

March 10, 2020

AGENDA ITEM 7

REQUEST

CONSIDER DECLARING A SHELTER CRISIS PURSUANT TO GOVERNMENT CODE 8698 ET SEQ. TO FACILITATE THE ESTABLISHMENT OF A TEMPORARY WARMING CENTER FOR THE HOMELESS AND RECEIVE UPDATE ON REQUESTS FOR PROPOSALS FOR WARMING CENTER AND SAFE PARKING SERVICES

EXECUTIVE SUMMARY

On April 16, 2019, the City Council established a Council ad-hoc committee to guide the development of a strategic plan to address homelessness in Tracy. It is anticipated that a draft plan will be presented to Council for consideration on March 17, 2020. In February 2020, Council directed staff to call for proposals from service providers to provide a temporary warming center and/or safe parking services on either City or privately owned land. To facilitate the establishment of a temporary warming center and/or safe parking, Council will need to consider adopting a resolution declaring a shelter crisis. This action allows a city to relax certain health and safety codes that would otherwise hinder timely opening of a warming center. Declaring a shelter crisis also significantly limits a City's liability exposure if it were to provide temporary shelter in a public facility and ensures eligibility for applicable future state funding regarding homelessness and emergency housing.

DISCUSSION

The nationwide crisis of unsheltered homelessness has local impacts for the entire community, both those experiencing homelessness and the broader community of housed residents, businesses and neighborhoods. The attached San Joaquin Continuum of Care Report on the Point in Time Count (PIT) of the Sheltered and Unsheltered Homeless indicated that there were approximately 155 unsheltered homeless individuals living within the City limits in 2019, an increase of 65 from the 2017 PIT count.

Homeless encampments are visible throughout the City within the public right-of-way, exposing individuals experiencing homelessness to traffic hazards, crime, risk of death and injury, lack of adequate sanitation and debris services, and other conditions that are detrimental to their health and safety. Additionally, City staff resources are being expended to monitor, track, and clean the encampments and connect individuals to appropriate resources.

On April 16, 2019, the City Council established a Council ad-hoc committee to guide the development of a strategic plan to address homelessness in Tracy. It is anticipated that a draft plan will be presented to Council for consideration on March 17, 2020. In February 2020, Council directed staff to request proposals from service providers to provide a warming center and/or safe parking services on either City or privately owned land. Council's intent was to provide warming center and safe parking services

operational on an interim basis from March 2 through March 18, prior to the March 17 homeless strategic plan discussion.

At both the February 4 and 18, 2020 City Council meetings, Council directed staff to issue Requests for Proposals (RFP) for the establishment of a warming center and safe parking, respectively to operate between March 2 to March 18, 2020. To that end, staff drafted and issued the two RFPs. Due to the urgent nature of the request, the deadline for providers to submit a proposal was less than five days after the Safe Parking RFP was issued.

RFP Proposal Status

The City received two warming center service proposals from faith-based, non-profit service providers and no proposals for safe parking on publicly owned land. The first warming center service proposal did not include warming center services, but rather offered to provide transportation to a shelter located outside of Tracy. However, the second proposal offered to provide warming services and access to safe parking at a privately owned facility located in an area zoned for temporary emergency shelters.

As of the writing of this staff report, staff is working with the provider to help them expedite the establishment and operation of a temporary warming center in a privately-owned facility. One of the barriers to establishing a temporary emergency shelter is that there are few existing structures that can be quickly converted to meet existing state and local building codes without significant cost. One tool available to the City is to declare a shelter crisis. This action would allow the City to enforce minimum health and safety standards for emergency housing per the California Building Code, as discussed below, and help expedite the provision of warming center and safe parking services.

Overview of Shelter Crisis Declaration

Section 8698 et seq. of the Government Code authorizes public agencies to declare a “shelter crisis” proclaiming that a significant number of people within their jurisdiction are unable to obtain shelter thereby resulting in a threat to their health and safety. There are three main impacts of declaring a shelter crisis in the City of Tracy. First, a declaration would enable the City to invoke certain provisions of the California Building Code for emergency housing that are only applicable when a declaration of a state of emergency, local emergency, or shelter crisis has been made, or open a public facility to provide emergency housing to the unsheltered by suspending state and local housing, health and safety standards to the extent that strict compliance would hinder the mitigation of the shelter crisis. Appendix O of the 2019 California Building Code contains minimum health and safety code standards for facilities used as emergency housing. Second, the City would be afforded immunity from liability for ordinary negligence arising out of the provision of emergency housing in a public facility to the homeless. Third, a declaration may make the City eligible for state and/or other funding and resources related to homelessness and emergency housing.

Taking action to declare a shelter crisis would allow the City to suspend certain housing, health, and safety regulations as they relate to establishment of a temporary warming center and potentially allow the provider to open and operate a temporary warming

center within days of approval. The provider would also offer access to safe parking located at the same facility. The zoning of the provider's proposed location allows the establishment of an emergency homeless shelter as required under state law.

Impacts of Declaring a Shelter Crisis

During Council's discussion of a shelter crisis on February 18, 2020, a question was raised regarding the impact of declaring a shelter crisis on the City's ability to enforce certain provisions of the Tracy Municipal Code (TMC) such as the prohibition on being in a City park between dusk and dawn which is a misdemeanor under Section 4.16.190 of the TMC.

Given the U.S. Court of Appeals for the Ninth Circuit's decision in *Martin v. City of Boise* (920 F.3d 584 (2019)), the shelter crisis declaration may provide some individuals issued criminal citations for certain violations of the TMC with an affirmative defense. In the criminal law context, an affirmative defense is a fact or set of facts that if proven excuse or negate criminal liability despite evidence that the elements of a crime have been satisfied.

In *Martin*, the Court held that "the Eighth Amendment prohibits the imposition of criminal penalties for sitting, sleeping, or lying outside on public property for homeless individuals who cannot obtain shelter." The Court further stated that "as long as there is no option of sleeping indoors, the government cannot criminalize indigent, homeless people for sleeping outdoors, on public property, on the false premise they had a choice in the matter."

In the case of a criminal citation for being in a City park between dusk and dawn, the declaration of a shelter crisis may serve as an affirmative defense that a defendant who is without shelter can rely on to show that they are unable to obtain shelter and can therefore be excused from the citation. However, oftentimes as seen in other jurisdictions, the declaration of a shelter crisis has facilitated the development of temporary emergency housing that provides relief from *Martin* and allows cities to issue criminal citations to individuals for unlawfully being on public property because shelter is available to them. Even in light of *Martin* and the declaration of a shelter crisis, the City retains the authority to enforce provisions of the TMC and state law regarding obstructions in the right-of-way and facilities adjacent to waterways and channels, and use of its public facilities.

FISCAL IMPACT

There is no fiscal impact associated with adopting a resolution declaring a shelter crisis.

STRATEGIC PLAN

This agenda item supports the City of Tracy's Quality of Life Strategic Priority, and specifically implements the following goal:

Goal 3: Develop a Homelessness Strategic Plan

Task 2: Explore opportunities to provide temporary and/or permanent housing for homeless in Tracy

RECOMMENDATION

It is recommended that the Council discuss and consider adopting a resolution declaring a shelter crisis in Tracy.

