

Tuesday, October 6, 2020, 7:00 P.M.

Tracy City Hall, 333 Civic Center Plaza, Tracy

Web Site: www.cityoftracy.org

THIS REGULAR MEETING WILL BE CONDUCTED PURSUANT TO THE PROVISIONS OF THE GOVERNOR'S EXECUTIVE ORDER N-29-20 WHICH SUSPENDS CERTAIN REQUIREMENTS OF THE RALPH M. BROWN ACT

RESIDENTS ARE STRONGLY ENCOURAGED TO PARTICIPATE REMOTELY AT THE OCTOBER 6, 2020 MEETING

Remote Access to City of Tracy Council Meeting:

In accordance with the guidelines provided in Executive Order N-29-20 on social distancing measures, the City of Tracy will allow for remote participation at the upcoming City Council meeting on Tuesday, October 6, 2020.

As always, the public may view the City Council meetings live on the City of Tracy's website at www.CityofTracy.org or on Channel 26. To view from the City's website, select "Watch Live Council Meetings" from the drop down menu "Select an Online Service" at the top of the City's homepage. You will be directed to the "Council Meeting Videos" page where you may select the video for the appropriate date under "Upcoming Events."

If you only wish to watch the meeting and do not wish to address the Council, the City requests that you stream the meeting through the City's website or watch on Channel 26.

Remote Public Comment:

*Public comment, limited to 250 words or less, submitted via email **will be accepted for agenda items before the start of the Council meeting at 7:00 p.m.** Please send an email to publiccomment@cityoftracy.org and identify the item you wish to comment on in your email's subject line.*

During the upcoming City Council meeting public comment will be accepted via the options listed below. If you would like to comment remotely, please follow the protocols below:

- *Comments via:*
 - **Phone** by dialing (209) 831-6010, or
 - **Online by visiting** <https://cityoftracyevents.webex.com> and using the following **Event Number:** 126 624 9465 and **Event Password:** TracyCC
 - ***If you would like to participate in the public comment anonymously***, you may submit your comment via phone or in WebEx by typing "Anonymous" when prompted to provide a First and Last Name and inserting Anonymous@example.com when prompted to provide an email address.

- *Protocols for submitting comments by **phone**:*
 - *If you wish to discuss an item on the “Consent Calendar” identify the item when calling in. All requests to discuss an item on the “Consent Calendar” must be submitted before the Mayor announces that the time to submit such a request has expired.*
 - *Identify the item you wish to comment on to staff when calling in. Comments received by phone will be accepted for the “Items from the Audience/Public Comment” and “Regular Items” portions of the agenda.*
 - *Comments received by phone for the “Items from the Audience/Public Comment” portion of the agenda must be received by the time the Mayor opens that portion of the agenda for discussion.*
 - *Comments received by phone on each “Regular Item” will be accepted until the Mayor announces that public comment for that item is closed.*

- *Protocols for commenting via WebEx:*
 - *If you wish to comment on the “Consent Calendar”, “Items from the Audience/Public Comment” or “Regular Agenda” portions of the agenda:*
 - *Listen for the Mayor to open that portion of the agenda for discussion, then raise your hand to speak by clicking on the Hand icon on the Participants panel to the right of your screen.*
 - *If you no longer wish to comment, you may lower your hand by clicking on the Hand icon again.*
 - *Comments for the “Consent Calendar” “Items from the Agenda/Public Comment” or “Regular Agenda” portions of the agenda will be accepted until the public comment for that item is closed.*

- *The total allotted time for public comment will be as follows:*
 - *Consent Calendar: **10 minutes***
 - *Items from the Audience: **15 minutes***
 - *Regular Items: **10 minutes***

Comments received by publiccomment@cityoftracy.org, phone call, or on Webex outside of the comment periods outlined above will not be included in the record.

Americans With Disabilities Act - The City of Tracy complies with the Americans with Disabilities Act and makes all reasonable accommodations for the disabled to participate in Council meetings. Persons requiring assistance or auxiliary aids should call City Hall (209/831-6105) 24 hours prior to the meeting.

Addressing the Council on Items on the Agenda - The Brown Act provides that every regular Council meeting shall provide an opportunity for the public to address the Council on any item within its jurisdiction before or during the Council's consideration of the item, provided no action shall be taken on any item not on the agenda. To facilitate the orderly process of public comment and to assist the Council to conduct its business as efficiently as possible, members of the public wishing to address the Council are requested to, but not required to, hand a speaker card, which includes the speaker's name or other identifying designation and address to the City Clerk prior to the agenda item being called. Generally, once the City Council begins its consideration of an item, no more speaker cards will be accepted. An individual's failure to present a speaker card or state their name shall not preclude the individual from addressing the Council. Each citizen will be allowed a maximum of five minutes for input or testimony. In the event there are 15 or more individuals wishing to speak regarding any agenda item including the “Items from the Audience/Public Comment” portion of the agenda and regular items, the maximum amount of time allowed per speaker will be three minutes. When speaking under a specific agenda item,

each speaker should avoid repetition of the remarks of the prior speakers. To promote time efficiency and an orderly meeting, the Presiding Officer may request that a spokesperson be designated to represent similar views. A designated spokesperson shall have 10 minutes to speak. At the Presiding Officer's discretion, additional time may be granted. The City Clerk shall be the timekeeper.

Consent Calendar - All items listed on the Consent Calendar are considered routine and/or consistent with previous City Council direction. One motion, a second, and a roll call vote may enact the items listed on the Consent Calendar. No separate discussion of Consent Calendar items shall take place unless a member of the City Council, City staff or the public request discussion on a specific item.

Addressing the Council on Items not on the Agenda – The Brown Act prohibits discussion or action on items not on the posted agenda. The City Council's Meeting Protocols and Rules of Procedure provide that in the interest of allowing Council to have adequate time to address the agenda items of business, "Items from the Audience/Public Comment" following the Consent Calendar will be limited to 15-minutes maximum period. "Items from the Audience/Public Comment" listed near the end of the agenda will not have a maximum time limit. A five-minute maximum time limit per speaker will apply to all individuals speaking during "Items from the Audience/Public Comment". For non-agendized items, Council Members may briefly respond to statements made or questions posed by individuals during public comment; ask questions for clarification; direct the individual to the appropriate staff member; or request that the matter be placed on a future agenda or that staff provide additional information to Council. When members of the public address the Council, they should be as specific as possible about their concerns. If several members of the public comment on the same issue an effort should be made to avoid repetition of views already expressed.

Notice - A 90 day limit is set by law for filing challenges in the Superior Court to certain City administrative decisions and orders when those decisions or orders require: (1) a hearing by law, (2) the receipt of evidence, and (3) the exercise of discretion. The 90 day limit begins on the date the decision is final (Code of Civil Procedure Section 1094.6). Further, if you challenge a City Council action in court, you may be limited, by California law, including but not limited to Government Code Section 65009, to raising only those issues you or someone else raised during the public hearing, or raised in written correspondence delivered to the City Council prior to or at the public hearing.

Full copies of the agenda are available on the City's website: www.ci.tracy.ca.us

CALL TO ORDER
PLEDGE OF ALLEGIANCE
INVOCATION
ROLL CALL

1. CONSENT CALENDAR
 - 1.A. APPROVAL OF SEPTEMBER 15, 2020 REGULAR MEETING MINUTES
 - 1.B. CERTIFY TRACT 3856 BERG ROAD PROPERTIES (NOW SANTOSHA) GRADING AND AUTHORIZE THE CITY ENGINEER TO RELEASE THE GRADING BOND IN ACCORDANCE WITH THE TERMS OF THE IMPROVEMENT AND INSPECTION AGREEMENT, THE CITY'S SUBDIVISION ORDINANCE, AND SECTION 66499.7 OF THE GOVERNMENT CODE
2. ITEMS FROM THE AUDIENCE
3. REGULAR AGENDA

- 3.A. DISCUSS CITY'S RESPONSE TO COVID-19 (VERBAL REPORT)
 - 3.B. APPROVE PARTIAL VACATION OF A PUBLIC UTILITY EASEMENT FOR GOLDEN LEAF WAY WEST OF ADOBE LANE, AND AUTHORIZE THE CITY CLERK TO RECORD THE RESOLUTION WITH THE SAN JOAQUIN COUNTY RECORDER
 - 3.C. CONDUCT A PUBLIC HEARING TO CONSIDER ADOPTION OF A RECYCLED WATER RATE FOR USE OF RECYCLED WATER AT CITY FACILITIES
 - 3.D. RECEIVE PRESENTATION ON THE SAN JOAQUIN COMMUNITY RESPONSE TO HOMELESSNESS – 2020 SAN JOAQUIN STRATEGIC PLAN AND ADOPT A RESOLUTION SUPPORTING THE PLAN
 - 3.E. DISCUSS AND APPROVE A RESPONSE LETTER TO THE SAN JOAQUIN COUNTY CIVIL GRAND JURY'S REPORT "HOMELESSNESS IN SAN JOAQUIN COUNTY" 2019-2020 CASE NO.0119 AND AUTHORIZE THE MAYOR TO EXECUTE THE LETTER
 - 3.F. INTRODUCE AN ORDINANCE AMENDING VARIOUS SECTIONS OF CHAPTER 3.04 "FIREWORKS" OF THE TRACY MUNICIPAL CODE REGARDING ADMINISTRATIVE CITATIONS FOR DANGEROUS FIREWORKS ENFORCEMENT
- 4. ITEMS FROM THE AUDIENCE
 - 5. STAFF ITEMS
 - 6. COUNCIL ITEMS
 - 7. ADJOURNMENT

September 15, 2020, 7:00 p.m.

City Hall, 333 Civic Center Plaza, Tracy

Web Site: www.ci.tracy.ca.us

Due to the COVID-19 emergency, the regular meeting was conducted pursuant to the provisions of the Governor's Executive Order N-29-20, which suspends certain requirements of the Ralph M. Brown Act. Residents participated remotely via email, phone and WebEx during the meeting.

Mayor Rickman called the meeting to order at 7:00 p.m.

Mayor Rickman led the Pledge of Allegiance.

Deacon Jack Ryan offered the invocation.

Roll call found Council Members Arriola, Ransom, Vargas, Mayor Pro Tem Young and Mayor Rickman present.

1. CONSENT CALENDAR – Following the removal of agenda item 1.E by Council Member Vargas motion was made by Mayor Pro Tem Young and seconded by Council Member Arriola to adopt the Consent Calendar. Roll call vote found all in favor; passed and so ordered.
 - 1.A APPROVAL OF SEPTEMBER 1, 2020 CLOSED SESSION AND REGULAR MEETING MINUTES - **Minutes were adopted.**
 - 1.B AUTHORIZE THE PURCHASE OF MULTIPLE TRAILERS IN THE AMOUNT OF \$105,534 – Resolution 2020-165 authorized the purchase of the trailers.
 - 1.C APPROVE A SITE LEASE AGREEMENT WITH T-MOBILE WEST TO UPDATE ONE LIGHT STANDARD AT RITTER FAMILY BALLPARK, PLACE TELECOMMUNICATION DEVICES ON THE LIGHT STANDARD AND LEASE GROUND SPACE FOR AN INITIAL TERM OF FIVE YEARS, NOT TO EXCEED TWENTY YEARS – **Resolution 2020-166** approved a Site Lease Agreement with T-Mobile West.
 - 1.D APPROVE TWO MASTER PROFESSIONAL SERVICES AGREEMENTS WITH HARRIS AND ASSOCIATES (HA20-01 AND HA20-02) EACH FOR A NOT-TO-EXCEED AMOUNT OF \$800,000 PER FISCAL YEAR FOR PROGRAM MANAGEMENT SERVICES – **Resolution 2020-167** approved two Master Services Agreements with Harris and Associates.
 - 1.E APPROVE OPTION CONTRACT TERM SHEET TO CONVEY 200 ACRES (APNs 209-230-029 AND 209-230-030) TO VALLEY LINK FOR A FUTURE OPERATIONS AND MAINTENANCE FACILITY AND AUTHORIZE THE CITY MANAGER TO EXECUTE THE TERM SHEET

Council Member Vargas pulled the item to congratulate Council for sharing and supporting the vision to bring economic growth to our region. Council Member

Vargas shared a passage from a letter received from the Executive Director of Valley Link.

Robert Tanner asked who would pay for the property taxes during that 10-year period, or does the City not pay property tax on land that they own.

Michael Tree, Executive Director of Valley Link thanked Council for being an important partner in the project and for their leadership with TOD efforts.

ACTION: Motion was made by Council Member Vargas and seconded by Council Member Ransom to adopt **Resolution 2020-168** approving Option Contract Term Sheet to convey 200 acres (APNs 209-230-029 and 209-230-030) to Valley Link for a future operations and maintenance facility and authorizing the City Manager to execute the term sheet. Roll call found all in favor; passed and so ordered.

2. ITEMS FROM THE AUDIENCE – Mary Mitracos refuted statements made by Mayor Pro Tem Young at the previous Council meeting related to City structural deficit during her term on Council. Ms. Mitracos referred to the adopted Code of Conduct and called upon the Council to make Mayor Pro Tem Young stop.

Mayor Pro Tem Young responded briefly to comments made by Ms. Mitracos stating the statements are untrue.

Neil Prescott, Patriot Coalition spoke about storms and fires across the country and asked if the City has any idea of how many crops have burned in the last month and are there plans for any food shortages.

Richard English spoke about Council Member Ransom being made accountable for breaking the Code of Conduct for previous comments made about Mayor Rickman, shared his concerns regarding Measure Y, removal of Legacy Fields from the priority list and supported building Legacy Fields first.

Council Member Arriola clarified he was not on Measure Y subcommittee and did not defund Legacy Fields and objected to Mr. English's commentary.

Council Member Ransom responded briefly to Mr. English's statements regarding requesting Council to look into Code of Conduct of Mayor Rickman stating no threat from her to the Mayor.

Council Member Vargas responded briefly to Mr. English's comments regarding Measure Y and provided information regarding the TOD.

Yubo Cody spoke about the Patriot Coalition of America Citizens and shared his concerns and opposition regarding the equity and empowerment initiative, and the facilitators of two workshops held by the City of Tracy.

Council Member Arriola responded the workshop facilitators did not author the initiative, clarified comments regarding defunding the Police and objected to Mr. Cody's commentary.

Council Member Ransom responded briefly to Mr. Cody's comments clarifying the workshop facilitators did not author the initiative, and were selected by staff.

Dan Evans, Patriot Coalition of American Citizens shared his concerns regarding the equity and empowerment initiative, suggested not rushing Measure Y, and get the downtown developed in the right way.

Council Member Vargas responded to Mr. Evan's comments regarding Valley Link and the TOD.

Lea Austin spoke in support of the equity and equality initiative and thanked staff for organizing forums.

3. REGULAR AGENDA

3.A DISCUSS CITY'S RESPONSE TO COVID-19 (VERBAL REPORT)

Jenny Haruyama, City Manager provided an update and presentation on the City's response to COVID-19.

Neil Prescott, Patriot Coalition spoke about the COVID virus and asked about counter intelligence to find out if the information being provided from the CDC is legitimate.

Council Member Arriola objected to the legal conclusions made by Mr. Prescott.

City Council questions and comments followed.

City Council accepted the update.

3.B RECEIVE AN UPDATE ON THE FY 2019-20 BUDGET UNAUDITED ACTUALS

Karin Schnaider, Finance Director, provided the staff report,

Council Members Arriola and Vargas, as Fiscal Sustainability Ad Hoc Committee members spoke about the budget principals, and long and short-term solutions to ensure fiscal responsibilities, and provided a brief overview of what the subcommittee has done and the strategies they are trying to put in place.

Robert Tanner recommended not to be hasty about not needing Measure V funds, should be relooked at and still be in the plan. Mr. Tanner asked if the City has a plan for layoffs and shared his concerns regarding budget spending.

Council questions and comments followed.

ACTION: Motion was made by Council Member Arriola and seconded by Council Member Vargas to receive update on the 2019-2020 Budget Unaudited Actuals. Roll call vote found all in favor; passed and so ordered.

3.C RECEIVE UPDATE REGARDING SENATE BILL 793 PROHIBITING THE SALE OF FLAVORED TOBACCO IN CALIFORNIA, DISCUSS PROPOSED CITY

ORDINANCE RESTRICTING LOCATION OF TOBACCO RETAILERS, AND
PROVIDE DIRECTION TO STAFF

Leticia Ramirez, City Attorney, provided the staff report.

Bill Dean, Assistant Development Services Director spoke about the concept of non-conforming use in the City's zoning code and responded to Council's questions.

Robert Tanner requested that the sale of flavored tobaccos, as set in Senate Bill 793 be referenced in the ordinance so shops understand they cannot sell in City of Tracy.

Neil Prescott asked if anyone on Council has done an analysis to determine whether this is a problem within Tracy, and whether vaping is causing deaths or problems.

City Council questions and comments followed.

Council Member Arriola stated he would be in support of the following: If a business is over 50% tobacco to not permit those in residential neighborhoods. Council Member Vargas supported the request.

City Council questions and comments continued.

Ms. Ramirez summarized the following Council consensus: Add reference to SB 793 in the purpose and intent of the ordinance, change the definition of tobacco retailer to 50% or more of the square retail space dedicated for tobacco, tobacco products and tobacco paraphernalia. Also consensus on adding the residential.

City Council comments continued.

Council Member Arriola clarified his request that was supported by Council Member Vargas: Maintain the blue map that is parallel with cannabis and then add any smoke shops within a residential that is not surrounded by other commercial. After clarifying Council Member Arriola's request to include only carve out from the sensitive uses that he wants is smoke shops or those retailers that have more than 50% of their business dedicated to tobacco in a residential neighborhood. Council Member Ransom supported the request.

Staff to add smoke shops in residential areas to the map.

City Council questions and comments continued.

ACTION: Motion was made by Council Member Arriola to receive update regarding Senate Bill 793 prohibiting the sale of flavored tobacco in California, and to forward to the Planning Commission a proposed zoning ordinance as identified by staff with the additional prohibition of smoke shops in residential neighborhoods with language as to be determined and defined by staff.

Mayor Pro Tem Young requested a friendly amendment to consider the definition of what is a tobacco retailer in our city so it does not adversely affect gas stations

and corner stores – to include 50% or more so it is geared more toward a smoke shop than a convenience store. Change definition of what tobacco retailer is.

Council Member Arriola declined the friendly amendment.

Council Member Ransom seconded Council Member Arriola's motion. Roll call vote found Council Members Arriola, Ransom, Vargas and Mayor Rickman in favor; passed and so ordered. Mayor Pro Tem Young opposed.

3.D APPOINTMENT OF CITY COUNCIL SUBCOMMITTEE TO INTERVIEW APPLICANTS TO FILL A VACANCY ON THE MEASURE V RESIDENTS' OVERSIGHT COMMITTEE

Adrienne Richardson, City Clerk, provided the staff report.

There was no public comment.

ACTION: Motion was made by Mayor Rickman and seconded by Council Member Vargas to appoint Mayor Rickman and Mayor Pro Tem Young to the Subcommittee to interview applicants to fill a vacancy on the Measure V Residents' Oversight Committee. Roll call vote found all in favor; passed and so ordered.

4. ITEMS FROM THE AUDIENCE – Neil Prescott asked if everyone knows the powers of our local state government during a state of emergency, and spoke about plans for security, challenging election coming up, and a robust environment during a chaotic environment.

5. STAFF ITEMS – Jenny Haruyama, City Manager provided an update on the following actions taken by the City Manager during the COVID emergency:

- Approval of Improvement and Inspection Agreement with Prologis, LP for the International Park of Commerce Phase 1G & 1J Roadway Improvements on International Parkway and Daylight Road
- Approval of Offsite Improvement Agreement for the Palmer Street Extension Improvements in Tracy Hills Phase 1A
- Approval of Offsite Improvement Agreement for Southwinds Church Traffic Signal
- Approval of Improvement and Inspection Agreement with Prologis for IPC Offsite Storm Drain, Sewer, and Detention Basin LW8 Improvements
- Approval of Offsite Improvement Agreement with Prologis for IPC Building 19 Offsite Street Improvements and Other Associated Improvements for Hopkins Road and Judah Way
- Approval of Offsite Improvement Agreement with Prologis for IPC Building 14 Frontage Improvements on Promontory Parkway and Iron Horse Parkway
- Approval of Professional Services Agreement with HDL – Cannabis Program Management Services

6. COUNCIL ITEMS – Council Member Arriola wished a happy Rosh Hashanah and Yom Kippur to residents that celebrate those holidays.

Council Member Vargas wished her two-year-old granddaughter a happy birthday.

Mayor Pro Tem Young wished everyone a happy Mexican Independence day and a happy birthday to her step children - Charmaine and Shannon, friend Joanie Townsend, James Young and eldest son Benjamin Young.

Council Member Ransom wished a happy birthday to all those mentioned and acknowledged the Mexican Independence Day Celebrations and Hispanic Heritage Month.

Mayor Rickman wished everyone that was mentioned a happy birthday, happy Mexican Independence Day and Rosh Hashanah. Mayor Rickman acknowledged firefighters that have been fighting the fires and their families, and announced on Saturday two L.A. County Sheriff Deputies were ambushed. Thoughts and prayers go out to the families and the department.

7. ADJOURNMENT – Time: 9:22 p.m.

ACTION: Motion was made by Council Member Vargas and seconded by Council Member Arriola to adjourn. Roll call vote found all in favor; passed and so ordered.

The above agenda was posted at the Tracy City Hall on September 10, 2020. The above are action minutes. A recording is available at the office of the City Clerk.

Mayor

ATTEST:

City Clerk

AGENDA ITEM 1.B

REQUEST

CERTIFY TRACT 3856 BERG ROAD PROPERTIES (NOW SANTOSHA) GRADING AND AUTHORIZE THE CITY ENGINEER TO RELEASE THE GRADING BOND IN ACCORDANCE WITH THE TERMS OF THE IMPROVEMENT AND INSPECTION AGREEMENT, THE CITY'S SUBDIVISION ORDINANCE, AND SECTION 66499.7 OF THE GOVERNMENT CODE

EXECUTIVE SUMMARY

Civic Tracy, LLC, a California limited liability company [De Nova Homes] (Developer), has completed grading for Tract 3856 on Byron Road in accordance with the grading plan approved by the City. City Staff recommends City Council certify the grading improvements as complete and authorize the City Engineer to release the Developer's grading bonds.

DISCUSSION

On September 3, 2019, the City and the Developer mutually executed an Improvement and Inspection Agreement (Agreement) which allowed the Developer to perform at-risk grading to Tract 3856. No other improvements were permitted to be constructed as a part of this agreement.

Developer has completed all the grading work required in accordance with the Agreement and City approved grading plans. The Developer has requested that the City certify the grading and release the grading bond. The City Engineer has inspected the completed work and confirmed that the grading work conforms to the Agreement, City approved plans, and City design documents as defined in Section 12.08.010 of the Tracy Municipal Code. In conjunction with a separate Subdivision Improvement Agreement, the Developer also constructed other improvements and infrastructure to serve Tract 3856. Those improvements are not complete and will be brought to Council at a future date.

STRATEGIC PLAN

This agenda item supports the City of Tracy's Quality of Life Strategic Priority, which is to provide an outstanding quality of life by enhancing the City's amenities, business mix and services and cultivating connections to promote positive change and progress in our community.

FISCAL IMPACT

Developer has paid all required fees and cost associated with this agreement as well as the inspection charges.

RECOMMENDATION

Staff recommends that City Council, by resolution, certify the grading as complete in accordance with the Improvement and Inspection Agreement for Tract 3856 Berg Road Properties (now Santosha), and authorize the City Engineer to release the grading bond in accordance with the terms of the Agreement, the City's Subdivision Ordinance, and Section 66499.7 of the Government Code.

Prepared by: Al Gali, Associate Civil Engineer

Reviewed by: Robert Armijo, PE, City Engineer/Assistant Development Services Director
Karin Schnaider, Finance Director
Andrew Malik, Assistant City Manager

Approved by: Jenny Haruyama, City Manager

RESOLUTION 2020-_____

CERTIFYING TRACT 3856 BERG ROAD PROPERTIES (NOW SANTOSHA) GRADING AND AUTHORIZING THE CITY ENGINEER TO RELEASE THE GRADING BOND IN ACCORDANCE WITH THE TERMS OF THE IMPROVEMENT AND INSPECTION AGREEMENT, THE CITY'S SUBDIVISION ORDINANCE, AND SECTION 66499.7 OF THE GOVERNMENT CODE

WHEREAS, On September 3, 2019, the City and Civic Tracy, LLC [De Nova Homes] (Developer) mutually executed an Improvement and Inspection Agreement (Agreement) which allowed the Developer to perform at-risk grading, and

WHEREAS, Developer has completed all the grading work required to be done in accordance with the Agreement, the approved grading plans, and the City's design documents, and Developer has requested that the City certify the grading and release of the grading bond, and

WHEREAS, The City Engineer has inspected the completed work and recommends approval;

NOW, THEREFORE, BE IT RESOLVED, That the City Council of the City of Tracy hereby certify the grading as complete in accordance with the Improvement and Inspection Agreement for Tract 3856 Berg Road Properties (now Santosha), including the approved plans and City design documents;

BE IT FURTHER RESOLVED, That the City Engineer is authorized to release the grading bonds in accordance with the terms of the Improvement and Inspection Agreement.

The foregoing Resolution 2020-_____ was passed and adopted by the Tracy City Council on the 6th day of October 2020, by the following vote:

AYES: COUNCIL MEMBERS:
NOES: COUNCIL MEMBERS:
ABSENT: COUNCIL MEMBERS:
ABSTAIN: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK

AGENDA ITEM 3.B

REQUEST

APPROVE PARTIAL VACATION OF A PUBLIC UTILITY EASEMENT FOR GOLDEN LEAF WAY WEST OF ADOBE LANE, AND AUTHORIZE THE CITY CLERK TO RECORD THE RESOLUTION WITH THE SAN JOAQUIN COUNTY RECORDER

EXECUTIVE SUMMARY

Staff recommends approval of a resolution to partially vacate a Public Utility Easement (PUE) located on private property. This action will facilitate the construction of a residential pool on Lot 121 in Tract 2230 – Quail Meadows Subdivision without encroaching into the PUE. The PUE will revert back to original width along the remainder of Golden Leaf Way.

DISCUSSION

The PUE originates in Tract 2230, Quail Meadows No. 2 Subdivision, stating dedication to the public for public use. The homeowner requests that the City vacate a portion of the existing PUE running along lot 121 northern property line pursuant to SHC §8333. The easement has not been used for the purpose for which it was dedicated and has been determined excess by the easement holder with no public facilities located within.

The Engineering Division has reviewed the technical description and exhibit and have found those documents to be technically correct. Additionally, the Engineering Division has received notice of no protest from associated utility companies regarding the partial vacate of PUE. Attached to this staff report are the letters for utility companies noting their consent to this action. Furthermore, the Engineering Division has received a current title report for the property that describes the PUE. The Title Report is attached to this staff report.

The Engineering Division has received a letter from property owners providing reason for request of partial vacate of PUE. The letter is attached to this staff report.

The resolution as cited in SHC §8333, allows the recordation of the revised title report.

FISCAL IMPACT

The homeowner has paid the applicable engineering review and processing fees. No further improvements are required by the homeowner.

STRATEGIC PLAN

This agenda item is consistent with the Council approved Economic Development Strategy to ensure physical infrastructure necessary for development.

RECOMMENDATION

Staff recommends that Council, via resolution, partially vacate an existing Public Utility Easement for Golden Leaf Way from its current ten foot width to a reduced two foot width, and authorize the City Clerk to record the resolution with the San Joaquin County Recorder.

Prepared by: Kat Balogh, Engineering Technician II

Reviewed by: Al Gali, Associate Civil Engineer
Robert Armijo, PE, City Engineer / Assistant Director of Development Services
Karin Schnaider, Finance Director
Andrew Malik, Assistant City Manager

Approved by: Jenny Haruyama, City Manager

ATTACHMENTS

Attachment A – Letter by Owners providing reason for request
Attachment B – Technical description and exhibit of partial vacate
Attachment C – Title Report
Attachment D – Approval letter from Utility Companies

Attachment A – Letter by Owners providing reason for request

Paul & Anna Melo
305 Adobe Lane
Tracy, CA 95376
June 1, 2020

Kat Sahagun
Engineering Technician, II
City of Tracy
333 Civic Center Plaza
Tracy, CA 95376

Dear Kat Sahagun:

Regarding our property address at 305 Adobe Lane, Tracy, please consider this a Letter of Reason as to why we have requested a PUE Abandonment. We are in the planning phase of remodeling our back yard and side yard, which will include a swimming pool and hot tub. For these reasons, we are requesting the PUE abandonment.

Shall you have any questions, or concerns, please feel free to contact me at (209)321-3671.

Sincerely,



Paul Melo



Anna Melo

November 09, 2018

Job No. 18-119

Page 1 of 1

EXHIBIT "A"

LEGAL DESCRIPTION

FOR: VACATION OF PUBLIC UTILITY EASEMENT (P.U.E.)

All that certain real property situate in the City of Tracy, County of San Joaquin, State of California, being a portion of Lot 121 as shown on that certain Map of Tract No. 2230 filed for record on May 24, 1989 in Volume 29 in the Book of Maps and Plats, at Page 77, San Joaquin County Records, being more particularly described as follows:

Being the southerly eight feet (8.00') of that certain ten-foot (10.00') Public Utility Easement (P.U.E) as dedicated on said Map of Tract No. 2230, and being more particularly described as follows:

BEGINNING at a point on the westerly lot line of said Lot 121, being South $00^{\circ}31'06''$ East, 2.00 feet distant from the most northwesterly corner of said Lot 121;

THENCE southerly along said westerly line of Lot 121, **South $00^{\circ}31'06''$ East, 8.00 feet** to a point on the southerly easement line of said 10.00' P.U.E.;

THENCE along said southerly easement line, **North $89^{\circ}28'54''$ East, 58.19 feet**;

THENCE leaving said southerly easement line, **North $00^{\circ}31'06''$ West, 8.00 feet**;

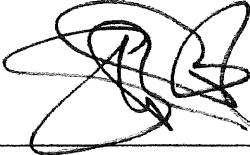
THENCE **South $89^{\circ}28'54''$ West, 58.19 feet** to the POINT OF BEINNING.

Containing 465 square feet, more or less.

As shown on "EXHIBIT B" attached hereto and by this reference made a part hereof.

Legal Description was prepared by Barber Surveying, Inc.

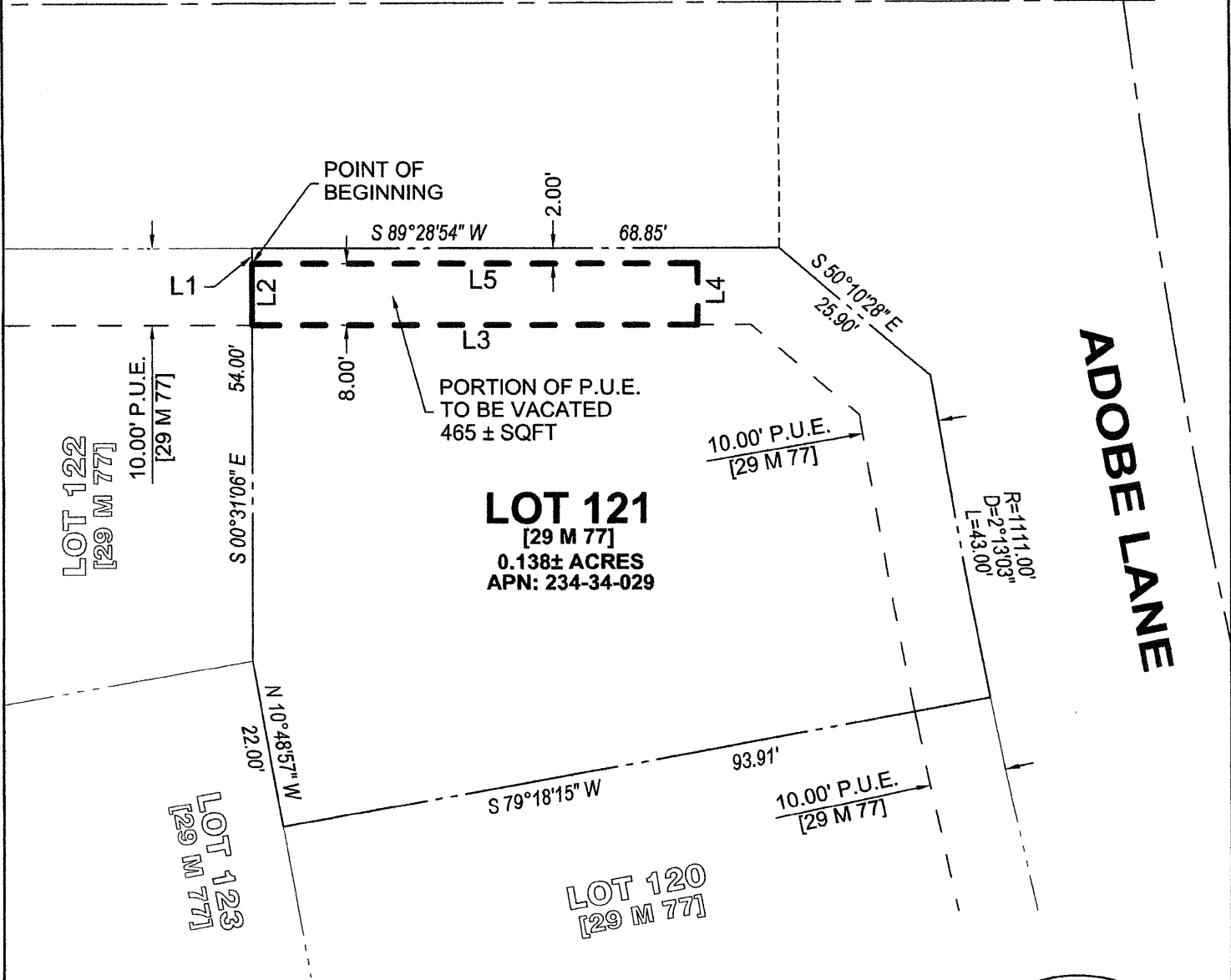
Date 09 Nov 2018


Shane R. Barber LS 9097



GOLDEN LEAF LANE

S 89°28'54" W 251.79'



LOT 121
[29 M 77]
0.138± ACRES
APN: 234-34-029

PORTION OF P.U.E.
TO BE VACATED
465 ± SQFT

LINE TABLE

LINE	BEARING	DISTANCE
L1	S 00°31'06" E	2.00'
L2	S 00°31'06" E	8.00'
L3	N 89°28'54" E	58.19'
L4	N 00°31'06" W	8.00'
L5	S 89°28'54" W	58.19'

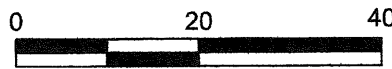
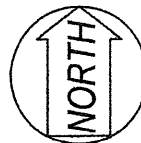


EXHIBIT "B"

PLAT TO ACCOMPANY LEGAL DESCRIPTION

SCALE 1" = 20'

SHEET

DATE NOV. 2018

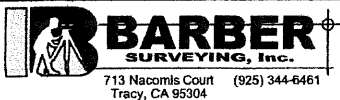
PROJECT 18-119

DRAWN SB

CHECKED SB

1

OF 1 SHEETS



305 ADOBE LANE
VACATION OF PUBLIC UTILITY EASEMENT (P.U.E.)
TRACY CALIFORNIA

Attachment C – Title Report

Order No.
1213033062-CS

Ref No.

Guarantee No.
A04044-CTG-228830

CONDITION OF TITLE GUARANTEE

SUBJECT TO THE EXCLUSIONS FROM COVERAGE, AND THE GUARANTEE CONDITIONS ATTACHED HERETO AND MADE A PART OF THIS GUARANTEE,



**OLD REPUBLIC NATIONAL
TITLE INSURANCE COMPANY**

GUARANTEES

the Assured named in Schedule A of this Guarantee against loss or damage not exceeding the Amount of Liability stated in Schedule A sustained by the Assured by reason of any incorrectness in the Assurances set forth in Schedule A:

Dated: July 21st, 2020 at 7:30:00 AM

OLD REPUBLIC NATIONAL TITLE INSURANCE COMPANY
A Corporation
400 Second Avenue South, Minneapolis, Minnesota 55401
(612) 371-1111

Countersigned:

By

Validating Officer

By

President

Attest

Secretary

Schedule A

Order No.	1213033062-CS
Ref. No.	
Guarantee No.	A04044-CTG-228830
Liability	\$ 1,000.00
Date of Guarantee	July 21st, 2020 at 7:30:00 AM
Fee	\$ 400.00

1. Name of Assured:

Paul Melo, City of Tracy

2. The estate or interest in the Land which is covered by this Guarantee is:

Fee

3. The Land referred to in this Guarantee is situated in the County of San Joaquin, City of Tracy, State of California, and is described as follows:

Lot 121 of Tract No. 2230 Quail Meadows Unit No. 2, filed for record May 24, 1989 in Book of Maps and Plats, Volume 29 at Page 77, San Joaquin County Records.

Excepting therefrom all minerals, petroleum oil, natural gas, and products derived therefrom within or underlying the above described land, or that may be produced therefrom, and all rights thereto, without the rights of surface entry, as reserved in the Deed to Central Pacific Railway Company, a corporation recorded December 23, 1953 in Book 1589 of Official Records at Page 291, San Joaquin County Records.

Also excepting therefrom all oil, gas and other hydrocarbon and minerals in or under said premises, as reserved in the Deed from Bert B. Banta and Amelia A. Banta, his wife, recorded February 29, 1952, in Volume 1397 Official Records, Page 520, San Joaquin County Records.

The rights of surface entry, and the entry into or through same between said surface and above a depth of 500 feet for the exploration of the foregoing recorded oil, gas, hydrocarbons and minerals were relinquished by Joseph B. Queirolo, et ux, successor in interest to same, recorded May 17, 1985, Instrument No. 85033159, San Joaquin County Records.

APN: 234-340-29

4. Assurances:

According to the Public Records as of the Date of Guarantee,

a. Title to the estate or interest in the Land is vested in:

Paul Melo and Anna Melo, husband and wife, as Joint Tenants

Schedule B

Order No.	1213033062-CS
Ref. No.	
Guarantee No.	A04044-CTG-228830
Liability	\$ 1,000.00
Date of Guarantee	July 21st, 2020 at 7:30:00 AM
Fee	\$ 400.00

b. Title to the estate or interest is subject to defects, liens or encumbrances shown in Schedule B which are not necessarily shown in the order of their priority.

