



DATE: July 9, 2019

TO: Mayor and City Council

FROM: Deputy City Manager

SUBJECT: Informational Report on the Hayward Housing Navigation Center and Policy Approach for Prioritizing Future Navigation Center Residents

RECOMMENDATION

That Council receives this informational report on the Navigation Center and policy approach for prioritizing future Navigation Center residents.

SUMMARY

This report provides Council with an update on the progress of the Hayward Housing Navigation Center (Center) and recommended policy approach for prioritizing future Center residents. Since the January 22, 2019 Council approval to fund and implement the Center for one year, an operator for the Center has been selected, site development is underway, and staff continue to undertake community engagement work. Staff anticipates construction to be complete by July 2019 and anticipate opening the Center in Fall 2019. The Alameda County contract for the State award of one-time Homeless Emergency Aid Program (HEAP) funding has been executed, and award of an almost \$1 million Proposition 47 grant has been received. Lastly, community engagement work on implementation of the Center to date includes discussion at the Community Services Commission February 20, 2019 meeting and an April 24, 2019 community meeting in the industrial area.

Staff recommends prioritizing resident placement by conducting outreach and placement in the Center to homeless residents of Hayward in areas that are highly impacted by homelessness, measured through data collected from Access Hayward and the experiential knowledge of Hayward Police Department and Maintenance Services staff. Using these data sources, staff have identified several geographic regions in Hayward that are highly impacted by homelessness that BACS should focus outreach in, and include the following areas: (1) Between A St. and Foothill at Mission, bounded by Foothill Blvd. and Mission Blvd. (Downtown Hayward); (2) West A Street at Hathaway Ave.; (3) Between W. Winton Ave. and Jackson St., bounded by Industrial Pkwy. and Whitesell St./Cabot Blvd. (adjacent Industrial business area); (4) Between A St. and Jackson St., bounded by Alice St. and Mission Blvd.; (5) Between Tennyson Rd. and Industrial Pkwy., bounded by Huntwood Ave. and Mission Blvd.; (6) Harder Rd. at Huntwood Ave.; and (7) Between Jackson St. and Orchard Ave., bounded by Mission Blvd. and Jackson at Cypress.

Staff presented this approach to the Housing and Homelessness Task Force (HHTF) on June 6, 2019. Feedback from the members of the Task Force is included in this report. Additionally,

staff presented this approach to the Community Services Commission on June 19 and Commissioners supported the proposed approach.

BACKGROUND

In June 2018, the State approved \$500 million in one-time HEAP funding to assist local jurisdictions in addressing their homeless challenges. As required by the State to receive HEAP funding, the City of Hayward adopted Resolution No. 18-207 declaring an emergency homeless shelter crisis on October 2, 2018. A special City Council meeting was held on January 7, 2019, in which Hayward Councilmembers toured the Berkeley STAIR Center to evaluate its potential as a model for Hayward. On January 22, 2019, Council approved the actions necessary to fund and implement the Center for a year, which will include outreach services, short-term housing, as well as case management and housing placement services for 45 homeless individuals at a time on a City-owned parcel located at the corner of Depot Road and Whitesell Street. This model has proven to be successful in Berkeley in moving homeless individuals off the street and successfully placing them into permanent housing. Since that approval, Bay Area Community Services (BACS), a Bay Area nonprofit highly qualified in operating comparable centers, was selected as the operator for the Center, and significant progress has been made on site development. The target date for opening the Center is Fall 2019.

Staff has secured outside funding sources, including execution of the contract with Alameda County for the State awarded one-time Homeless Emergency Aid Program (HEAP) funding, and award of an almost \$1 million Proposition 47 grant. Additionally, progress has been made on site development: the site has been cleared; sidewalks have been installed along all street-facing sides of the property; and inside paving and utility connections will be complete by July 2019. Lastly, staff undertook community engagement work on implementation of the Center, including at the Community Services Commission meeting on February 20, 2019, and a community meeting in the industrial area on April 24, 2019.

DISCUSSION

Since the January 22, 2019 Council approval to implement the Center, an operator for the Center has been selected, site development is underway, and staff continue to undertake community engagement work. Staff anticipates construction to be complete by July 2019 and anticipates opening the Center in Fall 2019.

Updates since January 22, 2019 Council Approval

Selection of Operator

In February, BACS was selected as the nonprofit operator for the Center. Staff released a Request for Information on January 23, 2019 and closed the application window on February 6, 2019. A panel of reviewers was convened, comprised of staff from Community Services, Police Department, Planning, and Finance. Staff unanimously recommended BACS based on their relevant experience operating the similar Berkeley STAIR Center and providing a number of services to homeless individuals at locations in Hayward, the quality of their

application, positive working relationship to date, and their ability to quickly staff and operate the Center. Staff has finalized the scope of work with BACS and will enter into a contract shortly now that the HEAP funding agreement with the County of Alameda has been executed.