Prepared by: Midori Lichtwardt, Assistant City Manager

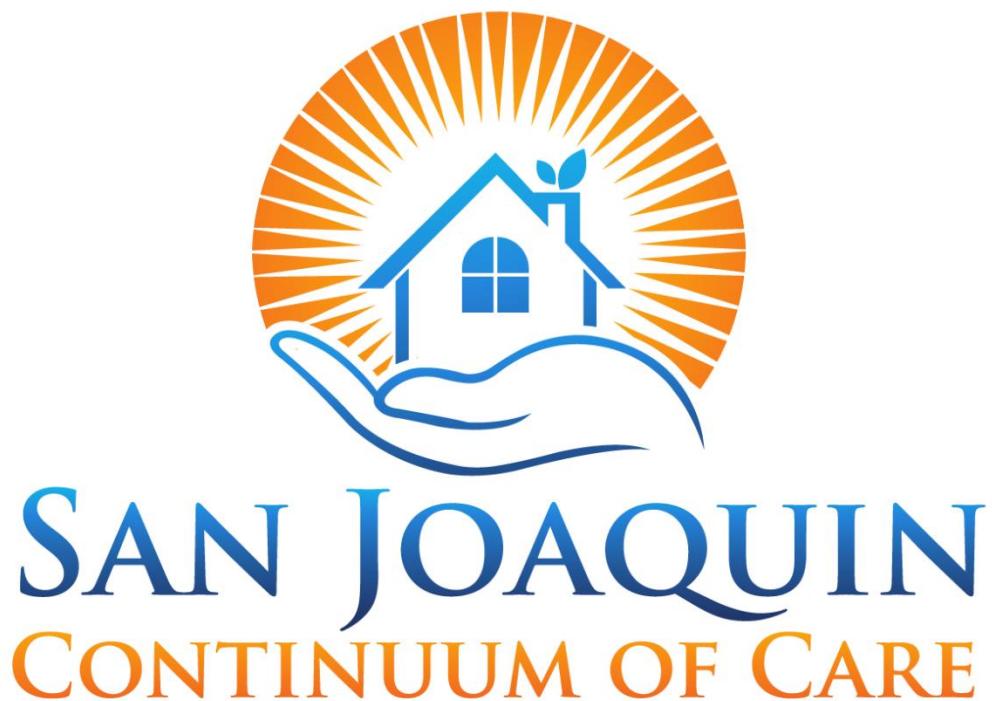
Approved by: Jenny Haruyama, City Manager

ATTACHMENTS

Attachment A: San Joaquin Continuum of Care Report on the Point in Time
Count of the Sheltered and Unsheltered Homeless (2019)

San Joaquin Continuum of Care
Report on the
Point in Time Count of the Sheltered and Unsheltered
Homeless

April 22, 2019



Prepared by

Adam Cheshire, Program Administrator – Homeless Initiatives, San Joaquin County
Bill Mendelson, Executive Director, Central Valley Low Income Housing Corporation

Special Thanks

Jon Mendelson, Executive Director, Ready to Work

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Introduction

The SJCoC found **2,629** homeless individuals living in San Joaquin County: **1,071 sheltered** and **1,558 unsheltered**. Please see the appendices at the end of this report for comprehensive data regarding the results of the 2019 Point in Time Count of the Sheltered and Unsheltered Homeless.

In response to regulatory requirements for communities receiving a variety of funds from the federal Department of Housing and Urban Development (HUD) to address homelessness, the San Joaquin Continuum of Care (SJCoC) conducted a Point-in-Time Count of both sheltered and unsheltered homeless persons during the last week of January 2019. The Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act, adopted by Congress in 2012 to amend the McKinney-Vento Act, requires all CoC-funded projects and all projects funded in whole or in part by Emergency Solutions Grant funds (except for projects whose clientele are solely domestic violence victims) to enter data into a local Homeless Management Information System (HMIS). All such projects within the San Joaquin Continuum of Care enter data regarding those served into the locally administered HMIS, which is primarily how the sheltered count is obtained. Additionally, projects which do not receive these funds and therefore do not participate in the HMIS were asked to contribute point in time count data to this report. The unsheltered count is obtained by engaging volunteers to collect point in time data throughout San Joaquin County through surveys, observations and supportive service events.

The Board of Directors and Membership of the San Joaquin Continuum of Care would like to thank everyone who participated in the 2019 Point in Time Count of the Sheltered and Unsheltered Homeless, without whom this report would not have been possible.



Point in Time Count of the Sheltered Homeless

The “sheltered homeless” population should be understood as “homeless people who have emergency or temporary shelter”: sheltered homeless persons do not have permanent housing, and are considered homeless. Sheltered homeless include those persons living in an emergency shelter or persons assisted by a project deemed to provide transitional housing for homeless persons. The definition of “sheltered homeless” also includes those persons being housed in motels or similar locations through a voucher provided by either a community-based organization or a unit of local government. Under the definitions mandated by HUD, **homelessness does not include persons** moving frequently from one location to another (“couch-surfing”), those who are incarcerated or are in an institutional setting even if homeless upon entry, transient farm workers, persons housed with rental assistance such as Housing Choice Vouchers, or those persons whose housing is provided through San Joaquin County’s General Assistance program.

Data for the 2019 Point in Time Count of the Sheltered Homeless was drawn primarily from the HMIS; in those instances where a provider was not required to enter data in HMIS and was not doing so voluntarily, information for the Sheltered Point in Time Count was gathered through a series of questions regarding the number of households and individuals being served on the day of the count. All identified emergency shelter and transitional housing providers within the CoC contributed the required information for the 2019 Point-in-Time Count through the HMIS.

Analysis: Comparing counts from year to year

Comparing the count from year to year, and drawing conclusions from those numbers, is difficult without understanding the different circumstances surrounding each year’s count — without this context, “apples to apples” comparisons cannot be made. The number and nature of beds available as either emergency shelter or transitional housing changes based on factors such as funding availability and operational changes at the agency level, making year-over-year comparisons difficult without understanding the nature of those changes. For example, agencies with multiple programs often switch how beds are used based on demand; beds at some facilities may not be available during a point-in-time count due to renovations or repairs; the number of beds available may also vary depending on the number of hotel-stay vouchers being issued; bed numbers also change depending on a facility’s capacity to accommodate an overflow of residents.

The sheltered homeless count is primarily drawn from the SJCoC Homeless Management Information System (HMIS). The numbers of people and beds shown below in this report cover all identified programs that provide emergency shelter or transitional housing. While they are included in the count, facilities that only serve victims of domestic violence are prohibited by law from entering data in the HMIS, and reports generated by HMIS do not include that specific population. There are three facilities serving victims of domestic violence with a total capacity of 69 beds. All other emergency shelter programs enter data in HMIS. Approximately 82% of all transitional housing beds report through HMIS; there is one program (66 beds) that does not provide information through HMIS.

As shown below, the number of sheltered homeless in San Joaquin County has fluctuated significantly since 2015. The changes are due in large measure to variations in availability of space described above, along with variations in the availability of prevention assistance.

While some elements of the sheltered population, such as the number of unaccompanied individuals in emergency shelters, has remained relatively stable, the number of households with children in the count has changed substantially during the past three years. In that time period, the number of household with children in transitional housing was dramatically reduced as resources were re-allocated based on changes in federal priorities. Even with the reduction in numbers between 2018 and 2019 (due in large measure to renovations in existing facilities at the time of the count), households with children in emergency shelter situations account for 43% of the entire sheltered population. While this can be attributed in part to changes in policy (for example, housing vouchers issued by San Joaquin County Human Services Agency were changed from once in a lifetime to once every twelve months), the overall increase in homeless households with children during the past three year should be a major concern.

Data: Results from the sheltered homeless count

Below are findings from the 2019 PIT in comparison to the sheltered homeless counts in the previous three years. Charts showing the PIT for sheltered persons in 2019 are presented in the appendices, which includes data from all reporting entities. The basic demographics presented in the appendices are also for the entire sheltered population.