1. Taxes and assessments, general and special, for the fiscal year 2020 - 2021, a lien, but not yet due or payable.

2. Taxes and assessments, general and special, for the fiscal year 2019 - 2020, as follows:

Assessor's Parcel No	:	234-340-29	
Bill No.	:	234340290000	
Code No.	:	004-073	
1st Installment	:	\$1,491.65	Marked Paid
2nd Installment	:	\$1,491.65	Marked Paid
Land Value	:	\$62,921.00	
Imp. Value	:	\$190,973.00	

3. The lien of supplemental taxes, if any, assessed pursuant to the provisions of Section 75, et seq., of the Revenue and Taxation Code of the State of California.

4. Any special tax which is now a lien and that may be levied within the Tracy Mello-Roos 1987-1, notice(s) for which having been recorded.

NOTE: The current annual amount levied against this land is \$251.04.

NOTE: Among other things, there are provisions in said notice(s) for a special tax to be levied annually, the amounts of which are to be added to and collected with the property taxes.

NOTE: Further information on said assessment or special tax can be obtained by contacting:
Name : Sherry Gongaware
Telephone No. : (209) 831-5032

5. Assessment No. 50526-03 for Tracy City Water 87-3 payable with the real property taxes beginning with the fiscal year 1997-1998.

6. An easement affecting that portion of said land and for the purposes stated herein and incidental purposes as shown on the filed map.

For : Public utilities
Affects : The Northerly, Northeasterly and Easterly 10 feet as shown on said map

7. Covenants, Conditions and Restrictions which do not contain express provision for forfeiture or reversion of title in the event of violation, but omitting any covenants or restriction if any, based upon race, color, religion, sex, handicap, familial status, or national origin unless and only to the extent that said covenant (a) is exempt under Title 42, Section 3607 of the United States Code or (b) relates to handicap but does not discriminate against handicapped persons, as provided in an instrument.

Entitled : Disclosures and Declaration of Covenants, Conditions and Restrictions
Executed by : North State Development Co., a California general partnership
Recorded : May 31, 1989 in Official Records under Recorder's Serial Number 89047686

Modification thereof, but omitting any covenants or restrictions if any, based upon race, color, religion, sex, handicap, familial status, or national origin unless and only to the extent that said covenant (a) is exempt under Title 42, Section 3607 of the United States Code or (b) relates to handicap but does not discriminate against handicapped persons.

Executed By : North State Development Co., a California general partnership
Recorded : March 6, 1990 in Official Records under Recorder's Serial Number 90021576

The herein described property was annexed to the above Covenants, Conditions and Restrictions by Declaration of Annexation,

Recorded : May 4, 1990 in Official Records under Recorder's Serial Number 90044689

Said Covenants, Conditions and Restrictions provide that a violation thereof shall not defeat or render invalid the lien of any Mortgage or Deed of Trust made in good faith and for value.

NOTE: "If this document contains any restriction based on race, color, religion, sex, sexual orientation, familial status, marital status, disability, national origin, source of income as defined in subdivision (p) of section 12955, or ancestry, that restriction violates state and federal fair housing laws and is void, and may be removed pursuant to Section 12956.2 of the Government Code. Lawful restrictions under state and federal law on the age of occupants in senior housing or housing for older persons shall not be construed as restrictions based on familial status."

8. Water or water rights as reserved in the instrument,

Entitled : Grant Deed
By and Between : North State Development Co., a General Partnership
Recorded : July 24, 1991 in Official Records under Recorder's Serial Number 91069665
Returned to
Address : 305 Adobe Lane, Tracy, CA 95376

9. Deed of Trust to secure an indebtedness of the amount stated below and any other amounts payable under the terms thereof,

Amount : \$267,000.00
Trustor/Borrower : Paul Melo and Anna Melo, husband and wife as joint tenants
Trustee : First American Title Insurance Company, a California corporation
Beneficiary/Lender : Mortgage Electronic Registration Systems, Inc., solely as nominee for Stearns Lending, LLC
Dated : March 19, 2015
Recorded : March 26, 2015 in Official Records under Recorder's Serial Number 2015-033149
Loan No. : 6399927610
"MIN" : 100183300003567113

10. A financing statement given as additional security for the payment of the indebtedness secured by the Deed of Trust

Shown As : UCC Financing Statement
Debtor : Melo, Paul
Secured Party : Solar Mosaic, Inc
Recorded : April 21, 2020 in Official Records under Recorder's Serial Number 2020-048229

11. Deed of Trust to secure an indebtedness of the amount stated below and any other amounts payable under the terms thereof,

Amount : \$133,500.00
Trustor/Borrower : Paul Melo and Anna Melo, husband and wife, as Joint Tenants
Trustee : First American Title
Beneficiary/Lender : UNCLE Credit Union
Dated : February 7, 2020
Recorded : May 18, 2020 in Official Records under Recorder's Serial Number 2020-058597

NOTE: Said Deed of Trust appears to secure a Revolving Line or Equity Line of Credit. If this loan is to be paid off and reconveyed through this transaction, the Company will require a written statement from the Beneficiary/Lender that a freeze is in effect on the account, and that the demand for payoff from the Beneficiary/Lender states that a reconveyance will be issued upon payment of the amounts shown therein.

The Beneficiary/Lender may be assisted in freezing this account by receiving a creditline freeze authorization letter signed by the Trustor/Borrower/Seller with the request for payoff demand. A sample copy of a typical such letter is available from the Company upon request.

EXCLUSIONS FROM COVERAGE (Revised 06-05-14)

Except as expressly provided by the assurances in Schedule A, the Company assumes no liability for loss or damage by reason of the following:

- (a) Defects, liens, encumbrances, adverse claims or other matters affecting the title to any property beyond the lines of the Land.
- (b) Defects, liens, encumbrances, adverse claims or other matters, whether or not shown by the Public Records
 - (1) that are created, suffered, assumed or agreed to by one or more of the Assureds; or
 - (2) that result in no loss to the Assured.
- (c) Defects, liens, encumbrances, adverse claims or other matters not shown by the Public Records.
- (d) The identity of any party shown or referred to in any of the schedules of this Guarantee.
- (e) The validity, legal effect or priority of any matter shown or referred to in any of the schedules of this Guarantee.
- (f) (1) Taxes or assessments of any taxing authority that levies taxes or assessments on real property; or,
 - (2) proceedings by a public agency which may result in taxes or assessments, or notices of such proceedings, whether or not the matters excluded under (1) or (2) are shown by the records of the taxing authority or by the Public Records.
- (g) (1) Unpatented mining claims;
 - (2) reservations or exceptions in patents or in Acts authorizing the issuance thereof;
 - (3) water rights, claims or title to water, whether or not the matters excluded under (1), (2) or (3) are shown by the Public Records.

GUARANTEE CONDITIONS

1. DEFINITION OF TERMS

The following terms when used in the Guarantee mean:

- (a) "the Assured": the party or parties named as the Assured in this Schedule A, or on a supplemental writing executed by the Company.
- (b) "Land": the Land described or referred to in Schedule A, and improvements affixed thereto which by law constitute real property. The term "land" does not include any property beyond the lines of the area described or referred to in Schedule A, nor any right, title, interest estate or easement in abutting streets, roads, avenues, alleys, lanes, ways or waterways.
- (c) "Mortgage": mortgage, deed of trust, trust deed, or other security instrument.
- (d) "Public Records": those records established under state statutes at Date of Guarantee for the purpose of imparting constructive notice of matters relating to real property to purchasers for value and without knowledge.
- (e) "Date of Guarantee": the Date of Guarantee set forth in Schedule A.
- (f) "Amount of Liability": the Amount as stated in Schedule A.

2. NOTICE OF CLAIM TO BE GIVEN BY ASSURED

An Assured shall notify the Company promptly in writing in case knowledge shall come to the Assured of any assertion of facts, or claim of title or interest that is contrary to the assurances set forth in Schedule A and that might cause loss or damage for which the Company may be liable under this Guarantee. If prompt notice shall not be given to the Company, then all liability of the Company shall terminate with regard to the matter or matters for which prompt notice is required; provided, however, that failure to notify the Company shall in no case prejudice the rights of the Assured under this Guarantee unless the Company shall be prejudiced by the failure and then only to the extent of the prejudice.

3. NO DUTY TO DEFEND OR PROSECUTE

The Company shall have no duty to defend or prosecute any action or proceeding to which the Assured is a party, notwithstanding the nature of any allegation in such action or proceeding.

4. COMPANY'S OPTION TO DEFEND OR PROSECUTE ACTIONS; DUTY OF ASSURED TO COOPERATE

Even though the Company has no duty to defend or prosecute as set forth in Paragraph 3 above:

- (a) The Company shall have the right, at its sole option and cost, to institute and prosecute any action or proceeding, interpose a defense, as limited in Paragraph 4(b), or to do any other act which in its opinion may be necessary or desirable to establish the correctness of the assurances set forth in Schedule A or to prevent or reduce loss or damage to the Assured. The Company may take any appropriate action under the terms of this Guarantee, whether or not it shall be liable hereunder, and shall not thereby concede liability or waive any provision of this Guarantee. If the Company shall exercise its rights under this paragraph, it shall do so diligently.
- (b) If the Company elects to exercise its options as stated in Paragraph 4(a) the Company shall have the right to select counsel of its choice (subject to the right of the Assured to object for reasonable cause) to represent the Assured and shall not be liable for and will not pay the fees of any other counsel, nor will the Company pay any fees, costs or expenses incurred by an Assured in the defense of those causes of action which allege matters not covered by this Guarantee.
- (c) Whenever the Company shall have brought an action or interposed a defense as permitted by the provisions of this Guarantee, the Company may pursue any litigation to final determination by a court of competent jurisdiction and expressly reserves the right, in its sole discretion, to appeal from an adverse judgment or order.

GUARANTEE CONDITIONS (Continuation)

(d) In all cases where this Guarantee permits the Company to prosecute or provide for the defense of any action or proceeding, the Assured shall secure to the Company the right to so prosecute or provide for the defense of any action or proceeding, and all appeals therein, and permit the Company to use, at its option, the name of such Assured for this purpose. Whenever requested by the Company, the Assured, at the Company's expense, shall give the Company all reasonable aid in any action or proceeding, securing evidence, obtaining witnesses, prosecuting or defending the action or lawful act which in the opinion of the Company may be necessary or desirable to establish the correctness of the assurances set forth in Schedule A or to prevent or reduce loss or damage to the Assured. If the Company is prejudiced by the failure of the Assured to furnish the required cooperation, the Company's obligations to the Assured under the Guarantee shall terminate.

5. PROOF OF LOSS OR DAMAGE

(a) In the event the Company is unable to determine the amount of loss or damage, the Company may, at its option, require as a condition of payment that the Assured furnish a signed proof of loss. The proof of loss must describe the defect, lien, encumbrance, or other matter that constitutes the basis of loss or damage and shall state, to the extent possible, the basis of calculating the amount of the loss or damage.

(b) In addition, the Assured may reasonably be required to submit to examination under oath by any authorized representative of the Company and shall produce for examination, inspection and copying, at such reasonable times and places as may be designated by any authorized representative of the Company, all records, books, ledgers, checks, correspondence and memoranda, whether bearing a date before or after Date of Guarantee, which reasonably pertain to the loss or damage. Further, if requested by any authorized representative of the Company, the Assured shall grant its permission, in writing, for any authorized representative of the Company to examine, inspect and copy all records, books, ledgers, checks, correspondence and memoranda in the custody or control of a third party, which reasonably pertain to the loss or damage. All information designated as confidential by the Assured provided to the Company pursuant to this paragraph shall not be disclosed to others unless, in the reasonable judgment of the Company, it is necessary in the administration of the claim. Failure of the Assured to submit for examination under oath, produce other reasonably requested information or grant permission to secure reasonably necessary information from third parties as required in the above paragraph, unless prohibited by law or governmental regulation, shall terminate any liability of the Company under this Guarantee to the Assured for that claim.

6. OPTIONS TO PAY OR OTHERWISE SETTLE CLAIMS: TERMINATION OF LIABILITY

In case of a claim under this Guarantee, the Company shall have the following additional options:

(a) To pay or tender payment of the Amount of Liability together with any costs, attorneys' fees, and expenses incurred by the Assured that were authorized by the Company

up to the time of payment or tender of payment and that the Company is obligated to pay.

(b) To pay or otherwise settle with the Assured any claim assured against under this Guarantee. In addition, the Company will pay any costs, attorneys' fees, and expenses incurred by the Assured that were authorized by the Company up to the time of payment or tender of payment and that the Company is obligated to pay; or

(c) To pay or otherwise settle with other parties for the loss or damage provided for under this Guarantee, together with any costs, attorneys' fees, and expenses incurred by the Assured that were authorized by the Company up to the time of payment and that the Company is obligated to pay.

Upon the exercise by the Company of either of the options provided for in 6 (a), (b) or (c) of this paragraph the Company's obligation to the Assured under this Guarantee for the claimed loss or damage, other than the payments required to be made, shall terminate, including any duty to continue any and all litigation initiated by the Company pursuant to Paragraph 4.

7. LIMITATION OF LIABILITY

(a) This Guarantee is a contract of Indemnity against actual monetary loss or damage sustained or incurred by the Assured claimant who has suffered loss or damage by reason of reliance upon the assurances set forth in Schedule A and only to the extent herein described, and subject to the Exclusions From Coverage of this Guarantee.

(b) If the Company, or the Assured under the direction of the Company at the Company's expense, removes the alleged defect, lien or, encumbrance or cures any other matter assured against by this Guarantee in a reasonably diligent manner by any method, including litigation and the completion of any appeals therefrom, it shall have fully performed its obligations with respect to that matter and shall not be liable for any loss or damage caused thereby.

(c) In the event of any litigation by the Company or with the Company's consent, the Company shall have no liability for loss or damage until there has been a final determination by a court of competent jurisdiction, and disposition of all appeals therefrom.

(d) The Company shall not be liable for loss or damage to the Assured for liability voluntarily assumed by the Assured in settling any claim or suit without the prior written consent of the Company.

8. REDUCTION OF LIABILITY OR TERMINATION OF LIABILITY

All payments under this Guarantee, except payments made for costs, attorneys' fees and expenses pursuant to Paragraph 4 shall reduce the Amount of Liability under this Guarantee pro tanto.

9. PAYMENT OF LOSS

(a) No payment shall be made without producing this Guarantee for endorsement of the payment unless the Guarantee has been lost or destroyed, in which case proof of loss or destruction shall be furnished to the satisfaction of the Company.

GUARANTEE CONDITIONS (Continuation)

(b) When liability and the extent of loss or damage has been definitely fixed in accordance with these Conditions, the loss or damage shall be payable within thirty (30) days thereafter.

(c) No amendment of or endorsement to this Guarantee can be made except by a writing endorsed hereon or attached hereto signed by either the President, a Vice President, the Secretary, an Assistant Secretary, or validating officer or authorized signatory of the Company.

10. SUBROGATION UPON PAYMENT OR SETTLEMENT

Whenever the Company shall have settled and paid a claim under this Guarantee, all right of subrogation shall vest in the Company unaffected by any act of the Assured claimant. The Company shall be subrogated to and be entitled to all rights and remedies which the Assured would have had against any person or property in respect to the claim had this Guarantee not been issued. If requested by the Company, the Assured shall transfer to the Company all rights and remedies against any person or property necessary in order to perfect this right of subrogation. The Assured shall permit the Company to sue, compromise or settle in the name of the Assured and to use the name of the Assured in any transaction or litigation involving these rights or remedies.

If a payment on account of a claim does not fully cover the loss of the Assured the Company shall be subrogated to all rights and remedies of the Assured after the Assured shall have recovered its principal, interest, and costs of collection.

11. ARBITRATION

Either the Company or the Assured may demand that the claim or controversy shall be submitted to arbitration pursuant to the Title Insurance Arbitration Rules of the American Land Title Association ("Rules"). Except as provided in the Rules, there shall be no joinder or consolidation with claims or controversies of other persons. Arbitrable matters may include, but are not limited to, any controversy or claim between the Company and the Assured arising out of or relating to this Guarantee, any service of the Company in connection with its issuance or the breach of a Guarantee provision, or to any other controversy or claim arising out of the transaction giving rise to this Guarantee. All arbitrable matters when the amount of liability is \$2,000,000 or less shall be arbitrated at the option of either the Company or the Assured. All arbitrable matters when the amount of liability is in excess of \$2,000,000 shall be arbitrated only when agreed to by both the Company and the Assured. Arbitration pursuant to this Guarantee and under the Rules shall be binding upon the parties. Judgment upon the award rendered by the Arbitrator(s) may be entered in any court of competent jurisdiction.

12. LIABILITY LIMITED TO THIS GUARANTEE; GUARANTEE ENTIRE CONTRACT

(a) This Guarantee together with all endorsements, if any, attached hereto by the Company is the entire Guarantee and contract between the Assured and the Company. In interpreting any provision of this Guarantee, this Guarantee shall be construed as a whole.

(b) Any claim of loss or damage, whether or not based on negligence, or any action asserting such claim, shall be restricted to this Guarantee.

13. SEVERABILITY

In the event any provision of this Guarantee, in whole or in part, is held invalid or unenforceable under applicable law, the Guarantee shall be deemed not to include that provision or such part held to be invalid, but all other provisions shall remain in full force and effect.

14. CHOICE OF LAW; FORUM

(a) Choice of Law: The Assured acknowledges the Company has underwritten the risks covered by this Guarantee and determined the premium charged therefore in reliance upon the law affecting interests in real property and applicable to the interpretation, rights, remedies, or enforcement of Guaranties of the jurisdiction where the Land is located. Therefore, the court or an arbitrator shall apply the law of the jurisdiction where the Land is located to determine the validity of claims that are adverse to the Assured and to interpret and enforce the terms of this Guarantee. In neither case shall the court or arbitrator apply its conflicts of law principles to determine the applicable law.

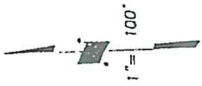
(b) Choice of Forum: Any litigation or other proceeding brought by the Assured against the Company must be filed only in a state or federal court within the United States of America or its territories having appropriate jurisdiction.

15. NOTICES, WHERE SENT

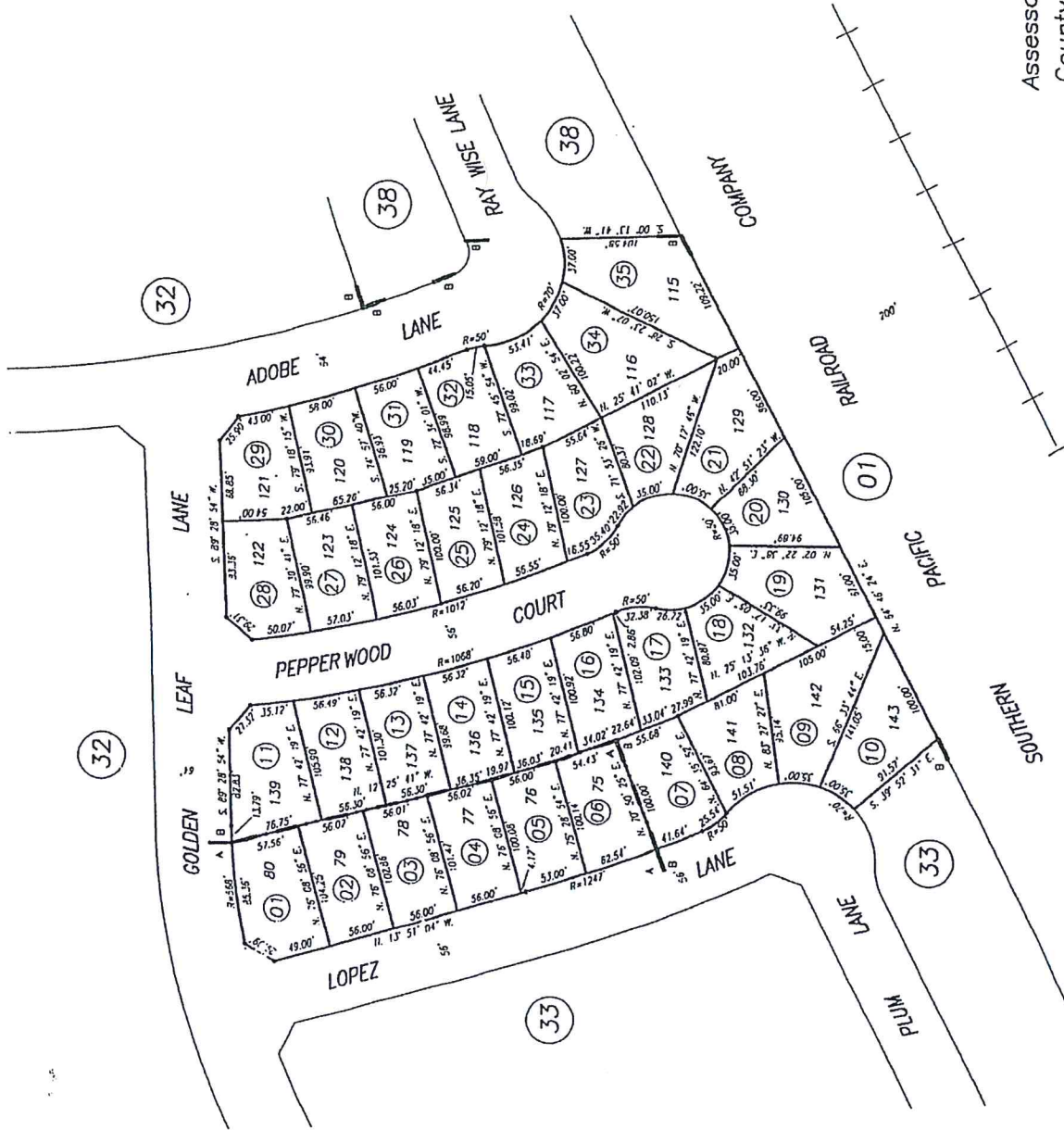
All notices required to be given the Company and any statement in writing required to be furnished the Company shall include the number of this Guarantee and shall be addressed to the Company at the office which issued this Guarantee or to its Home Office at 400 Second Avenue South, Minneapolis, Minnesota 55401-2499, (612) 371-1111.

234-34

THIS MAP FOR
ASSESSMENT USE ONLY



A - POR. QUAIL MEADOWS UNIT NO. 1
B - POR. QUAIL MEADOWS UNIT NO. 2



HIGHEST A.P.N. USED	YEAR	IPAR.	#IPAR.	IPAR. #
94-95	15			

CITY OF TRACY
Assessor's Map Bk.234 Pg. 34
County of San Joaquin, Calif.

94-95

NOV 0 3 1999

NOTE: Assessor's Parcel Numbers Shown in Circles
Assessor's Block Numbers Shown in Ellipses

A - R. M. Bk. 29 Pg. 050
B - R. M. Bk. 29 Pg. 077



Mark Lujan
Land Agent

Land Management
4040 West Lane
Stockton, CA 95204
Cell: (916) 292-2364
Email: m5lc@pge.com

August 4th, 2020

Paul Mello
305 Adobe Lane
Tracy, CA 95376

RE: Abandonment of a portion of Public Utility Easement (PUE) on APN 234-340-29 in the City of Tracy, San Joaquin County, CA

Dear Mr. Mello,

After reviewing your swimming pool plans, Pacific Gas and Electric has no objection to your 8 ft encroachment into the 10 foot PUE on the north side of your corner lot adjacent to Golden Leaf Lane in Tracy. PG&E has no existing facilities within that portion of the 10' PUE and has no future plans for use of that portion of the PUE.

Any correspondence can be sent below:

Pacific Gas and Electric Company
Mark Lujan, Land Agent
Land & Environmental Management
4040 West Lane, Bldg 9
Stockton, CA 95204

If you have any questions, please contact me at (209) 942-1448. Thank you for your cooperation.

Sincerely,

A handwritten signature in blue ink that reads "Mark U. Lujan Jr." The signature is written in a cursive style.

Mark Lujan Jr.
Land Agent



California Region
3055 Comcast Place
Livermore, CA 94551-9559

**Public Utility Easement (“PUE”) Vacation (Abandonment)
Clearance Letter**

1. **To:** Paul Melo – Melo Construction

2. **Type of action:**

PUE abandonment General Vacate PUE encroachment PUE Rededication

3. **Location of action:**

County/City: San Joaquin Co.
Address: 305 Adobe Ln., Tracy, Ca
Parcel #: 234-34-029
Book #: NOT PROVIDED
Exhibits attached: **Yes** No
Reason for Request: Build swimming pool

4. **Comcast response to request:**

- a. Not approved
- b. No objection to the proposed action
- c. No objection to the proposed action provided that the new PUE’s are dedicated with all costs of relocation paid by requester.
- d. No objection to the proposed action provided the following conditions are met.**


Comcast Signature

Regional Const. Specialist III
Title

July 28, 2020
Date

Steve J. Abelia
Comcast Cable LLC



Sharon Dinnell
Manager, Right of Way,
Caltrans & Public Works

AT&T CALIFORNIA
1116 M Street
Modesto, California 95354

T 209.549.5847
sharon.dinnell@att.com

July 30, 2020

Paul Melo
305 Adobe Lane
Tracy, California 95376

Subject: Public Utility Easement Abandonment
Assessor Parcel No. 234-340-29
305 Adobe Lane, Tracy, CA

Pursuant to your recent request for abandonment of a 10' Public Utility Easement (P.U.E.) as described above with email attached dated September 20, 2017, located along the north property line Lot 121 of Quail Meadows Unit No. 2, San Joaquin County. Our engineer has reviewed the area and finds we have no facilities now, nor do we plan to utilize the easement in the future. Therefore, we have no objection to your request for abandonment of the above mentioned easement.

Should you need additional information regarding the existing AT&T facilities please contact the engineer for this area Don Seelye at 209-474-4364. As always the project area should be USA located prior to the beginning of any construction.

If you have any questions regarding this letter, please contact me at (209) 549-5847.

Thank you,

Sharon Dinnell
AT&T Caltrans Coordinator

RESOLUTION 2020-_____

APPROVING THE PARTIAL VACATION OF PUBLIC UTILITY EASEMENT ON GOLDEN LEAF WAY WEST OF ADOBE LANE AND AUTHORIZING THE CITY CLERK TO FILE THE RESOLUTION WITH THE SAN JOAQUIN COUNTY RECORDER

WHEREAS, The request by owners to vacate part of existing PUE width that restricts the square footage for pool construction was submitted by the owners to Engineering Division for consideration, and

WHEREAS, This partial vacation to reduce 8’ of a PUE runs the north side of lot 121 on Golden Leaf Lane will allow construction of pool while meeting the minimum required building permit setbacks on Lot 121 in Tract 2230 – Quail Meadows Subdivision, and

WHEREAS, The Engineering Division has determined pursuant to SHC §8333, that Tract 2230, Quail Meadows No. 2 Subdivision dedication of the existing PUE running along lot 121 northern property line has not been used for the purpose for which it was dedicated and has been determined excess by the easement holder with no public facilities located within, and

WHEREAS, The Engineering Division has received current Title Report, Technical description and exhibit and have found them to be technically correct, and

WHEREAS, The Engineering Division has received notice of no protest from associated utility companies regarding the partial vacate of PUE, and

WHEREAS, The Engineering Division has posted a public notice of intent to vacate partial PUE per Section 8300 of the Streets and Highway Code for 15 days prior to Council consideration and received no protest from community, and

WHEREAS, The homeowners have paid the applicable engineering review and processing fees;

NOW, THEREFORE, BE IT RESOLVED, That the City Council of the City of Tracy hereby approves the partial Public Utility Easement vacate along Lot 121 in Tract 2230 – Quail Meadows Subdivision as shown in Exhibit A, and authorizes the City Clerk to file the Agreement with the Office of the San Joaquin County Recorder.

The foregoing Resolution 2020-_____ was adopted by the City Council on the 6th day of October 2020, by the following vote:

AYES: COUNCIL MEMBERS:
NOES: COUNCIL MEMBERS:
ABSENT: COUNCIL MEMBERS:
ABSTAIN: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK

EXHIBIT "A"

LEGAL DESCRIPTION FOR: VACATION OF PUBLIC UTILITY EASEMENT (P.U.E.)

All that certain real property situate in the City of Tracy, County of San Joaquin, State of California, being a portion of Lot 121 as shown on that certain Map of Tract No. 2230 filed for record on May 24, 1989 in Volume 29 in the Book of Maps and Plats, at Page 77, San Joaquin County Records, being more particularly described as follows:

Being the southerly eight feet (8.00') of that certain ten-foot (10.00') Public Utility Easement (P.U.E) as dedicated on said Map of Tract No. 2230, and being more particularly described as follows:

BEGINNING at a point on the westerly lot line of said Lot 121, being South $00^{\circ}31'06''$ East, 2.00 feet distant from the most northwesterly corner of said Lot 121;

THENCE southerly along said westerly line of Lot 121, **South $00^{\circ}31'06''$ East, 8.00 feet** to a point on the southerly easement line of said 10.00' P.U.E.;

THENCE along said southerly easement line, **North $89^{\circ}28'54''$ East, 58.19 feet**;

THENCE leaving said southerly easement line, **North $00^{\circ}31'06''$ West, 8.00 feet**;


THENCE **South $89^{\circ}28'54''$ West, 58.19 feet** to the POINT OF BEINNING.

Containing 465 square feet, more or less.

As shown on "EXHIBIT B" attached hereto and by this reference made a part hereof.

Legal Description was prepared by Barber Surveying, Inc.

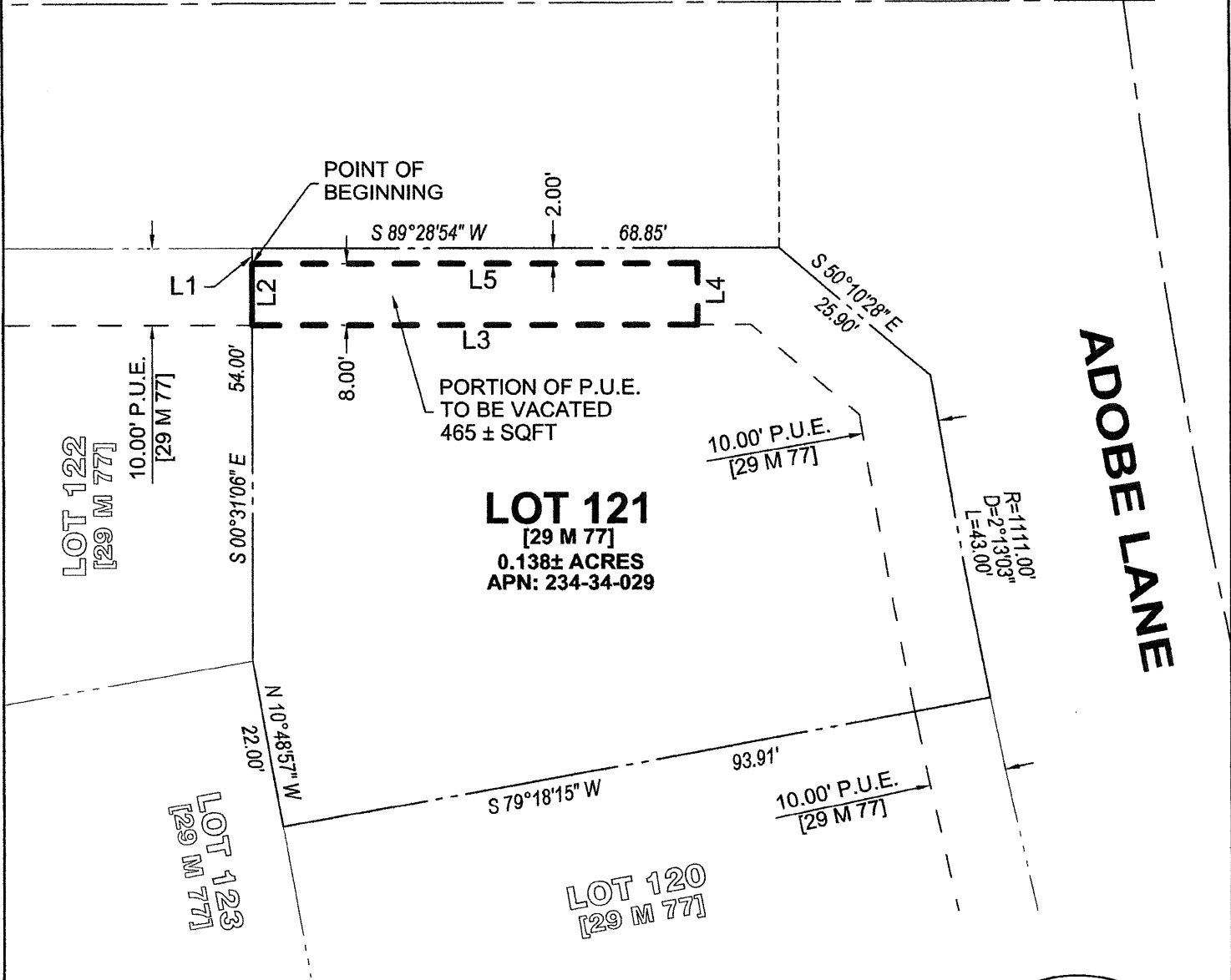
Date 09 Nov 2018


Shane R. Barber LS 9097



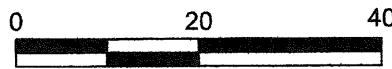
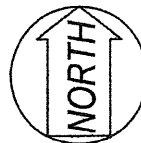
GOLDEN LEAF LANE

S 89°28'54" W 251.79'



LINE TABLE

LINE	BEARING	DISTANCE
L1	S 00°31'06" E	2.00'
L2	S 00°31'06" E	8.00'
L3	N 89°28'54" E	58.19'
L4	N 00°31'06" W	8.00'
L5	S 89°28'54" W	58.19'



Scale 1" = 20 ft



EXHIBIT "B"

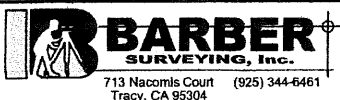
PLAT TO ACCOMPANY LEGAL DESCRIPTION

SCALE	1" = 20'
DATE	NOV. 2018
PROJECT	18-119
DRAWN	SB
CHECKED	SB

SHEET

1

OF 1 SHEETS



305 ADOBE LANE
VACATION OF PUBLIC UTILITY EASEMENT (P.U.E.)
TRACY CALIFORNIA

October 6, 2020

AGENDA ITEM 3.C

REQUEST

CONDUCT A PUBLIC HEARING TO CONSIDER ADOPTION OF A RECYCLED WATER RATE FOR USE OF RECYCLED WATER AT CITY FACILITIES

EXECUTIVE SUMMARY

As the City prepares to deliver City-produced recycled water for irrigation of landscaping at various City facilities, it is necessary to establish a recycled water rate. The City hired the services of HDR Engineering, Inc. (HDR) to establish recycled water rates to serve City facilities only. The recommended rate is based on estimated costs of delivering recycled water to City facilities. The recycled water rate is \$1.18 per hundred cubic feet of water used as compared to the potable water rate of \$2.40 per hundred cubic feet. The potable water rate is higher since it includes the raw water purchase and additional treatment costs as well. It is recommended that the City Council conduct a public hearing and establish a recycled water rate.

DISCUSSION

The City has completed construction of the State Proposition 84 grant-funded recycled water project which will initially serve the irrigation needs of Legacy Fields. As more infrastructure for recycled water is constructed, services to Placencia Fields and the Sports Complex on Eleventh Street and beyond will be provided. Additional work including proper signage and precautionary measures are being completed to prepare for recycled water use at Legacy Fields and obtaining a recycled water use permit from the State Water Resources Control Board. Staff training and public information will be provided to facility users prior to recycled water being used for irrigation.

Prior to delivering recycled water to City facilities, it is necessary to establish a recycled water rate. A technical memorandum has been prepared by HDR to establish a recycled water rate. HDR was selected through a qualifications-based consultant selection process and the rate study was funded from the State recycled water grant. Adoption of a recycled water rate is a requirement of the State recycled water grant.

The rate study uses estimated costs of operations and maintenance of the recycled water system since no recycled water is currently being delivered at any facility. This includes labor, electricity, maintenance, renewal and replacement of equipment. After delivery of recycled water commences, rates can be adjusted to reflect the actual costs incurred for providing these services. The rate study evaluated rates for a five-year period. The rate is estimated to increase from \$1.18 in 2020 to \$1.25 in 2024.

Proposition 218 requirements, which require voter approval prior to imposition or increase of general taxes, do not apply for establishment of this recycled water rate as these rates are an internal service recovery charge for City facilities only. In the future, if recycled water is to be distributed to non-City customers, the Proposition 218 process will be utilized to update the recycled water rate.

STRATEGIC PLAN

This agenda item is a routine operational item and does not relate to the Council's Strategic Plans.

FISCAL IMPACT

The proposed recycled water rate will be used to charge for recycled water delivered to City facilities. The recycled water rate was developed to provide for full cost recovery. The charges incurred by the City facilities for use of the recycled water will be less than the cost of potable water presently supplied to these facilities for irrigation purposes resulting in a savings of irrigation costs for Legacy Fields.

RECOMMENDATION

That the City Council conduct a public hearing and, by resolution, adopt a recycled water rate at \$1.18 per hundred cubic feet of recycled water delivered to City facilities.

Prepared by: Kul Sharma, Utilities Director

Reviewed by: Midori Lichtwardt, Assistant City Manager
Karin Schnaider, Finance Director

Approved by: Jenny Haruyama, City Manager

Attachment

Exhibit A: Technical Memorandum dated 5/22/2020, 2020 Recycled Water Rate Development

Technical Memorandum

Date: 05/22/2020

To: Kuldeep Sharma, *Utilities Director, City of Tracy*

From: Shawn Koorn, *Associate Vice President, HDR*
Josiah Close, *Financial Analyst, HDR*

Subject: 2020 Recycled Water Rate Development

Introduction

HDR Engineering, Inc. was retained by the City of Tracy (City) to develop a recycled water rate and initial financial plan analysis based on current recycled water projected costs. This plan, and proposed rate, is based on the City being the only customer utilizing the recycled water system and it is not sold to any other water or sewer utility customers. Should the City decide in the future to make recycled water service available to customers other than the City itself, the methodology and framework that is outlined in this tech memo could be employed. However, the analysis would need to be updated to reflect the appropriate costs and sales as well as the likely public process as is necessary with water and sewer rates to meet the Proposition 218 requirements.

