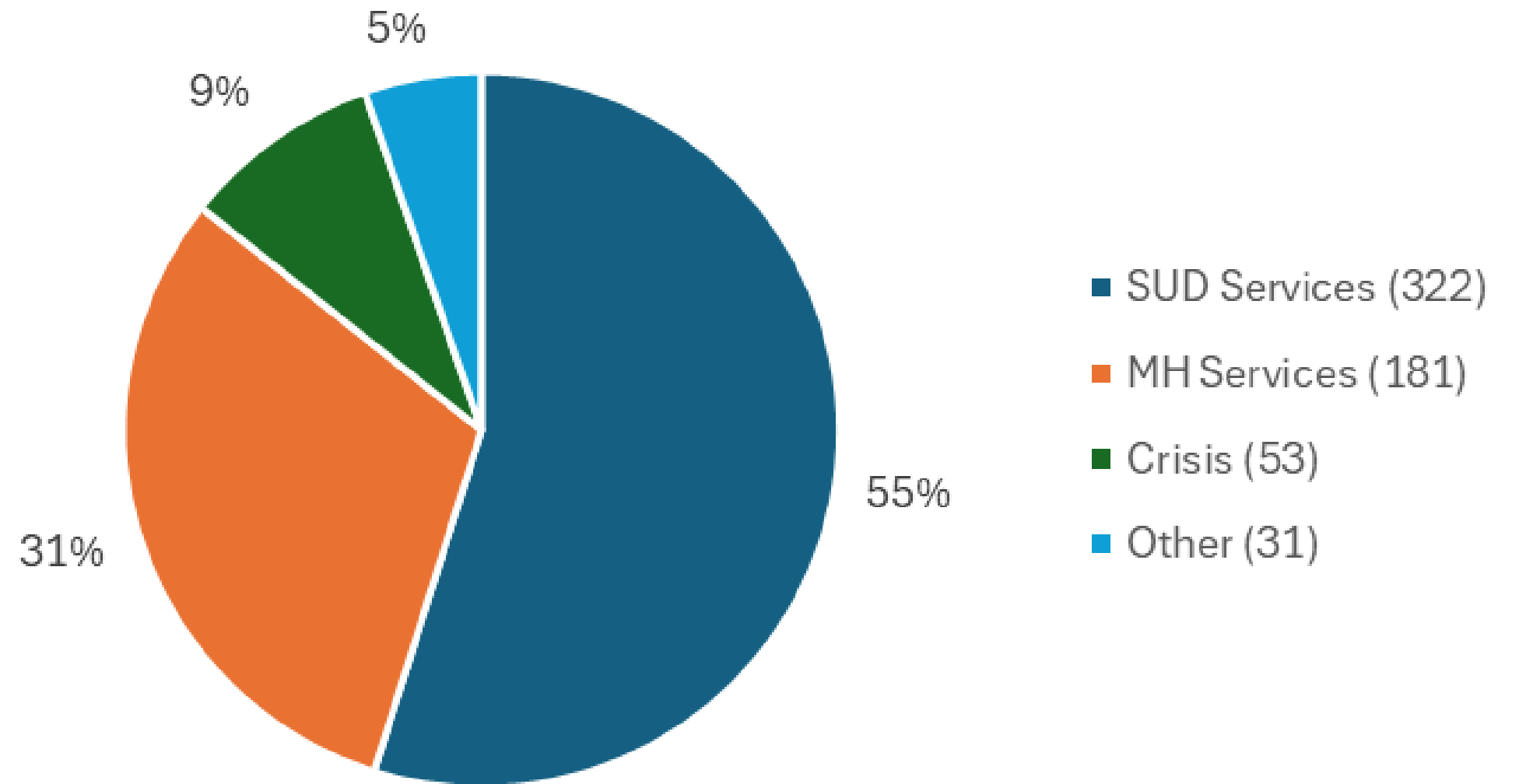
# KEY IMPLEMENTATION MILESTONES



# A *Number* to Call: Access/Crisis Call Center (24/7)

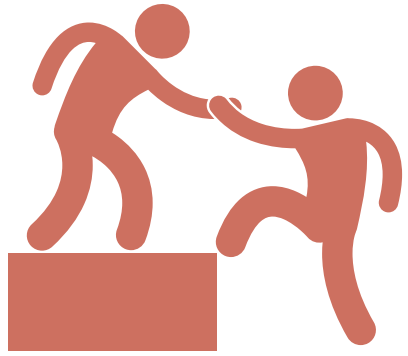
- WellSpace High-Tech Call Center Launched March 29, 2024
- Integrated with Regional 988 Call Center
- Operates 24/7/365
- 587 Service Requests\*

