



DATE: February 4, 2020

TO: Mayor and City Council

FROM: City Manager

SUBJECT: City of Hayward Homelessness Update: Accepting Information on the 2019 Homeless Population Point in Time Count; Adopting a Resolution Endorsing the EveryOne Home Strategic Plan; Receiving an Update on the Hayward Navigation Center; and Adopting a Resolution Authorizing the City Manager to Accept and Appropriate a Donation of \$83,000 from the Hayward Rotary Club

RECOMMENDATION

That the City Council:

- Accepts information on the results of the 2019 Homeless Population Point in Time Counts for Alameda County and Hayward (Attachments II and III, respectively);
- Adopts a Resolution endorsing the EveryOne Home Strategic Plan (Attachment IV);
- Receives an update on the Hayward Navigation Center; and
- Adopts a Resolution authorizing the City Manager to accept and appropriate an \$83,000 donation from the Hayward Rotary Club (Attachment V).

SUMMARY

The 2019 Point-in-Time Count (PIT Count) contains data that is an essential tool to understanding the scope, trends, and causes of homelessness in the Hayward community and throughout the region. The data is the result of a coordinated regional effort that includes every jurisdiction in Alameda County. This report summarizes the findings of the 2019 PIT Count of homeless persons in Alameda County and Hayward that was conducted and led by EveryOne Home in January 2019 (Attachment II).

EveryOne Home is the collective impact organization formed to address and end homelessness in Alameda County, uniting the efforts of city and county government partners, nonprofit service providers, individuals experiencing homelessness, and community members. In 2018, EveryOne Home undertook a Strategic Update to its Plan to End Homelessness (“Plan”), previously drafted in 2007. The Plan offers ambitious and coordinated strategies and actions to reduce the Alameda County nightly homeless count to 2,200—meaning no one would have to sleep without shelter. EveryOne Home is requesting the endorsements of community partners to show a united and coordinated effort to end

unsheltered homelessness in Alameda County by 2023. Staff recommends that Council endorse the Plan, which can be found in full in Attachment III.

One of the projects listed in the Hayward Strategic Roadmap, approved by Council on January 28, 2020, is for staff to create a Homelessness Reduction Strategic Plan specifically for the Hayward community. Staff intends to use the Everyone Home Plan, among other sources, to inform the City's own strategic plan to reduce homelessness.

One of the City's most recent and aggressive approaches to reducing homelessness is the opening of the Hayward Navigation Center in late 2019. To date, the Center is housing 44 individuals, and five individuals have been placed into permanent housing. In support of the Navigation Center, the Hayward Rotary Club has donated \$83,000 towards the purchase of one of the residential units at the Navigation Center. Staff recommends that Council approves a resolution authorizing and appropriating these funds for use at the Navigation Center (Attachment IV).

BACKGROUND

Founded in 2007 to regionally coordinate efforts and resources to address homelessness throughout Alameda County, EveryOne Home is the Continuum of Care (CoC) agency that supports all fourteen municipalities, as well as Alameda County, in these efforts. The United States Department of Housing and Urban Development Department (HUD) annually provides funding to localities that implement and maintain CoCs. EveryOne Home was formed in response to HUD's national initiative to end homelessness. Among the requirements HUD sets forth for this funding is the biennial collection of quantitative and qualitative data about sheltered and unsheltered homeless persons. The PIT count uses the federally required methodology to receive funding for homelessness assistance programs through the CoC. EveryOne Home undertakes this PIT count on a biennial basis, enumerating the sheltered and unsheltered homeless persons on a single night in January.

Data was collected through four primary components:

1. *General street count*: an observation-based enumeration of unsheltered individuals between the hours of approximately 5:00 a.m. and 10:00 a.m.;
2. *Youth count*: a targeted enumeration of unsheltered youth under the age of 25 between the hours of approximately 2:30 p.m. and 7:30 p.m.;
3. *Sheltered count*: an enumeration of individuals residing in emergency shelter, safe haven, and transitional housing facilities on the night before the street count; and
4. *Survey*: an in-person survey of a randomized sample of unsheltered and sheltered individuals conducted by trained peer surveyors and program staff in the weeks following the general street count.

The resulting county-wide data was released on July 23, 2019 after a presentation at the inaugural convening about homelessness of Alameda County mayors, city managers, and the County Supervisors. Additionally, several municipalities, including Hayward, requested data specific to homeless persons within their respective jurisdictions. The jurisdiction-specific

data was released on September 3, 2019. Executive summaries and the full reports of the county-wide data and Hayward-specific data are provided in Attachments II and III, respectively.

DISCUSSION

Homelessness is an extraordinarily difficult and persistent regional issue. The scope and intractability of the homelessness issue is such that no one jurisdiction can hope to address, much less solve it alone, with the limited resources at hand. A coordinated county-wide effort to address homelessness is paramount.