Additional Funding

Staff continues to identify outside sources of funding to supplement ongoing operational costs. In early June, the City was notified that it was successfully awarded a Proposition 47 grant, which will result in \$1,000,000 across four years to help offset the Center's operational costs.

Site Development

Additionally, significant progress is being made on development of the site: the site has been cleared; sidewalks have been installed along all street-facing sides of the property; and inside paving and utility connections will be complete by July 2019. Attachment II provides photos of site development plans. In working with the nonprofit organization HomeAid, staff has also secured plant and material donations to help offset start-up costs and will continue to solicit in-kind and material donations for the Center from the business and larger Hayward community throughout the summer. The landscape architect, Gates & Associates, via their affiliation with HomeAid, prepared a site plan for the City pro bono to illustrate the layout of the proposed Center (Attachment III).

Community Engagement

Staff undertook community engagement work on implementation of the Center, including at the February 20, 2019 Community Services Commission meeting to solicit feedback from Commissioners, and a community meeting in the industrial area on April 24, 2019. The community outreach meeting was hosted at Life Chiropractic West, located in the Industrial area nearby the site location. A notice was mailed to all property owners and tenants located in the Industrial area.¹ In total, 1,293 property owners and tenants were directly noticed of the meeting. Additionally, a press release and meeting notice was published on the City of Hayward website on April 14, 2019. Staff also coordinated with the Hayward Chamber of Commerce. In total, 17 individuals attended the meeting. Several attendees shared support of the Center and inquired about the intake and assessment process. A website page has been created to provide the community easily accessible information and updates on the Center: <https://www.hayward-ca.gov/content/hayward-housing-navigation-center>.

Approach for Prioritizing Outreach for Hayward Housing Navigation Center

In anticipation of opening the Center this fall, it is important to determine which homeless individuals in Hayward will be targeted for the initial and ongoing available 45 beds at the Center. Staff recommends prioritizing placement by conducting outreach and placement in the Center to homeless residents of Hayward in areas that are highly impacted by

¹ As defined as the area between W. Winton Ave. and Jackson St., bounded by Industrial Pkwy. and Whitesell St./Cabot Blvd.

homelessness, measured through data collected from Access Hayward and the experiential knowledge of Hayward Police Department and Maintenance Services staff.

Using data from Access Hayward, staff have identified areas in Hayward that receive high levels of complaints, that have frequent contact with Maintenance Services and the Police Department, and that have high levels of reported crimes resulting from being unhoused. Additionally, Maintenance Services and Police Department staff, whom are often the first responders to homelessness in Hayward, have provided input as to specific locations that may not be reflected through Access Hayward data but that have high concentrations of unhoused people or large encampments.²

Using these data sources, staff have mapped out the geographic regions in Hayward that are highly impacted by homelessness and will be used to identify the areas that BACS should focus their outreach in (Attachment IV). Staff have identified the following geographic areas to focus outreach in order of priority:

- Between A St. and Foothill at Mission, bounded by Foothill Blvd. and Mission Blvd. (Downtown Hayward)
- West A Street at Hathaway Ave.
- Between W. Winton Ave. and Jackson St., bounded by Industrial Pkwy. and Whitesell St./Cabot Blvd. (adjacent Industrial business area)
- Between A St. and Jackson St., bounded by Alice St. and Mission Blvd.
- Between Tennyson Rd. and Industrial Pkwy., bounded by Huntwood Ave. and Mission Blvd.³
- Harder Rd. at Huntwood Ave.
- Between Jackson St. and Orchard Ave., bounded by Mission Blvd. and Jackson at Cypress

Using this map, BACS will be responsible for conducting outreach to homeless Hayward residents and conducting intake and assessment for fit at the Center. The provided geographic bounds are not intended to limit outreach, but to provide defined prioritized locations for BACS to target their outreach in. Upon vacancy following the initial 45 placements, BACS will continue to use the proposed approach for outreaching to homeless individuals in Hayward. A designated City staff member within the City Manager's Office will be responsible for coordinating with BACS to identify evolving target outreach areas and key clients for outreach and engagement.

In addition to the above criteria, given the vast overrepresentation of people of color in the homeless population, and the City's commitment to addressing racial disparities, staff recommends that BACS focus its outreach on minority populations disproportionately affected by homelessness, including Black/African American (11% of Hayward's overall population,

² Staff recognizes that Access Hayward is a complaint-based system, and as such, may or may not reflect areas of most need for unhoused people. Data collected through Access Hayward often reflects the most visible areas of homelessness and may not capture the true breadth of unseen homelessness in Hayward. Staff also recognizes that Access Hayward may not be utilized equally by all, which may skew data towards the most frequent users of the system.

³ Including the Mission Hills Golf Course.