Service Requests, April - July 2024

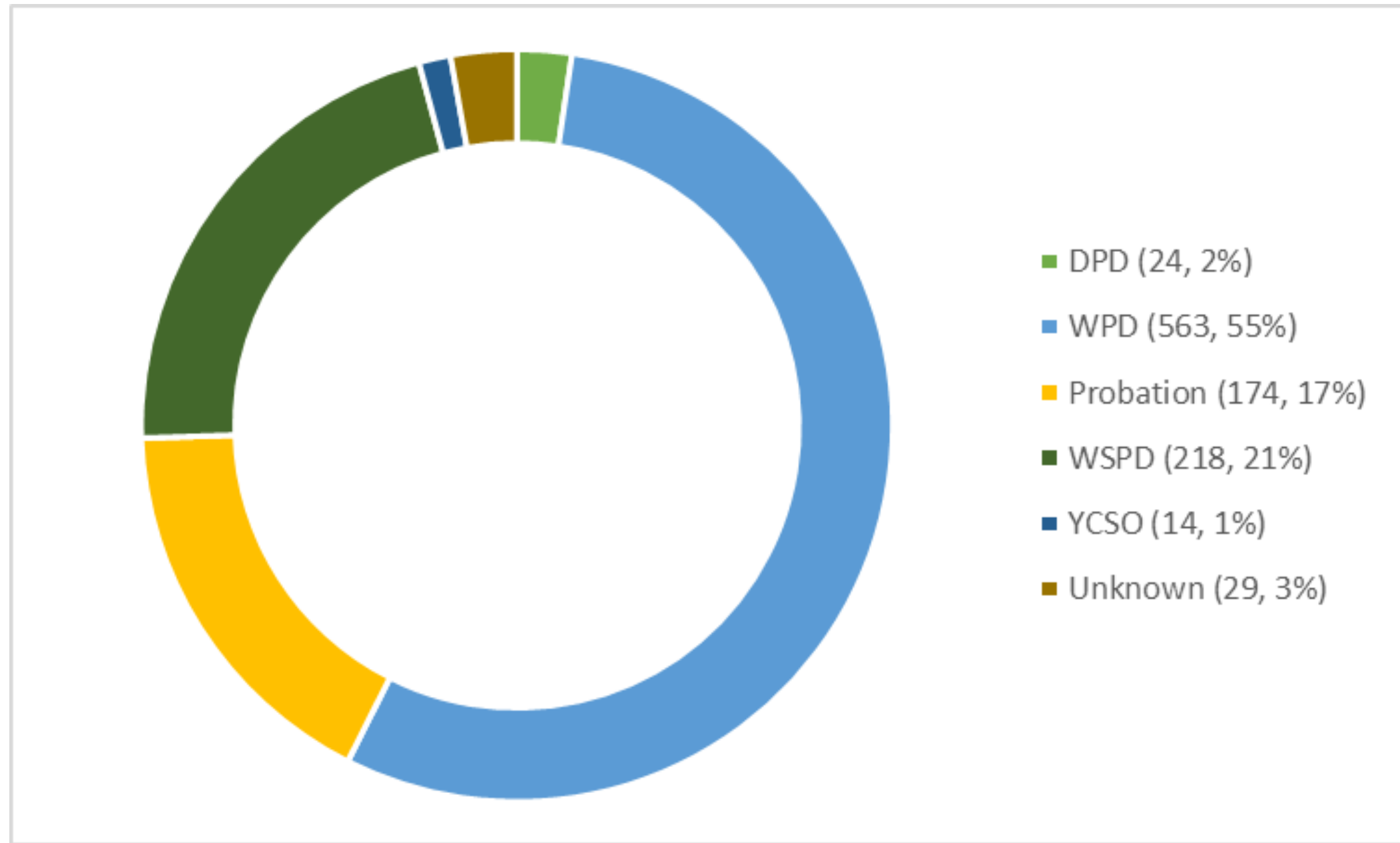


\*Does not include 988 Calls to Suicide Prevention Hotline





## PHASE I (Non 24/7)



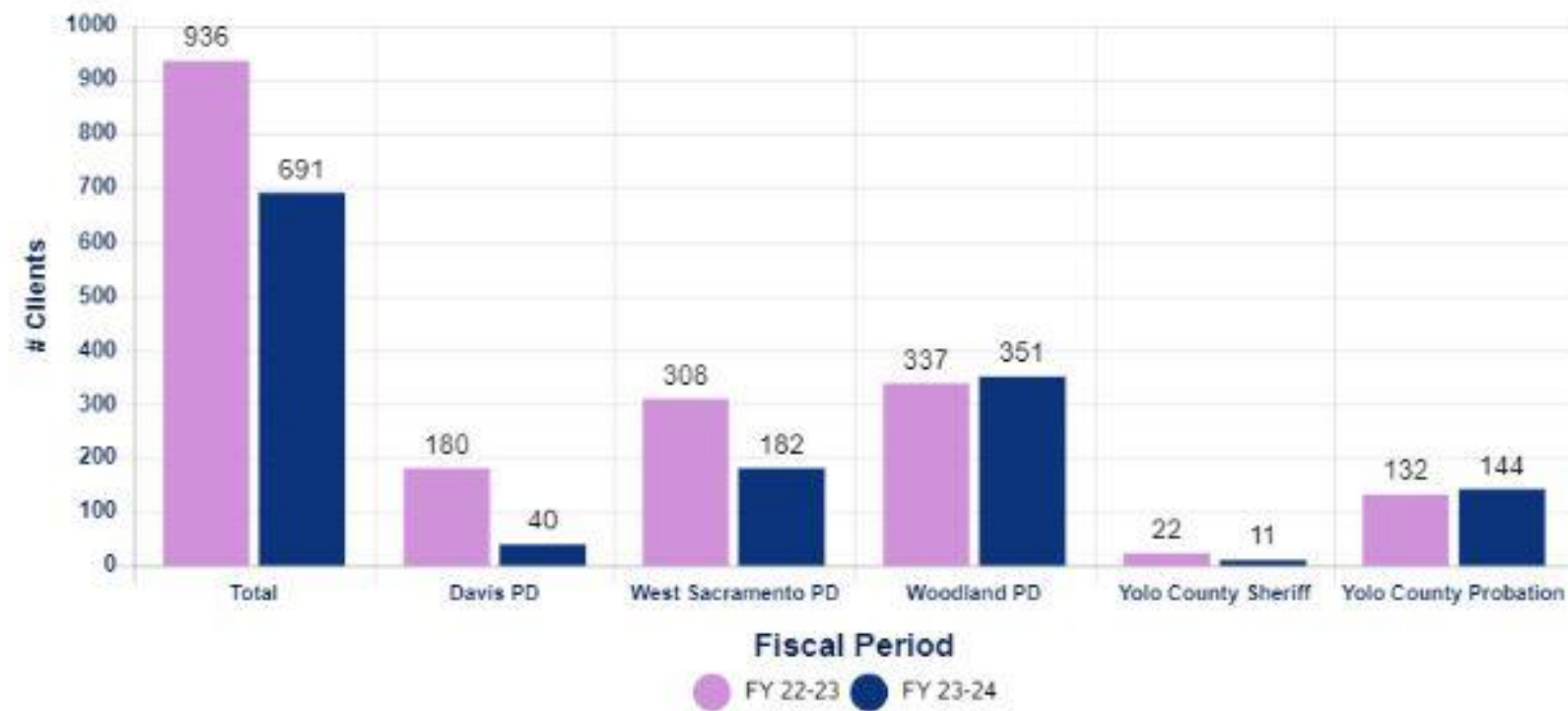
## *A Person to Respond: Co-Responders, FY 2023-24, by Jurisdiction*