Based on the information collected as part of the PIT, there were a total of 1,295 emergency shelter and transitional beds available at the time of data collection (942 emergency, 353 transitional). The total number of beds is a reduction of 61 emergency shelter beds available and an increase of 26 transitional beds from the previous year).

Total sheltered count

- 2019: 1,071 (4.2% decrease in sheltered population)
- 2018: 1,118 (13.5% increase in sheltered population)
- 2017: 985 (21% decrease in sheltered population)
- 2016: 1,245 (16% increase in sheltered population)
- 2015: 1,173

Households with children in emergency shelters

- 2019: 126 households/458 persons (13% decrease in number of people)
- 2018: 155 households/532 persons (22.5% increase in number of people)
- 2017: 129 households/434 persons (52% increase in numbers of people)
- 2016: 83 households/285 persons (2.5% increase in numbers of people)
- 2015: 81 households/278 persons

Households with only persons under 18 in emergency shelters

- 2019: 4 households/4 persons
- 2018: 3 households/3 persons
- 2017: 6 households/6 persons
- 2016: 4 households/4 persons
- 2015: 7 households/8 persons

Households with no children in emergency shelters

- 2019: 403 households/404 persons (3% increase in numbers of people)
- 2018: 392 households/392 persons (7.7% increase in numbers of people)
- 2017: 364 households/364 persons (15% increase in numbers of people)
- 2016: 317 households/320 persons (6.4% decrease in numbers of people)
- 2015: 342 households/342 persons

Households with children in transitional housing

- 2019: 20 households/57 persons
- 2018: 27 households/81 persons
- 2017: 32 households/83 persons (*83% decrease due to change from transitional beds to rapid re-housing beds*)
- 2016: 144 households/500 persons
- 2015: 129 households/425 persons

Households with only persons under 18 in transitional housing

None

Households with only adults in transitional housing

- 2019: 156 households/171 persons
- 2018: 105 households/110 persons
- 2017: 90 households/98 persons
- 2016: 130 households/136 persons
- 2015: 120 households/120 persons

Homeless Veterans

- 2019: 82 (7.6% of total sheltered, 36 in emergency shelters, 46 in transitional housing)
- 2018: 64 (5.7% of total sheltered, 31 in emergency shelters, 33 in transitional housing)
- 2017: 80 (8.1% of total sheltered, 44 in emergency shelters, 36 in transitional housing)
- 2016: 77 (6.1% of total sheltered, 36 in emergency shelter, 41 in transitional housing)
- 2015: 83 (7% of total sheltered population, 42 in emergency shelter, 41 in transitional housing)

Chronically homeless (NOTE: the designation of “chronically homeless” is based on client response at program intake)

- 2019: 145 sheltered (13.5% of sheltered population)
- 2018: 138 sheltered (12.3% of sheltered population)
- 2017: 130 sheltered (13% of sheltered population)
- 2016: 37 sheltered (3% of sheltered population)
- 2015: 83 sheltered (7% of sheltered population)

Point in Time Count of the Unsheltered Homeless

Executive Summary: A More Accurate Count Through Community Involvement

During the last ten days of January 2019, through a massive volunteer effort including 401 people representing 91 separate organizations, **the San Joaquin Continuum of Care counted 1,558 unsheltered homeless individuals living within the geographic region of San Joaquin County**. Of those, 59% were in Stockton, 14% in Manteca, 10% in Tracy, 9% in Lodi, with the rest scattered around Lathrop, Ripon and Escalon. 100 individuals were found living in the unincorporated parts of San Joaquin County. Data was collected by volunteers surveying or making observations about the unsheltered homeless throughout San Joaquin County. As much as possible, steps were taken to control for data quality issues resulting from human error during data collection. All data is self-reported by the individuals being surveyed.

| Totals of unsheltered homeless for each city | |
|---|------------|
| • Stockton: | 921 |
| • Manteca: | 218 |
| • Tracy: | 155 |
| • Lodi: | 139 |
| • Lathrop: | 14 |
| • Ripon: | 7 |
| • Escalon: | 4 |
| • Unincorporated County: | 100 |

Other key findings:

- 65% of those counted were male, with 35% female.
- 69% were of Caucasian descent, 20% of African descent, 2% of Asian descent, with 4% identifying as multi-racial and 5% identifying as “Other”.
- 28% were of Hispanic/Latino descent
- 39% identified as “chronically homeless”.
- 87% reported being continuously homeless in San Joaquin County for longer than three months, with 72% reporting one year or more.
- 37% reported having regular income, with all qualifying as “extremely low income”.
- 59% reported a problem with substance abuse.
- 34% reported a mental health issue.
- 30% had a pet.
- 3% were between the ages of 18 and 24.
- 25% were over age 55.

- 5% identified as military veterans.
- 6 children under age 18 were identified, 1 under age 5, from two households surveyed around French Camp.

The last time the San Joaquin Continuum of Care conducted a Point in Time Count of the Unsheltered Homeless was in January of 2017. At that time, 567 unsheltered homeless individuals were counted, utilizing approximately 35 volunteers. While it is widely believed that unsheltered homelessness has trended upward in San Joaquin County over the past two years, the 170% increase in total counted over that period can only reasonably be explained by one thing: an **over 1,000% increase in the number of community members** willing and able to volunteer to count the homeless.

Although achieving a 100% accurate count of the unsheltered homeless would be virtually impossible in a geographic region the size of San Joaquin County, the results of 2019 were, by all accounts from the people who work with the unsheltered homeless on a regular basis and who participated in this year's Count, an accurate reflection of the actual number of unsheltered homeless individuals typically living in each community. **The San Joaquin Continuum of Care would like to acknowledge and thank everyone** who participated in the 2019 Point in Time Count of the Unsheltered Homeless, without whom it would have been impossible to achieve this level of accuracy.

| Totals from previous Point in Time Counts of the Unsheltered Homeless | |
|---|-----|
| • 2017: | 567 |
| • 2015: | 515 |
| • 2013: | 263 |
| • 2011: | 247 |
| • 2009: | 165 |
| • 2007: | 271 |
| • 2005: | 511 |
| (NOTE: the 2005 figure included migrant farm workers which was not a part of later counts) | |

Although we have a manifestly improved picture of unsheltered homelessness in San Joaquin County following the 2019 Point in Time Count, the data indicates that this picture has changed little in the last two years: much of the unsheltered homeless living in San Joaquin County remain mired in long-term homelessness and face significant individual barriers to obtaining stable housing, including lack of income, lack of recent housing and employment history, criminal history, profound physical and mental health challenges, and struggles with substance abuse.

Meanwhile, local programs and services are overwhelmed with demand, creating systemic barriers to entering stable housing that must be addressed in order to reduce rates of homelessness in the County. According to data from the Homeless Management Information System, emergency shelters

consistently operate above capacity. A lack of public support for the placement of new permanent supportive housing and emergency shelter beds restricts the ability of non-profit housing developers to expand capacity for those essential solutions. The high demand and low availability of rental housing continues to drive up prices exponentially, creating significant market pressures for citizens at all income levels. Rental assistance programs which rely on agreement from local landlords to lease to qualified homeless individuals remain underutilized as listing after listing says “No Section 8”. Individuals exiting incarceration find they have little or no housing options upon release, contributing to higher rates of recidivism within the criminal justice system. Progress made by mental health services staff to stabilize individuals in crisis is frustrated by a lack of housing options for these vulnerable groups, resulting in significant recidivism within that system. Emergency departments in local hospitals throughout San Joaquin County are frequently inundated by homeless patients and lack reasonable options to discharge these patients to safe housing, creating critical capacity issues for already limited health services.