24% of Hayward's homeless population) and American Indian (0.3% of Hayward's overall population, 7% of Hayward's homeless population).

The proposed prioritization approach is the result of significant coordination among an interdepartmental team of staff helping to design and implement this project. The team is comprised of staff from Maintenance Services, Police, Utilities and Environmental Services, Public Works, Development Services, the City Attorney's Office, Information Technology, Animal Services, Fire, and the City Manager's Office.

On June 6, 2019, staff presented this approach to the HHTF. The following feedback was received:

1. *Include individuals experiencing homelessness in homeless policy development.*

It was requested that staff include individuals experiencing homelessness in policy development to ensure the policies the City is creating are responsive to the needs of the affected population. Staff informed the HHTF that they consulted with BACS on the development of the prioritization approach and relied on the expertise of BACS to use their knowledge running navigation centers, as well as their experience working with the homeless community in Hayward to represent these perspectives and voices. That said, staff will consult with individuals experiencing homelessness directly in further policy development and outreach efforts.

2. *Collaborate with community partners to leverage existing services, knowledge, and resources within the community.*

It was suggested that BACS collaborate with the existing homeless service network in Hayward to leverage existing resources in the community. Staff agrees and has previously and will again discuss with BACS exploring partnerships with service providers in the community to prioritize the targeted individuals.

3. *Work with Police Department, Maintenance Services, and community partners to identify specific people who would be good candidates for the Navigation Center*

It was requested that staff work with Police Department and Maintenance Services staff and community agencies, including Downtown Streets, Inc., Abode, and others, to provide BACS with specific individuals in Hayward who would be good candidates for the Navigation Center. Staff has previously spoken to Police about gathering a list of people who are frequently in contact with the Department and who have expressed interest in housing placement. Additionally, staff will coordinate with community partners to receive individual recommendations.

4. *Monitor BACS on an ongoing basis.*

It was recommended that staff monitor BACS on an ongoing basis, including financial monitoring and program effectiveness. Staff has included performance metrics in the BACS

agreement and will conduct ongoing program monitoring and evaluation. As part of every City agreement, the City may terminate the agreement if the contractor fails to fulfill its obligations in a timely and proper manner.

5. Prioritize women with children and seniors.

It was recommended that given domestic violence is a common cause of homelessness that women and children be given priority at the Center, and that the growing aging population in Hayward also be given priority at the Center. The program model does not currently support children and given that the two existing shelters in Hayward now serve women and children, staff recommends that the Center continue to prioritize adults with equal prioritization to men and women. Staff recommends that BACS prioritize placement to vulnerable populations, including but not limited to seniors, domestic violence survivors, and people of color.

6. Provide a restroom in every sleeping unit.

It was recommended that every sleeping unit contain a restroom to ensure safety and privacy for residents. In the current site plan, sleeping units do not have restrooms and the restroom is in its own standalone building. Additionally, the cost of having a restroom in sleeping units would be cost prohibitive and would limit the budget for operations and services.

7. Explore options for long-term financial sustainability.

It was requested that, in partnership with BACS, staff explore options for long-term financial sustainability. Staff absolutely agrees and has already identified new funding sources for the Center, including Proposition 47 funding (which was successfully awarded to the City), community fundraising, procuring other grants, and leveraging community partnerships.

Members of the HHTF also discussed naming the Center in memory of members of the community who were supportive of homeless services in the City and have passed. Staff are exploring ways to recognize these members of the community through naming, memorial plaques, and trees planted in memory.

FISCAL IMPACT

The start-up costs are estimated at approximately \$500,000 and one year of operations is estimated at \$2.5 million, totaling up to \$3 million for the first year of operation. The City of Hayward's application to the County of Alameda for HEAP funds was approved by the County in the amount of \$1,776,339. In addition to the County HEAP funds, Council has authorized the use of up to \$1.3M in sale proceeds from sale of the former 238 properties-Parcels 1 and 10.

When the Proposition 47 funding is awarded, the City will be awarded \$1M across four years and proposes to use up to \$500,000 of these funds in year one. Staff are working with BACS on finalizing the scope of work to incorporate managing Proposition 47 funds. Staff will return to Council to appropriate these funds.

Staff continue to seek donations and contributions for the Navigation Center and will return to Council to appropriate any donated funds.

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 goal and objective:

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

Objective: Create resilient and sustainable neighborhoods.

NEXT STEPS

Staff anticipates the Center opening in Fall 2019. Staff will return to the Community Services Commission and the Council in February 2020 to provide a six-month update on Center operations.

Prepared by: Jessica Lobedan, Management Analyst II

Recommended by: Jennifer Ott, Deputy City Manager

Approved by:

A handwritten signature in black ink, appearing to read 'K. McAdoo', is written over a horizontal line.

Kelly McAdoo, City Manager