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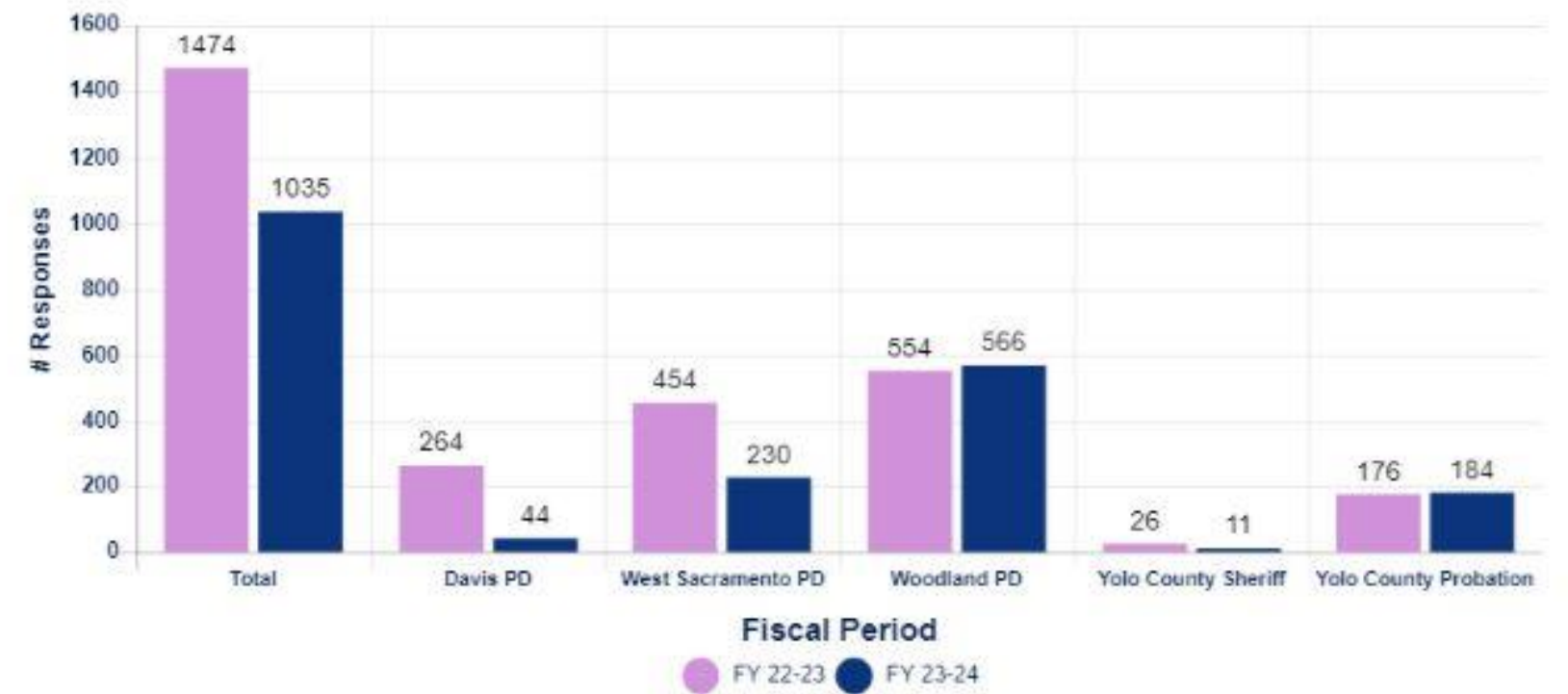
HHSA Crisis Clinicians embedded in law enforcement responded to 1,022 Calls for Service for 798 Unduplicated Clients in FY2023-24