While these essential programs and services are clearly overwhelmed by demand, it is impossible to imagine a local response to homelessness without them. This suggests that **a successful approach to reducing rates of homelessness in San Joaquin County** should:

- Expand emergency shelter capacity through the construction of new low-barrier shelter facilities, particularly in Manteca and Tracy which are the Cities with the second and third highest rates of unsheltered homelessness in San Joaquin County, respectively.
- Expand permanent housing capacity for those with no or extremely low income, and create direct pathways from emergency shelters to alleviate the “bottleneck” within those programs.
- Develop housing with robust support services targeting specific populations experiencing homelessness, such as those with severe physical or mental health issues and substance use disorders.
- Prioritize the development of market-rate rental housing to meet the current demand in San Joaquin County.
- Encourage collaboration between local governments and the San Joaquin Continuum of Care to focus entitlement dollars and other discretionary resources on projects which meet key strategic priorities to reduce rates of homelessness throughout San Joaquin County.
- Develop new project-based housing, and incentivize local landlords to accept housing vouchers, to fully utilize existing rental assistance programs and create capacity for future expansion.

Methodology: What Worked and What We Learned

In 2017 the San Joaquin Continuum of Care employed a census approach through connection events with some limited outreach using approximately 35 volunteers which counted 567 unsheltered homeless individuals. In 2019 a similar but significantly altered approach was employed. With the goal being to achieve the most accurate count of the unsheltered homeless as would have been reasonably possible, the decision was made early on to engage enough volunteers to send out to where the unsheltered homeless live, emphasizing the outreach method over connection events. The reasoning behind this decision was straightforward: in order to count the unsheltered homeless, a much higher level of success can be achieved by going to *them* rather than asking them to come to *us*. Following these discussions it became clear that only through a significant increase in volunteer engagement could an accurate count of the unsheltered homeless be achieved in a geographic region of the size and

complexity of San Joaquin County. Employing a combination of street outreach and connection events would achieve the best possible results, with an emphasis on outreach.

Between April and December 2018, San Joaquin County Program Administrator for Homeless Initiatives Adam Cheshire and Ready to Work Executive Director Jon Mendelson met with and presented to dozens of groups, asking for help with the Count. The positive response was overwhelming, resulting in a staggering **401 volunteers representing 91 distinct organizations**.

In addition to the Stockton Count event which was directly organized by Jon Mendelson and Adam Cheshire and based out of **St. John the Evangelist Episcopal Church**, staff and volunteers led by **Salvation Army Hope Harbor**, the **Manteca Police Department**, and **Tracy Community Connections Center** organized connection events in their respective cities, which was a key component of the Count's success. For the first time, every law enforcement agency in the County participated, including the **Police Departments of all seven incorporated cities**, the **San Joaquin County Sheriff's Office**, **San Joaquin County District Attorney's Office**, and **San Joaquin County Probation**. **All seven members of the Stockton City Council participated, including Mayor Michael Tubbs**. In addition to the Council, numerous **City of Stockton staff led by City Manager Kurt Wilson** volunteered to count. The Housing Authority of the County of San Joaquin provided staff and resources to assist with managing the 187 volunteers participating in the Stockton event.

Broad support was provided by multiple agencies of San Joaquin County, including the development and implementation by **San Joaquin County Information Services Division** of a Geographic Information System Map identifying locations of known homeless encampments around San Joaquin County, using information provided by groups that encounter these encampments on a regular basis such as street outreach teams, fire departments, public works departments and police departments. During the Count, volunteers used the map to travel from a central meeting place directly to where the unsheltered homeless typically congregate, visiting locations of known homeless encampments within eight separate regions around the County. In addition to the map, an online survey was developed by Information Services Division allowing volunteers to submit Point in Time Count surveys via a smart device for the first time.

A new survey was developed with assistance from **San Joaquin Data Co-Op Executive Director Campbell Bulloch and staff**, combining questions essential to collect the data required by HUD with questions of a more local focus, to help the Continuum of Care and the public better understand regional factors contributing to unsheltered homelessness. In addition to survey data, observation data was collected in order to ensure that the homeless who were unwilling or unable to interact with volunteers would also be counted. Although this observation data is inherently limited compared to data which is gathered through conversation with the homeless, it should be noted that a comparison of the survey data and the data collected from observations is a very close match in the data categories of gender, age, race, and ethnicity. Given that more people were interviewed than observed, it is reasonable to conclude that the same percentages shown in the survey data are reflective of the entire unsheltered population, including in self-reported categories such as length of time homeless, mental health, and substance abuse.

Previous to 2019, Point in Time Counts focused exclusively on the four largest Cities in San Joaquin County, leaving a small but significant gap in data regarding unsheltered homelessness outside of those communities. Special effort was taken to ensure that the homeless living in the unincorporated areas of

San Joaquin County were counted, accomplished mainly through the help of **San Joaquin County Sheriff's Office**. Also for the first time, unsheltered homeless individuals were counted in the **Cities of Lathrop, Ripon and Escalon**, primarily through volunteer efforts from those respective police departments. Because of the logistical difficulties in engaging large groups of volunteers outside of the County's main population centers, it is unlikely that an accurate count of the unsheltered homeless in the smaller communities would have been possible without the help of local law enforcement personnel. **The San Joaquin Continuum of Care would like to acknowledge and thank the agencies which volunteered their precious staff time and resources to assist with this crucial effort, and without the expectation of reimbursement for these services.**

Donations of "incentive" items to be given to the homeless to encourage their participation, mainly acquired through a volunteer marketing effort organized by **Timm Quinn and staff at the Greater Stockton Chamber of Commerce**, were inventoried and stored by **Chris Becerra and staff at San Joaquin County Community Development Department** as well as the organizers of connection events in Lodi, Manteca and Tracy. Concurrent with the Stockton event, **Central Valley Low Income Housing Corporation** Executive Director Bill Mendelson and staff organized a connection event at **St. Mary's Dining Room** which included a service provided by the **Department of Motor Vehicles** to give free IDs to the homeless (a service the DMV also graciously provided during the Manteca connection event). Central Valley Housing also purchased at its own expense clipboards and pens for the Count.

A concerted effort was also made by each connection-event organizer to count homeless youth (aged 18-24), which can often be a struggle. In Stockton, Jon Mendelson and Adam Cheshire reached out to CEO Krista Fiser and the staff at **Women's Center – Youth and Family Services** for help. Using experience and information gathered from their ongoing efforts to engage homeless youth through street outreach, Women's Center staff were able to count a significant portion of the unsheltered youth.

Although the results of the Unsheltered Count were improved over past efforts, some lessons learned should be considered for the next Point in Time Unsheltered Count effort. Due to a transition happening within the San Joaquin Continuum of Care in 2018, the County-wide planning and organization for the effort was handled primarily by just two individuals representing the San Joaquin Continuum of Care, who were in large part devoted to organizing the Stockton effort. The willingness, resourcefulness, dedication and enthusiasm of the local organizers of connection events in Lodi, Manteca and Tracy were invaluable to filling the gaps and accomplishing the goals of the Count, and cannot be overstated. Now that the transition has essentially completed, the Continuum should have greater resources to devote to the next Count to support local organizers. Just four days prior to the Stockton Count, Stockton Police engaged in several encampment clean-ups around the City, which resulted in reports from Count volunteers of arriving in areas known to have high concentrations of unsheltered homeless only to find no one to count. Acknowledging the clear need for local jurisdictions to engage in clean-up efforts as a matter of public health and safety, those efforts are counter-productive to an accurate count of the unsheltered homeless and should be suspended if at all possible in the days leading up to the count. The massive increase in the number of volunteers, particularly in Stockton where 187 individuals arrived at 6am at St. John's Church, presented significant logistical challenges to ensure that volunteer time was not wasted. While this did not detract from achieving the desired result of a more accurate count, these challenges could have been better addressed by engaging a greater number of staff to coordinate volunteers on the day of the Count. Another method for simplifying the process of volunteer engagement would be to devote more resources to creating team

assignments prior to the Count event. While there was some effort to accomplish this for the Count and connection events, it can be challenging on this scale using a volunteer-only group.