The development of the revenue requirement (financial analysis) in this technical memorandum was developed to allow the City to equitably recover the costs of providing recycled water service for use on City properties only. It is important for any utility to be self-sustaining and fully funded through the rates that are charged for services and future recycled water rates would likely achieve this by using generally accepted rate setting methodologies as has been done in this analysis. This memo presents the basis for the development of the projected expenses – both operating and capital - for the City's recycled water services and subsequent recycled water rates.

Operations & Maintenance

The first component of the revenue requirement analysis was to project the expenses incurred to provide recycled water service, at this time only to City owned properties. The projection of operating expenses is based on a number of assumptions based on typical utility costs. The costs were then escalated annually through 2029 using the inflationary factors which range from 2.7% – 4.0% for the various types of O&M expenses. These are similar to the inflationary factors used in the development of the most recent water rate study.

- Pump Station Maintenance – For the City's recycled water system, maintenance expenses for the pump stations was estimated at \$310,000 per mgd. This figure was taken from the Recycled Water Optimization Evaluation by CH2M Hill Engineers, Inc. in 2017 on page 3-7. The full details of the estimate are not specified, but for purposes of this analysis, it is assumed that the costs did not include labor expenses. For 2020, the assumed recycled

water demand is 0.18 mgd and results in an O&M cost of \$57,000 for pump station maintenance. It is important to note that the system demand is anticipated to increase in 2021 to 0.29 mgd. This line item in the O&M costs will scale with the system demand at a rate of \$310,000 per mgd, which is escalated each year by 2.7%.

- Turbidimeter Calibration – City staff noted that turbidimeter calibration would be necessary as part of the pump maintenance. It was estimated that an instrumentation tech would spend 1 hour per week for the calibration. At the estimated fully loaded hourly rate, the cost was estimated at \$5,200 per year. This line item is assumed to increase as salaries which is estimated at 3.5% per year.
- Pumping Operations – As mentioned above, it is assumed that the pump station maintenance costs do not include labor for operations. Given that, it was assumed that one employee would work 0.5 hrs per day on pump operations. For 2020, that is estimated to cost \$18,250 and is escalated annually by the salaries escalation rate of 3.5% per year. Again, as the system demand increases such as in 2021, the labor is scaled up proportionally to address an assumed increase in labor requirements.
- The final O&M component is a materials and supplies line item. This line item is in place to supply adequate budget capacity for any small items used in maintenance, minor equipment or tools, and other similar items. Materials and supplies are estimated at \$2,500 in 2020 and increases annually by 2.7%.

In total, the estimated O&M expenses are \$82,800 for 2020. Those figures are expected to increase due to the noted projected increases in recycled water system demand in 2021 to \$135,800 in O&M expenses. Additionally, inflationary pressures on the O&M expenses have been estimated and incorporated through cost escalation factors. Given the increase in system demand and cost escalation, annual O&M expense is projected to be \$170,300 by 2029.

Given that the recycled water system is not currently operating, and there are no “actual” costs being identified for recycled water service, it is difficult to project the annual O&M costs for the recycled water system. However, as the recycled water system becomes operational, these costs will be identified, reviewed, and updated as actual cost data is available and the service is being provided. Additionally, if the City should decide to make recycled water services available to the public, there would likely be included administrative and other indirect costs that are not currently included in the development of the rate for City use only.

Rate Funded Capital

The next component of the City’s recycled water revenue requirement analysis is the rate funded capital line item. As the name eludes, this expense is a funding mechanism built into the rate levels that allows for the cash funding of capital improvements to be made to the recycled water system. It is important for the revenue requirement to have the capacity to invest in the system on a cash basis as it would be impractical and not prudent to debt finance all capital. Contemporary rate making principles suggest that in order for the City to maintain the recycled water system and level of service, it is important to reinvest in the system at a minimum level at

least equal to depreciation. It is prudent, therefore, to have a level of annual capital projects funded by rates greater than this target level. This is because the replacement cost of the system will continue to increase due to inflation and replacement cost. Currently, the annual depreciation is not known and the recycled water system was largely constructed with grant funds. Although the typical target of annual depreciation may not yet apply, a value was established as a starting point for annual capital investment in renewal and replacement of the recycled water system. For 2020, it was set at \$20,000 increasing annually which is shown below in Table 1

Table 1 Rate Funded Capital					
	2020	2021	2022	2023	2024
Rate Funded Capital	\$20,000	\$21,500	\$23,100	\$24,800	\$26,700

In much the similar way as with O&M expense projection, the rate funded capital expense will be reviewed and updated as necessary when actual costs are incurred. At this time, no specific capital projects or items have been identified, however, this approach provides an annual funding source for capital improvements and annual renewal and replacements of the recycled water system. As with the O&M projections, as the system begins providing service, and if it expands beyond serving City properties, The City will want to review and update the analysis to determine the appropriate level of renewal and replacement needs and annual funding of capital through rates for rate establishment.

Debt

The recycled water system currently has no annual debt service payment. The existing system was largely constructed with grant revenues as a funding source. It is important to note that future recycled water system expansion – specifically for non-City customers – would likely need to be funded by long-term debt service. The issuance of long-term debt can be an important tool for the City as it tends to attribute well the cost of a capital expense to the customers that benefit from that improvement, typically those in the future. In this way, it shields current customers from the burden of funding projects that may have limited benefit to them. As mentioned in the rate funded capital section, long-term debt should not be used as the sole capital funding source as over reliance on debt can over leverage the utility and could also lead to reduced bond ratings.

Reserve Funding

The final component in the development of the recycled water revenue requirement is reserve funding. As part of prudent financial planning for utilities, reserves play a vital role in maintaining the financial stability of the utility. Reserve funds serve a variety of purposes which include to provide funds for monthly cash flows to bridge the gap between when the utility incurs costs and when it receives the rate revenues. Also, in the case of catastrophic event resulting in a large capital funds need or loss of revenue. Additionally, the reserve acts - as the name implies - as a

place that can store money from a surplus year and disburse in a deficit year thereby avoiding needed rate increase and decreases and smoothing the rates over time. Although the recycled water does not currently have any reserve funds, it was appropriate to establish the funding of reserves as this would likely occur in the recycled water utility was to develop rates in a traditional manner. The target for the recycled water system reserve fund was set at 90 days of O&M expenses which is an industry standard and prudent level.

With the development of the recycled water system revenue requirement based on the major expense categories above, a summary can be determined. Table 2 shows a summary of the annual operating expenses for the City’s recycled water system based on the components described above.

Table 2 Revenue Requirement Summary (\$000s)					
	2020	2021	2022	2023	2024
Expenses					
O&M	\$83	\$86	\$136	\$140	\$145
Rate Funded Capital	20	22	23	25	27
Debt Service	0	0	0	0	0
Reserve Funding	0	0	12	7	5
Total Expenses	\$103	\$107	\$171	\$172	\$177
<i>Est. System Demand (CCF)</i>	87,120	87,556	139,828	140,527	141,229
Unit Cost - \$ / CCF	\$1.18	\$1.22	\$1.22	\$1.22	\$1.25

Table 2 above shows the summary of the expenses for the City’s recycled water system which have be developed as part of the revenue requirement. The assumed demand for recycled water is also shown and the unit cost – dollars per hundred cubic feet (CCF) – is then derived. Based on the analysis, to fund the recycled water expenses, the City would charge its internal department’s up to \$1.25/CCF of recycled water through 2024. This would reasonably and adequately fund the operating expenses related to providing recycled water services.

Summary of the Financial Plan

The individual components discussed above combined to develop the recycled water system revenue requirement. The revenue requirement presented in this tech memo is based upon an assumed level of demand on the system, costs to operate and maintain the system, and assumptions related to inflation. Should these assumptions change the level of revenue required to prudently and adequately fund the recycled water system will be affected. As noted, the City currently does not supply or provide recycled water services to the general public but rather for only internal or City uses. This memo aims to lay the groundwork for the development of the revenue requirement for the recycled water system which would be the first step in determining

rates to charge for all recycled water service. It is important to note that this analysis was not developed to meet the requirements of Proposition 218 and that a cost of service analysis would also need to be done to develop proposed recycled water rates for customers other than internal City properties.

RESOLUTION 2020-_____

ADOPTING A RECYCLED WATER RATE FOR USE OF RECYCLED WATER
AT CITY FACILITIES

WHEREAS, The City has completed construction of the grant funded recycled water project which will initially serve the irrigation needs of Legacy Fields, and

WHEREAS, Additional work including proper signage and precautionary measures are being completed to prepare for recycled water use at Legacy Fields and obtaining a recycled water use permit from the State Water Resources Control Board, and

WHEREAS, Prior to delivering City-produced recycled water at City facilities, it is necessary to establish a recycled water rate, and

WHEREAS, A technical memorandum has been prepared by HDR to establish a recycled water rate, and

WHEREAS, Adoption of a recycled water rate is a requirement of the State recycled water grant, and

WHEREAS, The rate study uses estimated costs of operations and maintenance of the recycled water system since no recycled water is currently being delivered to any facility, and

WHEREAS, The rate study evaluated rates for a five-year period, and

WHEREAS, The rate is estimated to increase from \$1.18 in 2020 to \$1.25 in 2024, and

WHEREAS, The charges incurred by the City facilities for use of the recycled water will be less than the cost of potable water presently supplied to these facilities for irrigation purposes resulting in a savings of irrigation costs for Legacy Fields;

NOW, THEREFORE, BE IT RESOLVED, That the City Council of the City of Tracy hereby adopts a Recycled Water Rate.

The foregoing Resolution 2020-_____ was adopted by Tracy City Council on the 6th day of October, 2020, by the following vote:

AYES: COUNCIL MEMBERS:
NOES: COUNCIL MEMBERS:
ABSENT: COUNCIL MEMBERS:
ABSTAIN: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK

October 6, 2020

AGENDA ITEM 3.D

REQUEST

RECEIVE PRESENTATION ON THE SAN JOAQUIN COMMUNITY RESPONSE TO HOMELESSNESS – 2020 SAN JOAQUIN STRATEGIC PLAN AND ADOPT A RESOLUTION SUPPORTING THE PLAN

EXECUTIVE SUMMARY

The San Joaquin Continuum of Care (SJCoC) adopted the San Joaquin Community Response to Homelessness – 2020 San Joaquin Strategic Plan (the Plan) in June and is requesting local jurisdictions and associations, including the City of Tracy adopt the Plan. The SJCoC, San Joaquin County, and the City of Stockton have already adopted the Plan. Similar request for presentation and adoption of the Plan are scheduled for the City of Lodi on October 2 and the City of Manteca on October 20.

This report recommends that the City Council receive the presentation from a representative from the San Joaquin Continuum of Care and adopt a resolution supporting the Plan.

DISCUSSION

By way of history, “Continuum of Care” is a program developed by the U.S. Department of Housing and Urban Development (HUD) in 1994 to promote community-wide commitment to the goal of ending homelessness. It describes all of the services HUD believes homeless people need. The services range from outreach and engagement to emergency shelter to transitional housing to either permanent supportive housing or affordable housing. HUD wants all stakeholders in the community, including nonprofit providers, working together to coordinate services, reduce duplication and bridge gaps in service. While the Continuum of Care is not a government entity, its membership includes, but is not limited to, local government leaders, advocates, people who have experienced homelessness, business leaders, and law enforcement.

The effects of homelessness on people and communities is a growing concern for cities and towns across the country. The San Joaquin county region faces the added challenge of a lack of affordable housing options, which is a contributor to homelessness. To address the issues surrounding homelessness strategically, both regional and Tracy-specific strategic plans have been drafted. In Fall 2019, Tracy City Council’s Homelessness ad-hoc committee provided guidance to inform the development of the Tracy Homelessness Strategic Plan (Attachment A) specific to the needs of Tracy, while being complimentary to regional homelessness efforts. The City of Tracy enlisted technical assistance from the Technical Assistance Collaborative (TAC) to coordinate efforts for the City’s strategic plan. Simultaneously, a regional plan was spearheaded by the SJCoC with consulting and technical assistance from Homebase and funding support from the City of Stockton and San Joaquin County. In late 2019, both strategic plans were under development. HomeBase and TAC began parallel

efforts to gather information, research and outreach to the community and other stakeholders. While the efforts ultimately culminated into two separate strategic plans, the two documents are complimentary to each other as the strategies and goals in each align with one another.

The San Joaquin Continuum of Care (SJCoC) adopted the San Joaquin Community Response to Homelessness – 2020 San Joaquin Strategic Plan (Attachment B) in June 2020. The SJCoC, San Joaquin County, and the City of Stockton have already adopted the Plan. The cities of Lodi and Manteca are expected to receive presentation of the Plan this month as well.

San Joaquin Community Response to Homelessness Plan

Goals

As designed, Plan delineates three broad goals to address homelessness, along with three strategies to achieve each goal:

Goal 1: Establish a Coordinated and Engaged Regional System

- Create Shared Processes
- Improve Data Collection
- Educate the Community

(Aligns with Tracy's Plan Goals 2 and 4)

Goal 2: Increase Access and Reduce Barriers to Homeless Crisis Response Services

- Expand Low-barrier Shelter
- Invest in Prevention and Diversion
- Expand Outreach

(Aligns with Tracy's Plan Goals 1 and 3)

Goal 3: Ensure Households Experiencing Homelessness Have Access to Affordable and Sustainable Permanent Housing

- Increase Affordable Housing
- Invest in Landlord Engagement and Navigation
- Expand Supportive Services

(Aligns with Tracy's Plan Goal 1)

Implementation of Plan

One of the central requests from the group working with Homebase was that the final Plan document be “actionable” and include not just a series of suggested strategies and unrelated narratives, but a crosswalk of guidance on how each step of the plan might best be implemented, and by whom, based on feedback from the community and the evidence-based best practices the expert staff at Homebase brought with them to the project. This request also contemplated, to the extent possible, a demonstration of how the individual aspects of the plan could be integrated together to form a cohesive regional strategy. This desire was indicative of the understanding that funding programs such as HEAP, CESH, and HHAP would be a primary driver of Plan implementation: these funding programs require regional collaboration in order to access funds, and it is

expected that most if not all future available homelessness funding will include similar requirements around regional collaboration.

Costs to the City of Tracy associated with implementing the plan will depend upon City Council direction. Implementing the plan will involve staff time associated with directing State and Federal grant funds for homelessness. It is important to note that the Plan is a “roadmap” of guidelines and suggestions developed from regional community feedback, and should be implemented by City staff only in alignment with City direction and to the extent that funds are available. Implementation of the plan may involve varying degrees of commitment of City resources depending on numerous factors.

Over the last several years, the City has seen an increase in the number of sheltered and unsheltered homeless individuals. The increase has an operational impact on City resources from Public Works, Code Enforcement, Police, and City Administration as well as effect to community members who are looking to local government for solutions. The City currently has dedicated staff in all of the aforementioned divisions who are primarily dedicated to addressing the effects of homeless in the Tracy community. The importance of addressing the impact of homelessness are evident as this Council recently took action to increase the number of emergency shelter beds in the County when it unanimously approved a site and construction of the county’s first low barrier shelter. The temporary emergency shelter site will not only provide temporary shelter and respite to Tracy’s unsheltered, but also a location for a multitude of county service providers to meet and assist their clients to connect them with resources including permanent housing.

More collaboration with other governmental entities as well as service providers within the region is needed and therefore staff is recommending Council receive the report and adopt a resolution supporting the San Joaquin Community Response to Homelessness Plan.

STRATEGIC PLAN

This agenda item supports all of the action items listed under both the City’s Quality of Life and Public Safety Strategic Priorities, Goal #3 and Goal #2, respectively: Develop a Homelessness Strategic Plan.

FISCAL IMPACT

There is no fiscal impact associated with receiving the Plan and/or adopting a resolution to support the Plan. Any future fiscal impact will be dependent upon the City Council’s direction provided to staff. Implementation of any strategies proposed in the Plan will be brought back for City Council consideration and will include a fiscal impact summary specific to each goal/strategy.

RECOMMENDATION

That the City Council receive the presentation on the San Joaquin Community Response to Homelessness – 2020 San Joaquin Strategic Plan and adopt a resolution supporting the Plan.

Prepared by: Midori Lichtwardt, Assistant City Manager
Reviewed, and Approved by: Jenny Haruyama, City Manager

ATTACHMENTS

- A - City of Tracy – Homelessness Strategic Plan
- B – San Joaquin Community Response to Homelessness – 2020 San Joaquin Strategic Plan
- C – City of Tracy – Homelessness Strategic Plan Summary page



CITY OF TRACY

HOMELESSNESS STRATEGIC PLAN

As approved and amended May 5, 2020

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TABLE A: California State-Funded Resources 20

Last Revised: 05-05-2020

EXECUTIVE SUMMARY

This Homelessness Strategic Plan outlines an ongoing comprehensive strategy to make homelessness rare, brief, and non-recurring in the City of Tracy. The direction and goals included in this plan build upon the recent progress the City has made towards ending homelessness while also recognizing new practices, emerging challenges, and opportunities to develop a system that uses all available resources to house people experiencing homelessness.

In response to the growing number of people experiencing homelessness within the City of Tracy, a collaboration of stakeholders, local service providers, community members and elected officials have mobilized to address the challenges related to homelessness. These stakeholders include a collective of various organizations including those with educational, legal, business, and faith-based interests; local homeless service providers; city, county, and state agencies; private businesses and non-profit organizations; as well as private individuals and consumer advocates. This strong collaboration represents one of the greatest tools within the City of Tracy to combat homelessness.

Trends in homelessness in the City of Tracy speak to the need for a comprehensive, coordinated community effort to address the issue. The 2019 biannual point in time count reports that there are 155 unsheltered persons living on the streets, cars, or places not meant for human habitation and 21 sheltered persons within city limits. The number of people experiencing unsheltered homelessness has increased dramatically (520%) since 2011. This large increase is attributable to under counting in previous years. Service providers working in Tracy reported that a change in the count methodology—including the establishment of a homeless outreach project on the day of the count and an increase in the number of volunteers—has helped to produce a more accurate count of people experiencing homelessness in the City.

While conversation and ideas are being discussed within the City of Tracy, the experience of homelessness continues to affect many individuals and families, while others live one pay-check or unforeseeable circumstance away from falling into homelessness, *i.e.* at-risk of homelessness. These realities propel city and county officials, nonprofit service providers, local businesses, faith-based organizations, and other stakeholders to continually strive to address the issue of homelessness.

This plan proposes a series of steps to strategically utilize existing resources and place the City in a position to access new resources. It intentionally builds upon the strengths of the community, namely the City and the San Joaquin County Continuum of Care, and the capacity of its individual stakeholders; to leverage existing resources to address challenges—such as the shortages of affordable housing and permanent supportive housing. However, the first priority of the City must be to create emergency shelter.

Specific strategies are organized under four primary goals:

STRATEGIC PLAN GOALS

GOAL 1: Increase Housing Options in Tracy

GOAL 2: Increase Access to Coordinated Support Services for People Experiencing Homelessness

GOAL 3: Develop Action Plans for Engaging with People Experiencing Homelessness

GOAL 4: Enact Specific Strategies for Vulnerable Subpopulations Experiencing Homelessness

As the City of Tracy embarks on the implementation of this plan, the City must communicate and promote this vision and strategy for implementation; update the plan as needed; continuously identify and seek out resources; and provide the leadership to make mid-course adjustments. The plan identifies outcomes that should be measured to ensure constant and consistent attention to the action steps and to measure success. Success will depend on the willingness and commitment of key stakeholders to embrace innovation and adopt a culture open to change.

BACKGROUND

In January of 2019, California’s Department of Housing and Community Development (HCD) presented the opportunity for Continuums of Care (CoC) and counties across the State of California to request technical assistance in three different areas of focus: capacity building, housing first, and housing stability. Eligible recipients of the technical assistance included those CoCs and counties that were direct recipients or administrators of California’s Emergency Solutions Grant Program (ESG) or No Place Like Home funding. In July of 2019, the City of Tracy, as a member of the San Joaquin Continuum of Care, submitted a request for support in developing a strategic plan to end homelessness. HCD approved the City of Tracy’s request as an exception—as the only city provided direct assistance—and it did so with the understanding that the City would coordinate with the CoC to compliment efforts.

The Technical Assistance Collaborative (TAC) was retained by HCD to engage with CoCs and Counties that submitted requests for “capacity building” technical assistance. TAC worked with HCD and the City of Tracy to develop a work plan, and engagement began in August of 2019. The goal of the public process was to enhance transparency and help the City of Tracy establish intentional and meaningful strategies to end homelessness, which culminated in a written plan.

Prior to this engagement, much of the planning around homelessness occurred at the CoC and county level. While the City of Tracy is unique in their capacity and needs, the city has expressed a commitment to collaborate efforts with the county to address homelessness within the framework of the San Joaquin CoC. Therefore, the planning process which produced this document focused on a more systemic-level approach to prevent and end homelessness within the city. As such, TAC conducted a thorough document and resource review. In addition to remote planning sessions and communication with the City, TAC facilitated an on-site strategic planning meeting in November 2019. Subsequently, three community forums were held in

December and January to obtain public input and promote transparency. Throughout the process, it was important to include the voice of those with lived experiences by inviting persons currently living on the streets or in places not meant for human habitation in Tracy to the community meetings.

In developing the plan, TAC drafted initial goals and objectives, based on the community planning session and additional feedback from the community workshops. The public comments were incorporated into the plan and, subsequently, the City's Ad Hoc Committee on Homelessness revised the draft goals and objectives. This collaborative effort produced the goals, objectives, and action steps outlined in this plan to end homelessness in the City of Tracy.

OVERVIEW OF HOMELESSNESS IN TRACY

The State of California is in the midst of an unprecedented homelessness and housing crisis. The number of individuals and families experiencing homelessness far exceeds any other state in the country. As of the January 2019 point in time count, the number of persons experiencing homelessness in California was 151,278. Nearly half of all people experiencing homelessness in the country were in three states: California (27% or 151,278 people); New York (16% or 92,091 people); and Florida (5% or 28,328 people). While the highest counts of homelessness exist in some of California's larger metropolitan areas, Tracy is not untouched by the crisis.

COST OF HOMELESSNESS IN TRACY

Nationally, a chronically homeless person costs the tax payer an average of \$35,578 per year. Costs on average are reduced by 49.5% when they are placed in supportive housing. Supportive housing costs on average \$12,800, making the net savings roughly \$4,800 per year.

Key findings from a study in Santa Clara, California found "overall, clients connected to permanent housing showed greater reduction in both emergency department use and charges compared to those who remained homeless or in less stable housing arrangements (a 34% reduction compared to a 12% reduction in emergency department visits, a 31% reduction compared to a 2% reduction in emergency department charges)." "The group connected to housing showed significantly greater reductions in the inpatient charges (a 27% decrease for those connected vs. a 49% increase for those not connected)."

Regarding the specific needs of the City of Tracy, there is a cost to the city as people continue to experience homelessness. The City is working to document the costs of the following services:

- Hospital Emergency Room Services
- Emergency Medical Resources
- Law Enforcement and Prosecution Resources
- County Jail, Court, and Criminal Justice System Resources

Often, these costs are actually higher than the cost of dedicating resources to provide people with permanent housing.

EXISTING RESOURCES IN TRACY

The strategic planning process requires the identification of existing resources to households experiencing or at-risk of homelessness, as well as any gaps in resources and those that may require strengthening or refining. The effort to prevent and end homelessness in Tracy must also take into consideration the state and federal funding climates and evolving policy priorities. No community can address homelessness by relying solely on dedicated homeless resources, but must access and leverage other more mainstream housing and service resources.

- **HUD RESOURCES**

The San Joaquin CoC has successfully obtained competitive federal homeless assistance funds through the Continuum of Care Program. In Fiscal Year 2018 the CoC received \$4,490,004 and, of that amount, 67% is for permanent supportive housing, 28% is for rapid rehousing, 2% is for the Homeless Management Information System, and 3% is for planning CoC activities. At the time of publication of this report the FY19 CoC Program awards were not fully announced.

- **CALIFORNIA RESOURCES**

The State of California, through inter-state agency partnerships and collaboration, has created and funded programs to complement federal and local/philanthropic funding for county and CoC crisis response systems. **TABLE A** outlines some of the funding opportunities available to support CoCs in California. The San Joaquin CoC currently receives funding through several of these opportunities.

- **TRACY RESOURCES**

There are 28 local service providers that make up the Tracy Community Homeless Task Force. The services offered include shelters; subsidized housing; community meals; food delivery to encampments; food pantries, markets, and produce; and hygiene programs.

IDENTIFIED GAPS & CHALLENGES

The City of Tracy faces significant challenges in its work to prevent and end homelessness. These difficulties and resource gaps have been identified in an effort to inform the goals and objectives included in this plan. They have been outlined below in four categories.

- **CRISIS RESPONSE**

This resource gap relates to the city's crisis response system and capacity for assisting households at-risk of and currently experiencing homelessness. It is imperative that people understand the risk of homelessness, and the relative fragility of many households' housing situations. Households at risk of homelessness are often one paycheck, utility bill, or medical bill away from an episode of homelessness. Those with

untreated behavioral health needs may be forced to leave housing due to related behaviors and risks. For those households that do enter the homeless crisis response system, the availability and access to safe shelter and outreach services are essential.

➔ **CURRENT RESOURCE GAPS AND CHALLENGES RELATED TO CRISIS RESPONSE**

- Not enough family shelters
- Lack of low barrier shelters
 - Need to allow families to stay together (without restrictions on the age of children)
 - Need to allow people to shelter with their pets
 - Need to have a place for people to store their possessions
- Need more behavioral health services and quick access to the services while people are in crisis
- Need for access to services after normal business hours/evening and weekends

• **HOUSING**

This resource gap relates to the availability of both public and private housing resources. The City is experiencing a severe lack of affordable housing for households at-risk of and experiencing homelessness, particularly those extremely and very low income households. The long term success in addressing homelessness in the City will involve both increasing the affordable housing stock and obtaining rental subsidies.

➔ **CURRENT RESOURCE GAPS AND CHALLENGES RELATED TO HOUSING**

- Lack of affordable housing
- No local provider funded to provide permanent supportive housing
- Huge deficit of landlords
- Existing housing stock is limited and unaffordable

• **SUPPORTIVE SERVICES**

This resource gap relates to the availability and access to services and other supports that aid households in their ability to successfully maintain housing. Supportive services are often the key to ensuring that households at-risk of homelessness are able to maintain their housing and avoid the need for crisis services. Similarly, supportive services also serve as the primary mechanism for ensuring that formerly homeless households are able to successfully maintain housing.

➔ **CURRENT RESOURCE GAPS AND CHALLENGES RELATED TO SUPPORTIVE SERVICES**

- Need for employment services
- Lack of transitional age youth resources
- No South County service center

- **SYSTEM LEVEL**

This resource gap relates to challenges experienced at the systems or community level that likely expand beyond the homeless services system. These challenges may involve systems of care other than the homeless crisis response system, and are likely bigger than any one project or resource.

➔ **CURRENT RESOURCE GAPS AND CHALLENGES RELATED TO SYSTEM LEVEL**

- Need for increased participation in Homeless Management Information System (HMIS) to help inform data-driven systemic level decisions
- Feeding schedules need to be coordinated to reduce waste of resources
- Lack of transportation throughout the City and connections with other cities within San Joaquin County

THEMES IDENTIFIED VIA COMMUNITY INPUT

TAC identified the following themes based on discussions regarding goals from the community planning session and additional feedback from the community workshops. The four identified themes include:

1. Move people who are experiencing homelessness into permanent housing as quickly as possible
2. Increase understanding regarding issues people experiencing homelessness face and/or increase the general understanding of homelessness
3. Strengthen capacity to increase resources for the homeless crisis response system
4. Prevent and divert new households from becoming homeless

GOALS & OBJECTIVES

Homelessness ends with a crisis response system that is able to provide housing and ensure that the root causes of homelessness are rare, brief, and non-reoccurring. These goals and objectives should maximize “housing first” principles. “Housing First” is a best practice and a requirement of many funding sources at both the state and federal levels. This approach should be implemented both at the systemic-level as well as at the local project level.

GOAL 1: INCREASE HOUSING OPTIONS IN TRACY

Objectives for GOAL 1:

- (1) **SHORT-TERM:** Identify immediate temporary “Emergency Housing” options and integrate crisis support services.
- (2) **MID-TERM:** Identify “Transitional Housing” options and integrate wrap-around support services with Navigation Center.
- (3) **LONG-TERM:** Increase affordable housing stock and assist in securing “Permanent Housing” with continued support services from Case Managers.
- (4) **CONTINUOUS:** Proactively pursue local, state, and federal funding to support housing options and support services.
- (5) Create property-owner economic initiative to increase the number of private housing options to support housing for people transitioning out of homelessness.

GOAL 2: INCREASE ACCESS TO COORDINATED SUPPORT SERVICES FOR PEOPLE EXPERIENCING HOMELESSNESS

Objectives for GOAL 2:

- (1) Create a centralized location to serve as a “Navigation Center” where people experiencing homelessness can gain access to appropriate services and resources based on their immediate needs.
- (2) Secure access to addiction, mental health, family reunification, job training, and other appropriate support services at the Navigation Center.
- (3) Enhance coordination between local service providers and county agencies.
- (4) Evaluate effectiveness of current spending and consider reallocating resources, while continuing to pursue other funding options.

GOAL 3: DEVELOP ACTION PLANS FOR ENGAGING WITH PEOPLE EXPERIENCING HOMELESSNESS

Objectives for GOAL 3:

- (1) Establish “Law Enforcement Protocol” for initiating contact with people experiencing homelessness that complies with the recent *Martin v. Boise* decision.
- (2) Establish “Crisis Response Protocol” for local service providers to render rapid crisis support — including after-hour services for people experiencing or at-risk of homelessness.
- (3) Partner with county agencies (including the District Attorney’s Office and the San Joaquin County Jail) to evaluate opportunities for diversion programs or other alternatives to incarceration for people experiencing homelessness—including a warm “hand off” to service providers to render immediate crisis support services or emergency housing.

GOAL 4: ENACT SPECIFIC STRATEGIES FOR VULNERABLE SUBPOPULATIONS EXPERIENCING HOMELESSNESS

Objectives for GOAL 4:

- (1) Identify people experiencing or at-risk of homelessness in vulnerable subpopulations within the City of Tracy—including, but not limited to, veterans, youth, the LGBTQ community, victims of crime, and people with behavioral health needs.
- (2) Ensure access to “Case Managers” for vulnerable subpopulations who will educate and provide connections to appropriate support services and housing options.
- (3) Identify and apply for funding opportunities to secure resources that are specifically available to support people from vulnerable subpopulations.
- (4) Develop a targeted initiative program to prevent “new” individuals in vulnerable subpopulations from becoming homeless.

CONCLUSION

For a community the size of the City of Tracy, the City must prioritize the need to prevent and end homelessness. While there are significant challenges ahead—due both to local circumstances and national trends—the City is working to meet these challenges, and is fortunate to have a team of committed organizations and agencies.

This Strategic Plan provides a framework to target resources to manage and decrease homelessness. The City of Tracy, with the cooperation of local elected officials and stakeholders, will oversee implementation of this plan.

The following key metrics should be used to evaluate the effectiveness of this Plan:

- Increase in the number of affordable housing units dedicated to people who are experiencing homelessness
- Decrease in homelessness in the community—including in key subpopulations such as families, veterans, and people who are chronically homeless
- Decrease in the number of persons who become homeless for the first time
- Decrease in the average and median length of time persons remain homeless
- Decrease in the percentage of persons who return to homelessness
- Increase in the percentage of adults who gain or increase employment or non-employment cash income over time
- Increase in the percentage of persons who exit to or retain permanent housing

To be successful, this Strategic Plan will require broad community support for expanding data collection, sharing data, and using accurate data as a planning tool. The City of Tracy and its elected officials should continue to sponsor community meetings to build public support, consensus, and commitment to the plan and to create a sense of urgency about these time-sensitive strategies. Since it is a perennial plan, quarterly meetings to report on progress and challenges will keep momentum going and allow for mid-course adjustments as needed. The community's support will be vital in affirming the Strategic Plan so that all stakeholders understand and fulfill their specific roles.

IMPLEMENTATION PLAN

GOAL 1: INCREASE HOUSING OPTIONS IN TRACY

OBJECTIVE 1: [SHORT-TERM] Identify immediate temporary “Emergency Housing” options and integrate crisis support services.

TASKS:

EMERGENCY SHELTER

- Identify local facility to use as Emergency Shelter for short-term *temporary* housing option
 - Prioritize low-barrier entry qualifications to Emergency Shelter
 - Access should be 24 hours a day, 7 days per week
 - Facility should include: beds/lofts, bathrooms, showers, heat/air-conditioning
 - Designate goal for number of beds at facility
 - Consider time-restraint to encourage transitioning to more permanent housing options
- **Consider re-purposing newly approved “Warming Center” as “Emergency Shelter”**
- Identify partners to manage daily operations at Emergency Shelter
- Draft RFP/MOU for organization to manage operations at Emergency Shelter
- Ensure access to local support services at Emergency Shelter
- Evaluate funding options [*See GOAL 1:4*]

SAFE PARKING AREA

- Identify local private/public parking lot to use as Safe Parking Area for individuals not amenable to entering Emergency Shelter
 - Prioritize low-barrier entry qualifications to Safe Parking Area
 - Designate time limitations on access to Safe Parking Area (*e.g.*, between 7:00pm and 7:00am)
 - Facility should include: bathroom access, security
- **Consider continuing newly approved “Safe Parking Area” through December 2020.**
- Draft RFP/MOU for organization to manage operations at Safe Parking Area
- Ensure access to local support services at Safe Parking Area
- Evaluate funding options [*See GOAL 1:4*]

CRISIS SUPPORT SERVICES

- Provide access to “Crisis Support” services to individuals experiencing crisis at Emergency Shelter
- Outreach and partner with local hospitals and institutions to collaborate on housing-focused discharge plans from hospitals and medical facilities
- Utilize “Crisis Support Protocol” [*GOAL 3:2*]
- Evaluate funding options [*See GOAL 1:4*]

OBJECTIVE 2: [MID-TERM] Identify “Transitional Housing” options and integrate wrap-around support services with the Navigation Center.

TASKS:

TRANSITIONAL HOUSING OPTIONS

- Identify local facilities to use as “Transitional Housing” for mid-term *transitional* housing option
 - Facilities should include: individual rooms, bathrooms, showers, heat/air-conditioning
 - Designate goal for number of beds at facility

- Designate goal for percentage of people transitioned into permanent housing each year
 - Consider time-restraint to encourage transition to permanent housing options
 - Consider use of “tiny homes” development and zoning
- Draft RFP/MOU for organization to manage operations at Emergency Shelter
- Ensure access to any previous local “case management” resources
- Ensure access to local support services at Navigation Center
- Evaluate funding options [*See GOAL 1:4*]
 - Consider requiring residents to pay percentage of income towards rent

ACCESS TO SUPPORT SERVICES

- Provide access to local support services to residents at Transitional Housing facilities
 - Consider requiring regular check-ins and evaluations with a case manager
 - Provide aftercare services to people experiencing homelessness who have secured housing to ensure they remain housed
 - Ensure that case management from partner organizations includes support for households attempting to leave shelters and enter permanent housing
- Evaluate funding options [*See GOAL 1:4*]

OBJECTIVE 3: [LONG-TERM] Increase affordable housing stock and assist in securing “Permanent Housing” with continued support services from Case Managers.

TASKS:

INCREASE AFFORDABLE HOUSING STOCK

- Increase available “Affordable Housing” stock in the City of Tracy
- **Consider adopting the “Affordable Housing” strategies reviewed at previous City Council Affordable Housing workshop**
- Outreach and partner with a local housing provider) to consider the following opportunities:
 - Identify projects and opportunities that will result in more “Affordable Housing” units
 - Provide treatment-based housing for people with physical and behavioral health needs
 - Creating affordable housing policies that may encourage developers to build units that would support people experiencing or at-risk of homelessness

PERMANENT HOUSING

- Identify “Affordable Housing” facilities to use as long-term *permanent* housing option
 - Designate goal for percentage of people transitioned into permanent housing each year
 - Increase the number of “Affordable Housing” units dedicated to people experiencing homeless
- Ensure access to any previous local “case management” resources
- Ensure access to local support services at Navigation Center

ACCESS TO SUPPORT SERVICES

- Provide access to local support services to residents at Transitional Housing facilities
 - Consider requiring regular check-ins and evaluations with a case manager
 - Provide aftercare services to people experiencing homelessness who have secured housing to ensure they remain housed
 - Ensure that case management from partner organizations includes support for households attempting to leave shelters and enter permanent housing
- Evaluate funding options [*See GOAL 1:4*]

OBJECTIVE 4: [CONTINUOUS] Proactively pursue local, state, and federal funding to support housing options and support services.

TASKS:

FUNDING OPPORTUNITIES

- Compile information related to funding opportunities for addressing homelessness
 - Identify local, state, and federal agencies that distribute funding to address homelessness
 - Identify grants that distribute funding to address homelessness
- Create list of funding sources that the City of Tracy may be qualify for to address homelessness
 - Create calendar of dates for applying to funding sources
 - Consider assigning dedicated individual or organization to complete funding applications

REDISTRIBUTION OF RESOURCES

- Evaluate current resources spent on homelessness and consider reallocation [*See GOAL 2:4*]

OBJECTIVE 5: Create property-owner economic initiative to increase number of private housing options to support housing for transitioning homeless people.

TASKS:

LANDLORD INCENTIVE PROGRAM

- Create outreach efforts to link landlords with low-income tenants and tenants with rapid re-housing or housing vouchers
- Consider a local funding source to create gap financing to:
 - Make a rapid re-housing and housing voucher support match market rental rates
 - Provide finance support for permanent affordable housing developments
 - Provide eviction prevention services, including rental assistance and landlord mediation

GOAL 2: INCREASE ACCESS TO COORDINATED SUPPORT SERVICES FOR PEOPLE EXPERIENCING HOMELESSNESS

OBJECTIVE 1: Create a centralized location to serve as a “Navigation Center” where people experiencing homelessness can gain access to appropriate services and resources based on their immediate needs.

TASKS:

NAVIGATION CENTER

- Identify location and secure facility to serve as a Navigation Center
- Partner with local service providers, non-profit organizations, and faith-based groups to coordinate procurement of services and resources at the Navigation Center
- Retain “Case Managers” to ensure that people experiencing homelessness are supported in accessing addiction, mental health, family reunification, job training, and other appropriate support services
- Ensure that resources and services are available to people who have formerly experienced homelessness to maintain their stable housing

OBJECTIVE 2: Secure access to addiction, mental health, family reunification, job training, and other appropriate support services at the Navigation Center.