# Performance Measure 1: How much did we do?

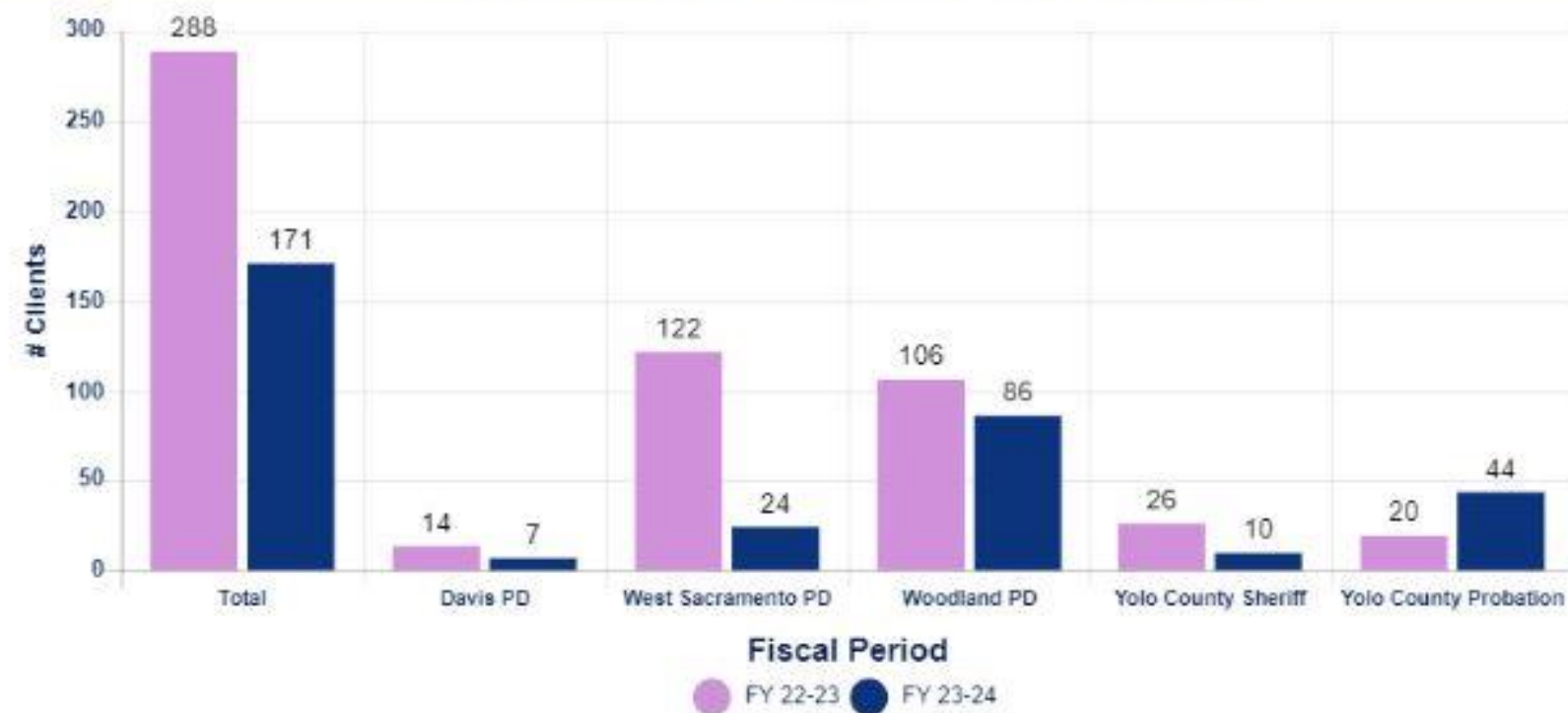
PM 1.1 - # Unduplicated Clients



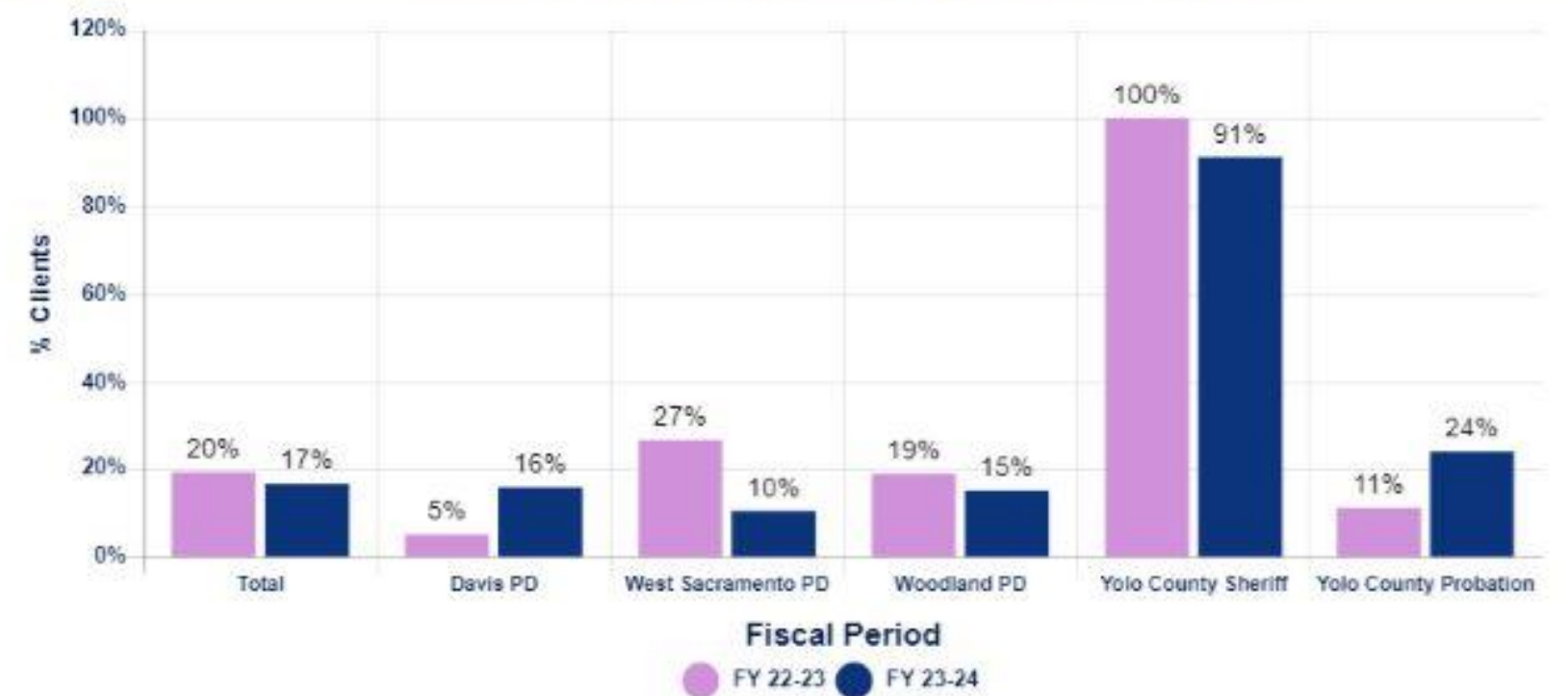
PM 1.2 - # Co-Responder Clinician Responses