2019 Point-in-Time Count and Survey – Key Findings

The executive summary and full report of the county-wide 2019 PIT count and survey data are provided in Attachment II. Key county-wide findings from the data include:

- 8,022 homeless persons were counted county-wide in 2019. This represents a sharp increase (43%) since the previous 2017 count, which recorded 5,629 homeless persons county-wide.
- 79% of homeless persons are unsheltered – meaning that they dwell in tents, parks, vehicles, vacant buildings, underpasses, and other locations not intended nor fit for human habitation. This is an increase from 69% in 2017.
- 62% of surveyed homeless persons indicated that they have experienced more than one episode of homelessness.
- 25% of surveyed homeless persons self-reported that a lost job and mental health issues as primary causes of their homelessness in 2019.
- 33% of surveyed homeless persons self-reported that rent assistance might have prevented their homelessness in 2019.
- 30% of surveyed homeless persons self-reported that benefits/income might have prevented their homelessness in 2019.

The executive summary and full report of the Hayward 2019 PIT count and survey data are provided in Attachment III. Key city-wide findings from the data include:

- Approximately 6% of the county's homeless population lives in Hayward (487 persons), the fourth-highest percentage by jurisdiction. Oakland has 51% of the county's homeless population (4,071 persons), Berkeley has 14% of the county's homeless population (1,108 persons), and Fremont has 8% of the county's homeless population (608 persons).
- Between 2017 and 2019, there was a 23% increase in homelessness in Hayward, with 397 total homeless in 2017 to 487 total homeless in 2019.
- 76% of Hayward homeless persons are unsheltered – meaning that they dwell in tents, parks, vehicles, vacant buildings, underpasses, and other locations not intended nor fit for human habitation. This is slightly reduced from 79% in 2017.

- 40% of surveyed homeless persons experiencing homelessness for the first time indicated that they were homeless for a year or more.
- 27% of surveyed homeless persons self-reported that a lost job or incarceration are primary causes of their homelessness.
- 45% of surveyed homeless persons self-reported that benefits/income might have prevented their homelessness.
- 36% of surveyed homeless persons self-reported that rental assistance might have prevented their homelessness.

Regional Issue – Regional Efforts

Homelessness is a complex regional issue, and as such, coordinated regional efforts such as those being undertaken through the CoC are essential to address homelessness in an impactful, lasting way. The regional CoC includes local governments, social services agencies, health agencies, local nonprofits, and community advocates, all of which are coordinating closely together and have been engaged in core strategies to prevent and address homelessness and related crises such as hunger and housing affordability.

The EveryOne Home coalition of municipalities, combined with and reinforced by local grassroots groups, are essential components of a county-wide assessment of the strategies and level of resources required to address homelessness. Subsequent to the 2017 PIT count, EveryOne Home developed the *EveryOne Home Plan to End Homelessness* (EveryOne Home Plan)¹, laying out a county-wide approach to ending homelessness.

The EveryOne Home Plan recommends four broad strategies that together bring the necessary capacity, investment, partnership, and collective impact to end homelessness:

- *Expand Capacity* – the Alameda County system needs to expand temporary financial assistance and legal support, add more units of permanent supportive housing, add more units of subsidized permanent housing units, and expand street outreach and other services to unsheltered individuals.
- *Increase Investment* – there is a need to identify new sources of financial investment from all levels of government.
- *Build Stronger Partnerships* - engaging in the leadership and expertise of people experiencing homelessness in governance, policy, planning, and service delivery, and expanding employment opportunities and career development within our system
- *Align Public Policies* – advancing policies to reduce homelessness, such as protecting renters, increasing affordable housing, protecting dignity, health, and safety of those living on the streets, and counteracting disparate racial impacts of housing policies.

By endorsing this plan, the City would support and agree to take bold action whenever and wherever possible to bring the necessary capacity, investment, partnership, and collective impact to achieve the goal of ending unsheltered homelessness in Alameda County by 2023.

¹ 2018 EveryOne Home Strategic Plan, <http://everyonehome.org/wp-content/uploads/2016/02/FINAL-EveryOne-Home-Plan.pdf>

Staff recommends that the City Council endorse this plan and use this as a guiding framework for the development of the City's own Plan to End Homelessness.