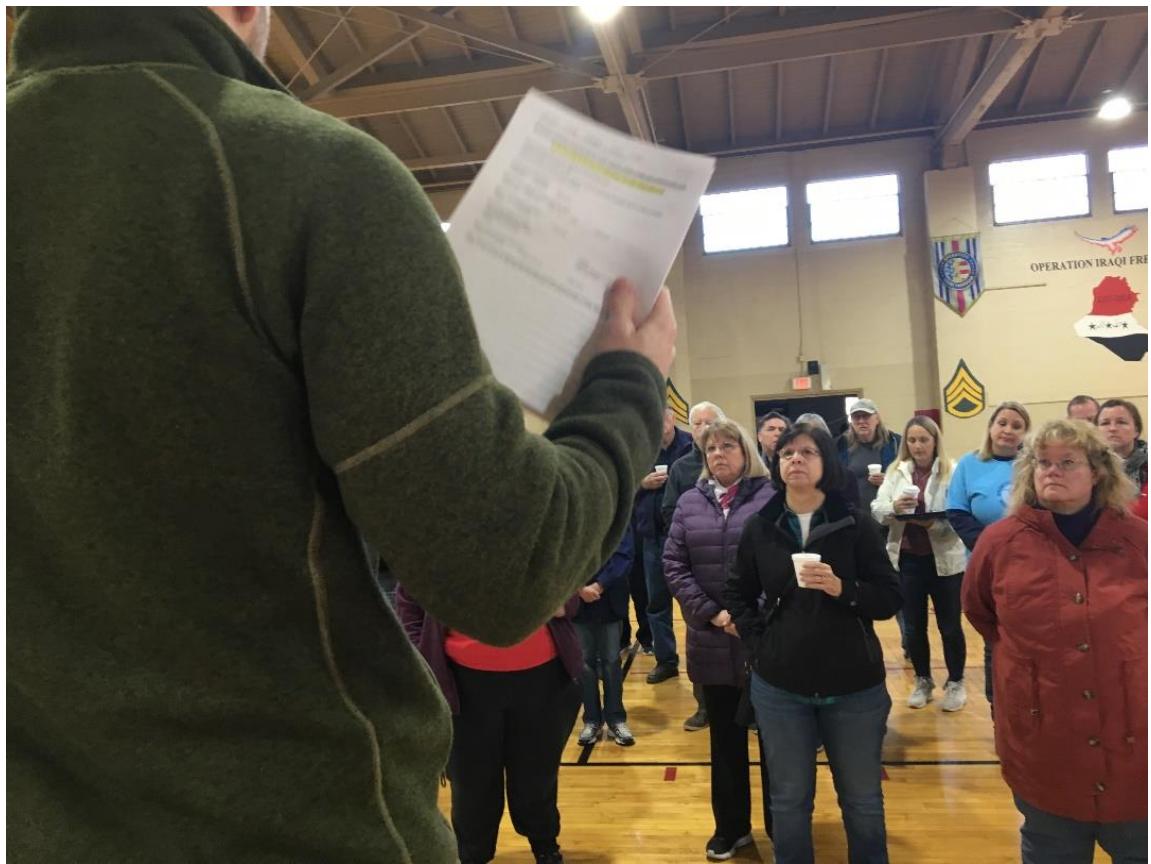
Analysis and Conclusions: A Regional Picture of Unsheltered Homelessness

The numbers of people living unsheltered throughout San Joaquin County illustrates the integral importance of regional solutions. While programs that include robust wraparound services are essential to addressing the individualized nature of homelessness, there are systemic issues contributing to unsheltered homelessness which will require a much greater level of community investment to solve. Cooperation between local governments, private business and non-profit organizations will be essential to finding long-lasting solutions to what is perhaps the most complex and intractable problem of our generation. In particular, the persistent lack of adequate affordable housing across San Joaquin County will continue to frustrate visible reductions in the region's highest-needs unsheltered homeless groups and contribute to multiple quality of life issues for our citizens unless local communities begin working together across jurisdictions and at the highest levels of leadership to alleviate the significant political and economic barriers to housing solutions that have resulted in the current crisis.

One striking conclusion from the data collected for the 2019 Point in Time Count of the Unsheltered Homeless is the need for the expansion of emergency shelter, in particular in communities which currently have no such facilities. Although Stockton has by far the most unsheltered homeless living in and around the City, as expected considering the large total population and extraordinary economic challenges it has faced over the last decade or more, Manteca and Tracy have the second and third highest totals of unsheltered homeless, respectively. Of the four large cities of San Joaquin County, Lodi has the lowest rate of homelessness by population and also the only emergency shelter outside of Stockton which accepts singles, further illuminating the need for low-barrier emergency shelter in communities with more than a nominal issue with homelessness. While regional approaches to solving entrenched systemic problems of housing, employment and services delivery will require participation from every jurisdiction, those approaches must by necessity start with local solutions such as the development of emergency shelters and the creation of new units of permanent housing for extremely low income groups living within those communities.

The problem of unsheltered homelessness in San Joaquin County contributes to issues of blight, public health and safety, and strains local economies. Efforts to "clean up" homeless encampments, while an important component of a broader solution, will not result in a reduction in rates of unsheltered homelessness without a significant expansion of housing options at all levels, from emergency shelter to permanent supportive housing to market-rate multi-family housing. Solving homelessness for this relatively small but extremely high-needs group will require systemic solutions designed to relieve the pressures of extreme poverty and barriers to housing, creating space for each individual to address the issues within their own lives that create barriers to sustaining independent ongoing permanent housing.

The overwhelming response from the dozens and dozens of organizations contributing hundreds of volunteers to the 2019 Point in Time Count of the Unsheltered Homeless was unprecedented in the history of this effort. For San Joaquin County, the immense challenges associated with reducing homelessness during this housing crisis will require unprecedented cooperation. The support local communities provided to the San Joaquin Continuum of Care in accomplishing this critical component of understanding unsheltered homelessness in our region sets the example for how we will work together to solve an issue which is amongst the most complex and multi-faceted that we face today.