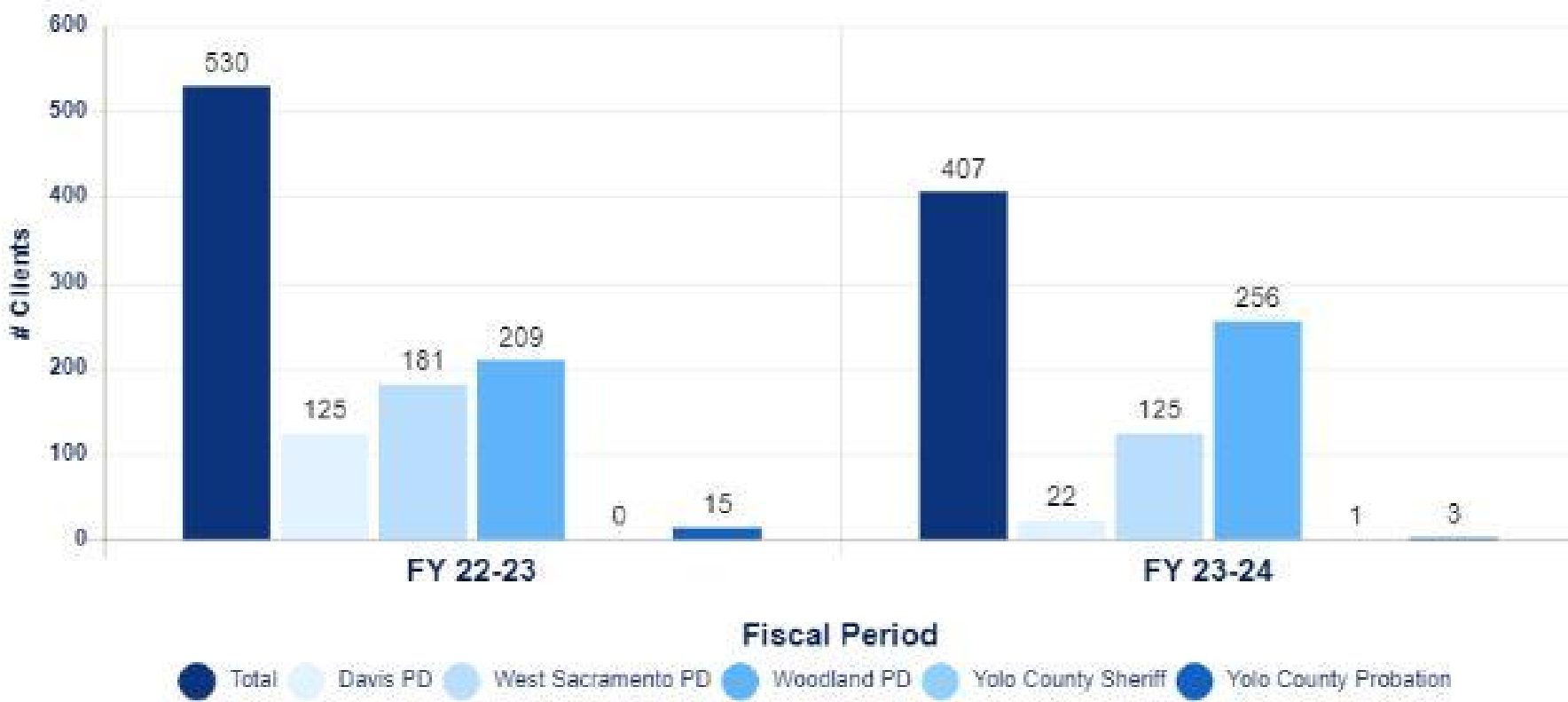
PM 1.3 - # Clients Referred by Law Enforcement



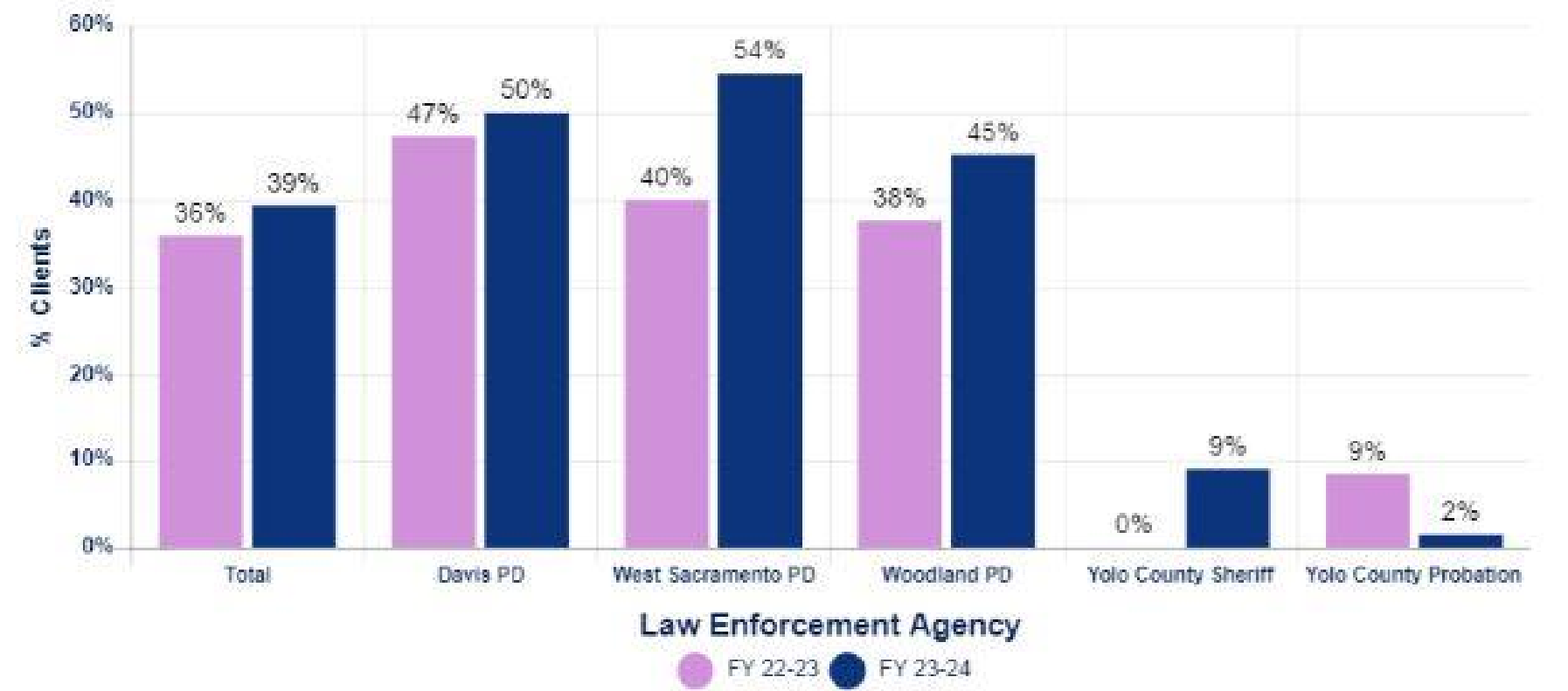
PM 1.3 - % Clients Referred by Law Enforcement