TASKS:

ACCESS TO SUPPORT SERVICES

- Identify service providers and county agencies that provide necessary support services for some people experiencing homelessness
 - Identify service providers/agencies for alcohol and narcotics addiction services
 - Identify service providers/agencies for mental and behavioral health services
 - Identify service providers/agencies for family reunification services
 - Identify service providers/agencies for job training services
 - Identify other appropriate service providers/agencies as needed
- Work with providers/agencies to bring access to such services directly at the Navigation Center

OBJECTIVE 3: Enhance coordination between local service providers and county agencies.

TASKS:

COORDINATION EFFORTS

- Invite local service providers, county agencies, non-profit organizations, and faith-based groups to coordinate providing services to people experiencing homelessness at the Navigation Center
- Ensure access to services for people at-risk of homelessness and people exiting homelessness
- Strengthen partnerships between the City, county agencies, and local service providers by coordinating access, collection, analysis of data; using HMIS & CoC data programs; and enhancing data cross-checking
- Partner with other agencies to evaluate how to leverage resources and pursue funding opportunities.
- Commit to actively participating with the Continuum of Care

OBJECTIVE 4: Evaluate effectiveness of current spending and consider reallocating resources, while continuing to pursue other funding options.

TASKS:

RESOURCE ASSESSMENT

- Conduct an audit and create a report that identifies all city resource allocations currently used to address homelessness within the City of Tracy
- Identify opportunities and adopt a plan to effectively reallocate funds that are used on repetitive temporary tasks—such as posting notices for cleaning of encampment debris

GOAL 3: DEVELOP ACTION PLANS FOR ENGAGING WITH PEOPLE EXPERIENCING HOMELESSNESS

OBJECTIVE 1: Establish “Law Enforcement Protocol” for initiating contact with people experiencing homelessness that complies with the recent *Martin v. Boise* decision.

TASKS:

LAW ENFORCEMENT PROTOCOL

- Request memorandum defining the requirements of the recent *Martin v. Boise* decision from the Tracy City Attorney
- Direct City Attorney and City Manager to work collaboratively with law enforcement partners to develop protocol for law enforcement officers to utilize while engaging with people experiencing homelessness that considers the strategies and goals of the Tracy Homelessness Strategic Plan
- Develop report for transparency purposes that defines the protocol and the legal compliance required
- Educate law enforcement officers in utilization of the protocol

OBJECTIVE 2: Establish “Crisis Response Protocol” for local service providers to render rapid crisis support — including after-hour services for people experiencing or at-risk of homelessness.

TASKS:

CRISIS RESPONSE PROTOCOL

- Invite local service providers to convene and develop a “Crisis Response Protocol” based on best practices and in consideration of the strategies and goals of the Tracy Homelessness Strategic Plan
- Identify qualified partners to render the crisis support services as identified within the protocol
 - Consider the use of peer support specialist to provide after-hour support services
- Provide access to “Crisis Support” services to individuals experiencing crisis at Emergency Shelter

OBJECTIVE 3: Partner with county agencies (including the District Attorney’s Office and the San Joaquin County Jail) to evaluate opportunities for diversion programs or other alternatives to incarceration for people experiencing homelessness — including a warm “hand off” to service providers to render immediate crisis support services or emergency housing.

TASKS:

OPPORTUNITIES WITH COUNTY AGENCIES

- Invite San Joaquin County agencies (including the District Attorney’s Office, the County Jail, Superior Court, Continuum of Care, Human Services Agency, and Behavior Health) to convene and assess opportunities for serving people experiencing homelessness in the City of Tracy
- Consider opportunities for diversion programs or alternatives to incarceration for people experiencing homelessness that have pending criminal charges
 - Consider programmatic solutions including: LEAD (Law Enforcement Assisted Diversion); Community Prosecution; Collaborative Courts (including Drug Court, Mental Health Court, Homelessness Court, and Veterans Court)
- Consider partnership/MOU with County Agencies to facilities such alternatives

GOAL 4: ENACT SPECIFIC STRATEGIES FOR VULNERABLE SUBPOPULATIONS EXPERIENCING HOMELESSNESS

OBJECTIVE 1: Identify people experiencing or at-risk of homelessness in vulnerable subpopulations within the City of Tracy — including, but not limited to, veterans, youth, the LGBTQ community, victims of crime, and people with behavioral health needs.

TASKS:

VULNERABLE SUBPOPULATIONS

- Invite organizations that serve similar subpopulations to convene together and collaborate with the City of Tracy to support subpopulation-specific needs
- Coordinate with HMIS to track progress of individuals from vulnerable subpopulations

OBJECTIVE 2: Ensure access to “Case Managers” for vulnerable subpopulations who will educate and provide connections to appropriate support services and housing options.

TASKS:

CASE MANAGEMENT

- Ensure that partners’ “Case Management” program includes linkage to navigation, healthcare, and mainstream benefit programs—such as:
 - CalFresh, CalWORKs, General Assistance, Medi-Cal, Supplemental Security Income (SSI), Social Security Disability Income (SSDI), and Veteran’s Benefits
 - Assistance in obtaining important identification documents, including identification cards and birth certificates to ensure that people experiencing homelessness are able to apply for benefits, employment, and housing
 - Education regarding the use of public transportation systems to empower people experiencing homelessness to transport themselves independently
- Ensure that partners have resources to link homeless individuals to primary care, urgent and emergency care, detox, residential and outpatient substance use treatment, and mental health services

OBJECTIVE 3: Identify and apply for funding opportunities to secure resources that are specifically available to support people from vulnerable subpopulations.

TASKS:

FUNDING FOR VULNERABLE SUBPOPULATIONS

- Work with organizations that serve subpopulations to collaborate on funding opportunities with the City of Tracy to support subpopulation-specific needs
- Create a list of opportunities and qualification (such as HEAP, ESG, CDBG) that may be available to specific vulnerable subpopulations

OBJECTIVE 4: Develop a targeted initiative program to prevent “new” individuals in vulnerable subpopulations from becoming homeless.

TASKS:

PUBLIC AWARENESS CAMPAIGN

- Create a public awareness campaign around homelessness issues and available local resources.

- Develop awareness and understanding of the issues that people experiencing homelessness face
- Sponsor a community campaign on literal homelessness, risk of homelessness, and prevention of homelessness
- Distribute information on the risk of homelessness, key indicators of possible risk, and available resources to schools, faith-based organizations, and county agencies frequented by the public

AMENDMENT 1
To Tracy Homelessness Strategic Plan
Approved May 5, 2020

The Tracy Homelessness Strategic Plan was developed and drafted in late 2019 to early 2020, just prior to the emergence of the global COVID-19 pandemic health crisis in the U.S. This section was added to recognize the unique circumstances and potential opportunities presented by the COVID-19 pandemic.

IMPLEMENTATION PLAN

GOAL 1: INCREASE HOUSING OPTIONS IN TRACY

OBJECTIVE 1: [SHORT-TERM] Identify immediate temporary “Emergency Housing” options and integrate crisis support services.

TASKS:

“PANDEMIC” EMERGENCY SHELTER

- Consider re-purposing previously approved “Warming Center” as temporary “Pandemic Emergency Shelter” during COVID-19 pandemic
- Communicate information to the public and local organizations to support/access this temporary shelter

“PROJECT ROOMKEY” HOUSING OPPORTUNITY

- Investigate whether City of Tracy may access “Project Roomkey” temporary housing resources from State of California for people experiencing homelessness
- If opportunity is unavailable, then evaluate the viability of partnering with local hotels to provide temporary shelter during COVID-19 pandemic

UNAUTHORIZED SETTLEMENT IN PUBLIC SPACES

- Identify locations where significant unauthorized settlement is occurring in public spaces
- Provide access to temporary restroom facilities near these unauthorized settlements to reduce spread of COVID-19 during the pandemic
- Provide access to temporary hygiene stations near these unauthorized settlements to reduce spread of COVID-19 during the pandemic
- Provide information for individuals to transition to “Pandemic Emergency Shelter” once established

DONATION CENTER

- Identify location/organization for donations of essential items for people experiencing homelessness
 - Including: Sanitizer, Face masks, Soap, Shampoo/Conditioner, Feminine hygiene items
- Communicate information to the public and local organizations to support/access these donations

OBJECTIVE 4: [CONTINUOUS] Proactively pursue local, state, and federal funding to support housing options and support services.

TASKS:

CENTRALIZE COMMUNICATIONS RELATED TO HOMELESSNESS

- Create specific contact resources for communications related to homelessness in the City of Tracy
 - Including: Email, Phone number, Informational webpage, Social media platforms

“PANDEMIC” FUNDING OPPORTUNITIES

- Identify local, state, and federal funding opportunities to address homelessness support services during COVID-19 pandemic
- Assign department to evaluate and complete applications for any available funding opportunities specific to COVID-19 pandemic

REDISTRIBUTION OF RESOURCES

- Monitor amount of resources spent on COVID-19 pandemic (including staff hours) for potential reimbursement by future funding opportunities
- Evaluate current resources spent on homelessness and consider reallocation to homelessness support services during COVID-19 pandemic

GOAL 2: INCREASE ACCESS TO COORDINATED SUPPORT SERVICES FOR PEOPLE EXPERIENCING HOMELESSNESS

OBJECTIVE 3: Enhance coordination between local service providers and county agencies.

TASKS:

PRIORITIZE COORDINATION EFFORTS RELATED TO COVID-19 PANDEMIC

- Partner with other agencies to evaluate how to leverage resources and pursue funding opportunities.
- Commit to actively coordinating support services and funding opportunities with local service providers, and local, state, and federal government agencies.

GOAL 4: ENACT SPECIFIC STRATEGIES FOR VULNERABLE SUBPOPULATIONS EXPERIENCING HOMELESSNESS

OBJECTIVE 1: Identify people experiencing or at-risk of homelessness in vulnerable subpopulations within the City of Tracy — including, but not limited to, veterans, youth, the LGBTQ community, victims of crime, and people with behavioral health needs.

TASKS:

IDENTIFY VULNERABLE SUBPOPULATIONS DURING COVID-19 PANDEMIC

- Identify vulnerable subpopulations during COVID-19 pandemic

- Suggested subpopulations include:
 - Veterans of Armed Forces
 - Youth (Aged 17 and below)
 - LGBTQ Community
 - Victims of Crime
 - People with Mental/Behavioral Health Needs
 - People with Disabilities
 - Non-Native English Speakers
 - Undocumented Immigrants

OBJECTIVE 3: Identify and apply for funding opportunities to secure resources that are specifically available to support people from vulnerable subpopulations.

TASKS:

IDENTIFY SUPPORT SERVICES DURING COVID-19 PANDEMIC

- Identify organizations & government agencies that generally provide support to these identified groups

CONTACT ORGANIZATIONS/AGENCIES FOR SUPPORT DURING COVID-19 PANDEMIC

- Contact government agencies & organizations that support these identified groups for possible collaboration of services, and information about potential funding opportunities related to the COVID-19 pandemic
- Create a list of funding opportunities that may be available to offer support services for these identified groups during the COVID-19 pandemic
- Apply for available funding opportunities to support identified groups during the COVID-19 pandemic

TABLE A: California State-Funded Resources

Program	Eligible uses	Eligible Applicants
Multifamily Housing Program- Supportive Housing (SHMHP)	Provides construction, rehabilitation, or acquisition of permanent supportive housing.	Nonprofits and/or for-profit developers and organizations.
California Emergency Solutions and Housing Program (CESH)	Provides housing relocation and stabilization services (including rental assistance), operating subsidies for permanent housing, flexible housing subsidy funds, operating support for emergency housing interventions, systems support for homelessness services and housing delivery systems, and can support homelessness planning.	Administrative Entities -- local governments, nonprofit organizations, or unified funding agencies -- designated by the Continuum of Care to administer CESH funds in their service area.
Housing for a Healthy California	Provides construction, rehabilitation, or acquisition of affordable housing; operating assistance (including long-term rental assistance and operating costs); administrative costs.	Counties and/or developers.
Emergency Solutions Grant Program (ESG)	Provides street outreach; emergency shelter; homelessness prevention; rapid re-housing; data collection; administrative costs.	Local government and private non-profit organizations.
No Place Like Home (NPLH)	Provides acquisition, design, construction, rehabilitation, or preservation of supportive housing.	Counties and counties in partnership with the development sponsor.
Permanent Local Housing Allocation (PLHA) (SB 2)	70 percent of the proceeds will be allocated to local governments (through both over-the-counter and competitive processes) for specified local projects or programs. Ten percent to assist the development of farmworker housing and five percent HCD to administer a program to incentivize the permitting of affordable housing. Fifteen percent will be allocated to CalHFA to assist mixed-income multifamily developments.	Local governments, eligibility of other entities TBD

Program	Eligible uses	Eligible Applicants
Veterans Housing and Homelessness Prevention Program (VHHP)* *Also a project with CalVet and CalHFA	Provides acquisition and/or construction or rehabilitation of an Affordable Rental Housing Development or Transitional Housing, or the conversion of an existing structure into one of these housing types.	Counties and nonprofits.
Affordable Housing and Sustainable Communities (AHSC)	Transportation stop required. Offers 3 types of grants, one specifically for rural projects.	Govt. agencies, localities, project sponsors.
Transformative Climate Communities (TCC)	Limited to projects, or planning for projects, that reduces GHG or VMT. Requires reporting of GHG/VMT progress. Offers two types of grants, including a planning option that could lead to future TCC grant approvals.	Businesses, organizations, stakeholders.
Homeless Emergency Aid Program (HEAP)	Provides one-time funding to enable local governments to respond to homelessness through the following eligible activities; emergency housing vouchers, rapid rehousing, emergency shelter construction and use of armories to provide temporary shelters.	City, county or joint power must declare an emergency shelter crisis (waiver processes for smaller cities/counties that do not declare a shelter emergency). CoC must demonstrate collaboration with other city, county or nonprofit partners.
Homeless Housing and Assistance Prevention (HHAP)	Provides one-time block grant funding to local jurisdictions with funds to support regional coordination and expand or develop local capacity to address their immediate homelessness challenges.	Continuums of Care; Largest Cities, with populations of 300,000 or more (as of January 2019); and Counties

The San Joaquin Community Response to Homelessness

2020 SAN JOAQUIN COUNTY STRATEGIC PLAN



ACKNOWLEDGEMENTS

This strategic plan was drafted by Homebase on behalf of the San Joaquin Continuum of Care. Homebase would like to thank the membership of the CoC's Strategic Planning Leadership Committee for their partnership throughout the process of developing this plan. Special thanks to San Joaquin County, the City of Stockton, the Housing Authority of San Joaquin County, and Central Valley Low Income Housing Corp. for their assistance with gathering information and providing feedback, and to the many service providers, local government staff, and people experiencing homelessness who were interviewed for this plan, for sharing their experiences and providing invaluable insight.

EXECUTIVE SUMMARY



The San Joaquin community is able to address the homelessness crisis it faces. It will require a collaborative effort to develop a formal coordinated system that functions throughout the region. It will require a focus on solutions that can be measured and impactful. It will require significant investment in housing-first focused services that increase shelter beds and provide successful transitions to long-term permanent housing.



San Joaquin has already done a great deal to address homelessness. Since 2015, the community has adopted a Housing First approach in many programs, working to ensure households can access low-barrier housing and services. The region has also increased shelter capacity and initiated dedicated outreach efforts to support unhoused residents through coordination with police departments, County Behavioral Health, the faith-based community, and local businesses and residents. In addition, local legislation has been amended to encourage innovative solutions to building permanent housing, such as permitting and providing “off the shelf” Accessory Dwelling Unit projects. Each of the many jurisdictions in San Joaquin, including the County, the Continuum of Care, and the cities within, have aggressively pursued new resources and opportunities to collaborate. Scheduled to open in October, Turnpike Commons represents a creative solution to develop manufactured homes with wraparound services for nine families through a partnership between the Housing Authority of San Joaquin, STAND Affordable Housing, Central Valley Housing, and Stockton Shelter for the Homeless. Efforts like these have established a strong foundation upon which the community can build.

Yet, homelessness continues to increase in San Joaquin County and across California. The need is urgent. Homelessness is a community priority; it impacts everyone, from our neighbors who are unstably housed to those who have already fallen into homelessness, to our first responders and business community, to all who will benefit from community-wide strategies that systemically and effectively resolve homelessness. Together we must coordinate key resources available across all sectors of the community. We are on a precipice and now is the time to focus on meaningful solutions, rather than simply addressing the symptoms.



The Strategic Plan: “The San Joaquin Community Response to Homelessness,” provides a set of goals tailored for our community that have been proven to be successful. It is a roadmap of how to address homelessness, based on local needs and strategies and tactics that work. To effectively address the crisis, the entire community — every corner of the county — needs to participate in solutions and build on the collaborative effort that produced this comprehensive plan. Proactive and evidenced-based solutions are far less costly, far more humane, and the only way to create a system that effectively responds to homelessness.

The Goals for the Community are Clear:



Goal 1: Establish a Coordinated and Engaged Regional System



Goal 2: Increase Access and Reduce Barriers to Homeless Crisis Response Services



Goal 3: Ensure Households Experiencing Homelessness Have Access to Affordable and Sustainable Permanent Housing

As the housing crisis in California deepens, more and more San Joaquin County residents are just one paycheck or medical crisis away from losing their housing. This reality has only magnified in the wake of the COVID-19 global pandemic, which took a greater toll on San Joaquin County than many other communities in California. Building on what is already working well, the community is poised to take further steps to reduce and prevent homelessness. In some circumstances, it may only require a small intervention to prevent hundreds more people from becoming homeless — whether it is one-time financial resources to provide a security deposit, legal assistance to prevent eviction, or help learning to balance a budget. In other situations, it will require a concerted effort to provide shelter, supportive services, and a path to long-term permanent housing. The timing is ripe to invest in San Joaquin to ensure we have a robust and responsive system that can lift up individuals and families as they confront housing, health, and employment instability. We must ensure that our neighbors can find their way back to safe, secure, and thriving homes.

Adopters of the 2020 San Joaquin County Strategic Plan include:

- San Joaquin Continuum of Care Board of Directors (June 11, 2020)

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INTRODUCTION

In August 2015, San Joaquin County’s Homeless Task Force began its critical work to address the regional issue of homelessness. In 2016, it officially became a countywide taskforce and commenced meeting on a monthly basis. The Task Force meetings were widely attended, with over 50 organizations actively participating. By the end of 2016, the Task Force proposed a suite of policy recommendations to the County Board of Supervisors, which adopted the recommended strategic priorities early in 2017. One year later, the Board of Supervisors adopted a set of final policy recommendations from the Task Force, and by 2019, a formal governance structure was put in place to continue this critical work. During that time, local partners have made great strides in developing a system to respond to homelessness and reduce its impact on the community, but there is much work to be done.

While homelessness continues to be an evolving challenge in the San Joaquin region and across California, local accomplishments since 2017 have established an invaluable foundation for continued progress in addressing homelessness.

ACHIEVEMENTS

- ✓ *Grew collaboration among cities and the County regarding homelessness issue*
- ✓ *Provided over 1,000 units annually of permanent supportive housing and rapid rehousing*
- ✓ *Founded the Ready to Work program as a nonprofit*
- ✓ *With the addition of the City of Stockton to the top 13 Cities in California, secured more than \$7 million to support homelessness efforts, including trailers*
- ✓ *Stockton City Council prioritized homelessness and affordable housing, adopting ordinances supporting accessory dwelling units (ADUs) and creating a housing pipeline with over 500 units*
- ✓ *Submitted through San Joaquin County, a Continuum of Care grant request to support a Homelessness Initiatives staff position*

✓ Secured \$18.5 million over 5 years for the County's Whole Person Care initiative and collaborated with key health care and community partners (including Gospel Center Rescue Mission, Dignity Health, Kaiser Permanente, Sutter Health, and Community Medical Centers) to advance initiatives aimed at addressing homelessness, including:

- Funding new beds at Gospel Center Rescue Mission;
- Creating a County Housing Pool that can accept donations; and
- Developing a recuperative care program.

✓ Fostered a collaboration between San Joaquin County Behavioral Health Services and the Housing Authority of San Joaquin in which \$3.5M in Mental Health Services Act funds were dedicated to acquire, construct, and renovate housing units for seriously mentally ill individuals, plus an additional \$500k for a capitalized operating subsidy reserve, including:

- 39 new units at Crossway Residences
- A long-term partnership between the County and the Housing Authority to develop new project-based housing units under the "No Place Like Home" program

✓ Fostered a collaboration between San Joaquin County Behavioral Health Services and Sacramento Self-Help Housing which dedicated \$6.5M in Mental Health Services Act funding over five years to:

- Create housing opportunities for adults with serious mental illnesses
- Develop 12 to 18 scattered site houses via master leases (with an average of four consumers per unit)

✓ Supported a collaborative program between San Joaquin County Behavioral Health Services and Community Medical Centers to engage and serve 1,000 at-risk individuals with mental illness and/or substance use disorders, including:

- \$6.0M over 3 years to support substance withdrawal management services and medication-assisted treatment
- \$8.2M Mental Health Services Act Innovation funding for behavioral health assessments and services
- Coordination with law enforcement to deflect public inebriates and others away from jail and into program services.

Initiated public health efforts, including:

- ✓ ○ *Dedicated \$100k for Public Health Services to perform rapid syphilis testing at homeless encampments SECURED*
- *A minimum of 200 unduplicated clients will be tested along with follow-up treatment services*
- *City of Stockton has added two new positions to the Housing and Homelessness Division*

✓ *Added 100 Emergency Shelter Winter beds in 2019*

Despite these significant steps forward, homelessness in San Joaquin County – and across California – is continuing to rise, due to high rates of poverty and escalating costs of housing. Without meaningful, coordinated action, homelessness will continue to grow, as more of our community members lose their housing and are unable to overcome the barriers to exiting homelessness.

On a given night in 2019, there were 2,631 men, women and children experiencing homelessness in San Joaquin County, with 1,558 of those people living unsheltered on the streets, in vehicles, or in encampments. More than 83% of these individuals had their last stable residence in San Joaquin County.

While there are many reasons San Joaquin County residents may fall into homelessness – reduced work hours, medical bills or an unexpected expense, loss of a relative, or mental health issue – these members of the community are living without stable housing or the support to regain it.

The Strategic Plan is based on the latest in available data and established best practices to provide an ambitious but achievable roadmap for meaningfully addressing homelessness in San Joaquin County. It represents the input of numerous stakeholders, including the private and public sectors, homeless service providers, public health and behavioral health experts, and representatives of law enforcement, among many others.

OUR SHARED LANGUAGE: A GLOSSARY OF TERMS

At risk of homelessness is a status given to individuals and their families who do not meet HUD definitions of homelessness but have unstable housing and inadequate income and resources, or that are a child or youth defined as a homeless under other federal statutes.¹

Chronically Homeless is when a person has been homeless for at least a year, either 12 months consecutively or over the course of at least 4 separate occasions in the past 3 years. To be chronically homeless, the individual or head of household must also have a disability.

Community Development Block Grant (CDBG) is a flexible program run by the federal Department of Housing and Urban Development (HUD) that provides communities with resources to address a wide range of unique community development needs.

Continuum of Care (CoC) is the group organized to carry out the responsibilities prescribed in the CoC Program Interim Rule for a defined geographic area. A CoC is composed of representatives of organizations including: nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, organizations that serve homeless and formerly homeless veterans, and homeless and formerly homeless persons. Responsibilities of a CoC include operating the CoC, designating and operating an HMIS, planning for the CoC (including coordinating the implementation of a housing and service system within its geographic area that meets the needs of the individuals and families who experience homelessness there), and designing and implementing the process associated with applying for CoC Program funds.

CoC Program is designed to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and state and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.

CoC Program Interim Rule focuses on regulatory implementation of the CoC Program, including the CoC planning process. The CoC Program was created through the McKinney-Vento Homeless Assistance Act as amended by the HEARTH Act of 2009.

¹ See 24 C.F.R. § 576.2 for complete definition of “at risk of homelessness” under the Emergency Solutions Grant Program.

Coordinated Entry System (CES) provides a centralized approach to connect the region's most vulnerable homeless residents to housing through a single community-wide assessment tool and program matching system.

Congregate Shelters are facilities with overnight sleeping accommodations, in shared quarters, the primary purpose of which is to provide temporary shelter for the homeless.

Diversion is a strategy that prevents homelessness for people seeking shelter by helping them identify immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them return to permanent housing.

Emergency Shelter is any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

Emergency Solutions Grants (ESG) provides funds to assist people to quickly regain stability in permanent housing after experiencing a housing crisis and/or homelessness.

Functional zero is when the number of homeless households, whether sheltered or unsheltered, is no greater than the monthly housing placement rate of homeless households.

Homeless is defined in four categories: (1) individuals and families who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who resided in an emergency shelter or a place not meant for human habitation and who is exiting an institution where he or she temporarily resided; (2) individuals and families who will imminently lose their primary nighttime residence; (3) unaccompanied youth and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition; and (4) individuals and families who are fleeing, or are attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member.

Homeless Housing, Assistance and Prevention (HHAP) Program is a \$650 million one-time block grant that provides local jurisdictions with funds to support regional coordination and expand or develop local capacity to address their immediate homelessness challenges.

Homeless Management Information System (HMIS) is a local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families and persons at risk of homelessness. Each CoC is responsible for selecting an HMIS software solution that complies with HUD's data collection, management, and reporting standards.

Housing First is a well-accepted, national, evidenced-based best practice that eliminates barriers to housing, ensuring individuals and families can exit homelessness as quickly as possible. Housing First is an approach to quickly and successfully connect individuals and families experiencing homelessness to

permanent housing without preconditions and barriers to entry, such as sobriety, treatment or service participation requirements. Supportive services are offered to maximize housing stability and prevent returns to homelessness as opposed to addressing predetermined treatment goals prior to permanent housing entry.

Low-barrier shelters include fair and equitable policies that provide the greatest access to residents, while still protecting the safety of staff and other residents. Low-barrier shelter has a minimum number of expectations placed on people who wish to stay there. The aim is to have as few barriers as possible to allow more people access to services. For example, residents are allowed to bring their pets and possessions, to live with their partners, and do not have to exit the shelter each morning. They are not expected to abstain from using alcohol or other drugs, so long as they do not engage in these activities in common areas of the shelter and are respectful of other residents and staff. Low-barrier facilities follow a harm reduction philosophy.

Navigation Centers are “housing-focused” facilities that provide shelter and comprehensive onsite services to support participants to exit homelessness permanently. See [below](#) for more information.

No Place Like Home is a California-based funding program that supports communities as they develop permanent supportive housing for individuals living with serious mental illness who are homeless, chronically homeless, or at-risk of chronic homelessness.

Non-congregate shelters are sheltering solutions that provide overnight sleeping accommodations with individual quarters, such as hotels, motels, and dormitories.

Permanent Supportive Housing (PSH) provides long-term housing with intensive supportive services to persons with disabilities. These programs typically target people with extensive experiences of homelessness and multiple vulnerabilities and needs who would not be able to retain housing without significant support.

Prevention is a strategy intended to target people who are at imminent risk of homelessness (whereas diversion usually targets people as they are initially trying to gain entry into shelter).

Rapid Rehousing (RRH) provides housing subsidies and tailored supportive services for up to 24-months, with the goal of helping people to transition during that time period to more permanent housing. RRH is funded primarily through CoC and ESG programs, CalWORKs, CDBG, HOME, and SSVF.

Supportive Services include assistance applying for benefits, mental health and substance use services, outpatient health services, information and referral services, child care, education, life skills training, employment assistance and job training, housing search and counseling services, legal services, outreach services, transportation, food assistance, risk assessment and safety planning (particularly for individuals and families experiencing domestic violence), and case management services such as counseling, finding and coordinating services, and monitoring and evaluating progress in a program.

Transition Age Youth (TAY) are persons between age 18 and 24 who are transitioning from childhood to adulthood.

Transitional Housing (TH) provides temporary housing accommodations and supportive services. While many households benefit most from direct connections to permanent housing programs such as RRH or PSH (which are often more cost-effective over the long term), transitional housing can also be an effective support. In particular, certain subpopulations, such as people fleeing domestic violence and transitional age youth, can meaningfully benefit from a transitional housing environment.

STRATEGIC PLAN OVERVIEW

PLANNING PROCESS

This strategic plan reflects feedback and input from hundreds of community members, developed over a six-month community process. The strategic planning process included:



- An **environmental scan** of existing reports, data and research about San Joaquin County, the cities in the region and the health and economic well-being of the community, including homelessness and the system of care;



- **Stakeholder interviews** with representatives from cities, County agencies, federal agencies (including VA), health care systems, law enforcement, community-based organizations, service providers, and faith-based organizations;



- **Focus groups** with direct service providers and people with lived experience of homelessness;
- A **Community Summit** with more than 130 elected officials, County staff, City staff, service providers, community-based organizations, law enforcement, faith-based organizations, and individual community members;



- **CoC Strategic Planning Leadership Committee meetings** focused on increasing housing, solutions to addressing unsheltered homelessness, public communications and engagement, and strengthening supportive services for people experiencing homelessness; and
- A series of **presentations and discussions** at public meetings.

VISION STATEMENT

Through the planning process, the community developed the following **vision statement**:

.....
We envision a future in which homelessness in San Joaquin County will be rare, brief, and non-recurring, supported by a robust homeless crisis response system. People experiencing homelessness will be empowered through a responsive, nimble, housing-focused system that provides effective, supportive, and humane services and housing, efficiently leveraging public and private resources.
.....

The goals and strategies in this plan are all designed to put San Joaquin County on the path to achieving this shared vision, inspiring action and guiding overall long-term thinking and decision-making.

PARTNERS IN ENDING HOMELESSNESS

The San Joaquin County region benefits from a strong network of formal and informal partnerships to address homelessness. Key partners, all of whom were involved in developing this Strategic Plan, include people with lived experience of homelessness, service providers, and local leaders who worked together to set the vision for shared goals and strategies.

Planning Coordination and Leadership. The development of this plan has been guided by the leadership of the San Joaquin County Continuum of Care (CoC) Strategic Planning Committee, in partnership with the City of Stockton and San Joaquin County.

Strategic Planning Partners. Together, the San Joaquin community has leveraged invaluable partnerships and cross-community coordination to respond to homelessness and develop the next steps described in this Strategic Plan.

The following is a non-exhaustive list of partners actively engaged in addressing homelessness in San Joaquin County:

AmeriCorps
 Bags of Hope
 Breakthrough Project for Social Justice
 Builders Industry Association
 Business Council San Joaquin County
 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

Dignity Health St. Joseph's Medical Center
 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
 Helping Urban Bicyclists (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
 Police Departments
 Public Works
 Ready to Work
 Refuge Church
 Rotary Club of North Stockton
 Rotary Club of Stockton
 Salvation Army
 San Joaquin County Behavioral Health Services
 San Joaquin Community Data Co-Op
 San Joaquin County Administrator's Office (CAO)
 San Joaquin County District Attorney's Office
 San Joaquin County Environmental Health Dept

*San Joaquin County Health
Care Services (HCS)
San Joaquin County Human
Services Agency (HSA)
San Joaquin County Sheriff's
Office
San Joaquin County Whole
Person Care Program
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. Mary's Dining Room
St. Paul Lutheran Church
Stocktonians Taking Action to
Neutralize Drugs (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 Service*

HOMELESSNESS IN SAN JOAQUIN COUNTY

HOW MANY PEOPLE ARE EXPERIENCING HOMELESSNESS IN SAN JOAQUIN COUNTY?

Every other year, the San Joaquin County Continuum of Care (CoC) conducts a “Point-in-Time” (PIT) Count of people experiencing homelessness on a single night in January. This count includes those who are unsheltered and living on the street or places not meant for habitation. The PIT Count provides the best data available on the size and characteristics of the homeless population over time.² In 2019, volunteers identified 2,631 individuals experiencing homelessness in San Joaquin County on the night of the count.

The number of people who experience homelessness in San Joaquin County over the course of a year, however, is likely much higher. This is because the PIT Count only measures the number of people who are homeless on a given day and does not account for the many people who fall in and out of homelessness during the remaining 364 days of a given year.

Homelessness in San Joaquin County is an ever-present challenge. Like much of the rest of the State of California, from the 2015 to 2019, the number of people identified as experiencing homelessness has increased dramatically. In San Joaquin County, it has grown from 1,708 to 2,631 individuals, an increase of 56%.

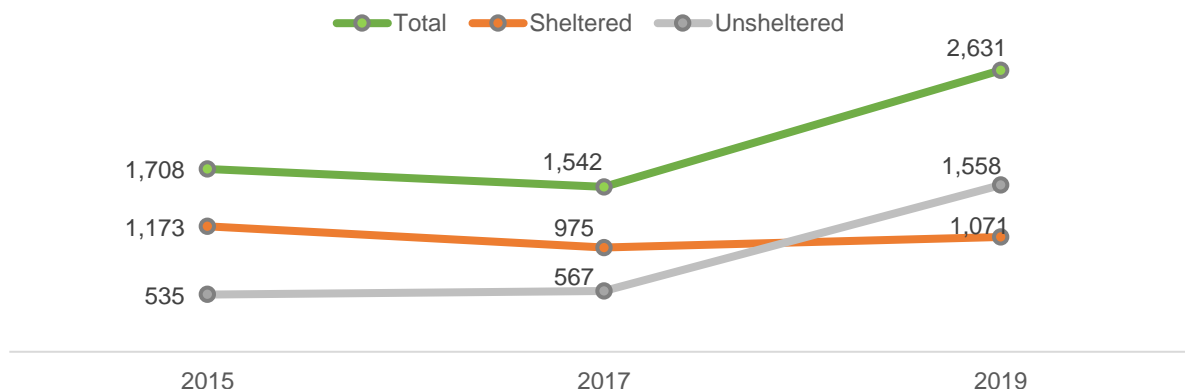
Most troubling of all is the changing distribution of homelessness since 2015. Five years ago, almost 70% of people experiencing homelessness in San Joaquin County were sheltered (1,173), while only 30% (515) were living without a safe place to sleep at night – on the streets, in parks, in cars, and by the river. In 2019, however, more than three times as many people experiencing homelessness are now living without a safe place to sleep at night (1,558 or almost 60% of the total population) and the percent of individuals and families living in shelters has decreased to only 40% (down from almost 70% in 2015).

² All population data in this report is taken from the PIT Counts unless otherwise specified. PIT Count reports can be found on the U.S. Department of Housing and Urban Development website here: <https://www.hudexchange.info/programs/coc/coc-homeless-populations-and-subpopulations-reports/>, or through the San Joaquin County Continuum of Care website here: <http://www.sanjoaquincoc.org/point-in-time-sic/>. The Point-in-Time Count uses a definition of homelessness mandated by the U.S. Department of Housing and Urban Development (HUD). This definition counts people as homeless when they are living in a place not meant for human habitation (such as an encampment, tent, or vehicle), emergency shelters, or transitional housing. People who are doubled up or couch surfing are not counted as homeless under this definition. Except where otherwise noted, the Homeless Management Information System (HMIS) data is consistent with PIT Count data.

However, these numbers cannot be viewed in isolation. Significant improvements to counting methodology greatly improved outreach efforts to locations where those living unsheltered often congregate.

In 2017, the CoC used a census approach, through connection events and limited outreach by approximately 35 volunteers, counting 567 unsheltered homeless individuals. By contrast, in 2019, the decision was made early on to employ more volunteers (401 people from 91 organizations) with a much greater emphasis on outreach to locations where people were living outside. While the results cannot wholly be attributed to an increase in the unsheltered population, or an improved methodology, the outcome remains the same. There are more unsheltered households in San Joaquin than the system can possibly handle in its current state. Creating additional space for those who want to come inside, while increasing access and exits to permanent housing solutions, is essential to support those experiencing homelessness at present and those who may lose housing in the future.

Figure 1. San Joaquin CoC 2015-2019 Homelessness Point-in-Time Count



Source: 2015 CA-511 HUD PIT Report, 2017 CA-511 HUD PIT Report, 2019 San Joaquin CoC Point-in-Time Count

The number of people who are experiencing unsheltered homelessness is highest in Stockton (921 individuals, representing 59% of the community’s unsheltered population). This is not surprising given that Stockton is the largest city in the county and is also the hub for many of the services available in San Joaquin. Manteca has the second highest number of people experiencing unsheltered homelessness (218 or 20%), followed by Tracy (155 or 10%), and Lodi (139 or 9%).³

While homelessness has increased in San Joaquin County, it is not likely due to individuals moving to the area in order to obtain services. In fact, the vast majority – 83% – of those experiencing homelessness were living in San Joaquin County prior to experiencing homelessness.⁴

³ San Joaquin Continuum of Care, 2019 Homeless Census and Survey, Data Dashboard. <http://www.sanjoaquincoc.org/wp-content/uploads/2019/09/2019-SJCoC-Point-in-Time-Count-Data-Dashboard.pdf>.

⁴ San Joaquin Continuum of Care, 2019 Homeless Census and Survey, Data Dashboard.

Demographic and Subpopulation Trends

Gender

According to the 2019 PIT Count, 63% (1,660) of those experiencing homelessness identified as male, 37% (966) as female, and less than 1% as transgender. Housing and service program data from 2018 shows a slightly different composition by gender identity. Of those identified in the CoC's HMIS, 52% identified as male (6,652), 48% as female (6,147), and less than 1% as transgender (18).⁵ Both the PIT and HMIS data indicate that men make a slightly larger share of those experiencing homelessness in the community. The current capacity to provide men supportive services while in shelter or on the street is extremely limited. Supportive services are critical at every phase of the homeless response system to ensure access to new housing and employment opportunities.

When it comes to families, however, the ratio changes such that females comprise 63% of members of families with children and males comprise only 37% of the population. While households with children led by women have slightly more access to supportive services, the need remains immense.

Households with Children and Unaccompanied Youth

The 2019 PIT count found that 13% of people experiencing homelessness in San Joaquin County were children under 18 years of age (342 out of 2,631), with an additional 5.6% of people experiencing homelessness transition age youth (TAY) between the ages of 18 and 24 years (148 out of 2,631).

The majority of children (98%) were sheltered – living in emergency shelters (88%) or transitional housing (10%). One hundred percent of parenting youth were sheltered, as well. The statistics are quite different, however, for unaccompanied youth. While all parenting youth were able to obtain shelter, more than 6 out of 10 unaccompanied youth (62%) were living without a safe place to sleep. The majority of unaccompanied youth were male (67%). Of those youth living without shelter, close to 1 in 4 were chronically homeless.