Appendix A: Demographic Data

Persons in Households with at least one Adult and one Child

| | Sheltered | | Unsheltered | Total |
|---|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| Total Number of Households | 126 | 20 | 2 | 148 |
| Total Number of persons (Adults & Children) | 458 | 57 | 10 | 525 |
| Number of Persons (under age 18) | 295 | 35 | 6 | 336 |
| Number of Persons (18 - 24) | 30 | 4 | 0 | 34 |
| Number of Persons (over age 24) | 133 | 18 | 4 | 155 |

| Gender (adults and children) | Sheltered | | Unsheltered | Total |
|---------------------------------|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| Female | 285 | 40 | 6 | 331 |
| Male | 172 | 17 | 4 | 193 |
| Transgender | 1 | 0 | 0 | 1 |

| Ethnicity (adults and children) | Sheltered | | Unsheltered | Total |
|------------------------------------|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| Non-Hispanic/Non-Latino | 287 | 46 | 6 | 339 |
| Hispanic/Latino | 171 | 11 | 4 | 186 |

| Race (adults and children) | Sheltered | | Unsheltered | Total |
|-------------------------------|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| White | 204 | 34 | 5 | 243 |
| Black or African-American | 190 | 12 | 0 | 202 |

| | | |
|---|----|---|
| Asian | 4 | 0 |
| American Indian or Alaska Native | 5 | 0 |
| Native Hawaiian or Other Pacific Islander | 12 | 3 |
| Multiple Races | 43 | 8 |

| | |
|---|----|
| 0 | 4 |
| 0 | 5 |
| 5 | 20 |
| 0 | 51 |

Persons in Households with only Children

| | Sheltered | |
|---|-----------|--------------|
| | Emergency | Transitional |
| Total Number of Households | 4 | 0 |
| Total Number of children (under age 18) | 4 | 0 |

| Unsheltered | Total |
|-------------|-------|
| 0 | 4 |
| 0 | 4 |

| Gender (adults and children) | Sheltered | |
|------------------------------|-----------|--------------|
| | Emergency | Transitional |
| Female | 2 | 0 |
| Male | 2 | 0 |
| Transgender | 0 | 0 |

| Unsheltered | Total |
|-------------|-------|
| 0 | 2 |
| 0 | 2 |
| 0 | 0 |

| Ethnicity (adults and children) | Sheltered | |
|---------------------------------|-----------|--------------|
| | Emergency | Transitional |
| Non-Hispanic/Non-Latino | 2 | 0 |
| Hispanic/Latino | 2 | 0 |

| Unsheltered | Total |
|-------------|-------|
| 0 | 2 |
| 0 | 2 |

| Race (adults and children) | Sheltered | |
|----------------------------|-----------|--------------|
| | Emergency | Transitional |
| White | 2 | 0 |
| Black or African-American | 2 | 0 |

| Unsheltered | Total |
|-------------|-------|
| 0 | 2 |
| 0 | 2 |

| | | | | |
|---|---|---|---|---|
| Asian | 0 | 0 | 0 | 0 |
| American Indian or Alaska Native | 0 | 0 | 0 | 0 |
| Native Hawaiian or Other Pacific Islander | 0 | 0 | 0 | 0 |
| Multiple Races | 0 | 0 | 0 | 0 |

Persons in Households without Children

| | Sheltered | | | Unsheltered | Total |
|----------------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Total Number of Households | 380 | 156 | 0 | 1532 | 2043 |
| Total Number of persons (Adults) | 381 | 171 | 0 | 1548 | 2075 |
| Number of Persons (18 - 24) | 18 | 8 | 0 | 88 | 114 |
| Number of Persons (over age 24) | 363 | 163 | 0 | 1460 | 1961 |

| Gender (adults and children) | Sheltered | | | Unsheltered | Total |
|---------------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Female | 90 | 39 | 0 | 506 | 628 |
| Male | 290 | 131 | 0 | 1042 | 1445 |
| Transgender | 1 | 1 | 0 | 0 | 2 |

| Ethnicity (adults and children) | Sheltered | | | Unsheltered | Total |
|------------------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Non-Hispanic/Non-Latino | 272 | 109 | 0 | 1098 | 1461 |
| Hispanic/Latino | 109 | 62 | 0 | 450 | 614 |

| Race (adults and children) | Sheltered | | | Unsheltered | Total |
|---|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| White | 237 | 129 | 0 | 1104 | 1447 |
| Black or African-American | 108 | 33 | 0 | 321 | 460 |
| Asian | 21 | 3 | 0 | 34 | 58 |
| American Indian or Alaska Native | 4 | 1 | 0 | 18 | 23 |
| Native Hawaiian or Other Pacific Islander | 5 | 2 | 0 | 18 | 25 |
| Multiple Races | 6 | 3 | 0 | 53 | 62 |

Veteran Data

Persons in Households with at least one Adult and one Child

| | Sheltered | | Unsheltered | Total |
|----------------------------|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| Total Number of Households | 2 | 0 | 0 | 2 |
| Total Number of Persons | 8 | 0 | 0 | 8 |
| Total Number of Veterans | 2 | 0 | 0 | 2 |

| Gender (veterans only) | Sheltered | | Unsheltered | Total |
|---------------------------|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| Female | 1 | 0 | 0 | 1 |
| Male | 1 | 0 | 0 | 1 |
| Transgender | 0 | 0 | 0 | 0 |

| Ethnicity (veterans only) | Sheltered | | Unsheltered | Total |
|------------------------------|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| Non-Hispanic/Non-Latino | 1 | 0 | 0 | 1 |
| Hispanic/Latino | 1 | 0 | 0 | 1 |

| Race (veterans only) | Sheltered | | Unsheltered | Total |
|---|-----------|--------------|-------------|-------|
| | Emergency | Transitional | | |
| White | 2 | 0 | 0 | 2 |
| Black or African-American | 0 | 0 | 0 | 0 |
| Asian | 0 | 0 | 0 | 0 |
| American Indian or Alaska Native | 0 | 0 | 0 | 0 |
| Native Hawaiian or Other Pacific Islander | 0 | 0 | 0 | 0 |
| Multiple Races | 0 | 0 | 0 | 0 |

Persons in Households without Children

| | Sheltered | | | Unsheltered | Total |
|----------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Total Number of Households | 34 | 46 | 0 | 71 | 151 |
| Total Number of Persons | 34 | 46 | 0 | 71 | 151 |
| Total Number of Veterans | 34 | 46 | 0 | 71 | 151 |

| Gender (veterans only) | Sheltered | | | Unsheltered | Total |
|---------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Female | 2 | 0 | 0 | 10 | 12 |
| Male | 32 | 45 | 0 | 61 | 138 |
| Transgender | 0 | 1 | 0 | 0 | 1 |

| Ethnicity (veterans only) | Sheltered | | | Unsheltered | Total |
|------------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Non-Hispanic/Non-Latino | 30 | 38 | 0 | 59 | 127 |
| Hispanic/Latino | 4 | 8 | 0 | 12 | 24 |

| Race (veterans only) | Sheltered | | | Unsheltered | Total |
|---|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| White | 16 | 29 | 0 | 46 | 91 |
| Black or African-American | 17 | 13 | 0 | 18 | 43 |
| Asian | 1 | 1 | 0 | 4 | 6 |
| American Indian or Alaska Native | 0 | 1 | 0 | 0 | 1 |
| Native Hawaiian or Other Pacific Islander | 0 | 0 | 0 | 0 | 0 |
| Multiple Races | 0 | 2 | 0 | 3 | 5 |

Total Households and Persons

| | Sheltered | | | Unsheltered | Total |
|----------------------------|-----------|--------------|------------|-------------|-------|
| | Emergency | Transitional | Safe Haven | | |
| Total Number of Households | 510 | 175 | 0 | 1534 | 2220 |
| Total Number of Persons | 843 | 228 | 0 | 1558 | 2629 |
| Total Number of Veterans | 36 | 46 | 0 | 71 | 153 |

Gender

| | Sheltered | | | Unsheltered | Total |
|------------------------------|-----------|--------------|------------|-------------|-------------|
| | Emergency | Transitional | Safe Haven | | |
| Female | 375 | 79 | 0 | 512 | 966 |
| Male | 466 | 148 | 0 | 1046 | 1660 |
| Transgender (male to female) | 2 | 1 | 0 | 0 | 3 |
| Transgender (female to male) | 0 | 0 | 0 | 0 | 0 |