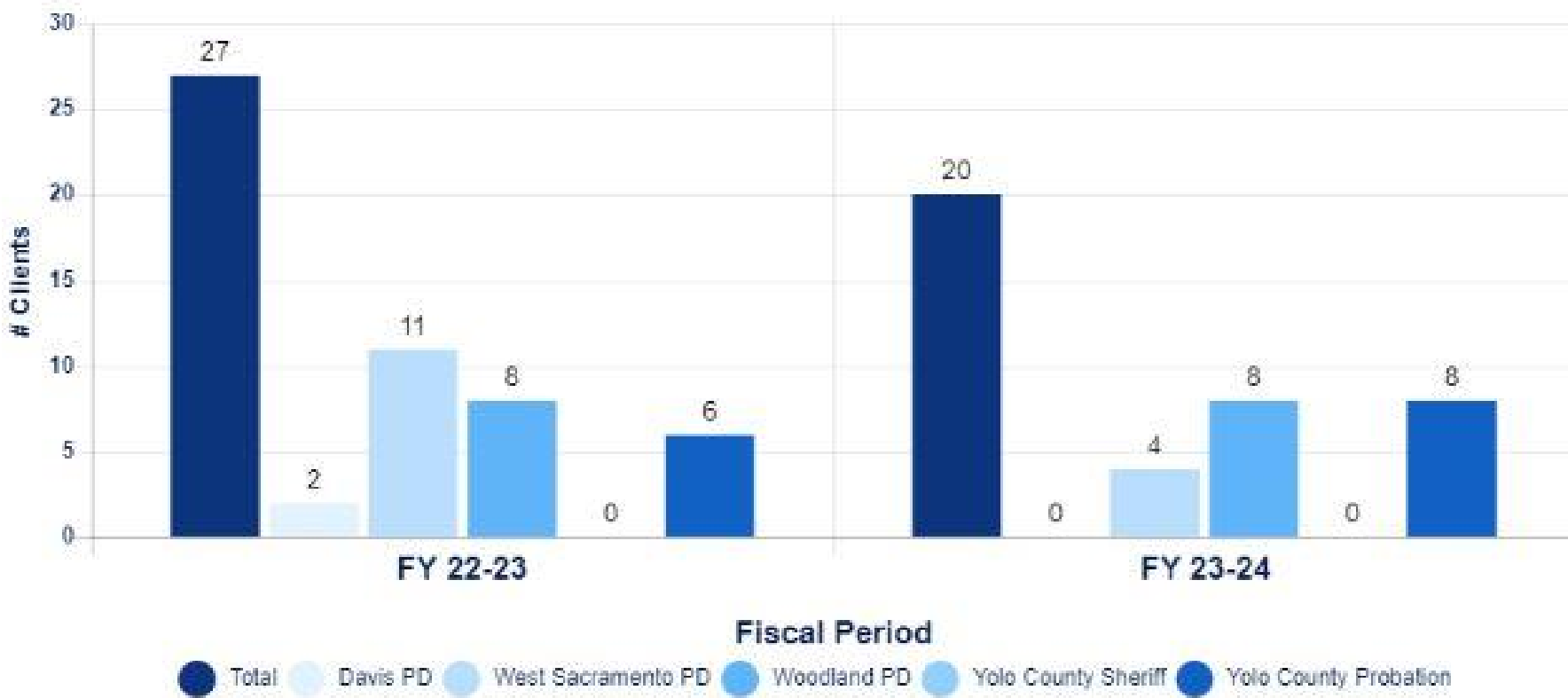
**PM 1.4 - # Clients Referred by Family/Self**