Over the course of a year, many more San Joaquin County children experience homelessness than are captured in the PIT Count. Under the federal McKinney-Vento Act, schools are also required to track students experiencing homelessness, using a definition of homelessness that also includes youth who are couch surfing or doubled-up (e.g., with multiple families sharing the same space).⁶ In the 2017-18 school year, San Joaquin County schools reported 4,330 school age children experiencing homelessness under that definition.⁷ Similarly, the PIT count may undercount the number of young adults facing homelessness. The HMIS data for 2018 showed that 8% (1,000) of individuals tracked in the homeless

⁵ San Joaquin Continuum of Care, 2019 Homeless Census and Survey, Data Dashboard and HMIS Clarity Data.

⁶ 42 U.S.C. §11434(2)(B), McKinney-Vento Act, U.S. Department of Education.

⁷ See excel spreadsheet, County Office Homeless Liaison Contact List with 2017–18 Enrollment information, line 58, "Homeless Enrolled," California Department of Education, April 25, 2019.

system of care were between the ages of 18 and 24 years old,⁸ many more than were counted as homeless on one night in January 2019.

Older Adults

Consistent with national patterns, the homeless population in San Joaquin County is rapidly aging. Close to 1 out of every 4 people experiencing homelessness in 2019 were at least 55 years old. This number is expected to continue to increase, due in part to the high costs of housing and health care that are increasingly unaffordable.⁹

Older adults who are homeless face unique challenges and often require special support. People experiencing homelessness age more rapidly than others who are housed and older adults with extensive histories of homelessness typically present as much older than their biological age reflects.¹⁰ They may be more challenged with activities of daily living, poor eyesight, balance, and hearing. Older adults are also more likely to suffer from cognitive impairments and are more likely to present with depression. They may require more medical interventions, compared to the general population of people experiencing homelessness. The capacity to serve older adults is also insufficient, as many seniors find themselves facing the outdoors on weekends and other hours when shelters are not accessible. This significantly exacerbates any existing health conditions and only makes it more difficult to find stability.

Race and Ethnicity

Research in California and around the country shows that people of color are more likely to experience homelessness in the U.S. compared to White people; and that Black/African Americans are in particular more likely to experience homelessness.¹¹ San Joaquin's data bears this out. While Black/African Americans make up roughly 8% of San Joaquin's population, they represent 25% of those experiencing homelessness in the 2019 PIT count. They also comprise 38% of the individuals living in families with children who are homeless (202 out of 525). And they make up a striking 50% of parenting youth (8 out of 16) experiencing homelessness. In contrast, while White people are represented in the PIT Count similar to their proportion of San Joaquin's general population, that is not the case when it comes to homeless families with children. Only 46% of individuals from families with children identified as White, compared to 67% of the general population.

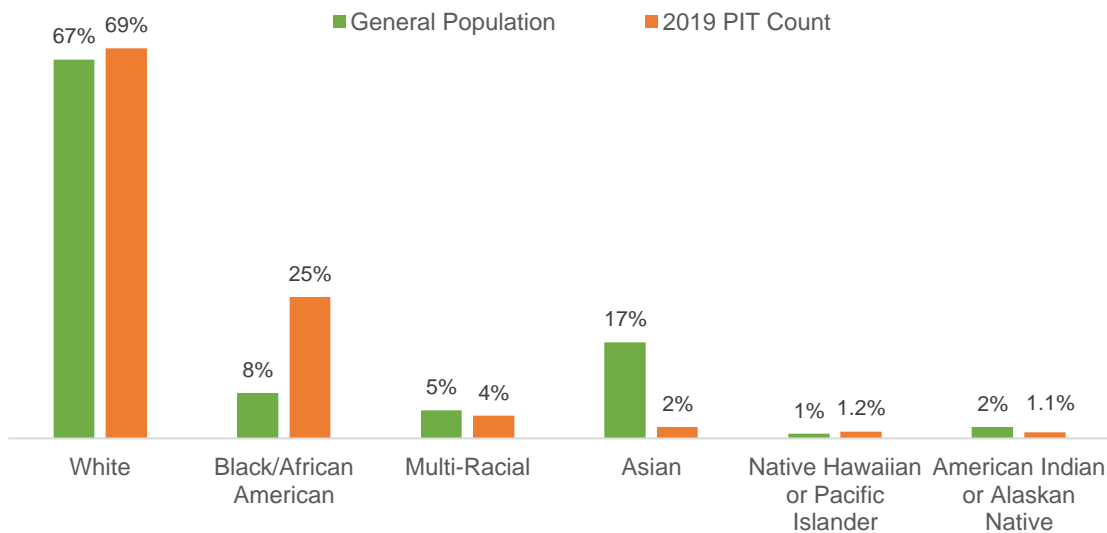
⁸ San Joaquin Continuum of Care, 2019 Homeless Census and Survey, Data Dashboard and HMIS Clarity Data.

⁹ Demographics of Homelessness Series: The Rising Elderly Population, April 2010.

¹⁰ Homeless people suffer geriatric conditions decades early; UCSF study shows, UCSF, February 2016.

¹¹ Center for Social Innovation, SPARC: "Phase One Study Findings, March 2018. <https://center4si.com/wp-content/uploads/2016/08/SPARC-Phase-1-Findings-March-2018.pdf>.

Figure 2. Number of People in San Joaquin CoC Experiencing Homelessness by Race



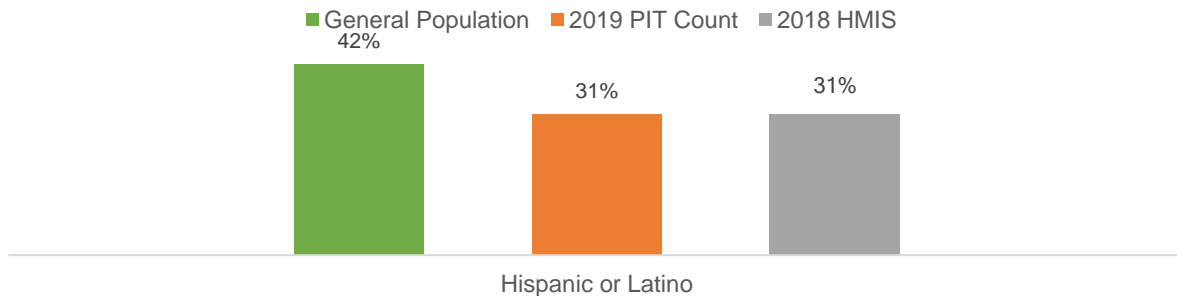
Source: U.S. Census Bureau, QuickFacts San Joaquin County:

<https://www.census.gov/quickfacts/fact/table/sanjoaquincountycalifornia/PST045218>. San Joaquin 2019 PIT Count Dashboard. HMIS Clarity Data, Accessed October 17, 2019.

Note: Percentages will not total 100 due to excluding numbers for “Did Not Answer” or “Refused.”

Similarly, while 42% of San Joaquin County residents identify as Hispanic/Latino, this group makes up 31% of the homeless population. A slightly higher margin (36%) of families with children experiencing homelessness identify as Hispanic/Latino.

Figure 3. Number of People in San Joaquin CoC Experiencing Homelessness by Hispanic/Latino Identity



Source: U.S. Census Bureau, QuickFacts San Joaquin County:

<https://www.census.gov/quickfacts/fact/table/sanjoaquincountycalifornia/PST045218>. San Joaquin 2019 PIT Count Dashboard. HMIS Clarity Data, Accessed October 17, 2019.

Mental Illness or Substance Use Disorders

The 2019 PIT count found that 2 out of 3 San Joaquin homeless adults (66%) identified as having a serious mental illness or substance use disorder. Due to the stigma associated with behavioral health issues, this self-reported data may be an undercount. Of those individuals, only 36% had a serious

mental illness, while the remaining 64% experienced a substance use disorder. Contrary to public perceptions, only 24% of homeless individuals indicated that they had a serious mental illness. The San Joaquin demographics are consistent with state level statistics, where 26% of individuals experiencing homelessness throughout California indicate they have a serious mental illness.¹²

For homeless individuals who suffer from a serious mental illness or substance use disorders, more than 8 out of 10 were living without shelter. 84% of those with a serious mental illness had no safe place to sleep, while 83% of those with substance use disorders were also on the street, in the park, or otherwise with no place to go. This demographic only emphasizes the need for supportive services to be maintained at each level of the homeless response system or the same individuals will continue to rely on emergency services rather than receive the targeted care they require.

Chronic Homelessness

A person is considered chronically homeless when they have been homeless for at least a year, either 12 months consecutively, or over the course of at least 4 separate occasions in the past 3 years. To be chronically homeless, the individual or head of household must also have a disability (physical, mental, developmental or living with HIV/AIDS).

Of those counted in the San Joaquin 2019 PIT count, 704 were chronically homeless (27%). Of the 704 chronically homeless, 86% (605) had no place to sleep at night.

People who are considered chronically homeless have often experienced extensive trauma and have severe service needs. While interventions such as Permanent Supportive Housing have been proven to be extremely effective in supporting people experiencing chronic homelessness to regain stable housing, people with extensive histories of homelessness often require intensive service engagement and relationship-building with street outreach and other providers to establish a foundation of trust and rapport to successfully exit homelessness.

Veterans

In the 2019 PIT Count, 153 veterans were identified as experiencing homelessness and 47% of these individuals were unsheltered. In the 2017 Count, 112 veterans were counted as homeless

This is a 37% increase in homeless veteran numbers from 2017. HMIS data for 2018 indicates that 8% of those receiving housing and services in the homeless system of care identified as veterans.¹³ While there are often services dedicated to serving veterans, especially from the federal government and the County, increased coordination with the homeless response system is essential going forward.

¹² San Joaquin County Behavioral Health Services in partnership with the Homeless Initiatives Division of the County Administrator's Office. No Place Like Home Plan. November 2018.

¹³ San Joaquin Continuum of Care, 2019 Homeless Census and Survey, Data Dashboard and HMIS Clarity Data.

WHAT HOUSING RESOURCES ARE AVAILABLE?

San Joaquin, like the rest of California, is in dire need of more affordable housing — particularly housing that is available to individuals and families who are most vulnerable and/or earning little to no income. Households in the extremely low-income range, earning 30% or less of Area Median Income (AMI), or roughly \$18,000 per year,¹⁴ are considered the most vulnerable and at risk of homelessness. In San Joaquin County, 36% of occupied housing units are rented, as opposed to owner-occupied. Additionally, the most recent census information indicates that more than 93% of San Joaquin housing was occupied. Moreover, only 1.6% of current housing was built in 2014 or after.¹⁵

Economic conditions for people living in San Joaquin County, are worse than other parts of the State. The unemployment rate in San Joaquin County is 5%, higher than the State unemployment rate.¹⁶ Nearly 1 in 5 of San Joaquin residents were living below the federal poverty line in 2017 (for 2019, that means income of less than \$25,750 for a family of four).¹⁷ In 2017, the average family of four in San Joaquin spent close to \$12,000 a year (\$990 per month) on housing.¹⁸ For 1 in 5 families in San Joaquin County living below the federal poverty level, housing costs made up more than 45% of their income.¹⁹

Across all income levels, 38% of households pay more than 30% of their income toward housing.²⁰ For individuals with the lowest income (known as “Extremely Low Income” or ELI), 76% spend *more than half* of their income on housing. The median monthly asking rent in the county is \$1,532, which requires renters to earn \$29.46 per hour – 2.5 times more than the State minimum wage – to afford rent. Meanwhile, the Public Housing Authority payment standard for a one bedroom (which also covers Section 8 and VASH) is now \$912, and many vouchers are issued for below that amount.

In 2014, the San Joaquin Council of Governments’ Regional Housing Needs Assessment determined that 40,360 housing units were needed by 2023, of which, 23.5% (9,485) would be necessary for very-low income households.²¹ More recently, in May 2019, California Housing Partnership declared that the county needs 25,489 more affordable rental units to meet the increasing demand for affordable housing.²² Affordable housing broadly has not kept up with needs in the county and neither have homelessness housing resources. According to the Housing Inventory Count (HIC), the number of homelessness housing beds in the community (shelter, PSH, and RRH beds) has increased only slightly

¹⁴ Selected Housing Characteristics, San Joaquin County, California, 2013-2017 American Community Survey 5-Year Estimates, American FactFinder, U.S. Census Bureau.

¹⁵ Selected Housing Characteristics, San Joaquin County, California, 2013-2017 American Community Survey 5-Year Estimates, American FactFinder, U.S. Census Bureau.

¹⁶ Stockton-Lodi Metropolitan Statistical Area (MSA), San Joaquin County, California Employment Development Division, November 15, 2019.

¹⁷ Selected Economic Characteristics, San Joaquin County, California, 2013-2017 American Community Survey 5-Year Estimates, American FactFinder, U.S. Census Bureau.

¹⁸ Family Budget Fact Sheets, San Joaquin County, Economic Policy Institute.

¹⁹ San Joaquin County’s Housing Emergency Update, California Housing Partnership, May 2019. <https://1p08d91kd0c03rlxhmhtydpr-wpengine.netdna-ssl.com/wp-content/uploads/2019/05/San-Joaquin-HNR-2019.pdf>

²⁰ Selected Housing Characteristics, San Joaquin County, California, 2013-2017 American Community Survey 5-Year Estimates, American FactFinder, U.S. Census Bureau.

²¹ San Joaquin County Council of Governments’ Regional Housing Needs Plan 2014-2023. Adopted August 28, 2014.

²² California Housing Partnership, San Joaquin County’s Housing Emergency Update. May 2019. <https://1p08d91kd0c03rlxhmhtydpr-wpengine.netdna-ssl.com/wp-content/uploads/2019/05/San-Joaquin-HNR-2019.pdf>.

since 2015 (6.5% or 139 beds). The slight increase in HIC beds (139) falls far short of serving the more than 900 additional individuals who newly experienced homelessness during that same time period.

During this time, due to changing federal funding priorities, the number of beds available for transitional housing (TH) decreased (or were converted into rapid rehousing), while board and care facilities shut down, leaving fewer facilities to provide more intensive supportive housing and services for highly vulnerable populations. Board and Care capacity has decreased by 40% since 2015, leaving only 158 beds for all mental health consumers.²³

Creating, rehabilitating, subsidizing, and incentivizing permanent and affordable housing solutions is a central pillar of the San Joaquin regional response. Expanding low-barrier shelters on the front end is a critical and necessary piece of homeless crisis response but building a housing pipeline to create exits from shelter is the solution.

THE CURRENT HOMELESS SYSTEM OF CARE

While there are dozens of organizations throughout San Joaquin that are providing services and support to people experiencing homelessness, there are only two organizations that receive federal funding from HUD through the Continuum of Care (CoC): Central Valley Low Income Housing Corp. and Lutheran Social Services. They provide rental assistance, permanent supportive housing, transitional housing and case management for youth, adults, families, seniors, and veterans. Federal Emergency Solutions Grant (ESG) funding through the City of Stockton and San Joaquin County supports emergency shelter, rapid rehousing, homelessness prevention, HMIS, and other critical services.

These programs serve as an important foundation for the San Joaquin homeless system of care, but the population data above underscores the need to expand capacity of programs through additional resources – a challenge given federal funding constraints that requires investment of local resources.

Figure 4. Housing Inventory Count 2019 - Unit/Bed Capacity

Emergency Shelter (year-round beds)	Transitional Housing	Rapid Rehousing	Permanent Supportive Housing	Total Units/Beds
883	346	262	769	2260

²³ San Joaquin County Behavioral Health Services, No Place Like Home Plan. November 2018.

San Joaquin CoC Supportive Housing Programs



- Permanent supportive housing (PSH) provides housing and supportive services for homeless persons with disabilities; primarily those with serious mental illness, chronic problems with alcohol and drug abuse, or those with acquired immunodeficiency syndrome (AIDS). PSH is established in apartments and scattered sites throughout the County, with supportive services offered and provided by a network of more than 20 community providers.
- The C.A.R.E. Program (Coordinated Agency Response Effort) supports smaller family shelters as they provide continuing supportive services to clients who have moved from shelters to permanent housing. The primary focus is on households with dependent children. Continuing case management services are often, but not always, provided by the shelter where the families previously resided.



- The C.H.A.R.M. Program (Communitywide Homeless Assessment & Resource Management) is the CoC's Homeless Management Information System.
- Hermanas I & II Programs provide rapid rehousing to homeless households with significant substance abuse problems. The focus is on single mothers with dependent children.
- The Homeless to Homes and Horizons Programs provide rapid rehousing and supportive services to homeless families. The programs put an emphasis on the transition from emergency shelter to stable housing.



- Project HOPE Is a program geared towards former foster youth at high risk of homelessness. The program uses scattered site apartments throughout the cities of Stockton and Lodi and offers educational and life skills training.
- The S.P.I.C.E. (Supporting People in a Community Environment) Program offers permanent housing for people with disabilities.

Human Services Agency

San Joaquin County's Human Services Agency (HSA) operates 14 community centers, which provide hot lunch and socialization programs for vulnerable and/or socially isolated adults, many of whom are homeless. HSA also works with homeless and indigent individuals to help them secure health coverage, cash-aid, and/or food assistance. HSA programs include California Work Opportunity and Responsibility to Kids (CalWORKs), Foster Care, CalFresh, General Assistance, Medi-Cal, Adoptions, Child Protective Services, Adult Protective Services, In-Home Supportive Services (IHSS), Refugee Assistance, and the Mary Graham Children's Shelter.

First 5 San Joaquin

In partnership with HSA, First 5 San Joaquin exists to serve and improve the community by fostering the active participation of parents, caregivers, educators and community members. First 5 develops and offers programs benefiting children ages 0 to 5 years old. First 5 San Joaquin provides financial support for critical programs such as health, preschool and literacy programs, to ensure programs effectively meet the needs of families through the following programs: preschool, health education, parent education, home visitation, kindergarten bridge, health and developmental screenings, breastfeeding support services, and health insurance screening and referral.

Behavioral Health Services

The County's Behavioral Health Services provides housing support services for individuals with serious mental illness through rental subsidies, board and care supplemental patches, motel vouchers, and placement in supported residential facilities. MESA funds were used to develop 53 permanent housing units in Stockton and Lodi that are restricted to residents with serious mental illness. Two Mental Health Services Act innovation projects focus on homeless mentally ill individuals: Progressive Housing (45 new scattered-site beds to date) and the Assessment and Respite Center, serving as a friendly front door to behavioral health services for homeless individuals. Mental Health Services Act funds were used to develop 39 new units of project-based housing for the seriously mentally ill adults. Behavioral Health Services also provides a number of homeless outreach and engagement services: the Project for Assistance in Transition from Homelessness (PATH) team, Whole Person Care Behavioral Health Navigation Team, Inspire team, Allies team, and the Law Enforcement Assisted Diversion (LEAD) team, which partners with the District Attorney's Office and the Stockton Police Department. Through these services, people experiencing homelessness are connected to housing and services whenever possible.

Whole Person Care

Whole Person Care (WPC) is a pilot program intended to more effectively coordinate the physical health, behavioral health, and social services needs of the most vulnerable Medi-Cal beneficiaries who are high users of multiple publicly-funded health care systems and who continue to have poor health outcomes. In addition, the program seeks to build and sustain relationships, develop infrastructure allowing data to be shared between various clinical information systems and demonstrate a reduction in publicly funded costs.

WPC specifically targets adult Medi-Cal beneficiaries that are homeless or at-risk of homelessness upon release from the County Jail, a psychiatric health facility, or hospital, as well as high utilizers of emergency department services and individuals with a mental health and/or substance use disorder. Health Care Services (HCS) is the lead County entity and single point of contact with the State Department of Health Care Services (DHCS) for the County's WPC Program.

Law Enforcement

Law enforcement plays a key role in addressing homelessness throughout the region, as they are often the first point of contact for those living on the street. Each of San Joaquin's major cities have at least one dedicated officer to act as a homeless liaison. Stockton's Law Enforcement Assisted Diversion (LEAD)

program serves as an example of a successful model for using law enforcement as a partner and a bridge to services. Officers regularly foster community and connection with unhoused individuals, often knowing a person's circumstances better than other community supports.

Housing Authority

The Housing Authority of the County of San Joaquin (HAC SJ) established a preference to provide permanent affordable housing for individuals and families participating in a Supportive Housing Program, Shelter Plus Care Program, Emergency Solutions Grants program, or homeless program. Since the inception in 2017, 91 households transitioned from homelessness and are receiving permanent rental assistance. Multiple agencies throughout San Joaquin County participated in identifying and referring clients through this preference. The leading referral agencies include the Stockton Shelter for the Homeless, Haven of Peace, and Central Valley Low Income Housing Corp., among others.

The Housing Authority received Mental Health Services Act funds to repurpose its former administrative buildings into 26 affordable rental units for Behavioral Health clients. An additional 11 units are being rehabilitated from another HAC SJ owned property for the same purpose. Units will be available for lease up as early as August 2020. Supportive services will be available for all residents provided by Behavior Health Services.

The Housing Authority, in partnership with STAND Affordable Housing, Central Valley Low Income Housing Corp., and Stockton Shelter for the Homeless have broken ground on a new project referred to as Turnpike Commons. Turnpike Commons is the first phase in this project currently under construction consisting of nine homes to individuals and families experiencing homelessness. Phase two will consist of three homes on two separate parcels as infill development within the City of Stockton.

Centralized Assessment and Coordinated Entry System

San Joaquin is committed to providing a "no wrong door" approach to access housing and services. Currently, there are two organizations that contribute to the operation of the local Coordinated Entry System: Central Valley Low-Income Housing Corp., which serves as the HMIS Lead Agency, and Family Resource and Referral Center, which operates the local 211 system and provides support for housing and services referrals. Those presenting as homeless, typically through a shelter provider, but also through street outreach and the local 211 system, are referred to Central Valley Low Income Housing Corp., where an assessment is conducted and HMIS entry is completed. Central Valley Housing staff then determines the availability of permanent housing programs based on the needs of the client.

Emergency Shelter

There are over a dozen site-based shelter programs operating in the county. Some serve women and children surviving domestic violence, while others are affiliated with religious institutions, and still others focus on providing support to families with children. Most of the shelters provide a place to sleep, food, hygiene services, and clothing for residents. Some provide job readiness and life skills training (e.g., Family and Youth Services, Gospel Center Rescue Mission, McHenry House, Haven of Peace, and the Women's Center Youth and Family Services). Limited providers offer on-site health care services (e.g., Gospel Center Rescue Mission and St. Mary's Dining Room) or counseling services (e.g.,

Family and Youth Services, McHenry House, and Lodi House). In addition to the many services noted, the Women's Center also offers case management, parenting classes, domestic violence and self-esteem support groups, financial literacy, and services for employment preparation. They also operate the Just for Kids Program and an aftercare support group.

Most of the shelters impose conditions on their residents, requiring people to be abstinent or sober, prohibiting residents from bringing possessions, pets, or partners into the shelter, and requiring residents to exit each morning. There remains a real need for additional low-barrier shelters that screen people in, rather than out. Combined with insufficient housing vouchers and affordable units, the system stalls at shelter. Households continue to cycle in and out rather than move on to permanent housing solutions. Additional shelter capacity must be coupled with additional housing. All must have supportive services.

Figure 5. Housing Inventory Count 2019 – Emergency Shelter Beds²⁴

Organization Name	Project Name	Bed Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children	Year-Round Beds	PIT Count	Total Beds	Utilization Rate
Chest of Hope	Hope's House	Facility-based	DV	12	8	0	20	20	20	100%
Gospel Center Rescue Mission	Men's Lodge	Facility-based	NA	0	70	0	70	63	70	90%
Gospel Center Rescue Mission	New Hope Shelter	Facility-based	NA	16	22	0	38	35	38	92%
Haven of Peace	Haven of Peace	Facility-based	NA	22	13	0	35	35	35	100%
HOPE Ministries	HOPE Shelter	Facility-based	NA	35	0	0	35	16	35	46%
HOPE Ministries	Raymus House	Facility-based	NA	36	0	0	36	6	36	17%
Lodi House	Lodi House	Facility-based	NA	20	4	0	24	11	24	46%
McHenry House	McHenry House	Facility-based	NA	32	0	0	32	20	32	62%
Salvation Army-Lodi	Hope Harbor	Facility-based	NA	12	59	0	71	62	71	87%
San Joaquin County	TANF Homeless Assistance	Voucher-based	NA	190	1	0	191	191	191	100%
Stockton Shelter	Family Shelter	Facility-based	NA	92	22	0	114	142	142	100%
Stockton Shelter	Singles Shelter	Facility-based	NA	0	160	0	160	189	189	100%
Women's Center - YFS	DAWN House	Facility-based	DV	27	8	0	35	37	37	100%
Women's Center - YFS	Safe House	Facility-based	NA	0	0	10	10	4	10	40%
Women's Center - YFS	Serenity House	Facility-based	DV	8	4	0	12	14	14	100%
Totals				502	371	10	883	845	944	79%

²⁴ The "Utilization Rate" column is determined by dividing the PIT Count number by the "Total Beds." PIT Count numbers and Total Beds include *Overflow* and *Seasonal* beds that are available either temporarily, or only during high-demand seasons of the year, respectively. Overflow and Seasonal beds are not included in Year-Round Bed totals.



Veterans Administration

The VA offers a variety of emergency and longer-term shelter options for eligible veterans. The Health Care for Homeless Veteran's (HCHV) program, operated by Stockton Shelter, offers stays of 60 days; the Grant Per Diem program, operated by Dignity's Alcove, offers shelter, meals, and other services for up to 2 years; and the HCHV program, operated by Compassionate Residio, offers limited respite care for veterans with medical necessity.

St. Mary's Dining Room and Stockton Shelter together provide a place for people to get food and shelter or seek respite during the day under a roof. Stockton Shelter has 111 beds for single adults and can accommodate 30 families. Yet, it was running at 175% of capacity on the men's side, and 120% of capacity on the family side, during 2019. Both organizations lack sufficient case management staff (Stockton Shelter only recently hired a case manager to support the hundreds of single adults they shelter).

Local Financial Investment

The primary source of funding to support efforts to reduce homelessness in the county are federal and state funds (e.g., CoC, ESG, VA). While local police, fire, transportation, and sanitation provide services to

people experiencing homelessness, until very recently, no local funding was dedicated to support homeless services specifically. Local investment is increasingly necessary, especially as federal and state funding require matching contributions. Given the matching requirement, local investment results in an exponential increase in total funding for the homeless response system.

HOW IS THE SYSTEM PERFORMING?

"All agencies that serve homeless households within the San Joaquin Continuum of Care have a responsibility to positively contribute to the elimination of homelessness in San Joaquin County."²⁵ As such, the CoC's System-Wide Performance and Evaluation Committee ("the Committee") established performance measures to guide individual project performance evaluation thresholds for various funding sources. In order to develop these measures and the strategies to achieve them, the Committee adopted HUD's core System Performance Measures (SPM), examined local HMIS data, assessed external conditions specific to San Joaquin County, and incorporated best practices from the United States Interagency Council on Homelessness, National Alliance to End Homelessness, and National Homeless Information Project. The San Joaquin CoC Board of Directors adopted as policy the Committee's work and recommendations.

²⁵ San Joaquin Continuum of Care System-Wide Performance Measures, Goals, and Strategies, updated February 2020.



The specific performance measures for the local community are:



1. *Reduction in the average and median length of time persons remain homeless;*
2. *Reduction in the percent of persons who return to homelessness from permanent housing;*
3. *Reduction in the total number of persons who are homeless;*
4. *Increase in the percent of adults who gain or increase employment or non-employment cash income over time;*
5. *Reduction in the number of persons who become homeless for the first time;*
6. *Placement in housing of households that are homeless under other laws;*
- 7a. *Increase in the percent of persons who exit from the streets to an ES, SH, TH, or permanent housing destination;*
- 7b. *Increase in the percent of persons who exit to or retain permanent housing from PSH;*
8. *Increase in the percent of persons who exit to permanent housing from RRH;*
9. *Reduce the number of people living unsheltered in our community; and*
10. *Increase the number of units available to those exiting homelessness.*²⁶

For the most part, CoC system performance reflects a region that is seeing increases in first-time and returns to homelessness. SPM 5, which looks at first time homeless, increased substantially between 2015 and 2017, particularly over a single year between 2016 and 2017. In 2016, there were 2,736 people in San Joaquin emergency shelters, transitional housing, or permanent supportive housing who were experiencing homelessness for the first time. By 2017 that number more than doubled to 5,913.²⁷ Additionally, SPM 2, which measures returns to homelessness over 2 years, increased between 2015-2017 from 16% to 21%. It is important to note that this data only looks at San Joaquin and does not take into account if someone returned to homelessness in a different county or CoC. Given the above, the Committee has endorsed the work of the Coordinated Entry Committee in establishing a no wrong door approach to coordinated assessment and access to prevention and diversion programs.²⁸

Some performance measures appear to indicate success in decreasing how long a person experiences homeless. SPM 1, which assesses the average length of time someone is homeless, showed a decreased in the average length of stay in emergency shelters and transitional housing programs from 103 days (2015) to 54 days (2017). However, this data likely reflects the inclusion of new hotel stay data in HMIS

²⁶ System Performance Measures 1 through 7b are established by the Housing and Urban Development Department to evaluate the success of local efforts related to addressing homelessness. Measures 8, 9, and 10 are locally identified Performance Measures. These measures are calculated on a calendar consistent with the HUD calendar for System-wide Performance Measure reporting (Oct. 1 through Sept. 30).

²⁷ HUD Exchange, System Performance Measures Data Since FY 2015, CA-511. <https://www.hudexchange.info/resource/5691/system-performance-measures-data-since-fy-2015/>.

²⁸ San Joaquin Continuum of Care System-Wide Performance Measures, Goals, and Strategies, updated February 2020.

skewing the overall numbers.²⁹ As such, the Committee determined there needs to be an ongoing effort to move people from shelter and transitional housing programs through comprehensive supportive services to permanent housing solutions, such as rapid rehousing.³⁰

Ensuring accurate and widespread data collection, from program entry to exit, is essential for ongoing evaluation of these critical federal and local performance measures.

²⁹ HUD Exchange, System Performance Measures Data Since FY 2015, CA-511. <https://www.hudexchange.info/resource/5691/system-performance-measures-data-since-fy-2015/>.

³⁰ San Joaquin Continuum of Care System-Wide Performance Measures, Goals, and Strategies, updated February 2020.

PRIORITIES AND GOALS FOR EFFECTIVELY ADDRESSING HOMELESSNESS

While the San Joaquin community has made meaningful progress in setting up a homeless response system that has prevented or ended homelessness for hundreds of residents, significantly more coordination, investment, and focus is needed to fully address the impacts of homelessness across the county.

The increasing number of people experiencing homelessness who are living without shelter is a major concern for the community. The lack of low-barrier shelters throughout the county exacerbates the problem. While many organizations support people experiencing homelessness, only a small handful receive federal or state funding, and many do not fully participate in HMIS. Coordination across programs and agencies is insufficient to meet the current need. Looking ahead, the increases in first-time homelessness and returns to homelessness, are a strong call for the community to invest more in prevention and diversion, wrap around supportive services, and affordable permanent housing solutions.

The strategic planning process has involved extensive community engagement, a review of local data, and research to better understand the San Joaquin region's current homelessness system of care. Based on data, community feedback, and evidenced-based practices, San Joaquin has identified **three goals** that will be critical to effectively address homelessness over the next five years.



GOAL 1: ESTABLISH A COORDINATED AND ENGAGED REGIONAL SYSTEM OF CARE

San Joaquin County needs to deepen coordination to establish a community-wide response to homelessness. There are many organizations actively engaged in serving people experiencing homelessness. The region needs to strengthen the homeless crisis system it has in place and develop a fully coordinated and transparent system that can help obtain greater funding, identify shared priorities, and establish a formal coordinated entry system to identify, assess, and connect individuals to housing and services. Collaboration will expand understanding of the causes of homelessness and support the most effective approaches to address it. A stronger network can also celebrate success, reflect and course correct, and monitor and evaluate to ensure continued progress.

GOAL 2: INCREASE ACCESS & REDUCE BARRIERS TO HOMELESS CRISIS RESPONSE SERVICES



Connecting and building rapport with people experiencing homelessness is critical in a region where nearly 60% live without shelter – on the streets, in cars, under bridges, or by the river. By expanding outreach, increasing services, and developing low-barrier shelters, the community can target resources to those living in places not meant for human habitation. At the same time, San Joaquin must be better positioned to support those at-risk of becoming homeless. While a small number of people require more intensive services, most people facing housing instability need a minimal amount of help to stay housed. Whether it is one-time financial resources to provide a security deposit, legal assistance to prevent eviction, or help learning to balance a budget, the more the system can provide supports and services to prevent homelessness in the first place, the more the community will be able to use the limited resources on hand to end homelessness altogether – while at the same time protecting additional individuals and families from the traumas associated with homelessness.



GOAL 3: ENSURE HOUSEHOLDS EXPERIENCING HOMELESSNESS HAVE ACCESS TO AFFORDABLE & SUSTAINABLE PERMANENT HOUSING SOLUTIONS

Permanent housing – and the supportive services needed to obtain and maintain it – is the solution to homelessness. By expanding permanent housing options, such as Permanent Supportive Housing and Rapid Rehousing, hundreds more people in San Joaquin County will have a home that provides security and comfort – hand-in-hand with case management and job support services many residents require to achieve stability and long-term self-sufficiency. To do so not only requires more investment in new housing, but engagement with landlords and others to increase access to housing that already exists.

1

GOAL 1: ESTABLISH A COORDINATED AND ENGAGED REGIONAL SYSTEM OF CARE



Measure 1.1: All housing and homelessness agencies and programs are trained and participate in HMIS.

Measure 1.2: A formal Coordinated Entry System (CES) is in place, including a robust HMIS that is fully populated with data countywide.

Measure 1.3: HMIS collects intake, assessment, and exit data to allow for coordination and tracking as people exit homelessness and/or return to homelessness.

Measure 1.4: All stakeholder groups – the County, cities, Continuum of Care, service providers, and community-based organizations – have adopted the Strategic Plan.

Measure 1.5: Stakeholders are working together communitywide to implement a shared set of strategies to address homelessness in line with the Strategic Plan.

Measure 1.6: A shared funding process/advisory board has been put in place, with representatives from the County, cities, Continuum of Care, health care systems, VA and other federal partners, service providers, and community-based organizations.

Strategy 1.1: Establish a Cross-jurisdictional Effort to Create Shared Processes to Access Funding Streams, Identify Community Priorities, and Coordinate the Countywide Homeless System of Care

Homelessness is a countywide challenge that requires partnership between numerous jurisdictions, agencies, and sectors. Communities that are making headway in addressing homelessness have invested in effective, centralized leadership to coordinate efforts and implement shared strategies, ensuring that community resources are being used as effectively as possible. While the San Joaquin community has strongly indicated that there is a desire for coordination across jurisdictions and funding streams, greater focus, planning, investment, and collaboration is needed to collectively achieve the shared goals.

- **Strengthen Coordinated Entry System:** Stakeholders in San Joaquin County have expressed the desire to have a robust Coordinated Entry System (CES) to better prioritize and serve those struggling with housing instability and homelessness. CES is a process developed to ensure that all people experiencing a housing crisis have fair and equal access to housing and supportive services. Individuals should be quickly identified, assessed for, referred, and matched to housing and assistance based on their strengths and needs. An effective CES can reduce the time it takes to get services to participants and ensure that resources are used efficiently.

The steps to strengthen San Joaquin’s CES include:

- ✓ *Centralize access points to administer coordinated assessment tool (VI-SPDAT), incorporating San Joaquin 2-1-1 and existing community/resource centers (e.g., HSA Community Centers);*
- ✓ *Expand CES to ensure that all homeless response programs – shelters, Rapid Rehousing, Permanent Supportive Housing, and Prevention – are included in the system, to ensure placements are tracked and documented, and success can be measured;*
- ✓ *Increase CES coverage and participation to include the full spectrum of services that are available in San Joaquin, including mobile teams, satellite offices, rotating staff, and co-located services;*
- ✓ *Consider integrating related systems of care, such as re-entry from criminal justice or hospital discharge to further improve coordination; and*
- ✓ *Once widely adopted, evaluate the effectiveness of the coordinated assessment tool (VI-SPDAT) in identifying the best intervention (e.g., RRH, PSH) according to vulnerability, and analyze any disparities between subpopulation access to services and placement into housing.*

Strengthening and centralizing the CES process will enhance San Joaquin’s capability to expand, track, and analyze how effective the community is at serving people in need. It will help ensure people with the greatest needs are prioritized while those facing an immediate housing crisis are diverted from the homeless response system altogether.



VI-SPDAT

Vulnerability Index - Service Prioritization Decision Assistance Tool. The VI-SPDAT is a commonly used, pre-screening, or triage tool, that is designed to be used by all providers within a community to quickly assess the health and social needs of homeless persons and match them with the most appropriate support and housing interventions that are available. The VI-SPDAT is designed to determine the presence and acuity of an issue and identify clients to refer for assessment for specific housing interventions, but it is not intended to provide a comprehensive assessment of each person’s needs. The tool is designed to measure acuity and risks to housing instability.

- **Establish countywide priorities:** Throughout the process of developing the strategic plan, stakeholders expressed a clear sense of priorities for the region: invest in prevention efforts to keep households from becoming homeless from the outset (and diversion when they do), expand low-barrier shelters to ensure those living on the street can quickly gain access to services, and increase the availability of affordable permanent housing. For example, there was strong feeling that they system needs to prioritize vouchers for people with mental illness, “People with mental illness need vouchers immediately. They must be prioritized, and this cannot just be based on whether the person has SSI or SSDA.”

- **Design a shared process around funding and allocation:** With only two organizations currently receiving federal CoC funds, but a broader set of organizations working to end homelessness, the community needs to focus attention on increased planning to ensure adequate and strategic coordination is in place to support priority initiatives and to reduce duplicative efforts. The additional state funding opportunities that are available for the region provide even greater incentive to take the time to establish a coordinated and cross-jurisdictional process to apply for, prioritize, and distribute funding effectively across the region. To effectively collaborate and maximize funding opportunities, the community can:
 - ✓ Explore establishing a Funding Advisory Group comprised of officials from the county’s three HUD Entitlement Jurisdictions, which may include members of the CoC Board, Board of Supervisors, city executive and legislative branches, community-based organizations, and other relevant stakeholders with authority. (This must include a full-time staff position, which could be funded by a trusted community-based organization, or the County, to provide support on data requests, administrative functions, and staffing.)
 - ✓ Design a single Request for Funding Proposal (RFP) mechanism that permits applicants to submit a shared application for multiple funding streams and be responsible for the same reporting and fiscal duties.
 - ✓ Offer more comprehensive technical assistance to providers who have not previously sought funding to establish a new project pipeline and provide infrastructure for programs to help alleviate administrative burdens.