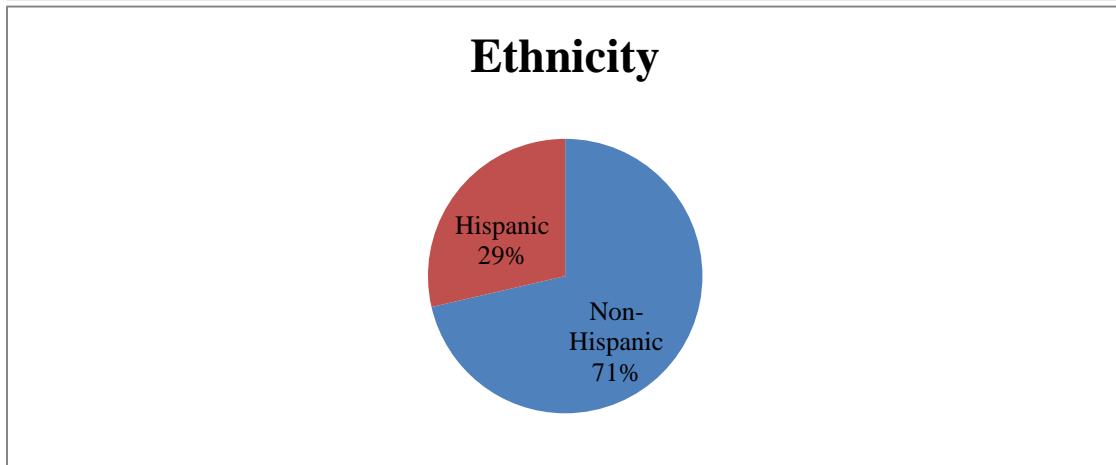
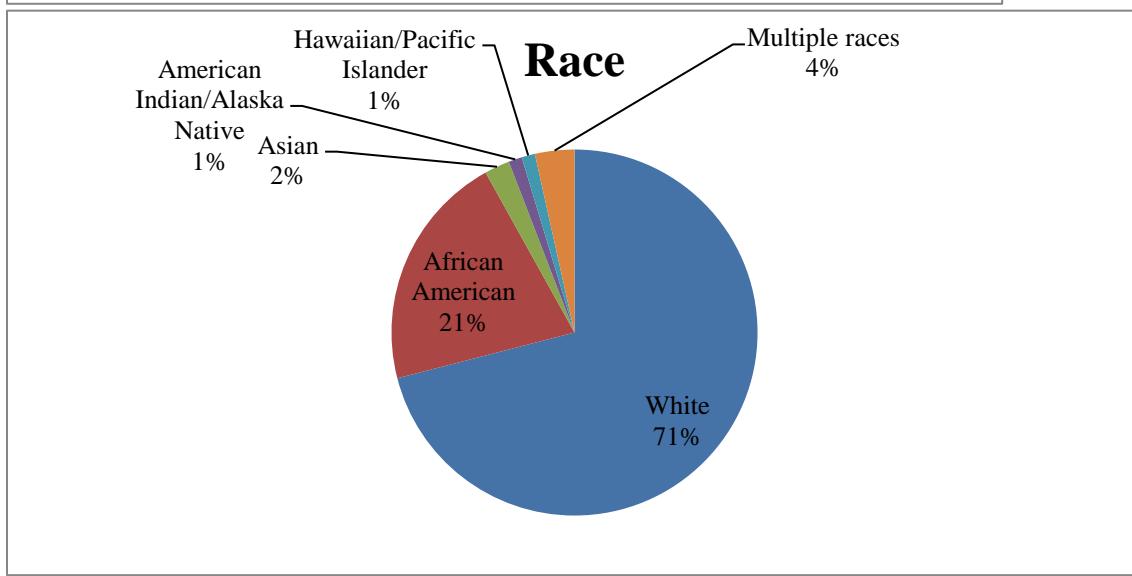
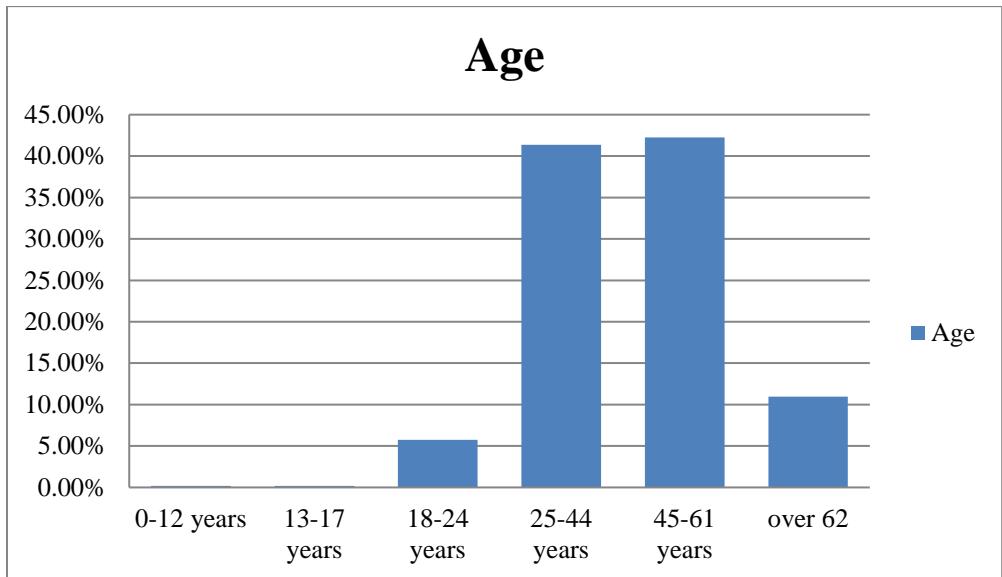
Ethnicity

| | Sheltered | | | Unsheltered | Total |
|-------------------------|-----------|--------------|------------|-------------|-------------|
| | Emergency | Transitional | Safe Haven | | |
| Non-Hispanic/Non-Latino | 561 | 155 | 0 | 1104 | 1820 |
| Hispanic/Latino | 282 | 73 | 0 | 454 | 809 |

Race

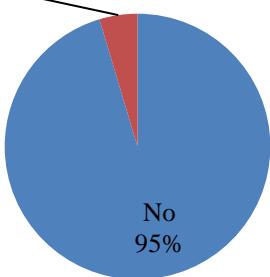
| | Sheltered | | | Unsheltered | Total |
|---|-----------|--------------|------------|-------------|-------------|
| | Emergency | Transitional | Safe Haven | | |
| White | 443 | 16 | 0 | 1109 | 1715 |
| Black or African-American | 300 | 45 | 0 | 321 | 666 |
| Asian | 25 | 3 | 0 | 34 | 62 |
| American Indian or Alaska Native | 9 | 1 | 0 | 18 | 28 |
| Native Hawaiian or Other Pacific Islander | 17 | 5 | 0 | 23 | 45 |

Appendix B: Infographics – unsheltered only

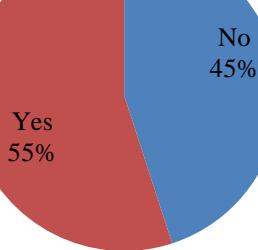


Veterans - Adults only

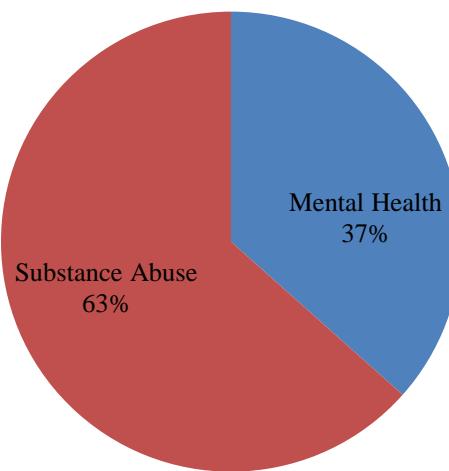
Yes
5%



Disability or barrier - Adults



Type of Disability*



NOTE: As part of the unsheltered surveys, only self-reported data on persons with mental health issues and/or substance abuse issues was collected.