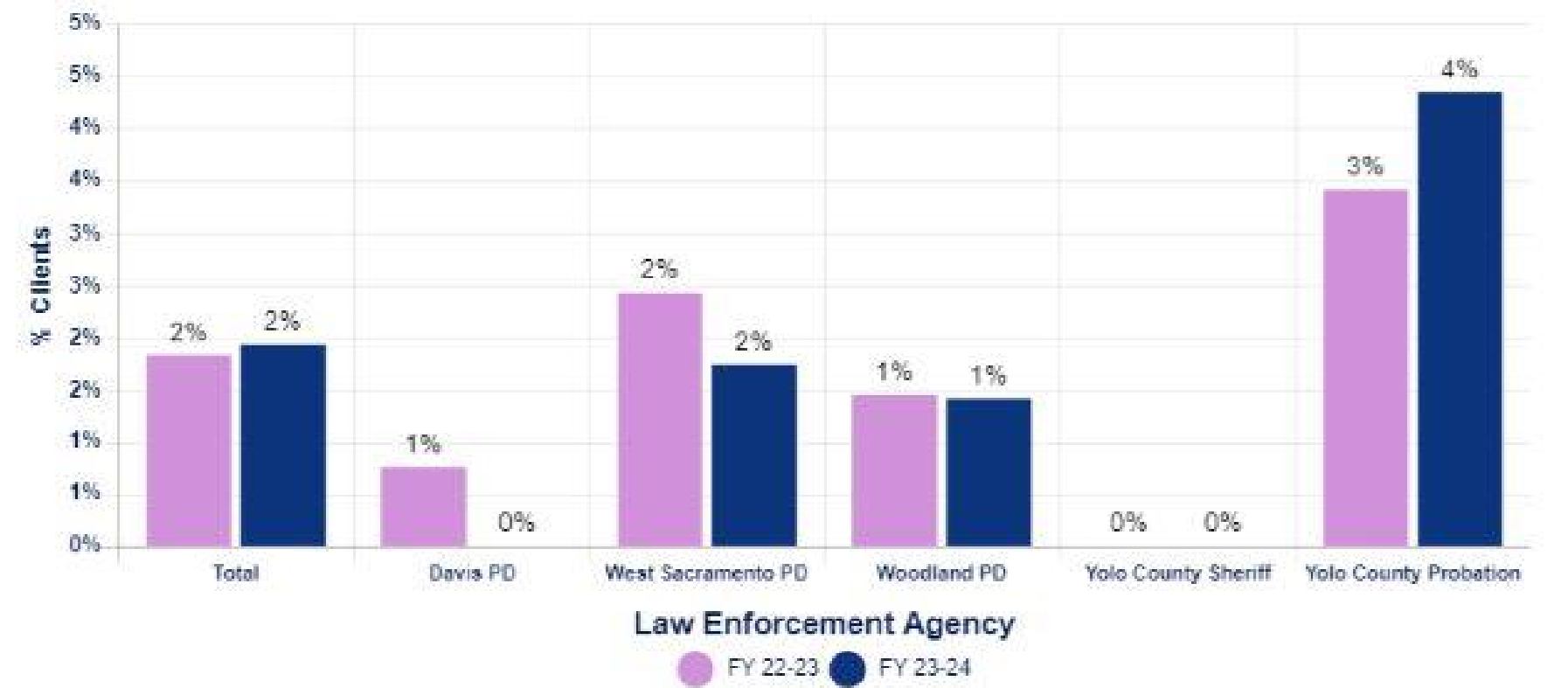
**PM 1.4 - % Clients Referred by Family/Self**