Example Roles and Responsibilities of a Funding Advisory Group

1. *Seek to achieve functional zero homelessness in San Joaquin County, using this Strategic Plan as the initial guiding document;*
2. *Support the goals and duties of the San Joaquin Continuum of Care;*
3. *Own the issue of homelessness within the county;*
4. *Align homelessness-related funding and policies throughout the county;*
5. *Promote and invest in Housing First strategies;*
6. *Ensure adherence to evidenced-based solutions;*
7. *Represent rural, urban, and suburban communities;*
8. *Monitor local system performance measures;*
9. *Focus on high-level decisions, not technical aspects of issues related to homelessness;*
10. *Create ongoing or ad hoc Task Groups, so long as there is sufficient staff capacity;*
11. *Approve the submission of applications to Notices of Funding Availability (NOFAs) published by HUD and the State, ideally through a single Request for Funding Proposal;*
12. *Establish San Joaquin County's homelessness funding priorities and make funding-related decisions (e.g., project types to fund, subpopulations to target);*
13. *Ensure that organizations serving the county's homeless population receive the technical assistance and training they need to achieve system performance measures through a Housing First model;*
14. *Communicate with the public on issues related to homelessness; and*
15. *Designate a Chair for the Funding Advisory Group who will act as the official spokesperson to the public and stakeholders.*



Single Request for Funding Proposal

The purpose of the Single Request for Funding Proposal is to streamline the project application process while encouraging creative program design to respond to homelessness through one or more available funding streams. This process should support the implementation of comprehensive housing programs that include robust supportive services and adhere to shared principles and systems, such as Housing First, Coordinated Entry, and HMIS. Federal and state priorities compound the need to coordinate and align resource allocation in order to maximize impact. Any funds offered by HUD, the State, or the County should be included in the single RFP, such as CoC, ESG, California Emergency Solutions and Housing (CESH), Homeless Emergency Aid Program (HEAP), and HHAP. To increase efficiency and reduce the burden to apply, a standard budget template is used regardless of funding source.

With a streamlined funding process in place, the community can expand the outreach process for federal and state funding opportunities to provide the ability for more stakeholders to access these resources. This would require that there is increased information and transparency regarding funding streams, administrators, and award processes. Additionally, the CoC (and Funding Advisory Group if implemented) could offer more comprehensive technical assistance to providers who have not previously sought funding in order to help them overcome administrative and reporting burdens.

Strategy 1.2: Improve Data Collection, Measurement, and Analysis

Stakeholders in San Joaquin County have expressed the need for improved data collection, measurement, and analysis in order to better understand the needs of those facing housing instability and the effectiveness of program interventions. There was strong consensus from stakeholders that the number one priority would be to ensure every entity that is part of the homeless system of care provides data into HMIS.

While there is widespread interest in participating in HMIS, stakeholders indicated that one of the biggest hurdles to effective data collection is the capacity of the agencies serving the homeless population. Many organizations do not have the ability to complete data entry in a timely manner and often the information that is entered into the data system is limited or out of date.

Currently the primary agencies that participate in HMIS are those that provide shelter and housing. Many of the agencies that provide supportive services are not connected into HMIS, or their staff are not sufficiently well trained to use HMIS. Without a robust HMIS system that everyone commits to participating in, which effectively engages and trains all organizations and their staff throughout the region, the ability for the community to respond to the greatest needs will continue to fall short. In order to ensure the system is accountable and all organizational activities are known and tracked, the CoC should ensure that all housing and homelessness organizations actively participate in data entry and quality.

To do so, the CoC should:

- Ensure all housing and homeless programs are trained and participate in HMIS (condition funding on participation);
- Establish HMIS Policies and Procedures with agreed upon definitions, standards for data integrity, and timeliness expectations for data entry;
- Require that participating organizations track individuals returning to homelessness, attend free trainings offered to them, and seek technical assistance when necessary;
- Assess data to drive community action (e.g., measure if outputs meet inputs, effectiveness of interventions);

- Hire dedicated administrative staff to manage the day-to-day operations of HMIS to improve data quality, provide support to partner organizations, and enable real-time data collection;
- Improve ability for agencies/system to capture client exit destinations, including from shelter;
- Increase coordination between mainstream resources and homeless assistance data systems to ensure identification of those eligible for benefits, such as SSI and CalWORKs; and
- Engage in a robust review of the HMIS Lead, including soliciting other agencies interested in acting as the HMIS Lead.

Opportunities to better coordinate around Veterans' services illustrates ways to enhance the effectiveness of San Joaquin's homeless system of care. Stakeholders expressed a desire for increased coordination between the VA, the CoC, and the community-at-large in order to achieve a functional zero for veteran homelessness. The system as it currently functions is not sufficiently maintained, with client lists that include people who are deceased, unreachable, or ineligible for services. Strategies to consider include:

- ✓ *Use a VA-managed "By-Name" List as the organizing document for housing and serving veterans;*
- ✓ *Expedite, through CES and HMIS, the identification of those eligible for VA programs (which is dependent on discharge status), so that veterans ineligible for VA programs may more readily access CoC and other housing and services;*
- ✓ *Increase coordination with the VA on PIT Count methodology and implementation; and*
- ✓ *Partner with the County Veterans Advisory Commission (VAC) to bridge veterans and services by connecting unhoused veterans with veteran peers in the community.*

Strategy 1.3: Educate and Engage the Community

While homelessness is growing across the State of California, so are the many myths and misconceptions around why people are homeless and the programs and services that work best in solving the problem. Rising costs of housing, combined with wages that do not keep pace, are driving increased rates of homelessness in San Joaquin County and across the State. A deeper understanding of homelessness and its solutions will strengthen community support for critical next steps.

Stakeholders in San Joaquin County have expressed the need for increased engagement and education of the members of the Continuum of Care and the community-at-large. A community that speaks the same language and supports the same mission can collectively address homelessness more efficiently and effectively.

Stakeholders also prioritized a focus on demystifying who is actually living on the street and in shelters. We know that in many communities there is a misconception that the majority of people experiencing homelessness have mental health or substance use disorders. The most common causes of homelessness in many communities, however, are unemployment and unpaid rent. While many people experiencing homelessness do have a disability that creates a barrier to regaining stable housing, the disability is often the result of their homelessness rather than its cause. Only a small percentage of the total number of people experiencing homelessness became homeless because of mental health issues or substance use disorders.

“When you first become homeless, you try your hardest to get your housing back. But then as the weeks go by, it becomes harder and harder. You get buried deeper and deeper. People do not look at you the same. Even a brief respite from living on the street can allow you to recharge – as little as two weeks can be enough to help reset your motivation.”

In addition to demystifying who is homeless, there are numerous ways to build a common understanding of the homeless system of care and the strategies to address it.

San Joaquin should prioritize the following:

- Educate the public on the need to implement evidence-based best practices (e.g. Housing First, Coordinated Entry, prevention and diversion, trauma-informed care, low-barrier programming, and voluntary services);
- Publicize success stories of individuals and strategies;
- Work with the business sector to address their concerns about blight and use data to show the results of efforts that have already been undertaken;
- Initiate messaging that better explains Housing First that highlights what has worked in San Joaquin and other similar communities;
- Undertake community education to encourage willingness for affordable development in our neighborhoods; and
- Incorporate the voice of the consumer/client through focus groups, surveys, and listening meetings.

2

GOAL 2: INCREASE ACCESS AND REDUCE BARRIERS TO HOMELESS CRISIS RESPONSE SERVICES



Measure 2.1: By 2025, 200 new housing-focused low-barrier shelter beds are available to people experiencing homelessness in San Joaquin County (The beds may be in congregate or non-congregate shelter settings, as public health needs dictate).

Measure 2.2: By 2025, an additional 200 total rental assistance eviction prevention grants are available.

Measure 2.3: The 2025 Point-in-Time Count will show that the number of unsheltered households in San Joaquin County is less than 50% of the 2019 Count.

Measure 2.4: More than 50% of households who were housed in Transitional Housing and Rapid Rehousing programs will exit to permanent housing destinations between 2020 and 2025.

Measure 2.5: Beginning 2021, the number of people experiencing homelessness for the first time will be reduced by 5% each year, achieving a 20% annual reduction by 2025.

Measure 2.6: Annually reduce by 10% the number of households that return to homelessness in 6 months after exiting to permanent housing from a Transitional Housing, Rapid Rehousing, or Permanent Supportive Housing program.

Strategy 2.1: Expand Low-Barrier Shelter Capacity, Hours, and Services

Emergency shelters and warming centers provide safe places for people to stay at night and help connect people to services and housing opportunities. When the programs are housing-focused and low-barrier, they are an important part of the system to engage people and help them exit homelessness to permanent housing.



Housing First

The Housing First approach has been extremely successful in reducing the length of time households are homeless, preventing returns to homelessness, and supporting participants' long-term stability and well-being. Research suggests Housing First program participants are 2.5 times more likely to be housed after 18-24 months than other programs.³¹

³¹ Baxter AJ, Tweed EJ, Katikireddi SV, et al. Effects of Housing First approaches on health and well-being of adults who are homeless or at risk of homelessness: systematic review and meta-analysis of randomized controlled trials. J Epidemiol Community Health 2019; 73.

Stakeholders in San Joaquin County have expressed the need to expand low-barrier shelter capacity. Current space, hours, structure, and services are insufficient to meet the needs of those facing housing instability, especially in the winter. This has been greatly exacerbated by the COVID-19 health crisis, increasing the need for non-congregate shelter settings. (For more guidance on best practices for non-congregate shelter settings in light of COVID-19, see HUD’s [“Non-Congregate Approaches to Sheltering for COVID-19 Homeless Response,”](#) in the Appendices.)

Members of the community have proposed lowering many barriers to entry that may discourage a household from moving indoors. Some of the barriers and challenges most commonly encountered are: ID requirements; restrictions against pets, possessions, and partners; rules based on sobriety rather than behavior; and curfews or exit times that eliminate education and employment opportunities. These can be life or death decisions.

There is currently only one congregate emergency shelter in the entire county that ascribes to a low-barrier approach, attempting to reduce burdensome requirements. However, clients remain unable to bring pets or store possessions, and must exit each morning. These issues persist in non-congregate settings where pets and many possessions are often not permitted. Moreover, the Stockton Shelter has insufficient capacity to accommodate the demand during each winter throughout the year. This past winter, the City of Stockton and San Joaquin County ensured expanded winter capacity by funding 100 additional beds for four months. However, with thousands of San Joaquin residents living on the streets, in cars, in parks, and by the river, a temporary expansion of 100-beds is insufficient to meet the growing need.



Navigation Centers

New legislation in California defined Navigation Centers as facilities that provide “temporary room and board with limited barriers to entry while case managers work to connect homeless individuals and families to income, public benefits, health services, permanent housing, or other shelter.”³² Navigation Centers are “housing-focused” facilities that provide shelter and comprehensive onsite services to support participants to exit homelessness permanently. While they help people stay safe from the dangers of living outside, they are also a valuable link to permanent housing, especially for people who have been homeless for an extended period of time and might be reluctant to engage in services.

Navigation Centers are “housing focused” because they are low-barrier and tailor their services to support the goal of exiting homelessness. They screen-in, rather than screen-out, potential participants with the greatest barriers to housing. They do not require participation in services as a condition of stay. They impose minimal rules and restrictions that focus on behavioral expectations to help ensure client and staff safety, i.e., few rules, not “no rules.” They provide flexible access to shelter and services, including extended hours of operation, arrangements for late arrivals, non-restricted mealtimes, and lenient curfew policies. They offer CES assessments on-site, voluntary case management, and other supportive services that assist households to create an action plan to help them obtain permanent housing.

In order to improve the community’s capacity to respond to the current and ever-growing need for shelter in San Joaquin County, stakeholders should explore the following:

- Expand low-barrier shelter capacity, incorporating Housing First principles to existing emergency shelters, and to any new or expanded congregate or non-congregate shelters (e.g. allow partners, pets, possessions; not require sobriety or mental health counseling to enter) – even consider a Navigation Center when appropriate;
- Standardize policies throughout all shelters, so they are predictable and equitable;
- Ensure that voluntary support services are accessible at all shelters through coordinated on-site case management, mobile multi-disciplinary teams, or rotating support staff;
- Obtain city, County, and private investment to support winter shelter capacity; and
- Provide financial support to expand hours of “Night-by-Night” shelters or to secure other 24-hour accommodations in order to provide continuity of care and increased case management support.

³² California Senate Bill 850 50490.4(a)(4)(A).

Persons with lived experience also highlighted that current policies and service offerings at different shelter sites, dedicated to different subpopulations, were inequitable or misaligned with the needs of residents. Many single adults and adults with partners (with no children) are interested in accessing more supportive services and abiding by behaviorally-based rules – similar to approaches taken in shelters serving households with children – to improve the shelter environment and support exits to permanent housing. With the increased need for non-congregate shelter settings, sufficient supportive services and equitable policies are even more crucial as individuals become more isolated and face new challenges in new environments.

A true low-barrier shelter model is grounded in fair and equitable policies that provide the greatest access to residents, while still prioritizing the protection and safety of staff and other residents.

Shelter residents suggested the following changes:

- Eliminate alcohol and drug testing via invasive practices, instead monitoring conditions based on a behavioral standard;
- Allow partners to live together;
- Allow pets;
- Create smaller, or individual, rooms within shelters to allow people to better manage their health and safety;
- Eliminate restrictive curfews and limited mealtime hours; and
- Improve access to self-care services, like showers and hygiene products.

Strategy 2.2: Invest in Prevention and Diversion

Living without stable housing, even briefly, is a traumatizing experience, and many never recover from the physical, emotional and financial impacts. By diverting households from shelter and preventing imminent homelessness, we can help individuals and families avoid the economic, social, mental, and physical challenges that result from homelessness – often at a much lower cost than it takes to serve people after they lose their housing.

With more and more San Joaquin households spending higher percentages of their income on rent, there are an increasing number of people falling into homelessness. Once somebody has fallen into homelessness, it can be extremely difficult to return to housing.

Prevention

Stakeholders in San Joaquin County have voiced a great need for investment into prevention services that will help struggling households maintain their housing rather than enter the homeless response

system. Prevention services have often been presented as one of the three largest community needs (along with shelter and permanent housing).

Steps to address prevention include:

- Invest in eviction prevention rental assistance funds to pay rental arrears (back rent);
- Establish an emergency eviction prevention fund that can quickly respond to needs (e.g., within 7-10 days);
- Increase access to free legal services and assistance (representation greatly increases tenant victories);
- Establish funds to address the gap created by ESG income limitations (30% AMI);
- Fund short-term rental subsidies to increase household housing stability;
- Advocate to the State the need for expedited access to Emergency Solutions Grant (ESG) funds, as there have been significant delays;
- Connect people to mainstream resources and benefits;
- Enact rent control legislation that considers both tenants and landlords by preventing rent increases of exorbitant amounts while providing government subsidies or tax credits to help renters absorb price increases; and
- Re-envision the Homeless Prevention & Rapid Rehousing (HPRP) project model to fund rental assistance up to 18 months, including security deposits, utility assistance, moving costs, and/or hotel vouchers.



Preventing Homelessness by Connecting People to Mainstream Resources

One of the key strategies to prevent homelessness is to maximize services that people are already eligible for, such as CalFresh, CalWORKS, Medi-Cal, Social Security Disability Insurance, and SSI. Communities can also fund dedicated support staff who are experienced at helping connect people to such benefits. In addition, communities can hire staff who can help people access rental assistance, conduct housing searches, and problem-solve collaboratively.

Diversion

Diversion programs provide a variety of interventions to help prevent people from entering shelter. Services are tailored to meet the needs, strengths, and preferences of each client, which ensures that

each person receives the minimum amount of support necessary to regain permanent housing, while conserving limited resources and serving as many people as possible. Diversion programs decrease the likelihood of a household entering a shelter and are less expensive than providing assistance once a household becomes homeless.

Services that support diversion include:

- Limited financial, utility, and/or rental assistance;
- Short-term case management;
- Housing search assistance;
- Credit repair;
- Landlord mediation;
- Tenant and/or financial education;
- Employment assistance; and
- Connection to mainstream benefits and resources.

Strategy 2.3: Improve and Expand Outreach and Engagement

Throughout the process of developing the strategic plan, stakeholders expressed a clear sense of priorities for the region: invest in prevention efforts to keep people housed, expand access to low-barrier shelter and services for those living on the street, and increase the availability of affordable permanent housing solutions.

While long-term solutions to homelessness require community-wide investment in permanent housing, housing-focused *services* help people connect to these long-term solutions and address the barriers that keep them from becoming housed. The goal is to help people exit homelessness as soon as possible. Once housed, people can work on the underlying challenges that undermine their stability.

Yet, stakeholders also identified that there is a real lack of information about services and housing opportunities that are available, and that those providing outreach often had difficulty understanding their lived experience. There was a strong desire from those affected by homelessness to have people with lived experience of homelessness provide any outreach services. There was also a strong sense that the efforts to do outreach, while admirable, fall far short of the level of effort needed to reach people. The average outreach attempt in San Joaquin is only two encounters or “touches.” Creating trust and rapport, as anyone can attest to, likely requires more.

Individuals who are formerly or currently homeless continue to raise outreach as an important area in need of improvement. They indicate that few people are effectively made aware of locations where services are located or are made aware of the breadth of services that are available. Clients feel that they are “chasing their own tails,” as they seek out services at one location only to be told that they must travel elsewhere or that they have missed their chance altogether.

- **Outreach by People with Lived Experience:** Like many other communities in California, people experiencing homelessness prefer to work directly with outreach staff who have direct experience with homelessness. As one stakeholder eloquently expressed, outreach staff with experience of homelessness “... don’t look down on me. They don’t just ask, ‘What happened?’ It is so important that the wording used by outreach workers is appropriate to the person being approached.”
- **Street and Encampment Outreach:** Street and encampment outreach teams meet people where they are to provide connections to services. Many people with extensive histories of homelessness are disconnected from the network of services that could help them return to housing. They often have deep-seated trauma and negative experiences with the safety net system that may make them reluctant to engage with providers. Outreach specialists should be trained to use proven engagement techniques, such as Trauma-Informed- Care, Critical Time Intervention, and Motivational Interviewing, to build trust and help people connect to the services and support they may need to find and keep housing.



Trauma-Informed Care (TIC)

Trauma-Informed Care (TIC) offers a framework for working with people experiencing trauma, including individuals who are homeless. Traumatic experiences can lead to stress and other long-lasting impacts, “interfering with a person’s sense of safety, ability to self-regulate, sense of self, perception of control and self-efficacy, and interpersonal relationships,”³³ TIC ensures that service providers adopt an approach to working with people experiencing homelessness by employing some degree of trauma awareness; placing an emphasis on safety; providing opportunities for individuals they work with to rebuild control; and adopting a strengths-based approach (identifying people’s skills and helping them to develop coping mechanisms).³⁴



Critical Time Intervention (CTI)

Critical Time Intervention (CTI) is a case management model designed specifically to prevent homelessness in people living with mental illness. It is used in a time-limited manner to work with people following discharge from hospitals, shelters, and prisons/jails – situations when it is extremely challenging for people to obtain stable housing and needed supports. Case managers provide emotional and practical support during the transition while also helping individuals develop long-term ties to services, family, and friends.³⁵

³³ E. Hauper, E. Bausuek, J. Olivet, “Shelter from the Storm: Trauma-Informed Care in Homelessness Services Settings,” *The Open Health Services and Policy Journal*, 2009.

³⁴ *ibid*

³⁵ *Critical Time Intervention: Preventing Homelessness in the Transition from Institution to Community*, [criticaltime.org](https://www.criticaltime.org/wp-content/uploads/2009/04/cti-handout4.pdf). Available at <https://www.criticaltime.org/wp-content/uploads/2009/04/cti-handout4.pdf>



Motivational Interviewing (MI)

Motivational Interviewing (MI) is a client-centered, evidence-based approach used by direct service providers working with people experiencing homelessness. It focuses on allowing individuals to direct their own path toward the change they seek, rather than trying to convince them of what they need to do. The provider builds trust, listens, and then acts as a guide to help the client to identify their own personal next steps.³⁶

Stakeholders in San Joaquin County have also highlighted the need for expanded outreach to households living in places not meant for habitability (e.g. street/car). Current partnerships between entities such as Law Enforcement and Behavioral Health have already resulted in increased engagement and connections to housing and services. Examples of current efforts include the establishment of a Community Liaison in Lodi and the implementation of the Stockton Law Enforcement Assisted Diversion (LEAD) Program.

Much more can be done, however, to increase not only the capacity, but also the effectiveness of street outreach.

Additional activities to pursue:

- Support and expand existing multi-disciplinary teams (e.g. social workers, mental and physical health providers, police) who conduct street outreach and are able to connect people to supportive services;
- Increase diversity of street outreach staff, to include more people with lived experience and to better reflect the population served;
- Increase prevalence of locations (e.g. shelters, community centers) for “warm handoffs” from law enforcement/other sectors to service providers;
- Re-invest and expand existing successful pilot programs (e.g. Stockton LEAD and Lodi Community Liaison) to ensure full-time staffing to meet existing needs;
- Identify entities that should lead coordination efforts with law enforcement, behavioral health, and other entities, so that law enforcement remains a partner, but not the leader, of homeless response efforts; and
- Expand or replicate behavioral health mobile teams (e.g. San Joaquin County Mobile Crisis Support Teams).

³⁶ *Spotlight on PATH Practices and Programs: Motivational Interviewing, U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. (2010).*



GOAL 3: ENSURE
HOUSEHOLDS
EXPERIENCING
HOMELESSNESS HAVE
ACCESS TO
AFFORDABLE AND
SUSTAINABLE
PERMANENT HOUSING
SOLUTIONS



Measure 3.1: By 2025, 100 new rapid rehousing opportunities are available, and 200 new permanent supportive housing units are built or rehabilitated or in the pipeline (with at least 100 built or rehabilitated by 2024), for people experiencing homelessness in San Joaquin County.

Measure 3.2: Veteran homelessness reaches functional zero by the 2025 Point-In-Time Count.

Measure 3.3: The County and its 4 largest cities initiated at least 1 new pilot project to test efficacy of non-conventional housing options, including shared or modular housing.

Measure 3.4: The County and its 4 largest cities created or adopted 1 new policy that waives fees, increases density, or changes zoning laws to facilitate new and affordable housing construction or rehabilitation.

Measure 3.5: HMIS collects the time between assessment for services and placement into a transitional or permanent housing program.

Strategy 3.1: Increase Affordable Housing Stock for Vulnerable Adults, Youth, and Families

Permanent housing programs, such as Permanent Supportive Housing (PSH) and Rapid Rehousing (RRH), are well-established as some of the most cost-effective and successful strategies to address homelessness.

These programs provide subsidized housing, combined with the supportive services the household needs to retain that housing and attain long-term stability. Services can include case management; connections to employment and public benefits; and medical, mental health, and substance use treatment. The programs tailor services to the unique needs of each household and successfully support many San Joaquin County residents each year to permanently exit homelessness and regain self-sufficiency.

“The rent is way too high. Most Stockton rentals require two to three times the rental amount. In addition, there are virtually no low-income rentals available near the businesses that are actually hiring.”

Shared Housing

Shared housing is a living arrangement between two unrelated people who choose to live together to take advantage of the mutual benefits it offers. Families, students, young adults, and seniors have been using this arrangement for generations. It is now recognized as a viable option for people exiting homelessness.

Shared housing allows single adults to agree to live together for both economic reasons and for social support. It is usually a situation where rent and utilities are shared between two or more people. There are different models, including entire apartment buildings or homes structured as shared housing, some with shared common areas such as kitchens and living rooms, while others are private residences with landlords. Still others might be run by County agencies. In the context of serving people at risk of or experiencing homelessness, often shared housing pairs permanent housing with supportive services.

Stakeholders in San Joaquin County have overwhelmingly voiced the need for investment into the creation, rehabilitation, and expansion of affordable housing options. Ultimately, without a pathway to housing, many households experiencing homelessness will continue to face instability, experience trauma, and remain on the street. The following strategies should be explored:

- Master lease, lease to own, or convert existing lodging in the community (e.g., motels/hotels);
- Rehabilitate vacant or underutilized properties (government or privately owned);
- Pursue a dedicated source of funding for a permanent housing trust fund that would accelerate development for affordable housing and homelessness projects;
- Establish a predevelopment loan pool for developers to have funds to complete due diligence on proposed projects;
- Establish homeless unit set-asides in affordable non-homeless projects/developments;
- Preserve and invest in housing dedicated to seniors given they make up 25% of homeless population;

- Promote the development of social housing (mixed-income projects available to anyone) funded by new real-estate document recording fees, a tax increase on high-dollar real estate transactions, or through income-based rent;
- Advocate for the establishment of an inclusionary zoning policy requiring at least 20% of units to be affordable in new developments;
- Support and encourage creative housing production solutions (e.g., modular, manufactured);
- Advocate for affordable housing projects to be expedited;
- Waive permitting fees for Extremely Low-Income (ELI) housing construction;
- Ensure incoming state funding supports the development or rehabilitation of permanent housing for homeless households;
- Encourage the evaluation of and modification of zoning laws that unnecessarily restrict the development of affordable housing; and
- Increase case management services to ensure special subpopulations stay housed.



Social Housing

“Social housing³⁷ is a public option for housing. Typically, it is rental housing provided below market rates. Rents are charged according to either real costs-based or income-based formulas. Social housing is permanently off the private market: in some cases, it can be owned and operated by municipal governments or nonprofit housing providers. In other cases, as with limited-equity cooperatives, land trusts or mutual housing associations, residents may own a stake in their homes at subsidized rates, and they cannot sell them for exorbitant profit. Social units should be primarily new construction on infill or previously non-residential or unaffordable sites, particularly in supply-constrained cities and regions where sprawl encourages high rates of car use, as well as in areas that lack a substantial stock of existing public housing. While new construction is essential to realizing this vision, it must not raze existing communities in the name of new development.”

³⁷ <https://homesguarantee.com/wp-content/uploads/Homes-Guarantee--Briefing-Book.pdf>

Strategy 3.2: Invest in Landlord Engagement, Navigation, and Incentives

<i>Individuals experiencing homelessness report that landlords frequently require triple the amount of rent at move-in or three times rent as monthly income; even with a housing voucher this cannot be overcome.</i>	<p>Many communities – even those in high cost rental markets – are highly successful in working with landlords and property managers to identify units for people exiting homelessness. Building relationships, including understanding and addressing landlords’ concerns, is key.</p> <p>Stakeholders have recognized that local landlords are key partners in responding to homelessness. Identifying, engaging, and incentivizing landlords is a critical goal for San Joaquin, given a large portion of permanent housing is secured from market rate landlords only in scattered-site models.</p>
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Affirmative actions that can be taken include:

- Negotiate with property owners, rather than property management companies, to help overcome the high move-in costs that property managers are requiring;
- Invest in Landlord Navigator and Housing Locator positions who can identify prospective partners, ensure landlord questions are answered promptly, and prepare program participants to succeed in housing;
- Educate landlords about laws against discriminating against applicants based on source of income;
- Incentivize absent landlords to sell or develop properties;
- Offer mediation services for landlord-tenant conflicts;
- Provide assistance for clients in need of credit repair;
- Engage homeowners who have spare rooms or ADUs on site to become landlords;
- Create flexible funding to incentivize private landlords to house program participants in market rate units (e.g. signing bonuses, ongoing funds to hold units, double deposits);
- Design and implement a county-wide messaging and engagement strategy (e.g. refined program literature, community orientations and appreciation events, print/social media campaigns)

- Examine the discretion held by the Office of the District Attorney and the courts regarding the clearance of criminal convictions and unpaid fines for people that are homeless in order to remove landlord concerns regarding criminal and credit history.



Accessory Dwelling Units

Accessory Dwelling Units (ADUs) are small secondary housing units located on the same grounds as a primary home. They include units such as a basement apartment, a garage apartment, or a stand-alone “tiny home” on the same property as a single-family residence. Sometimes known as in-law units or backyard cottages, they have become increasingly more sought after as one way to help resolve the housing crisis because they are a more affordable option for adding much-needed housing in California. They are legally part of the same property as the main home. Over the past 2-3 years, California enacted new policies to allow homeowners to more readily build ADUs as one of many ways to help solving the housing crisis.

Strategy 3.3: Expand Case Management, Employment, and Supportive Services

Many people experiencing homelessness in San Joaquin have been homeless for an extended period of time. These individuals are often disconnected from the resources they need to exit homelessness and achieve stability. Supporting people with extensive histories of homelessness and related trauma requires significant time to connect with people and build trust.

Moreover, while some were disabled prior to losing their housing, many others acquired their disability as a result of living on the streets or without stable housing – an experience that is extremely dangerous and traumatic. To return to, and maintain, housing successfully, individuals experiencing homelessness often require ongoing treatment and support – both before and after they are housed.

Nonprofits, community groups, and County agencies provide a variety of services that can help people exit homelessness and stay housed permanently. Programs such as mental health treatment, employment and job training, health care, and substance use recovery can meaningfully help people attain greater stability.

While some of these programs are dedicated to people experiencing homelessness, others are resources available to everyone in the community. Ensuring that these programs are available and accessible for people experiencing homelessness allows the community to get the most out of its existing resources.

Stakeholders in San Joaquin County have expressed the need for supportive services at every level of the homeless response system. Case management and employment/education services are critical elements to ensuring housing stability for those living on the street, in shelter, and in permanent housing. San Joaquin should consider the following:

- New shelter, rapid rehousing, and permanent supportive housing projects/initiatives must include funding for supportive services (or at minimum, partnership agreements with service providers or the County);
- Services should adhere to a “Housing First” model (low-barrier, client-centered, voluntary);
- Set aside a portion of any supportive services funds for “aftercare” (services after financial support ends);
- Negotiate and/or lobby for case management to become reimbursable under Medi-Cal;
- Case Management should be “housing-focused” (housing stability drives all participant goals and plans); and
- Engage the business community to create internship, apprenticeship, employment, and grant opportunities.

“When I first came to Stockton Shelter, I knew all about St. Mary’s Dining Room. I began volunteering and then found my way to Social Services where I found help with housing, counseling, and mental health. Now I volunteer and have a leadership role in one of the programs. The shelter program has helped me stay clean and sober.”

While San Joaquin County works to build a robust and responsive system of care with sufficient low-barrier shelter capacity and affordable permanent housing options – all of which are critical to ending homelessness – few can pull themselves up alone. Supportive services are a critical element to ensuring every household can find and keep a safe home in which to thrive.

CONCLUSION

Call to Action

The San Joaquin community faces two pandemics: one well-known, one novel, both devastating. Homelessness is not new. It is more and more present in San Joaquin. Those who had found new homes are increasingly returning to homelessness, while those who have never faced the prospect of living on the street are increasingly confronting this reality. This reality has been further exacerbated by the arrival of COVID-19.

However, this convergence has created opportunity. There is an unknown and uncertain future, but the federal and state governments are paying attention. They are creating new funding streams, permitting flexibility, and encouraging creative solutions to resolve widespread housing instability. San Joaquin must come together at this critical juncture with increased local investment and political will.

The San Joaquin Community Response to Homelessness was developed to serve as the touchstone for the Continuum of Care, County, and cities within, to ensure evidenced-based and community-developed strategies guide San Joaquin's immediate and future actions. By committing to increased coordination, data collection, community education, and local funding, San Joaquin's unhoused citizens will be afforded a critical safety net that prioritizes the most vulnerable, removes unnecessary barriers to entry, and offers comprehensive supportive services.

The Implementation Addendum included as an appendix to this strategic plan provides a road map of activities, action steps, responsible parties, and key stakeholders to implement this shared vision.

APPENDICES

IMPLEMENTATION ADDENDUM

Goal 1: Establish a Coordinated and Engaged Regional System of Care

Activity	Steps	Responsible Parties	Stakeholders
<p>Strategy 1.1: Establish a Cross-jurisdictional Effort to Create Shared Processes to Access Funding Streams, Identify Community Priorities, and Coordinate the countywide Homeless System of Care</p>	<p><i>Strengthen Coordinated Entry System</i></p> <p><i>Year 1:</i></p> <ul style="list-style-type: none"> <i>Hire consultant to assist CoC Board with operating plan for Coordinated Entry System</i> <i>Finalize system design and policies and procedures</i> <i>Conduct onboarding and training</i> <i>Determine access points</i> <i>Establish key organizations, ensuring full geographic coverage</i> <i>Survey end users</i> <i>Set up HMIS to support system</i> <p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> <i>Rollout system with selected providers</i> <i>System in place and tracking metrics</i> <i>Evaluate VI-SPDAT</i> 	<p><i>Coordinated Entry System Committee</i></p> <p><i>CoC Board</i></p>	<p><i>End users of CES</i></p>

	<p><i>Establish Countywide Priorities, Design a Shared Process Around Funding</i></p> <p><i>Year 1:</i></p> <ul style="list-style-type: none"> • <i>CoC Board sends approved plan to all jurisdictions to request voting bodies to adopt</i> • <i>CoC Board review of current committee structure to ensure it aligns with strategic plan goals; assignment of committees as responsible parties</i> • <i>Jurisdictions adopt strategic plan, align investment of resources</i> <ul style="list-style-type: none"> ○ <i>Identify action steps for each of the local jurisdictions, what their role should be as they move to support implementation</i> • <i>Design advisory board responsible for coordinating and prioritizing use of federal, state and local funding</i> <p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> • <i>Annual review of Strategic Plan by CoC Board</i> • <i>Annual report of progress produced and distributed by CoC Board</i> • <i>Annual CoC Board training</i> • <i>Launch advisory board with participation by all jurisdictions</i> • <i>Design common RFP mechanism</i> • <i>Offer TA to providers to establish new project pipeline</i> 	<p><i>CoC Board</i></p> <p><i>County</i></p> <p><i>Cities</i></p>	<p><i>Providers</i></p> <p><i>CoC</i></p>
<p>Strategy 1.2: Improve Data Collection, Measurement, and Analysis</p>	<p><i>Year 1:</i></p> <ul style="list-style-type: none"> • <i>Ensure all housing & homeless programs are trained and participate in HMIS (condition funding on participation)</i> • <i>Demonstrate the utility of data collection to achieve buy-in from participating organizations to track individuals returning to homelessness, take advantage of free trainings offered to them, obtain technical assistance when necessary, etc., free licenses – goal is 100% participation</i> • <i>Engage in a robust review of the HMIS Lead, including soliciting other agencies interested in acting as the HMIS Lead</i> • <i>Evaluate opportunities to streamline/expand data entry through partnerships that have emerged from COVID-19 response efforts</i> 	<p><i>CoC Board</i></p> <p><i>HMIS Lead Agency</i></p>	<p><i>End Users</i></p> <p><i>HMIS Lead</i></p> <p><i>Data Cmte</i></p> <p><i>Mainstream providers</i></p>

	<p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> • <i>Assess data to drive community action (e.g. measure if outputs meet inputs, effectiveness of interventions) (ongoing)</i> • <i>Hire dedicated administrative staff to manage the day-to-day operations of the HMIS to improve data quality, provide support to partner organizations, and to enable real-time data collection</i> • <i>Improve ability for agencies/system to capture client exit destinations</i> • <i>Increase coordination between mainstream benefits and homeless assistance data systems to ensure identification of those eligible for SSI, CalWORKs, etc.</i> 		
<p>Strategy 1.3: Educate and Engage the Community</p>	<p><i>Year 1:</i></p> <ul style="list-style-type: none"> • <i>Educate the public on the need to implement evidence-based best practices (e.g. Housing First, Coordinated Entry, prevention and diversion, trauma-informed care, low-barrier programming, and voluntary services)</i> • <i>Identify funding to support public education</i> • <i>Establish lead entity for engagement and education efforts; engage wide array of partners, including jurisdictions, to participate on Education Cmte</i> • <i>Identify costs of homelessness vs. cost savings through best practices</i> <p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> • <i>Publicize success stories of individuals and strategies, including trauma-informed care, prevention, and cultural awareness</i> • <i>Work with the business sector to address their concerns about blight and use data to show the results of efforts that have already been undertaken</i> • <i>Initiate messaging that better explains Housing First and that highlights what has worked in San Joaquin and other similar communities</i> • <i>Undertake community education to encourage willingness for affordable development in our neighborhoods; and</i> • <i>Incorporate the voice of the consumer/client through focus groups, surveys, and listening meetings.</i> 	<p><i>CoC Board</i></p> <p><i>Education Cmte</i></p> <p><i>City of Stockton</i></p> <p><i>San Joaquin Fair Housing</i></p>	<p><i>CBOs</i></p> <p><i>Business Community</i></p> <p><i>Youth</i></p> <p><i>Reinvent Stockton</i></p> <p><i>ACES</i></p> <p><i>HMIS Lead</i></p> <p><i>Office of Ed., School Districts, Cmty. Colleges</i></p>

Goal 2: Increase Access and Reduce Barriers to Homeless Crisis Response Services

Activity	Steps	Responsible Parties	Stakeholders
Strategy 2.1: Expand Low-Barrier Shelter Capacity, Hours, and Services	Invest in Expansion of Shelter Capacity	County Cities Shelter providers Funding Advisory Board	Business community Allied CBOs People with lived experience Law enforcement Hospitals
	<p>Year 1:</p> <ul style="list-style-type: none"> Obtain city, County, and private investment to maintain existing capacity of programs Identify needs and develop plan for population-specific low barrier shelters (e.g., single women) Identify and engage private sector partners (e.g., join business community meetings) Provide financial support to expand hours of “Night-by-Night” shelters (ideally for 24 hours) in order to provide continuity of care and increased case management support Consider impact of COVID-19 and tailor shelter strategies as appropriate <p>Years 2-5:</p> <ul style="list-style-type: none"> County Human and Behavioral Health are fully integrated into major shelters, providing essential wrap around services Expand low-barrier shelter capacity, incorporating Housing First principles to existing shelters, and to any new or expanded shelters (e.g. allow partners, pets, possessions; not require sobriety or mental health counseling to enter) Identify location, scope of services, and sustainability plan for Navigation Center Identify and engage additional shelter providers for expansion 	CoC Board	Shelter providers Allied CBOs
	Standardize Low-Barrier Shelter Policies		
	<p>Year 1:</p> <ul style="list-style-type: none"> Provide best practices, guidance, and consistent definition of terms to support standardization of policies throughout all shelters, in promotion of equity <p>Years 2-5:</p> <ul style="list-style-type: none"> Provide technical assistance to higher barrier shelters and sober living environments to revise policies in alignment with low-barrier approaches 		

<p>Strengthen Housing-Focused Case Management</p> <p>Year 1:</p> <ul style="list-style-type: none"> Assess staffing capacity of shelters, identify needs <p>Years 2-5:</p> <ul style="list-style-type: none"> Identify permanent funding streams to support ongoing staffing needs Ensure that voluntary support services are accessible at all shelters through coordinated on-site case management, mobile multi-disciplinary teams, or rotating support staff 	<p>County</p> <p>Cities</p> <p>Shelter providers</p> <p>Funding Advisory Board</p>	<p>Business community</p> <p>Allied CBOs</p> <p>People with lived experience</p>	
<p>Strategy 2:2: Invest in Prevention</p>	<p>Year 1:</p> <ul style="list-style-type: none"> Invest in eviction prevention rental assistance funds to pay rental arrears (back rent); Establish an emergency eviction prevention fund that can quickly respond to needs (e.g., within 7-10 days) Increase access to free legal services and assistance (representation greatly increases tenant victories); leverage available eviction data to inform strategies and make the case for funding Develop toolkit to educate partners about available resources (including school districts) Evaluate effectiveness and impact of COVID-specific strategies and funding that should be replicated or maintained longer term <p>Years 2-5:</p> <ul style="list-style-type: none"> Establish funds to address the gap created by ESG income limitations (30% AMI) Fund short-term rental subsidies to increase household housing stability Advocate to the State the need for expedited access to Emergency Solutions Grant (ESG) funds, as there have been significant delays Connect people to mainstream resources and benefits (e.g., going upstream to develop systems of support to school districts, looking at poverty, low literacy, homelessness, etc.) 	<p>County</p> <p>Cities</p> <p>Education Cmte</p> <p>Funding Advisory Board</p>	<p>CBOs</p> <p>Property owners</p> <p>Tenants</p> <p>CVLI</p> <p>Housing Authority</p> <p>Banks</p> <p>CPF</p> <p>Legal services</p> <p>Schools</p> <p>Business Community</p>

	<ul style="list-style-type: none"> • <i>Enact rent control legislation that considers both tenants and landlords by preventing rent increases of exorbitant amounts while providing government subsidies or tax credits to help renters absorb price increases</i> • <i>Re-envision the Homeless Prevention & Rapid Rehousing (HPRP) project model to fund rental assistance up to 18 months, including security deposits, utility assistance, moving costs, and/or hotel vouchers.</i> • <i>Evaluate needs of subpopulations, including transition age youth</i> 		
<p>Strategy 2.3: Improve and Expand Outreach and Engagement</p>	<p><i>Year 1:</i></p> <ul style="list-style-type: none"> • <i>Support and expand existing multi-disciplinary teams (e.g. social workers, mental and physical health providers, police) who conduct street outreach and are able to connect people to supportive services</i> • <i>Re-invest and expand existing successful pilot programs (e.g. Stockton LEAD and Lodi Community Liaison) to ensure full-time staffing to meet existing needs</i> • <i>Identify entities that should lead coordination efforts with law enforcement, behavioral health, and other entities, so that law enforcement remains a partner, but not the leader, of homeless response efforts</i> • <i>Expand or replicate behavioral health mobile teams (e.g. San Joaquin County Mobile Crisis Support Teams)</i> <p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> • <i>Reduce barriers to hiring to increase diversity of street outreach staff, to include more people with lived experience and to better reflect the population served</i> • <i>Increase prevalence of locations (e.g. shelters, community centers) for “warm handoffs” from law enforcement/other sectors to service providers</i> • <i>Break down silos between outreach teams and case management</i> • <i>Implement trainings on best practices for teams, including trauma-informed care, critical time intervention, motivational interviewing, and use of technology</i> 	<p><i>CoC Board</i></p> <p><i>County</i></p> <p><i>Cities</i></p> <p><i>Education Cmte</i></p>	<p><i>Outreach teams</i></p> <p><i>CBOs</i></p> <p><i>FBOs</i></p> <p><i>Police Depts</i></p> <p><i>Behavioral Health</i></p>

Goal 3: Ensure Households Experiencing Homelessness Have Access to Affordable and Sustainable Permanent Housing Solutions

Activity	Steps	Responsible Parties	Stakeholders
Strategy 3.1: Increase Affordable Housing Stock for Vulnerable Adults, Youth, and Families	<p>Year 1:</p> <ul style="list-style-type: none"> • Master lease, lease to own, or create agreements with existing lodging in the community (e.g. motels) to create Permanent Supportive Housing • Evaluate and modify codes and zoning laws at City and County levels that unnecessarily restrict the development of high-density affordable housing • Develop a list of vacant or underutilized properties to target for development (government or privately owned) • Establish homeless unit set-asides in affordable non-homeless projects/developments <p>Years 2-5:</p> <ul style="list-style-type: none"> • Rehabilitate vacant or underutilized properties • Assess complementary agencies to support affordable housing (e.g., transit, parks, food) • Establish a predevelopment loan pool for developers to have funds to complete due diligence on proposed projects (Housing Trust Fund) • Develop Affordable Housing Strategic Plans for all jurisdictions • Promote the development of social housing (mixed-income projects available to anyone) funded by new real-estate document recording fees, a tax increase on high-dollar real estate transactions, or through income-based rent • Advocate for inclusionary zoning policy requiring at least 20% of units to be affordable in new developments • Support and encourage creative housing production solutions (e.g., modular, manufactured) • Advocate for expedited affordable housing projects 	<p>CoC Board</p> <p>County</p> <p>Cities</p>	<p>Developers</p> <p>Municipal staff</p> <p>Community Foundation</p> <p>Funders</p>

	<ul style="list-style-type: none"> • <i>Advocate for permitting fees for Extremely Low-Income (ELI) housing construction</i> • <i>Ensure incoming state funding supports the development or rehabilitation of permanent housing for homeless households</i> • <i>Increase case management services to ensure special subpopulations stay housed</i> 		
<p>Strategy 3.2: Invest in Landlord Engagement, Navigation, and Incentives</p>	<p><i>Year 1:</i></p> <ul style="list-style-type: none"> • <i>Create flexible funding to incentivize private landlords to house program participants in market rate units (e.g. signing bonuses, ongoing funds to hold units, double deposits)</i> • <i>Advocate for investment in Landlord Navigator and Housing Locator positions who can identify prospective partners, ensure landlord questions are answered promptly, and prepare program participants to succeed in housing</i> <p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> • <i>Secure local funds for prevention and incentives</i> • <i>Engage a long-term contracted service provider to staff housing navigation support</i> • <i>Share Stockton’s off-the-shelf ADU plans with fellow cities</i> • <i>Negotiate with property owners, rather than property management companies, to help overcome the high move-in costs that property managers are requiring</i> • <i>Educate landlords about laws against discriminating against applicants based on source of income</i> • <i>Incentivize absent landlords to sell or develop properties</i> • <i>Offer mediation services for landlord-tenant conflicts</i> • <i>Provide assistance for clients in need of credit repair</i> • <i>Engage homeowners who have spare rooms or ADUs on site to become landlords</i> 	<p><i>CoC Board</i></p> <p><i>County</i></p> <p><i>Cities</i></p> <p><i>Funding Advisory Board</i></p>	<p><i>CBOs</i></p> <p><i>Developers</i></p> <p><i>Property owners</i></p>

	<ul style="list-style-type: none"> • <i>Design and implement a county-wide messaging and engagement strategy (e.g. refined program literature, community orientations and appreciation events, print/social media campaigns)</i> • <i>Examine the discretion held by the Office of the District Attorney and the courts regarding the clearance of criminal convictions and unpaid fines for people that are homeless in order to remove landlord concerns regarding criminal and credit history</i> 		
<p>Strategy 3.3: Expand Case Management, Employment, and Supportive Services</p>	<p><i>Year 1:</i></p> <ul style="list-style-type: none"> • <i>Engage the business community to create internship, apprenticeship, employment, and grant opportunities</i> • <i>Educate providers about benefits of “Housing First” model (low-barrier, client-centered, voluntary)</i> • <i>Host “conference” to expand education about housing-focused case management services to broader audience</i> <p><i>Years 2-5:</i></p> <ul style="list-style-type: none"> • <i>Evaluate population-specific case management needs</i> • <i>New shelter, rapid rehousing, and permanent supportive housing projects/initiatives must include funding for supportive services (or at minimum, partnership agreements with service providers or the County)</i> • <i>Maximize and institutionalize local match to secure highest amount of state and federal funding to support service needs</i> • <i>Set aside a portion of any supportive services funds for “aftercare” (services after financial support ends)</i> • <i>Negotiate and/or lobby for case management to become reimbursable under Medi-Cal</i> • <i>Case Management should be “housing-focused” (housing stability drives all participant goals and plans)</i> 	<p><i>CoC Board</i></p> <p><i>Funding Advisory Board</i></p>	<p><i>CBOs</i></p> <p><i>Worknet</i></p> <p><i>CalWorks</i></p> <p><i>Business Community and Assns.</i></p> <p><i>Chambers of Commerce</i></p> <p><i>County</i></p> <p><i>Cities</i></p> <p><i>Office of Ed.</i></p>

NON-CONGREGATE APPROACHES FOR COVID-19 RESPONSE

NON-CONGREGATE APPROACHES TO SHELTERING FOR COVID-19 HOMELESS RESPONSE

Continuums of Care considering non-congregate approaches to sheltering people who are homeless that are symptomatic or in high risk categories, such as seniors or people with chronic illness, should consider the following guidance when designing local approaches. Coordination with public health partners is essential in design, resource investment and staffing considerations.

PLACEMENT: Comprehensive screening and triage in place to refer to site and prioritize placement

	Best Practice Approach: Private Individual Rooms	Better Approach: Individual Rooms/Semi-Private Spaces	Good Approach: Shared Spaces
Target Population	<ul style="list-style-type: none"> <input type="checkbox"/> Individuals who are symptomatic after screening at shelter has been implemented <input type="checkbox"/> Individuals who are pending testing or are close contacts of confirmed cases <input type="checkbox"/> Individuals who are high riskⁱ with or without symptoms <input type="checkbox"/> Individuals who are confirmed to be COVID-19 positive who do not need to be hospitalized 	<ul style="list-style-type: none"> <input type="checkbox"/> Individuals who are symptomatic after screening at shelter has been implemented <input type="checkbox"/> Individuals who are confirmed to be COVID-19 positive who do not need to be hospitalized as long as all individuals in the space are COVID-19 positive 	<ul style="list-style-type: none"> <input type="checkbox"/> Individuals who are confirmed to be COVID-19 positive who do not need to be hospitalized as long as all individuals in the space are COVID-19 positive <input type="checkbox"/> Individuals who are asymptomatic after screening at shelter has been implemented as long as all individuals in the space are asymptomatic.
Set-up	<ul style="list-style-type: none"> <input type="checkbox"/> Individual bedroom (walls on all sides and a door) <input type="checkbox"/> Individual bathroom <input type="checkbox"/> Individual HCV <input type="checkbox"/> Personal cleaning supplies for an ill person's room and bathroom 	<ul style="list-style-type: none"> <input type="checkbox"/> Individual bedroom (walls on all sides and a door) <input type="checkbox"/> If no existing walls, makeshift walls that are floor to ceiling should be created to create 6ft separation <input type="checkbox"/> Limited shared bathroom with cleaning regiment <input type="checkbox"/> Bathroom should be cleaned and disinfected after each use by an ill person <input type="checkbox"/> Dedicate an entrance(s) or passageway(s) for infectious individuals when feasible. 	<ul style="list-style-type: none"> <input type="checkbox"/> Shared bedroom spaces with 6ft separation <input type="checkbox"/> Makeshift walls that are floor to ceiling (if feasible) should be created <input type="checkbox"/> Arrange all sleeping areas (including beds/cots) so that individuals are separated by putting a minimum of 6 feet between individual sleeping surfaces to prevent the spread of infections. <input type="checkbox"/> Shared bathroom <input type="checkbox"/> Bathroom should be cleaned and disinfected after each use by an ill person <input type="checkbox"/> Dedicate an entrance(s) or passageway(s) for infectious individuals when feasible.
Staffing	<ul style="list-style-type: none"> <input type="checkbox"/> Onsite healthcare <input type="checkbox"/> Transportation plan for closest hospital transport <input type="checkbox"/> Staff shifts and crew configuration <input type="checkbox"/> Cleaning schedules <input type="checkbox"/> PPE available for staff <input type="checkbox"/> Non-Congregate site management staff <input type="checkbox"/> Case management staff <input type="checkbox"/> Security 	<ul style="list-style-type: none"> <input type="checkbox"/> Identifying dedicated staff to care for COVID-19 patients. <input type="checkbox"/> Telehealth options <input type="checkbox"/> PPE available for staff <input type="checkbox"/> Non-Congregate site management staff <input type="checkbox"/> Security 	<ul style="list-style-type: none"> <input type="checkbox"/> Identifying dedicated staff to care for COVID-19 patients. <input type="checkbox"/> Telehealth options <input type="checkbox"/> PPE available for staff <input type="checkbox"/> Non-Congregate site management staff <input type="checkbox"/> Security

ⁱ Center for Disease Control: Corona Virus 2019 (COVID 19) *Are you at higher risk for severe illness?*
<https://www.cdc.gov/coronavirus/2019-ncov/specific-groups/high-risk-complications.html>

This resource is prepared by technical assistance providers and intended only to provide guidance. The contents of this document, except when based on statutory or regulatory authority or law, do not have the force and effect of law and are not meant to bind the public in any way. This document is intended only to provide clarity to the public regarding existing requirements under the law or agency policies.



HOMELESSNESS STRATEGIC PLAN – SUMMARY

GOAL 1

Increase Housing Options in the City of Tracy

GOAL 2

Increase Access to Coordinated Support Services for People Experiencing Homelessness

GOAL 3

Develop Action Plans for Engaging with People Experiencing Homelessness

GOAL 4

Enact Specific Strategies for Vulnerable Subpopulations Experiencing Homelessness

OBJECTIVES

- 1. SHORT-TERM: Identify immediate temporary “Emergency Housing” options & integrate crisis support services.
- 2. MID-TERM: Identify “Transitional Housing” options & integrate wrap-around support services with Navigation Center.
- 3. LONG-TERM: Increase affordable housing stock & assist in securing “Permanent Housing” with continued support services from Case Managers.
- 4. CONTINUOUS: Proactively pursue local, state, and federal funding to support housing options and support services.
- 5. Create property-owner economic initiative to increase the number of private housing options to support housing for people transitioning out of homelessness.

- 1. Create a centralized location to serve as a “Navigation Center” where people experiencing homelessness can gain access to appropriate services and resources based on their immediate needs.
- 2. Secure access to addiction, mental health, family reunification, job training, & other appropriate support services at the Navigation Center.
- 3. Enhance coordination between local service providers and county agencies.
- 4. Evaluate effectiveness of current spending and consider reallocating resources, while continuing to pursue other funding options.

- 1. Establish “Law Enforcement Protocol” for initiating contact with people experiencing homelessness that complies with the recent *Martin v. Boise* decision.
- 2. Establish “Crisis Response Protocol” for local service providers to render rapid crisis support — including after-hour services for people experiencing or at-risk of homelessness.
- 3. Partner with county agencies (including the D.A.’s Office & County Jail) to evaluate opportunities for diversion programs or other alternatives to incarceration for people experiencing homelessness — including a warm “hand off” to service providers to render immediate crisis support services or emergency housing.

- 1. Identify people experiencing or at-risk of homelessness in vulnerable subpopulations within the City of Tracy — including, but not limited to, veterans, youth, the LGBT community, victims of crime, and people with behavioral health needs.
- 2. Ensure access to “Case Managers” for the vulnerable subpopulations who will educate and provide connections to appropriate support services and housing options.
- 3. Identify and apply for funding opportunities to secure resources that are specifically available to support people from the vulnerable subpopulations.
- 4. Develop a targeted initiative program to prevent “new” at-risk individuals from becoming homeless.

RESOLUTION 2020-

SUPPORTING THE SAN JOAQUIN COMMUNITY RESPONSE TO HOMELESSNESS – 2020
SAN JOAQUIN STRATEGIC PLAN

WHEREAS, In October 2019, the City of Stockton and San Joaquin Continuum of Care (SJCoC) began work on a regional homeless strategic plan through the assistance of a consultant, Homebase, called the San Joaquin Community Response to Homelessness – 2020 San Joaquin Strategic Plan (Plan); and

WHEREAS, On December 4, 2019, Homebase hosted an all-day “summit” attended by over 140 stakeholders from throughout San Joaquin County to survey attendees, facilitate discussion, and seek feedback on key aspects of the draft plan; and

WHEREAS, Between January 1 and May 30, 2020, Homebase facilitated several meetings of the SJCoC Strategic Planning Committee and key stakeholders, including the City of Tracy, to finalize the document for presentation to the SJCoC Board of Directors; and

WHEREAS, On May 26, 2020, the Strategic Planning Committee of the SJCoC forwarded the final draft to the SJCoC Board of Directors with a recommendation to adopt; the plan was adopted unanimously at the following meeting on June 11, 2020; and

WHEREAS, The strategic plan delineates three broad goals to address homelessness, along with three strategies to achieve each goal and a five-year implementation plan with specific guidance on responsible parties, stakeholders, and funding opportunities

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Tracy does hereby support the San Joaquin Community Response to Homelessness – 2020 San Joaquin Strategic Plan.

The foregoing Resolution 2020- was adopted by the Tracy City Council on the 6th day of October, 2020 by the following votes:

AYES: COUNCIL MEMBERS:

NOES: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK

AGENDA ITEM 3.E

REQUEST

DISCUSS AND APPROVE A RESPONSE LETTER TO THE SAN JOAQUIN COUNTY CIVIL GRAND JURY'S REPORT "HOMELESSNESS IN SAN JOAQUIN COUNTY" 2019-2020 CASE NO.0119 AND AUTHORIZE THE MAYOR TO EXECUTE THE LETTER

EXECUTIVE SUMMARY

The San Joaquin County Civil Grand Jury issued a report on its findings regarding collaboration efforts of San Joaquin homelessness service providers and governmental agencies within the county (Report) (Attachment A). The report is a follow up to the 2015-2016 San Joaquin Grand Jury's *Homelessness in San Joaquin County: A Time for Collaboration, Commitment, and Communication* (Case No. 1507) published in June 2016. The 2019-2020 Report contains findings and recommendations in the areas of communication and collaboration between city and county agencies.

State law requires the City to respond to the Grand Jury's findings and recommendations within 90 days of receipt of the request. Typically, staff drafts responses to grand jury reports and presents them to Council for approval prior to submitting them to the Presiding Judge of San Joaquin County Superior Court. Staff requests that the City Council review the draft response letter and provide feedback to finalize it. This item further requests that Council authorize the Mayor to sign the final response letter on behalf of Council.

DISCUSSION

The San Joaquin County Grand Jury's Report on its investigation into collaboration and communication regarding homelessness in the County, was released in September 2020. The Grand Jury's investigation was in response to a citizen complaint and focused on how San Joaquin County and the seven cities addressed homelessness.

The Grand Jury's investigation included interviewing 11 key leaders involved in addressing homelessness in San Joaquin County and included governmental department heads as well as staff, appointed and elected officials, and non-profit volunteer groups. The Grand Jury attended Board of Supervisor meetings both current and past as well as selected Stockton, Lodi, and Tracy City Council meetings. Additionally, the Grand Jury reviewed websites associated with San Joaquin County, all seven cities, and various non-profit groups.

The report focused on seven separate categories/divisions of government entities as listed below:

1. San Joaquin Health Care Services (County)
2. Community Development Department (County)
3. San Joaquin Sheriff's Office
4. San Joaquin District Attorney's Office

5. Joint Efforts of the Designated Lead Departments (County)
6. Entitlement Cities (Stockton & Lodi)
7. Non-Entitlement Cities (Tracy, Manteca, Lathrop, Ripon, and Escalon)

While the majority of the report focuses on findings and recommendations for County agencies/division (1-5 above), the City of Tracy is required to respond to one finding (F3.1) and three recommendations (R3.1, R3.2, R3.3) detailed in section 7 Non-Entitlement Cities of the Report.

Section 933 of the Penal Code requires the governing body of the public agency that is the subject of a Grand Jury report to provide comments on the findings and recommendations regarding matters under its control within 90 days of the report being released. Subsection (c) of Section 933 further provides that “[i]n any city and county, the mayor shall also comment on the findings and recommendations.”

Per Section 933.05 of the Penal Code the responses to the findings and recommendations in a grand jury report must meet the following requirements:

“(a) For purposes of subdivision (b) of Section 933, **as to each grand jury finding**, the responding person or entity shall indicate one of the following:

- (1) The respondent agrees with the finding.
- (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.

(b) For purposes of subdivision (b) of Section 933, **as to each grand jury recommendation**, the responding person or entity shall report one of the following actions:

- (1) The recommendation has been implemented, with a summary regarding the implemented action.
- (2) The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.
- (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.”
(Italics and bold added for emphasis.)

Staff looks to Council to determine whether the City agrees or disagrees (wholly or partially) with the findings and to confirm its support of the proposed responses to the recommendations (Attachment B).

Staff requests that Council review the initial draft responses, provide feedback, and authorize the Mayor to sign the letter so that the final response accurately reflects Council's collective response.

STRATEGIC PLAN

This is a routine operational item and is not related to any of the Council Strategic Plans.

FISCAL IMPACT

There is no fiscal impact associated with this item. The implementation of the recommendations may require appropriations. Staff will return with costing information at a future meeting based on Council direction.

RECOMMENDATION

That the City Council, by resolution, approve a response letter to the San Joaquin County Civil Grand Jury's report "Homelessness in San Joaquin County - Building a Foundation: Collaboration and Communication" 2019- 2020 Case No.0119 and authorize the Mayor to execute the letter on behalf of the Council.

Prepared by: Midori Lichtwardt, Assistant City Manager

Reviewed by: Karin Schnaider, Finance Director

Reviewed and Approved by: Jenny Haruyama, City Manager

ATTACHMENTS

- A – Grand Jury Report
- B – Draft City of Tracy Response

2019 - 2020 San Joaquin County Grand Jury



Homelessness in San Joaquin County

Building on a Foundation: Collaboration and Communication

Case #0119



Photo courtesy of The Record

Summary

San Joaquin County, under the current Board of Supervisors, is leading the way in pursuing solutions to homelessness in the County. The cities of Stockton and Lodi are active participants in addressing homelessness and have joined with the County in its pursuit of solutions. These efforts are not readily apparent.

In July 2019, the San Joaquin County Board of Supervisors adopted a policy titled *Quality of Life* that established homelessness as an operational priority for all County departments. The Grand Jury evaluated how four departments (Health Care Services, Community Development, Sheriff's Office, and District Attorney's office) implemented the policy. The Grand Jury determined that all four departments are successfully implementing the policy.

The Grand Jury also evaluated how the City of Stockton implements its *Guiding Principles* established in 2017. The Grand Jury determined that Stockton abides by its principles, particularly in the last two years.

Tracy and Manteca have homeless task forces but have not joined with the combined efforts of San Joaquin County, Stockton, and Lodi in supporting the County position of Program Administrator for Homeless Initiatives to provide local leadership for the region. All seven cities have homelessness policies

Communication and collaboration have improved between the County, Stockton, and Lodi since the 2015-2016 Grand Jury published their report on homelessness. These actions resulted in a strong foundation that is likely to lead to continued collaboration and completion of successful projects in the future.

Among the Grand Jury recommendations are an easy-to-read website which would lead to a more-informed public on this topic of interest. Additional recommendations include:

- Petitioning the court to extend Homeless Court;
- Sheriff add four more deputies to the Community Car Program; and
- Cities of Tracy, Manteca, Lathrop, Ripon, and Escalon adopt the Program Administrator for Homeless Initiatives as the homeless coordinator for San Joaquin County.

Glossary

- **CDD:** San Joaquin County Community Development Department; it serves as the fiscal agent for the administration of San Joaquin Continuum of Care ([SJCoC](#)) planning funds and project grants
- **HMIS:** Homeless Management Information System; a local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families and persons at risk of homelessness.
- **Housing First:** An evidence-based approach in which all people experiencing homelessness are believed to be housing ready and are provided with permanent housing immediately and with few to no preconditions, behavioral contingencies, or barriers. Housing First, consistent with

the US Housing and Urban Development Department, was signed into California law on September 29, 2016.

- **HUD:** U.S. Housing and Urban Development Department; a federal department that, as part of its mission, among other things administers homelessness grants.
- **LEAD:** Law Enforcement Assisted Diversion; a program that redirects individuals from criminal justice system involvement into community-based social, health, and behavioral services. The San Joaquin LEAD team consists of representatives from the Stockton Police Department, San Joaquin County District Attorney's Office, County Behavior Health Services, Community Medical Center, and the Public Defender's Office.
- **Plain Language:** Writing that is clear, concise, well-organized, and follows other best practices appropriate to the subject or intended audience (Plain Writing Act of 2020, October 13, 2010).
- **SJCoC:** San Joaquin Continuum of Care; a local program required by HUD to provide leadership and effective stewardship of resources, as well as to facilitate community planning, design, and implementation of programs critical to ending homelessness in San Joaquin County.
- **Stockton PD:** Stockton Police Department.

Background

The 2015-2016 San Joaquin County Grand Jury published *Homelessness in San Joaquin County: Time for Collaboration, Commitment, and Communication* (Case No. 1507) in June 2016.

Key findings of the 2015-2016 Grand Jury investigation report on homelessness cited above (#1507) include:

- San Joaquin County does not have a single, clearly defined strategic plan to address homelessness;
- collaboration and communication among Government and private agencies are virtually nonexistent;
- there are many governmental, private, and non-profit agencies that strive to serve the homeless, but there is no leadership to focus all the parties involved; and
- the lack of leadership, communication, and collaboration indicates that addressing homelessness in the County has not been a major priority.

The 2015-2016 Grand Jury Report #1507 recommended that:

- county officials take the leadership role in creating a single, focused, and coherent strategic plan to address homelessness;
- the strategic plan contains measurable long-and short-term goals and objectives with an established timeline and an annual evaluation process;
- one individual within County government be appointed to oversee all matters related to the homeless: and

- the appointed individual described above would report directly to the County Administrator and have the authority, resources, and respect to bring together the necessary entities to develop the County's Strategic Plan on Homelessness.

Following the publication of the 2015-2016 Grand Jury report, the County Board of Supervisors in early 2017 adopted a policy known as the *Strategic Priorities on Homelessness for San Joaquin County*. Similar strategies were adopted by the City of Stockton in May of 2017 as the City's *Guiding Principles* ([Appendix A](#)). In 2018, the County Homeless Task Force transitioned to the San Joaquin Continuum of Care ([SJCoC](#)), a comprehensive coordinated homeless housing and services delivery system, as defined by the US Housing and Urban Development Department ([HUD](#)). In April 2018, the County selected a Program Administrator for Homeless Initiatives to act as the single point of contact for San Joaquin counties and cities. In early 2019, San Joaquin cities and county joined together under the leadership of the San Joaquin Continuum of Care to complete the most accurate Point in Time headcount of the unsheltered homeless to date for this region, with, after concerted effort, a 1000 percent increase in the number of volunteers. In June 2019, San Joaquin County adopted a new homelessness policy titled *Quality of Life - Addressing and Limiting the Impacts of Homelessness in San Joaquin County* ([Appendix B](#)).

The 2019-2020 Grand Jury investigated San Joaquin County and City of Stockton to determine what policy changes have been put in place after the 2015-2016 San Joaquin Grand Jury report, and whether the County and City of Stockton are implementing their policies (*Quality of Life Policy* and *Guiding Principles*, respectively). The 2019-2020 Grand Jury focused on Stockton because that is where the majority of the homeless population resides (San Joaquin Continuum of Care, Point in Time Count, 2019). The 2019-2020 Grand Jury also reviewed homelessness in the cities of Lodi, Tracy, Manteca, Lathrop, Ripon, and Escalon.

Reason for Investigation

This investigation was initiated by the 2019-2020 San Joaquin Civil Grand Jury in response to a citizen complaint. Even though San Joaquin County has made efforts to address homelessness more remains to be done. The Grand Jury focused on how San Joaquin County and the seven cities addressed homelessness.

Method of Investigation

The Grand Jury interviewed 11 key leaders involved in addressing homelessness in San Joaquin County. The interviewees represented governmental department heads as well as staff, appointed and elected officials, and non-profit volunteer groups. Tours included the Gospel Rescue Mission and Stockton Homeless Shelter.

The Grand Jury attended Board of Supervisors meetings (in person as well as streaming video) both current and past, as well as selected Stockton, Lodi, and Tracy City Council meetings. Additionally, the Grand Jury reviewed a variety of websites including those associated with San Joaquin County, all seven cities, and various nonprofit groups.

The Grand Jury surveyed each Department listed in Sections 1 through 4 and City of Stockton.

Discussions, Findings, and Recommendations

San Joaquin County

In 2015, San Joaquin County Board of Supervisors established the Homelessness Task Force consisting of local government leaders and non-profit service providers. On November 16, 2016, the Homelessness Task Force presented the *Homelessness Task Force 2015-2016 Annual Report* to the San Joaquin County Board of Supervisors at the *Special Evening Study Session on the Topic of Homelessness*. The *2015-2016 Annual Report* provided direction for the County to increase communication, forge collaborations and partnerships, produce efficiencies, maximize funding, and breakdown silos. The Homelessness Task Force merged with the San Joaquin Continuum of Care in January 2019.

In July 2019, the San Joaquin County Board of Supervisors adopted a new policy on homelessness. This policy, titled *Quality of Life - Addressing and Limiting the Impacts of Homelessness in San Joaquin County* (Appendix B) set homelessness as an operational priority for all County departments and identified nine activities as priorities for these departments within existing resources. Four departments were designated to lead the effort, namely 1) Health Care Services, 2) Community Development, 3) Sheriff's Office, and 4) District Attorney's office. In October 2019, the 2019-2020 Grand Jury surveyed each of the four designated leadership departments (referred to collectively in this report as the four Designated Lead Departments) asking how they implemented three tasks contained within the policy, as described below:

- 1) developing metrics to measure the services delivered and associated outcomes;
- 2) developing community outreach to foster input and dialog with the public; and
- 3) developing educational materials to assist residents, businesses, and the homeless.

Each department prioritized homelessness and has implemented the Quality of Life Policy. At the June 9, 2020 Board of Supervisors meeting, 22 Departments reported statistics regarding the number of engagements and encounters with the homeless population, totaling approximately 35,000 during Fiscal Year 19/20. This included encounters with the same individual interacting with multiple programs and departments. The County estimated that services provided for the sheltered and unsheltered homeless population totaled approximately \$34 million in Fiscal Year 19/20.

Below are results of the 2019-2020 Grand Jury's investigation of each department surveyed, staff interviews, and a review of publicly available documents. The actions described below are helpful in addressing and limiting the impacts of homelessness, but this information is not readily available nor commonly known.

1.0 San Joaquin Health Care Services

The Health Care Services Agency provides leadership and oversight for seven divisions. These are:

- Behavioral Health Services;
- Mental Health;

- Public Guardian/Conservator;
- Substance Abuse;
- Emergency Medical Services;
- Public Health Services; and
- Veterans' Services.

These seven divisions regularly interact with patients or clients who are homeless or at risk of homelessness. The Health Care Services Agency's mission is to provide quality care and services to residents of San Joaquin County and advocate for the comprehensive physical and psychological health needs of the disadvantaged, for good public health, and for accessible services for all.

Metrics and Data Collection

The Health Care Services Agency collects metrics and data on the homeless population through its Whole Person Care Pilot program. Since its inception in November 2016, the San Joaquin Whole Person Care Pilot program has serviced approximately 1,200 individuals, of whom 1,125 individuals are homeless. San Joaquin is one of twenty-five counties that participate in this statewide program managed by the California Health Care Services. The statewide California Whole Person Care Pilot program is designed to improve the health outcomes of Medi-Cal beneficiaries who are high utilizers of the health care system but does not specify prioritization of the homeless population. Each County is allowed the flexibility to design its own program to address local needs and San Joaquin County elected to target Medi-Cal beneficiaries who are homeless or at risk of homelessness. People who are members of this population often have mental health or substance abuse disorders, and/or may have just been discharged from medical facilities or county jail. This population typically uses emergency rooms and inpatient hospital stays more frequently, and lacks the resources to maintain stable housing.

Health Care Services currently collects and tracks data such as basic demographics, housing status, substance abuse, veteran status, age, ethnicity, suicide risk assessment, recuperative care dates, and many others, as part of its Whole Person Care Pilot program. The Health Care Services staff are working to improve their data collection by integrating two databases that are currently independent of each other, the San Joaquin Community Health Information Exchange and the Homeless Management Information System ([HMIS](#)). The primary purpose of the Community Health Information Exchange database is to create a shared, continuous physician-established profile of each homeless individual seen by date, including medications and care provided. In contrast, the primary purpose of HMIS, which is required by HUD, is to collect unduplicated data on the extent of homelessness at the local level. Medical-related information such as clinic/office visits, diagnosis for mental health and substance abuse, laboratory information and medication information, all currently collected separately in the Community Health Information Exchange will be integrated with housing programs, shelter stays, veteran status, and additional outreach engagement information, currently collected through HMIS. Having a single database will result in increased efficiencies and more comprehensive data management.

The overarching vision of the Health Care Services Whole Person Care Pilot program is to build and sustain partnerships across the various publicly funded health care delivery systems and to develop infrastructure to share data between these systems. The goal is to provide efficient care-

management services in real time and to evaluate progress in improving the health of individuals as well as the overall homeless population. Accordingly, in the spring of 2019, Health Care Services implemented a cloud-based care management solution, which now manages all enrolled clients. The information (with the client's permission) can be accessed or amended by various county departments, health care entities, community-based organizations, and justice system partners working with these individuals.

In accordance with the *Quality of Life* Policy, Health Care Services was one of 22 county Departments that provided metrics collected on homeless individuals during Fiscal Year 19/20. This information was used to develop the 2020-2021 budget. Data compiled on engagements or encounters with homeless residents suggests that in many cases encounters are with the same homeless individuals, interacting with multiple programs and departments.

Fostering Input and Dialog with the Public Regarding Homelessness and Its Impacts

The Director of Health Care Services participated in the interim governance committee that developed the Continuum of Care bylaws and the initial slate of officers. The Assistant Director is currently serving on the San Joaquin Continuum of Care Board of Directors and is leading the Agency's efforts to develop affordable housing under California's No Place Like Home program. The No Place Like Home program, signed into legislation in July 2016, dedicated up to \$2 billion in bond proceeds across California to invest in the development of permanent supportive housing for persons who require mental health services and are experiencing homelessness, chronic homelessness, or who are at risk of chronic homelessness.

Several Health Care Services staff participated on the San Joaquin Homelessness Task Force (2015 to 2019) that merged with the San Joaquin Continuum of Care. Several staff currently participate on the Encampment Response Team where they engage with homeless individuals before, during, and after any encampment cleanup process. More information on the Encampment Response Team is found in Section 5.0 of this report.

Educational Materials

Health Care Services Agency provides information to the public through the Board of Supervisors in agenda items and presentations. The agency has also made presentations at San Joaquin Continuum of Care meetings and related subcommittees as well as at other community meetings but does not develop educational materials to assist residents and businesses in working with the homeless.

2.0 Community Development Department

The San Joaquin County Neighborhood Preservation division within the Community Development Department ([CDD](#)) administers the County's U.S. Department of Housing and Urban Development (HUD) grant programs and other state and federal grant programs. The CDD serves as the fiscal agent for the administration of San Joaquin Continuum of Care ([SJCoC](#)) planning funds and project grants. The CDD can be thought of as a pass-through department in which funds and grant monies flow from HUD through the Community Development Department and into various groups involved with homelessness (known in government parlance as "subrecipients").

Metrics and Data Collection

Metrics and data on services provided to homeless individuals and families is captured in the Homeless Management Information System ([HMIS](#)) database, including those services provided by the County, cities, and non-profit organizations. In keeping with HUD's requirement for data entry, the Community Development Department requires all programs receiving HUD funds through the SJCoC to enter data into HMIS. This information is used within the County to measure services delivered and outcomes relating to people experiencing homelessness in the county. Any grant recipient entity that receives funds through the SJCoC program and HUD's Emergency Solutions Grant is required to submit annual progress reports on their projects, including HMIS data, to San Joaquin County.

Input and Dialog with the Public Regarding Homelessness and Its Impacts

The Community Development Department administers grants for the Emergency Solutions Grant program and San Joaquin Continuum of Care, processes payments, maintains financial records, develops and executes subrecipient agreements, and monitors subrecipient's program(s). In keeping with their role as fiscal agent, CDD conducts public outreach regarding each HUD Notice of Funding Availability to help programs that are providing eligible services to apply and receive HUD funds. The CDD does not interact directly with the public, only indirectly through the San Joaquin Continuum of Care.

Educational Materials

The CDD monitors subrecipients' programs receiving funding, and these subrecipients provide educational materials to their clients through outreach and emergency services. The CDD has no additional materials on homelessness other than those provided by San Joaquin Continuum of Care on the SJCoC website.

3.0 San Joaquin Sheriff's Office

The San Joaquin County Sheriff's office is composed of six divisions including Custody, Investigation, Patrol, Professional Services, Unified Court Services, and Lathrop Police Services. The Sheriff's Office website states that they are "driven by goals to enhance the quality of life, investigating problems as well as incidents, seeking solutions, and fostering a sense of security in communities and individuals." The statement goes on to say that they "nurture public trust by holding ourselves to the highest standards of performance and ethics." The Sheriff's Office regularly comes in contact with members of the various homeless communities.