Local Efforts to Address Homelessness and Housing Affordability

The City of Hayward annually allocates approximately \$835,000 of local and federal funds to support projects and programs that address homelessness and housing issues in the Hayward community. Additionally, on January 22, 2019, the City Council approved emergency actions to implement a Hayward Housing Navigation Center for approximately 45 individuals on the currently vacant City-owned parcel at the corner of Depot and Whitesell Roads. Since opening in November of 2019, there are 44 individuals living at the Center and five individuals have moved into permanent housing. With the generous donation of \$83,000 from the Rotary Club of Hayward, the City plans to purchase one of the residential modular units. Should the Navigation Center be open for five years, this one-time donation will result in a lifetime savings of approximately \$185,000 in rental fees.²

Council has long identified homelessness and housing affordability as key issues in the community and has supported local efforts to address these issues in conjunction with the larger regional efforts, as evidenced by the recently approved Hayward Strategic Roadmap.³ One of the Council's six priority areas for the next three years is to Preserve, Protect, and Produce Housing for All. Within this priority are ten different projects to holistically address affordable housing and homelessness in the City, including the creation of a City of Hayward Plan to End Homelessness. Staff intends to model the plan on an empowerment approach and include best practices, as well as model it after the EveryOne Home Plan's framework. Staff intends to release a request for proposals (RFP) for consultants with experience in homelessness strategic planning by spring. The City's plan will:

- Be ambitious in its vision to end homelessness in Hayward, and articulate the resources and partnerships it would require to do this;
- Include the mission, goals, objectives, and specific strategies/action steps that will guide the community for the next five years;
- Provide an analysis of current strategies, challenges, proposed actions, and desired outcomes
- Use data and evidenced based practices to inform understanding of need, gaps, and impactful strategies to further existing levels of local engagement and knowledge
- Move the system toward adopting a Housing First and trauma-informed care approach with a housing focus
- Encourage and include the participation of individuals with lived experience, homeless services providers, and other community stakeholders;
- Include recommendations for how existing resources can be maximized, streamlined, and targeted, as well as identify any additional resources necessary;

² This estimate was calculated by calculating the current annual rental (with two residential modular units) less the annual rental of one of the residential modular units, multiplied by five.

³ January 28, 2020 Hayward City Council meeting, (link to be updated upon publication)

- Provide recommendations for leveraging resources from various sectors, including external untapped resources;
- Offer practical and implementable strategies and approaches to improve Hayward's response to homelessness (including homeless services, homeless system functioning, mainstream services, and affordable housing);
- Provide a framework for ongoing performance measurement to continually inform implementation and new strategies/investment; and
- Include the approaches Hayward will take to monitor its progress on achieving the goals outlined in the strategic plan.

Staff will engage the Community Services Commission, Housing and Homelessness Task Force, as well as the City Council in this process in addition to key stakeholders. Staff plans to release a RFP in March and select a consultant in April; staff will return to Council for approval to enter into an agreement with the selected consultant.

Staff recognizes a plan to end homelessness is ambitious in nature, particularly given that Hayward is not a direct service provider and that homelessness is a regional crisis and will require regional collaboration. In preparing this plan, staff will include a discussion of these unique challenges and be realistic about the resources it would take to end homelessness in the City of Hayward.

ECONOMIC IMPACT

At this time, there is no associated economic impact with this item. Once the City has developed its plan to end homelessness, there may be economic impacts associated with its implementation, including the creation and retention of jobs, creation of affordable housing, and reduced poverty rates in the City.

FISCAL IMPACT

This item has a positive fiscal impact. With the Rotary Club of Hayward's one-time \$83,000 donation, the City can expect to save approximately \$185,000 in lifetime⁴ savings from rental fees.

STRATEGIC INITIATIVES

This agenda item supports the Complete Communities Strategic Initiative. The purpose of the Complete Communities initiative is to create and support structures, services, and amenities to provide inclusive and equitable access with the goal of becoming a thriving and promising place to live, work and play for all. This item supports the following goals:

⁴ Calculated using a five-year lifetime

Goal 1: Improve the quality of life for residents, business owners, and community members in all Hayward Neighborhoods

Goal 2: Provide a mix of housing stock for all Hayward residents and community members, including the expansion of affordable housing opportunities and resources.

PUBLIC CONTACT

On October 16, 2019, the results of the 2019 PIT Count were presented to the Community Services Commission.⁵ During this presentation, staff also shared preliminary plans for developing a five-year homelessness reduction plan. As discussed above, staff intends to encourage and include the participation of individuals with lived experience, homeless services providers, and other community stakeholders in the development of the City's plan to end homelessness.

NEXT STEPS

The EveryOne Home Plan outlines a range of actions that can be tailored to local communities. Utilizing the 2019 PIT Count data and the EveryOne Home Plan framework, City staff will develop a five-year plan to end homelessness, while taking into consideration the unique characteristics of the Hayward community.

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Approved by:



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⁵ October 16, 2019 Community Services Commission meeting,
<https://hayward.legistar.com/LegislationDetail.aspx?ID=4162344&GUID=F017FC66-422A-402B-9717-61472C4F0297&Options=&Search=>