Appendix C: Contributing Organizations

Americorps
Bags of Hope
Breakthrough Project for Social Justice
Builders Industry Association
California Department of Motor Vehicles
Calvary Living Well Ministries
Care Link
Catholic Charities of the Diocese of Stockton
Central Valley Low Income Housing Corporation
City of Escalon
City of Lathrop
City of Lodi
City of Manteca
City of Ripon
City of Stockton
City of Tracy
Civic Pride Independent Academy
Community Medical Centers
County of San Joaquin
Delta Humane Society
Disabled American Veterans Charities of San Joaquin County
Downtown Stockton Alliance
Episcopal Church of St. John the Baptist

Family Promise of San Joaquin County
Gleason House
Golden Valley Health Centers
Gospel Center Rescue Mission
Grace Point Church
Grace Presbyterian Church
Gravity Church
Greater Stockton Chamber of Commerce
Haven of Peace
Hope Family Shelters
Housing Authority of the County of San Joaquin
HUB
Inner City Action
Knights of Columbus
League of Women Voters of San Joaquin County
Lodi Committee on Homelessness
Lodi Community Foundation
Lot of Love and Giving
Love, Inc.
Lutheran Social Services
Manteca Gospel Rescue Mission
Manteca Unified School District
Ready to Work
Refuge Church

Ripon Police Department
Rotary Club of North Stockton
Rotary Club of Stockton
Salvation Army
San Joaquin Community Data Co-Op
San Joaquin Regional Transit District
San Joaquin Valley Veterans
Second Harvest
Showered with Love
St. Anne's Church
St. John the Evangelist Episcopal Church
St. Joseph's Medical Center
St. Mary's Dining Room
St. Paul Lutheran Church
STAND
Stockton Fire Department
Stockton Host Lion's Club
Stockton Shelter for the Homeless
The Office of Senator Cathleen Galgiani
Tracy Community Connections Center
Tracy Interfaith Ministries
U.S. Department of Housing and Urban Development
U.S. Department of Veteran Affairs
United Veterans Council of San Joaquin County

United Way of San Joaquin County
Venture Academy
Westcare
Women's Center Youth and Family Services

THANK YOU!



Appendix D: Unsheltered Survey/Observation Tool

2019 SAN JOAQUIN CONTINUUM OF CARE UNSHELTERED HOMELESS SURVEY

If you are unable to survey an individual, use observation tool on reverse side

Introduction: Hi, my name is _____, and I'd like to ask you a few questions that will help us count the number of homeless people in San Joaquin County and provide more services to those who are homeless. This survey is voluntary and all personal information shared will be kept confidential and will not be shared with law enforcement.

1: Where did you sleep last night? *If the answer is any of the following, continue the survey, otherwise thank them and go to the next person:* Street, park, under a bridge, by the river, any open space, in a car/camper, in a tent, abandoned building, any place not meant for human habitation.

2. Name: _____ **DoB:** _____ M F T(M to F) T(F to M)

3. Social Security number last four digits _____ Gender non-conforming

4. Have you served in the U.S. Armed Forces (Army, Navy, Marines, Air Force, Coast Guard, National Guard, Reserves, etc.)? Yes No

5. What racial group do you identify with? (check all that apply)

| | |
|--|---|
| <input type="checkbox"/> American Indian/Alaska Native | <input type="checkbox"/> Asian |
| <input type="checkbox"/> Black/African American | <input type="checkbox"/> Native Hawaiian/Pacific Islander |
| <input type="checkbox"/> White | <input type="checkbox"/> Declines to answer |

Are you Hispanic/Latino(a)? Yes No

6. Did you stay with a family member last night? Yes No

If Yes, is this person(s) with you today? Yes No

Would you please share their name(s)? _____

What is their relationship to you? _____

7. Did you have any children under 18 with you last night? Yes No

If Yes, how many children under 18 were there? _____

8. Did you have any pets with you last night? Yes No How many? _____

9. How long has it been since you lived in an apartment or house? _____

10. How many times have you been homeless in the past three years? _____

11. How long have you been homeless in this city / part of the county? _____

12. Have you ever abused drugs or alcohol, or been told you do? Yes No

13. Have you ever had treatment for a mental health problem? Yes No

14. Do you have regular access to medical care? Yes No

15. Do you have any income from the following sources? (check all that apply)

Regular full or part-time job Social Security (SSI, SSA)
Disability (State or Federal) Veteran's Pension Other: _____

2019 SAN JOAQUIN CONTINUUM OF CARE UNSHELTERED HOMELESS OBSERVATION TOOL

If you are unable to survey an individual, use this observation tool

Please indicate why you are using the observation tool:

Unable to enter a location or site
Cannot conduct a survey (person refused to answer questions, language barrier, or other challenges)
You do not wish to disturb people sleeping

Is this person homeless?

Definitely Possibly Not Sure

What is your estimate of this person's age?

Under 18 18 – 34 35 – 65 65+ Not sure

What is this person's gender?

Male Female Not Sure

What is this person's race?

American Indian/Alaska Native Asian
Black/African American Native Hawaiian/Pacific Islander
White Not sure/Other: _____

What is this person's ethnicity?

Hispanic/Latino(a) Non-Hispanic Not Sure

Other information or identifying characteristics (if possible, please include clothing, hats, accessories, any military or other emblems, other physical characteristics or conditions like tattoos, scars, braces, casts, etc.):

RESOLUTION 2020-

DECLARING A SHELTER CRISIS PURSUANT TO GOVERNMENT CODE SECTION 8698 ET SEQ. TO FACILITATE THE ESTABLISHMENT OF A TEMPORARY WARMING CENTER TO PROVIDE SHELTER TO THE HOMELESS

WHEREAS, According to the San Joaquin Continuum of Care Report on the Point in Time Count (PIT) of the Sheltered and Unsheltered Homeless, at any point in time, approximately 155 persons within the City of Tracy are experiencing unsheltered homelessness; and

WHEREAS, Many of those unable to obtain shelter reside on the streets, in alleys, in city parks, and in other encampments throughout the City; and

WHEREAS, These individuals lack adequate sanitary facilities and are at risk from theft, crime, and extreme weather conditions; and

WHEREAS, These conditions threaten the physical and mental health and safety of those experiencing homelessness; and

WHEREAS, These conditions also result in a threat to public health and well-being of the community; and

WHEREAS, Strict compliance with the provisions of state and local regulatory statutes, regulations, and ordinances prescribing standards of housing, health, safety, and environmental impact assessment may prevent, hinder, or delay the mitigation of the effects of a shelter crisis.

NOW, THEREFORE, BE IT RESOLVED, That the City Council of the City of Tracy hereby declares a shelter crisis exists in the City of Tracy pursuant to California Government Code section 8698.2.

The foregoing Resolution 2020- , was passed and adopted by the Tracy City Council on the 10th day of March, 2020, by the following vote:

AYES: COUNCIL MEMBERS:

NOES: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK