



DATE: February 23, 2021

TO: Mayor and City Council

FROM: Development Services Director

SUBJECT: Covenant House California: Adopt a Resolution to Extend Resolutions 18-027 and 19-014, Declaring a Shelter Crisis in the City of Hayward Until December 31, 2021, and to Authorize the City Manager to Take Emergency Actions to Allow for the Construction of a 30-Bed Transitional Age Youth Shelter on a Portion of Hayward Unified School District Property Located at 27211 Tyrrell Avenue

RECOMMENDATION

That the City Council adopts a resolution (Attachment II) to take emergency actions to allow for the construction of a 30-bed Transitional Age Youth Shelter on a portion of Hayward Unified School District property to address the homeless shelter crisis in the City of Hayward by extending Resolutions 18-027 and 19-014, extending the shelter crisis until December 31, 2021 and suspending all land use and zoning regulations (not health and safety regulations) in order to expedite the implementation of the shelter.

SUMMARY

The City of Hayward is experiencing a homeless shelter emergency. According to the 2019 Point-in-Time Count, there are 487 homeless individuals in Hayward, of whom 76% (372) are unsheltered. Even more alarming is the data regarding the subpopulations, which show that 93% of Transitional Age Youth experiencing homelessness are unsheltered.

Covenant House California (CHC), a non-profit corporation, strives to provide youth experiencing homelessness with shelter, food, clothing, education and most importantly love. They currently operate facilities in other parts of the State, including locally in both Oakland and Berkeley. Due to the need and a lack of such services in the southern part of Alameda County, CHC has been looking to find a location to operate a facility to meet these needs. CHC recently entered into a 10-year lease with Hayward Unified School District (HUSD) for use of approximately one acre of the site at 27211 Tyrrell Avenue to establish a youth shelter. Alameda County is proposing to assist financially with the use of Homeless Emergency Aid Program (HEAP) funds and CHC is now looking for permitting assistance from the City of Hayward in order to meet project and financial deadlines.

BACKGROUND

The vision for a youth shelter in Southern Alameda County resulted from a grass roots effort that primarily stemmed from the South Alameda County Unaccompanied Immigrant Youth (UIY) and Children and Migrant Families (CMF) Collaborative, a group comprised of elected officials, school leaders, and faith leaders. Finding a specific location, as well as funding for such an endeavor, have been the greatest challenges. Pastor Arlene Nehring from Eden United Church of Christ looked at 30 individual sites herself for such a facility. After significant interest, efforts, and coordination with County staff, CHC was selected as a potential operator for the youth shelter. CHC is a leader in the provision of low-barrier emergency housing solutions for youth between the ages of 18 and 24 who are experiencing homelessness. CHC operates shelters in Los Angeles (capacity for 94 youth), Oakland (capacity for 40 youth), and Berkeley (capacity for 30 youth), and are currently in the development of sites in Santa Clara (to be opened in January 2021), Orange County (to be opened March 2021), a Los Angeles Permanent Supportive Housing Site (to be opened in April 2021), along with increased capacities at the Los Angeles site by 20% (to be completed February 2021) and 50% expansion at the Oakland site (to be completed by June 2022).

CHC has an opportunity to take advantage of HEAP funds from Alameda County for the purposes of establishing a supportive and transitional housing development on a HUSD property off Tyrrell Avenue. The development would propose to serve up to 30 youth, ages 18-25, who are experiencing homelessness. Recently, HUSD's Board agreed to a 10-year lease on a portion of this site, approximately 1 acre. CHC would provide full services, including case management, employment support and would assist in transition to permanent housing.

DISCUSSION

Proposal

CHC proposes to establish a transitional/supportive housing project in Hayward by placing nine (9) manufactured housing units, each containing 3 bedrooms and 2 bathrooms with full kitchens on a 1-acre portion of this underutilized HUSD property located at 27211 Tyrrell Avenue (Attachment III). Eight of the nine homes would be used to house the youth, while the 9th unit would house the staff who manage the site and will stay overnight, as well as be used for classrooms and office space. The HEAP funds from Alameda County must be spent by June 2021 and CHC has a goal of housing people in this facility by July 2021. They are looking for support from the City to expedite review and permitting so they can take advantage of these funds.

Emergency Implementation Action Items

The proposal from CHC would be considered a Group Home and as such the use would typically require a Conditional Use Permit (CUP). Typical CUP processing time is about 6 months and culminates in a public hearing before the Planning Commission. Understanding the dire community needs and the regulatory constraints, staff was looking for an expedited approach that could address all needs. Given the

emergency shelter crisis Hayward is facing, City staff recommends that the Council approve an extension of Resolutions 18-207 and 19-014 Declaring a Homeless Shelter Crisis, and pursuant to its police powers, suspend all land use and zoning regulations (not health and safety regulations) in order to expedite the implementation of the Transitional Age Youth shelter (Attachment II). This emergency action will allow CHC to take advantage of the HEAP funds from Alameda County and provide much-needed shelter to Hayward's homeless youth as quickly as possible.

Alameda County has committed to funding the project and are willing to do so following the adoption of the Council resolution allowing CHC to meet their own project deadlines and the County's funding requirements. CHC anticipates construction to take approximately 60-90 days as they are utilizing manufactured units that have already been State inspected, which reduces both time and money in getting this site operational. Preliminary feedback from Public Works staff has been shared with CHC and staff has agreed to connect them with City staff that worked on the Hayward Navigation Center to assist with any other issues or challenges related to utilities, fire sprinklers, PG&E, etc.

Outreach

CHC has been doing outreach with the affordable housing and faith-based community, including Eden Housing, Pastor Arlene Nehring from Eden United Church of Christ, and Bishop Macklin from Glad Tidings Church. CHC also held a virtual town hall on February 1, 2021 and invited the surrounding residents and neighbors to participate to learn more about the proposal and about CHC as an operator. There was good attendance at the virtual town hall and overall, there was support for the proposal.

Council Economic Development Committee

Staff presented the proposal and recommended entitlement approach to the Council Economic Development Committee (CEDC) on February 1, 2021. Overall, the CEDC was supportive of both the project and staff's recommended approach. There were questions about how the site would be managed and the site security, for which CHC representatives responded that the site would maintain three staff members on-site at all times, as well as the facility itself includes fencing and secured doors/gates to maintain the safety of the residents. In addition, CHC indicated that they always staff their facilities with a Community Involvement Coordinator whose primary job is to outreach to the residents in the surrounding neighborhood to address any concerns or issues that might arise. Much of the feedback included encouraging CHC to reach out to other community stakeholders such as Cal State University East Bay Renaissance Scholars and the Hayward Promise Neighborhood to establish partnerships for ongoing success. There was a request by CEDC members to share some photos of the existing facilities (Attachment IV) as well as some metrics related to their operation (Attachment V).

California Environmental Quality Act

This project is exempt under California Government Code Section 8698.4. This project is also statutorily exempt under Section 15268 of the California Environmental Quality Act as the project is a ministerial project and will only involve issuance of a building permit. Further, the

project is categorically exempt under Section 15332, in-fill development, as the project is consistent with General Plan and Zoning, involves a site less than 5 acres within the city limits that can be adequately served by all required utilities, will not result in significant effects related to traffic, noise, air quality or water quality, and has no value as habitat for rare or endangered species.

STRATEGIC ROADMAP

This agenda item supports the Strategic Priority of Preserve, Protect & Produce Housing. This item is not specifically related to a project identified in the Strategic Roadmap. Staff is bringing forth this new item because of the recent opportunity to provide a Transitional Age Youth shelter for youth experiencing homelessness. Staff will include this item in the next bi-annual update to Council on the Strategic Roadmap.

ECONOMIC IMPACT

There is no expected material economic impact related to this action. However, providing stable shelter and housing for vulnerable Hayward residents helps stabilize the lives of these youth and provides them with support and economic opportunities they wouldn't otherwise have.

FISCAL IMPACT

By Council adopting the resolution extending the shelter crisis declaration and waiving its police powers, there will be no fiscal impact to the City. The City is not a fiscal sponsor for the development of this facility.

PUBLIC CONTACT

CHC sent a notice of their February 1, 2021 virtual town hall to all residents and homeowners within a 300-foot radius of the site. In addition, a neighborhood notice to residents and homeowners within a 300-foot radius of the site informing them of this public hearing was mailed on February 12, 2021, as well as a legal ad of this City Council public hearing was published in *The Daily Review* on February 12, 2021.

NEXT STEPS

If Council supports the proposal and adopts the attached resolution, Alameda County has committed to providing the necessary funds to purchase the modular units following this formal Council action. CHC will continue to move forward in obtaining the required building permits, a zoning compliance letter, and complying with all other health and safety standards for the facility, with the goal of opening this facility in Hayward this summer.

Prepared by: Sara Buizer, AICP, Deputy Development Services Director

Recommended by: Laura Simpson, AICP, Development Services Director

Approved by:

A handwritten signature in black ink, appearing to read 'K. McAdoo', written in a cursive style.

Kelly McAdoo, City Manager