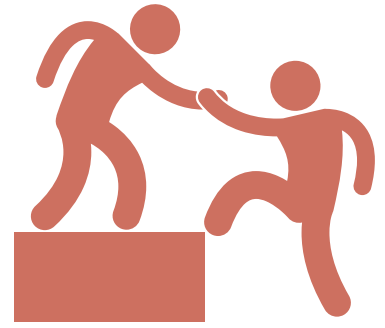


**PM 1.5 - # Clients Referred by HHSA MH/SUD Prov.**



**PM 1.5 - % Clients Referred by HHSA MH/SUD Prov.**

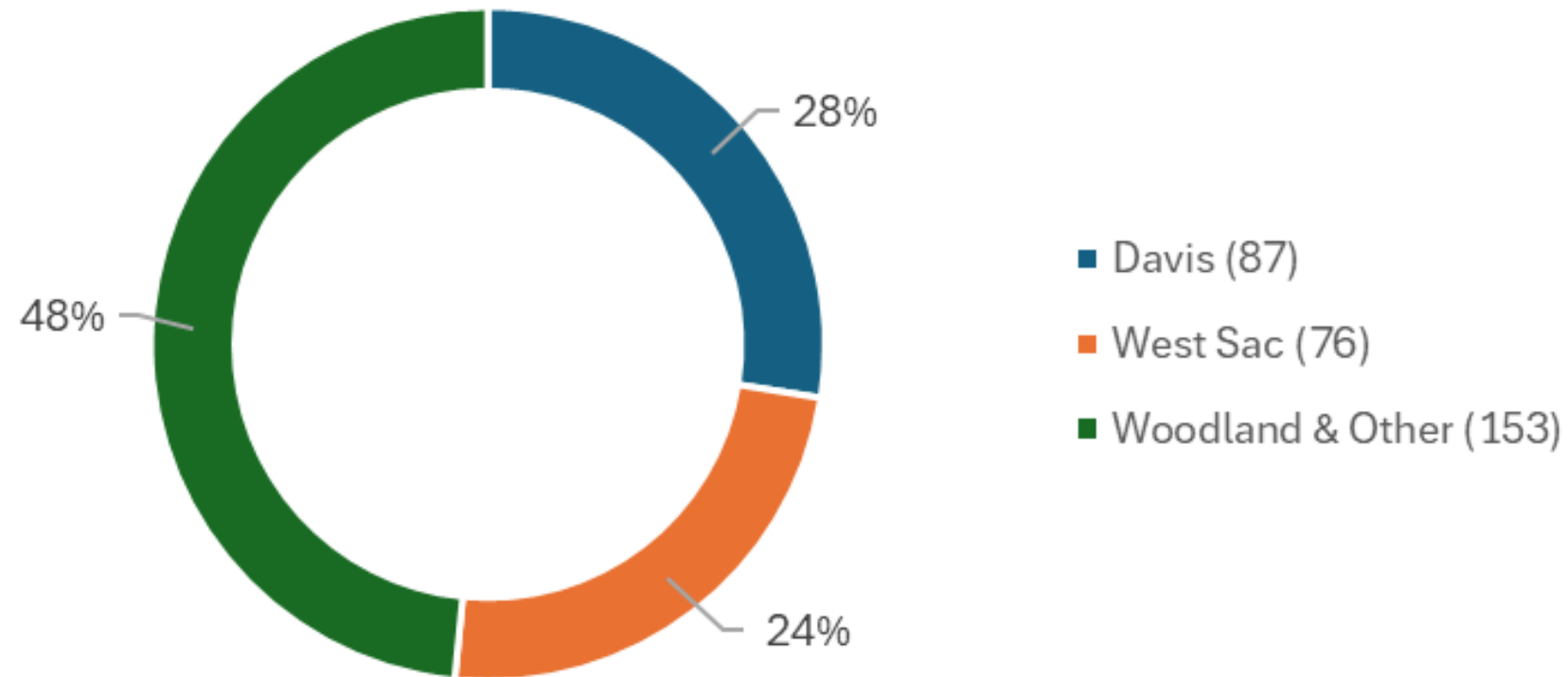




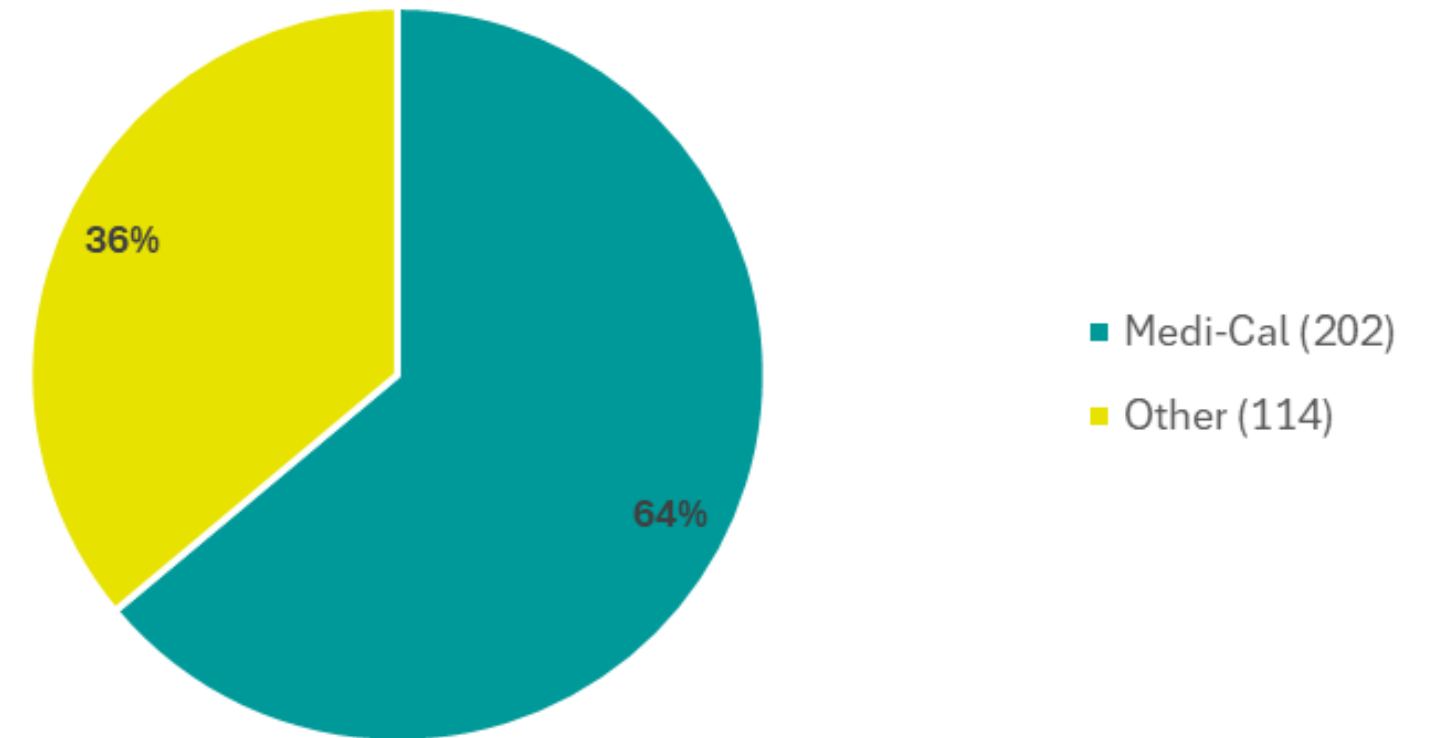
## PHASE II (24/7 )

# A *Person to Respond:* Mobile Crisis Response, Effective January 2024

Mobile Crisis Services by Location



Mobile Crisis Services, by Insurance Type



Mandated 24/7/365 Medi-Cal Services Began January 2024

316 Services Delivered between January - July 2024

64% Services to Medi-Cal Members





# *A Place to Go:*



## Short-Term Crisis Residential Beds

- New contract in place January 2024 – up to 12 beds available
- Services include short-term, crisis residential treatment for up to 30-days
- Services emphasize defining and limiting the crisis, planning for the immediate and long-term future, and mobilizing the appropriate community, family, and personal resources.
- Crisis receiving center will have seamless transition to crisis residential for those who need additional time and support to stabilize, including transportation.



# *A Place to Go* – 24/7 Crisis Receiving Center Coming Summer 2025!



- 8 receiving chairs for behavioral health crisis stabilization for up to 23 hours per stay
- Brand new and county owned modular construction build out
- Site confirmed- Yolo County Jail/JDF Campus in Woodland
- Contract for architectural design to County Board of Supervisors for approval September 2024
- Request for Proposal for facility operation will be released Fall 2024
- Potential opportunity to contract for additional receiving chairs in close proximity to West Sacramento in addition to pilot project in Woodland

# Funding and Next Steps!

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Grantor	Amount	Notes
City Contributions	\$2,520,000 - requested	Contributions from 3 cities over 3 years
Prop 1 Proposal December 2024	\$5-12,000,000	Submitting Proposal / Grant by December 2024. May also include attached clinical housing project. Infrastructure only.
Federal Earmark	\$2,000,000 - requested	Operations and Infrastructure
Hospital Systems	<b>\$1,050,000 (Confirmed)</b>	3 Year Contributions towards operations or infrastructure
BSSC Byrne State Crisis Intervention Program	<b>\$999,474,000 (Confirmed)</b>	Two Year Grant to assist with operations expenses
Yolo County ARP	<b>\$3,000,000 (Confirmed)</b>	
Community Corrections Partnership Grant	<b>\$293,466 (Confirmed)</b>	Operations and Infrastructure





YOLO COUNTY

Health & Human  
Services Agency

# Thank you

[Nolan.Sullivan@YoloCounty.gov](mailto:Nolan.Sullivan@YoloCounty.gov)