Metrics and Data Collection

Metrics and data are collected by the Sheriff's Office when delivering services to homeless individuals or families by noting whenever a call involves or potentially involves a homeless person. Training bulletin SJSO TB 013-2019, issued in September 2019, provides guidance to sworn staff on how to properly document such contacts while responding to or investigating calls for service. When Dispatch enters calls for service into the system and there are indicators there may be a homeless component, the descriptor "homeless" is entered into the narrative/body of the call history. The responding deputy also notates the term "homeless" into his or her report, prior to closing out the cases. Thus, both Dispatch entering calls for service and the responding deputy are



Photo courtesy of The Record

San Joaquin Sheriff's Lieutenant Joe Petrino stands amid trash strewn beneath the railroad bridge at a homeless encampment near the Mokelumne River when several deputies from the Sheriff's Office partnered with social services to offer help to the homeless.

responsible for noting if a call might have a homeless component, reducing the chance that the homeless element of the call might not be noted. Crime Analysts manage the data as it relates to homeless contacts throughout the county including tracking dates, times, and locations. The Sheriff's Office uses this system to provide the number of homeless residents engaged by staff on request and can tell exactly how many calls for service were related to homelessness for any given time period. The Sheriff's Office had 2,412 calls for service during Fiscal Year 19/20 related to

homeless individuals, which represents 2.6% of 93,715 total citizen-initiated calls for patrol services.

The Community Car Program consists of four Deputy Sheriffs permanently assigned in patrol cars to unincorporated areas of the county. These four deputies serve as the Sheriff's Office homeless outreach team. Their responsibilities include locating potential homeless individuals and populations, making contact, establishing trust, and interviewing the individuals. This outreach is done on a regular basis to identify needs and create referrals to outside resources. The Program was suspended August 2019 due to lack of staffing and remained suspended for approximately one year. The Community Car Program is fully funded for Fiscal Year 20/21 and four deputies have been recently assigned back to the Program. It is the understanding of the Grand Jury that the Sheriff's Office has committed to assigning four additional deputies for a total of eight in the near future.

Input and Dialog with the Public Regarding Homelessness and Its Impacts

The mission of the San Joaquin Sheriff's Office is to create and maintain partnerships with people in the communities they serve. The Sheriff's Office achieves this mission through contacts with the public while responding to calls for service and participating in various community events. Officers meet community members living in various homeless communities as well as neighboring residents when responding to calls for service. The Sheriff's Office receive numerous concerns from the public regarding issues associated with the homeless community. Additionally, the Sheriff's Office has opened and maintained communication with local area law enforcement. By doing so, they strive to create a collaborative approach and exchange effective techniques in maintaining a balance between the rights of the homeless and the rights of the residents in areas affected by actions of homeless individuals.

In addition to calls for service, representatives from the Sheriff's Office regularly attend Community Meetings, Multi-Agency Coordination group meetings, and Neighborhood Watch meetings throughout the county, where the topic of homelessness and associated blight is often discussed. The Sheriff's Office also responds to community requests to assist in conducting cleanups of encampments. The Sheriff's Office participates in coordinated responses from agencies located outside of the San Joaquin County Sheriff's jurisdiction.

The Custody Division of the Sheriff's Office provides programs to incarcerated persons with the goal of addressing underlying issues commonly associated with homelessness. The intent of these programs is to connect inmates who are eligible for release back into the community with resources that will increase their probability of success upon release, leading to a reduction in the number of released inmates who end up homeless.

Educational Materials

Deputies responding with the Encampment Response Team distribute brochures that list local resources available to assist homeless individuals.

4.0 San Joaquin District Attorney's Office

Homeless individuals are at disproportionate risk for crime victimization because they live outside the mainstream of services and supports. The San Joaquin District Attorney's office partners with the Family Justice Center to help victims of domestic violence, human trafficking, sexual assault, child abuse, and elder abuse. The Family Justice Center provides a range of support services for all crime victims, including a food pantry, clothing pantry, and linkages to emergency shelters, rapid re-housing, and specialty programs for women and children fleeing domestic violence. Recent data collection efforts include identifying homelessness and housing status of those individuals visiting and seeking services. The District Attorney's Office served 27 families through the Family Justice Center during the past 20 months.

The Neighborhood Deputy District Attorney program consists of three prosecutors dedicated to engaging partners within specific areas of San Joaquin County. They directly engage with citizens by participating at Business Watch meetings, Municipal Advisory Committee meetings and community events. They provide overall problem solving by connecting partners, such as the

Board of Supervisors, law enforcement agency representatives, and behavioral and mental health representatives.

The District Attorney's Office also partners with representatives from Stockton Police Department, County Behavioral Health Services, Community Medical Center, and the Public Defender's Office as part of a Law Enforcement Assisted Diversion team, or [LEAD](#). The LEAD program redirects

individuals from criminal justice system involvement into community-based social, health, and behavioral services. The goal of LEAD is to improve public safety and reduce recidivism by increasing the availability and use of social service resources while reducing costs to law enforcement agencies and courts stemming from repeated incarceration. The San Joaquin LEAD team meets bi-weekly, interacting with homeless individuals and connecting them to needed services. The goal is to take individuals through programs and services and then have them graduate. During LEAD meetings, each individual in the program is discussed by the team who then decides whether a) further engagement is best for the individual, b) the individual should be referred to other services, or c) the individual should be removed from the program. The team manages a group of approximately 25 to 30 individuals per month.



Photo courtesy of The Record

San Joaquin District Attorney Tori Verber Salazar conducts outreach for coronavirus testing at a homeless encampment.

Metrics and Data Collection

The District Attorney's Office established metrics to measure interactions with homeless individuals. These include:

- Housing status of visitors to the Family Justice Center;
- Numbers of referrals to emergency shelters, transitional housing, or re-location support services;
- Housing status added to the Law Enforcement Assisted Diversion database;
- Homeless status or transient status added as a flag on the charging sheets for the District Attorney's Office internal database; and
- Homeless or transient status for both charged and uncharged cases (pending addition to new prosecutorial case management system).

Additionally, a new data and reporting system currently under development will include tracking interactions and communication with residents and businesses. The District Attorney's Office collects data to capture an update for each LEAD program individual and to track their connectivity

to services such as housing, behavioral and mental health, and any other service suited to the needs of the specific individual participants.

The District Attorney's Office reported that 95 homeless individuals had felony arraignments during the fourth quarter of Fiscal Year 19/20, and that 143 homeless individuals had misdemeanor arraignments during that same quarter.

Input and Dialog with the Public Regarding Homelessness and Its Impacts

The District Attorney's Office works with local elected officials, law enforcement, collaborative courts, public agencies, community and faith-based partners, business associations, municipal advisory groups, and the San Joaquin Continuum of Care to engage in public discourse associated with housing and homelessness. These efforts include talking with county residents, including those who are homeless, about solutions and strategies to address homelessness, and the negative impacts of homelessness on the quality of life in San Joaquin County. The District Attorney's Office perspective is that the best strategy for mitigating the negative consequences of homeless is using a Housing First approach ([see Glossary](#)). Accordingly, they:

- Actively participate in regular SJCoC general membership meetings, various committees, and other ad hoc discussions of its leadership group;
- Regularly participate in homeless encampment outreach and engagement;
- Provide a dedicated Deputy District Attorney to assist the Veterans' Court with case dismissal, clearance of fines and fees, and intensive engagement with veteran's services and programming to promote recovery and rehabilitation;
- Provide a dedicated Deputy District Attorney to work with substance abuse and/or repeat offenders through the Collaborative Court calendar process;
- Provide a range of diversion program pathways and alternatives to traditional prosecution with a focus on those who are homeless with mental/behavioral health concerns;
- Participate in events specifically focused on engaging residents and community members in a discussion of community concerns, which may range from services and programs for older adults to addressing school safety or homelessness; and
- Provide support to the Homeless Court to waive fines and fees for charges associated with homelessness to reduce barriers to housing support services.

Homeless Court was developed to assist the homeless community of San Joaquin County to clear up minor traffic and morals offenses. Bench warrants and failure-to-appear charges are also dealt with in Homeless Court. Individuals serve their sentences with volunteer work and attend programs set up by their shelter case workers. Homeless Court is held the last Friday of the month at St. Mary's Dining Room in Stockton, a familiar and safe environment to the local homeless community.

Homeless Court is important because homeless individuals often struggle with having transportation access and cannot make it to their court appearance. As a result, many end up with minor offences and warrants on their record. These in turn make it more difficult for the individuals to find employment. Homeless Court is offered only in Stockton. Homeless Court is not

offered in the outlying courts, despite being a primary policy recommendation included in the *Homelessness Task Force 2015-2016 Annual Report* (November 16, 2016).

The Neighborhood Deputy District Attorneys team attends between 12 to 15 regular standing meetings of local Business Watch groups and municipal advisory committees. The Neighborhood Deputy District Attorney prosecutors also handle the criminal cases arising from low-level offenses and crimes. This enables prosecutors to help homeless individuals get services.

Educational Materials

The District Attorney's Office has various brochures and information available regarding services and interventions associated with the Family Justice Center, Victim's Services, and Domestic Violence. The Office reportedly plans to introduce a variety of different brochures and video engagement platforms for other subject matters in 2020.

Resource brochures and materials directly targeting services for homeless individuals are vetted and distributed by other county partners, including the Encampment Response Team and 211 San Joaquin County (a 24/7 county-wide information and referral service system).

Findings for Sections 1 through 4

F1.1 None of the four Designated Lead Departments has provided a [plain language](#) website that describes their efforts in addressing and limiting the impact of homelessness, leaving many San Joaquin residents with the false impression that the County and is doing little or nothing to address homelessness.

F1.2 The Community Car Program adds value to the community by reducing response times for calls for service, supporting the Encampment Response Team, and limiting the impacts of homelessness in San Joaquin County.

F1.3 Holding Homelessness Court only in Stockton denies access to many individuals and is inconsistent with the intent of the Quality of Life Policy, which is to address and limit the impacts of homelessness in San Joaquin County.

F1.4 The four Designated Lead Departments are successfully prioritizing homelessness and implementing the Quality of Life Policy to address and limit the impacts of homelessness in San Joaquin County.

Recommendations for Sections 1 through 4

R1.1 By March 1, 2021, the San Joaquin Board of Supervisors develop and publish an easy-to-find, plain language website that includes a description of efforts made to address and limit the impacts of homelessness in San Joaquin County.

R1.2 By October 1, 2020, the Sheriff's Office assign four additional deputies to the Community Car Program, for a total of eight deputies.

R1.3 By March 1, 2021, County Board of Supervisors petition the court to expand the Homelessness Court to the Branch Courts, as recommended in the *Homelessness Task Force 2015-2016 Annual Report* (November 16, 2016).

5.0 Joint Efforts of the Designated Lead Departments

The four Designated Lead Departments for the Quality of Life Policy (Health Care Services, Community Development, Sheriff's Office, and District Attorney's Office) primarily work independently of each other with a few notable exceptions where their missions overlap. These include working with the Program Administrator for Homeless Initiatives, working with the San Joaquin Continuum of Care, working together on the Encampment Response Team, and using Homeless Management Information System ([HMIS](#)).

Program Administrator for Homeless Initiatives

One of the primary recommendations of the 2015-2016 Grand Jury 1507 report was for San Joaquin County to appoint a single individual within County government to oversee all matters related to the homeless. As stated in the 1507 Report, a designated leader is critical for homelessness strategies to succeed. The 2015-2016 Grand Jury envisioned that the leader's primary purpose would be to ensure effective coordination, cooperation, and communication among the County, cities, and all public and non-profit agencies that serve the County's homeless population. Accordingly, San Joaquin County established and filled the position of Program Administrator for Homeless Initiatives in April 2018 to serve as a liaison between the County, local jurisdictions, funding sources and various public and private agencies. Additional objectives and priorities regarding the Administrator include:

- Developing a County-wide strategy for reducing the impact of homelessness;
- Fostering collaboration between private and public agencies;
- Ensuring information regarding the number and demographic makeup of the homeless population is shared among agencies engaged in homelessness prevention; and
- Fostering public/private partnerships for the development of new strategies and enhancing existing programs to prevent homelessness before it occurs.

The Administrator has become the go-to County individual for homelessness, communicating with all levels of government and with non-profit organizations. For many, this is the first individual they turn to for needed information. The City of Stockton and the City of Lodi have both pledged financial support for the Administrator position (although it is currently funded through a grant). The Administrator reports directly to the County Administrator but there is no Department of Homeless Initiatives, no assigned administrative support, and no assigned staff.

San Joaquin Continuum of Care

“Continuum of Care” is a national program developed by HUD in 1994 to promote community-wide commitment to the goal of ending homelessness. Almost every county in the United States has a Continuum of Care. According to HUD, the Continuum of Care Program is designed to:

- Promote community-wide planning and strategic use of resources to address homelessness;
- Improve coordination and integration with mainstream resources to address homelessness;
- Improve data collection and performance measurement; and
- Allow each community to tailor its programs to the particular strengths and challenges in assisting homeless individuals and families within that community.

As defined by HUD, a Continuum of Care is a regional or local planning body that coordinates housing and services funding for homeless families and individuals. HUD does not provide funding directly to the Continuum of Care but instead designates a “collaborative applicant.” For the San Joaquin Continuum of Care ([SJCoC](#)), the collaborative applicant is the San Joaquin County Community Development Department, which means that the County is the entity that applies for funds on behalf of the SJCoC. These funds, both federal and state, include HUD planning funds, the HUD Continuum of Care program, State Homelessness Emergency Aid Program, and the California Emergency Solutions and Housing Program.

The San Joaquin Continuum of Care is governed by a Board of Directors made up of participants from diverse backgrounds and geographic regions, including at least one member of the Board who is homeless or formerly homeless, and at least one member who represents an Emergency Solutions Grant recipient or subrecipient. Representatives from various non-profit agencies include:

- Ready to Work;
- Lodi Committee on Homelessness;
- Community Medical Centers;
- Central Valley Low Income Housing Authority Corporation;
- St. Mary’s Dining Room;
- Lutheran Social Services of Northern California;
- Gospel Center Rescue Mission; and
- Tracy Community Connections.

Representatives from local government include:

- City of Stockton;
- San Joaquin County Administrator’s Office;
- Housing Authority of the County of San Joaquin;
- San Joaquin County Health Care Services; and
- Manteca Police Department.

At the time of the 2015-2016 Grand Jury investigation, the San Joaquin Continuum of Care was located within the Community Development Department but did not have a significant leadership

role in the County and its stakeholder meetings were sparsely attended. In 2018, the SJCoC was redefined and reestablished as a volunteer-based organization. It was officially designated by the Board of Supervisors as the county lead organization in early 2019. In May and October of 2019, it was formally adopted by the cities of Stockton and Lodi, respectively, as the primary organization through which the County and cities work to develop solutions to homelessness. The five non-entitlement cities of Tracy, Manteca, Lathrop, Ripon and Escalon have not adopted the SJCoC as the homelessness leader.

The full membership of the San Joaquin Continuum of Care meets every other month and, in order to accommodate the large number of attendees, recently moved their meetings to the Civic Memorial Auditorium in downtown Stockton. Additional meetings of the SJCoC include Board of Director's meetings (bimonthly) and standing committee meetings, which vary, with each committee setting its own schedule from every two weeks to monthly, as needed. The SJCoC has several standing committees that work on various responsibilities and aspects of the organization. Volunteers interested in helping SJCoC are encouraged to apply.

As recommended in the Grand Jury 2015-2016 report, the San Joaquin Continuum of Care successfully completed the *2020 San Joaquin Strategic Plan: Community Response to Homelessness* (hereafter referred to as the *Strategic Plan*). The *Strategic Plan* includes the following priorities:

- Establish a coordinated and engaged regional system;
- Increase access and reduce barriers to homeless crisis response services; and
- Ensure households experiencing homelessness have access to affordable and sustainable permanent housing.

The *Strategic Plan* will inform city and county decisions and result in a shared vision across the entire county with common goals and strategies. The *Strategic Plan* emphasizes the need for a collaborative approach to develop a formal coordinated system that functions throughout the San Joaquin community. The *Strategic Plan* also stresses the need to coordinate key resources across all sectors of the County, with an emphasis on creating meaningful solutions rather than simply addressing symptoms.

Encampment Response Team

The Encampment Response Team (ERT) is a multi-agency effort that was formed in April of 2019 as part of the County's strategy to address homelessness in the unincorporated part of the County. The intent is to divert homeless individuals from the criminal justice system and help them back on their feet while protecting human health and the environment. Three of the four designated Lead Departments for the Quality of Life Policy participate in the ERT, along with several other departments including Environmental Health, Public Works, County Administrator's Office, General Services, Parks and Recreation, Animal Services, and County Counsel.

The CDD maintains a master list of homeless encampments within the County derived from citizen complaints and reports from County staff. Health Care Services staff visit homeless encampments before ERT notifies the homeless individuals that there is an impending clean-up/closure. Additionally, Health Care Services staff return to the encampment site to further engage with occupants after the notice of an impending clean-up/closure has been posted, and again at the

time of closure. Sheriff's Office staff provide security during outreach and closure/cleanup efforts with other County Departments, making sure team members are safe and providing law enforcement if necessary.

Health Care Services, Community Development Department, and Sheriff's Office staff attend weekly ERT meetings to review encampments and determine the best course of action to protect public health, safety and welfare. After the determination to close and/or clean the encampment is made, social service members of the ERT mobilize an outreach team to identify and engage the occupants of the encampment, with a goal to connect the occupants with services tailored to their unique needs. The ERT developed a pamphlet identifying community resources and provides the address and phone numbers including quick references such as hotlines, family services, healthcare providers, mental wellness providers, community centers, veteran's assistance programs, shelters, food banks, and hot meals. ERT Team participants provide this pamphlet to occupants of any encampment subject to clean-up or closure by the ERT in the days before any actions are being undertaken. Behavioral Health Services and Public Health Services staff are expected to return to the encampment site to further engage with occupants both after the Encampment Response Team has posted notice of an impending clean-up/closure, and also at the time of closure.

Homeless Management Information System

The San Joaquin Continuum of Care designated the Central Valley Low Income Housing Corporation as the Administrator of the Homeless Management Information System ([HMIS](#)). HMIS is a database designed to collect information regarding housing and services to homeless individuals and families and persons at risk of homelessness. HUD requires HMIS to comply with HUD's data collection, management, and reporting standards. The SJCoC receives an annual grant from HUD to operate the HMIS. Every individual that works with the homeless, both local government staff and non-profit workers, are expected to upload data into HMIS following their encounter to ensure accurate tracking. However, due to the inherent difficulty of tracking the ever-shifting homeless population, data may be uploaded incompletely. Thus, accurate data entry is paramount as underreporting of homeless numbers could negatively impact the County's ability to apply for and receive funds.

The nexus between HMIS and San Joaquin County government is that the Community Development Department requires all programs receiving HUD funds through the SJCoC to enter data into HMIS. Additionally, Health Care Services relies on HMIS for metrics and data collection. Finally, the ERT (which includes Health Care Services, Community Development Department, and Sheriff's Office) reviews HMIS data prior to reaching a decision to close an encampment.

Findings

F2.1 One staff person is not sufficient to ensure all needs within the county are met.

F2.2 The revised San Joaquin Continuum of Care has increased collaboration between the County, the cities, and non-profit organizations, helping to improve services for the homeless.

Recommendations

R2.1 By December 30, 2020, the County Board of Supervisors complete an analysis to determine if additional staff is needed for the Program Administrator for Homeless Initiatives.

Cities of San Joaquin County

The 2019-2020 Grand Jury reviewed the activities of the seven incorporated cities of San Joaquin County with respect to their approach to homelessness. The cities of Stockton and Lodi, unlike the other five cities in the county, are entitlement cities that work closely with the San Joaquin Community Development Department in procuring grants to assist the Homeless. Entitlement cities receive their own funding from HUD annually to combat homelessness or potential homelessness. HUD provides annual grants to entitlement cities on a formula basis, with the intent of developing viable urban communities by providing a) decent housing, b) a suitable living environment, and c) expanding economic opportunities for low- and moderate-income persons. The Cities Tracy, Manteca, Lathrop, Ripon and Escalon are not entitlement cities. These cities, along with the unincorporated portions of San Joaquin County, are collectively considered the San Joaquin Urban County, and receive funds as one entity from the Federal government for housing, economic development, and community development activities.

6.0 Entitlement Cities

Stockton

The City of Stockton has both the largest population in the County and the largest number of homeless individuals. Stockton's population was 312,697 as of 7/1/19 (US Census) and is the 13th largest city in the State. According to the SJCoC, there were 921 unsheltered homeless persons counted during the Point in Time Count.



Hygiene Stations installed by City of Stockton during COVID-19

Historically, the City of Stockton operated somewhat independently from the County in its approach to homelessness. In 2016, Stockton established the Mayor's Task Force on Homelessness. In May of 2017, Stockton developed its own set of principles similar to the principles adopted by San Joaquin County. However, in more recent years, the City of Stockton is showing

commitment to a collaborative approach by working collectively with the County in pursuing grants and opportunities. For example, in May of 2019, the City of Stockton formally adopted the SJCoC as the primary organization through which the County and cities work to develop solutions to

homelessness. Later, in September of 2019, the Stockton City Council approved a contract with Homebase, a nationally recognized expert on homelessness in the amount of \$90,365. The purpose of the contract was for Homebase to assist Stockton in applying for State Homeless, Assistance and Prevention program Funds as well as preparation of the 2020 San Joaquin *Strategic Plan* on behalf of the San Joaquin Continuum of Care. This action represents a new approach of the City and County working together to access HUD and State funds rather than separately. The City, in collaboration with the San Joaquin Continuum of Care and San Joaquin County hosted a neighborhood summit on December 4, 2019, designed to gather community input.

In a similar manner, the Stockton Police Department ([Stockton PD](#)) coordinates with other departments and agencies to address public health and safety concerns. Stockton PD works with public works and the Sheriff's office to coordinate encampment cleanups. Stockton PD also provides the California Department of Transportation (CalTrans) with assistance to address safety of roadway issues relating to homelessness. The Stockton PD has a Strategic Community Officers Unit composed of two sergeants and twelve officers who remove unsafe and unhealthy living conditions, and work with homeless individuals daily.



Beds at Stockton Homeless Shelter for Men

In 2019, the Stockton City Council allocated money for a mobile shower and wash station for unsheltered homeless. In April 2020, the City installed hygiene stations in five locations to help the homeless during the COVID-19 outbreak.

Additionally, Stockton used HUD funds, including Community Development Block Grant funds, to provide loans and grants for various public and private entities focused on ensuring decent, affordable housing and suitable living environments. These funds, amounting to approximately \$9.8 million during the last three years provided various organizations including:

- Stockton Shelter for the Homeless;
- St. Mary's Dining Hall;
- Habitat for Humanity; and
- Sierra Vista Project (a project which converted 67 barrack style units into 115 new, energy-efficient units, and ultimately, 215 new units).

Most recently, the City of Stockton and San Joaquin County contributed funds to assist the Gospel Rescue Mission to establish a COVID-19 positive quarantine home that opened June 3, 2020. Additionally, the City is working with the Stockton Shelter for the Homeless to address solutions for permanent/longer-term arrangements.

Although the City of Stockton has conducted work and activities regarding homelessness as described above, this information is not readily available. The City of Stockton website contains information about the Stockton homelessness policy but otherwise does not refer to homelessness.

Lodi

Lodi's population was 67,586 as of 7/1/19 (US Census Bureau). According to the SJCoC, there were 139 unsheltered homeless counted during the Point in Time Count held during the last ten days of January 2019.

The City of Lodi has long been a local leader in addressing homelessness. In an article titled "How to Deal With Homeless" (3/7/19) the *Manteca Bulletin* called Lodi a role model for cities across the country and stated that members of Congress and the US Department of Housing and Urban Development are pointing to Lodi as an example of success. Lodi began addressing homelessness in the autumn of 2014 when the Lodi Police Department, Salvation Army, and the Lodi Community Foundation began initial discussions around the negative impact on public health and safety that was associated with the regular occurrence of noon-time meals being offered to homeless individuals in Lawrence Park. These representatives reached out to various religious organizations and formed the Committee on Homelessness in 2014. The Lodi City Council authorized the group to continue their informal investigation and to report back to the Council. This report, titled the *Homeless Solutions Report*, was adopted by the City Council in September 2015. The *Homeless Solutions Report* was based on four public meetings regarding homelessness including one specifically held to hear from homeless individuals, as well as research and field trips to other cities to see how they managed their homelessness problem. The *Homeless Solutions Report* resulted in several long-term and short-term strategies that continue to guide Lodi at present. The 2015-2016 Grand Jury acknowledged in their report the work done by Lodi and included the *Homeless Solutions Report* as an appendix.

In subsequent years, an extensive number of actions have been completed by the City of Lodi. A subset of these actions is included below:

- Funded various non-profit groups including the Salvation Army Emergency Shelter, Hope Harbor Family Homeless Shelter, and Lodi House acquisition and improvements;
- Added one full-time Transient Liaison Officer and one part-time Transient Liaison Officer;
- Created Transient Outreach teams to focus on quality of life issues;
- Involved City Attorney's Office, who dedicates 50 to 60 hours per month to homeless citations and prosecutions;
- Assisted the Committee on Homelessness in funding two work training programs to get homeless youth trained for a trade; and
- Helped lead the effort to improve the accuracy of the Point in Time Count in 2019, allowing the City of Lodi to better understand the demand for homeless services and to apply for funding.

These are only some of the actions the City of Lodi has undertaken. A more complete list of actions is available on the City of Lodi website under "What Has Lodi Done."

Demonstrating collaboration with San Joaquin County, the City of Lodi formally adopted the SJCoC as the primary organization through which the County and cities work to develop solutions to homelessness. Lodi also agreed to help fund the San Joaquin County Program Administrator for Homeless Initiatives. The City of Lodi is represented on the SJCoC by a member from the community-based organization Committee on Homelessness. Most recently, the City of Lodi successfully applied for Homeless Emergency Assistance Program funds to fund six small homes designed to provide transitional/permanent housing. This project is a collaborative project between the City of Lodi and the Housing Authority of San Joaquin County. Six pre-manufactured, unattached homes will be built with standard amenities such as refrigerator, stove, oven, kitchen sink, and bathroom with shower. Residents will be individuals and families who are homeless or at risk of being homeless.

7.0 Non-Entitlement Cities

Tracy, Manteca, Lathrop, Ripon, and Escalon are all non-entitlement cities. All five have a homelessness policy, but they vary in degree. None of the five cities offered to contribute toward funding of the Program Administrator for Homeless Initiatives, nor have they adopted San Joaquin Continuum of Care as the primary organization through which San Joaquin County and the various cities work together to develop solutions to homelessness.

Tracy's population was 94,740 as of 7/1/19 (US Census Bureau). According to the SJCoC, there were 155 unsheltered homeless counted during the January 2019 Point in Time Count.

Tracy has a Homelessness Task Force made up of religious and nonprofit agencies. In April 2020, the City Council approved a Homeless Strategic Plan as a step toward creating a homeless shelter that will give people a place to go other than city streets and parks.

Manteca's population was 83,028 as of 7/1/19 (US Census Bureau). According to the SJCoC there were 218 unsheltered homeless counted during the 2019 Point in Time Count.

In December 2019, the City of Manteca built a temporary warming center for the homeless individuals in the city, consisting of tents and showers. Manteca has a Homeless Task Force and has made efforts to educate businesses on current Manteca municipal codes related to homelessness. The City provides information as to what efforts are being made to combat homelessness with a brochure to advise citizens on what to do if they encounter homeless individuals. Manteca Police Department has two police officer positions interacting directly with the homeless daily, and has a representative serving on the San Joaquin Continuum of Care Board of Directors.

Lathrop, Ripon, and Escalon

According to the US Census Bureau, on July 1, 2019, Lathrop's population was 24,483, Ripon's population was 16,386, and Escalon's population was 7,574. According to the SJCoC, there were 14 unsheltered homeless individuals in Lathrop, seven unsheltered homeless individuals in Ripon, and four unsheltered homeless individuals in Escalon during the January 2019 Point in Time Count.

Findings

F3.1 Although many residents are interested in how homelessness is being managed, only the City of Lodi has published accomplishments in [plain language](#) on its website. This lack of readily available information makes it difficult for residents to understand what is being done to address homelessness.

F3.2 There is a need for community-wide planning and strategic use of resources for homelessness involving all cities within the County.

F3.3 It is important to establish a coordinated and regional system of care for the homeless community to improve services while addressing and limiting the impact of homelessness.

F3.4 Publishing a plain-language website titled *What Lodi Has Done* for has made it easier for the public to readily understand the actions the city has taken to address homelessness.

F3.5 The leadership shown recently by the City of Stockton in working with San Joaquin County towards a shared goal of obtaining funds will streamline processes and result in improved efficiency.

F3.6 Stockton's leadership efforts in securing a regional strategic plan speaks to the current spirit of collaboration and communication between Stockton, San Joaquin County, and the San Joaquin Continuum of Care.

Recommendations

R3.1 By December 30, 2020, the Cities of Stockton, Tracy, Manteca, Lathrop, Ripon, and Escalon post plain language information on their website that outlines the actions each city has taken to address homelessness.

R3.2 By December 30, 2020, the Cities of Tracy, Manteca, Lathrop, Ripon and Escalon adopt the San Joaquin Continuum of Care as the primary organization through which the County and cities work together to develop solutions to homelessness.

R3.3 By December 30, 2020, the Cities of Tracy, Manteca, Lathrop, Ripon and Escalon in open forum officially acknowledge and support the Program Administrator for Homeless Initiatives position as the homeless coordinator for San Joaquin County.

Conclusion

Collaboration and communication in addressing homelessness in San Joaquin County have improved considerably in the County since the Grand Jury 2015-2016 report. Greater effort must be made to ensure that all residents with questions as to what their city or county is doing about homelessness can find the information laid out on easily understood city and county websites.

San Joaquin County, under the current Board of Supervisors, is leading the way in pursuing solutions to homelessness in the region. The Cities of Stockton and Lodi are active participants in addressing homelessness and have joined with the County in its pursuit of solutions. Manteca, Tracy, Lathrop, Ripon, and Escalon have an opportunity to contribute towards a successful regional solution to homelessness. Working collaboratively with the San Joaquin Continuum of Care and the Program Administrator for Homeless Initiatives provides the best chance of success in developing solutions for homelessness.

In the four years since the 2015-2016 Grand Jury report, local government and non-profit service providers worked together to build a foundation by creating a strategic plan, by establishing a county wide inclusive Program Administrator for Homeless Initiatives, and by collectively applying for grants and funding. The post-COVID-19 future is uncertain with its impact on homelessness. However, a strong foundation was built with the work begun in October 2015 by creating the Homelessness Task Force and continuing to present day. Now is the time for San Joaquin County and its resident cities to work together with a coordinated and shared vision, to build on the foundation, and implement solutions to ending homelessness.

Response Requirements

California Penal Code Sections 933 and 933.05 require that specific response to all findings and recommendations contained in this report be submitted to the Presiding Judge of the San Joaquin County Superior Court within 90 days of receipt of the report.

The San Joaquin County Board of Supervisors shall respond to all Findings and Recommendations, where applicable.

The San Joaquin District Attorney's Office shall respond to all Findings and Recommendations F1.1, F1.3, F1.4, and R1.1.

The San Joaquin Sheriff's Office shall respond to all Findings and Recommendations F1.1, F1.2, F1.4, and R1.2.

The Stockton City Council shall respond to all Findings and Recommendations F3.1, F3.5, F3.6, R3.1, R3.2, and R3.3.

The Lodi City Council shall respond to all Findings and Recommendations F3.1, F3.4, R3.1, R3.2, and R3.3.

The Tracy City Council shall respond to all Findings and Recommendations F3.1, R3.1, R3.2, and R3.3.

The Manteca City Council shall respond to all Findings and Recommendations F3.1, R3.1, R3.2, and R3.3.

The Lathrop City Council shall respond to all Findings and Recommendations F3.1, R3.1, R3.2, and R3.3.

The Ripon City Council shall respond to all Findings and Recommendations F3.1, R3.1, R3.2, and R3.3.

The Escalon City Council shall respond to all Findings and Recommendations F3.1, R3.1, R3.2, and R3.3.

Mail or hand-deliver a hard copy of the response to:

Honorable Xapuri B.Villapudua, Presiding
San Joaquin County Superior Court
180 E Weber Ave, Suite 1306J
Stockton, California 95202

Also, please email a copy of the response to Ms. Trisa Martinez, Staff Secretary to the Grand Jury, at grandjury@sjcourts.org

Sources

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14. The Record. , 2020. *More Homeless in San Joaquin Getting COVID-19 Testing*. May 24. <https://bit.ly/2CRpcWI>
15. Superior Court of California, County of San Joaquin, Homeless Court pamphlet (<https://www.sjcourts.org/wp-content/uploads/HOMELESS-COURT-HANDOUT.pdf>)
16. U.S. Department of Housing and Urban Development (www.hud.gov)

Appendix A: City of Stockton Guiding Principles

Homelessness

San Joaquin County Board of Supervisors established a county-wide Homelessness Task Force. The Task Force includes members from state and local government, homeless service providers, and various service organizations. Five Strategic Priorities for Homelessness were developed and adopted by the San Joaquin County Board of Supervisors, and the Board asked cities within the County to adopt a similar set of strategies.

On May 9, 2017, the Stockton City Council adopted the following Guiding Principles and action items that will provide the framework for making decisions related to homelessness:

Guiding Principle 1

Foster collaboration between private and public agencies to ensure that collection of data regarding the number and demographic makeup of the homeless population is accurate and shared among agencies engaged in homelessness prevention activities.

- Provide appropriate access to agencies working with the homeless population.
- Employ Department of Housing and Urban Development ([HUD](#)) best practices for accurate collection of homeless census and demographic information for input to the Homeless Management Information System ([HMIS](#)).
- All emergency homeless shelters, regardless of funding source, should actively participate in the HMIS and Coordinated Entry (CE) process operated by the San Joaquin County Continuum of Care.
- Point-in-Time (PIT) and HMIS data should be used to inform all County strategies and actions to address homelessness.
- The San Joaquin County Continuum of Care governance structure will be refined to promote greater collaboration and representation by agencies and organizations in the region that serve the homeless population and follow both best practices and HUD guidelines.
- The San Joaquin County Board of Supervisors will play an active role in the convening and functioning of the Continuum of Care by assigning a Supervisor each year.

Guiding Principle 2

Work collaboratively to reduce or eliminate upfront barriers to housing.

- Focus on assisting individuals and families to access and sustain permanent housing as quickly as possible.
- Promote links between law enforcement and service/housing/behavioral health providers.
- Seek out all available funds to enhance the “Housing First” model access to permanent housing.
- All transitional housing programs are reconfigured, when possible, to rapid rehousing or permanent supportive housing.

- All permanent housing projects for the homeless, regardless of funding source, shall actively participate in in the HMIS and CE processes.
- San Joaquin County, cities, agencies and the private sector should consider jointly funding and conducting a study on the feasibility of establishing an agency-specific or countywide Affordable Housing Trust Fund to provide financing in our region.

Guiding Principle 3

Adopt unified discharge policies to prevent individuals from being discharged into homelessness

- All institutions, including those of the criminal justice and foster care systems, health care, and mental health care facilities, non-profit/profit operated facilities, should adopt and implement comprehensive discharge policies that provide information on services available to avoid discharge into homelessness.
- All law enforcement agencies should participate in the development of and shall adopt, a uniform Restorative Policing model to establish permanent, cooperative links with homeless service and housing providers, mental health, substance abuse, and other community experts to best address the needs of homeless individuals encountered during their enforcement of law.

Guiding Principle 4

Adopt a “No Wrong Door” approach, wherein the homeless or individuals facing homelessness can receive information regarding available services regardless of which agency they contact.

- Provide staff with tools and resources necessary to connect individuals with appropriate services and housing assistance.
- Utilize 2-1-1 system to identify and connect individuals with appropriate service.

Guiding Principle 5

Foster public/private partnerships for the development of new strategies and the enhancement of existing programs to prevent homelessness before it occurs.

- Increase affordable housing in the region.
- Bring more jobs to the region through ongoing economic development efforts.
- Seek funding opportunities and relationships for all aspects of the City’s homeless population

Appendix B: San Joaquin County Policy

Quality of Life – Addressing and Limiting the Impact of Homelessness in San Joaquin County

As part of the 2019-2020 Final Budget adoption, the San Joaquin County Board of Supervisors established homelessness as an operational priority for all County Departments. Homelessness affects everyone, regardless of socio-economics. San Joaquin County is committed to developing and implementing solutions to this pervasive problem. Success depends upon the involvement of the entire community, a community that values responsibility and accountability.

To address and limit the impacts of homelessness in San Joaquin County, the Board of Supervisors hereby identifies the following activities to become departmental priorities within existing resources:

- Consistent with Constitutional limitations, exercise authority and discretion in the application of all laws enacted to protect the health, safety and welfare of all County Residents
- Focus on the impacts of homelessness (e.g. services provided by the County Encampment Response Team pursuant to the County Encampment Management and Resolution Policy and Operating Procedure addressing public health and safety, crime, and blight)
- Educate and communicate with residents, businesses and the homeless
- Focus on outreach, intervention and prevention due to the impacts of homelessness
- Collaborate with stakeholders including County departments, cities, communities, judges, courts, and non-county organizations
- Focus on addressing behavioral health and substance abuse problems facing many in the homeless population
- Establish crisis-response protocols for appropriate County personnel to effectively address behavioral health issues at the initial point of contact
- Establish departmental metrics to measure the volume of activity and associated outcomes
- Collect and share comprehensive data regarding the financial impact of homelessness on each county department, develop strategies to more effectively and efficiently address the impact of homelessness on the County.

Next Steps

Lead Departments

The following departments shall be designated to lead this effort – Health care Services, Community Development, Sheriff’s Office, and District Attorney’s Office. Functional work units involved in this effort shall include Community Car Program, Neighborhood Deputy District Attorney Program, and Code Enforcement.

Measurements/Outcomes

Involved departments shall establish metrics to measure services and outcomes. Metrics will include- the number of homeless residents engaged by County staff, and the number of homeless

residents directed to and/or successfully connected with social services, including but not limited to, physical and mental health care, shelter, and available government benefits.

Community Outreach and Collaboration

- Community outreach shall occur to foster input and dialog with the public regarding homelessness and its impacts.
- Assess the appropriate action for limiting the use of public property by way of reasonable time, place and manner restrictions.
- Departments will develop educational materials to assist residents, businesses and the homeless.
- The County will incorporate homelessness topics within existing advisory boards and appropriate forums where applicable (i.e. Farm Bureau, Planning Commission, etc.). Efforts will focus on developing strategies to address homelessness and improve the quality of life for the residents of San Joaquin County.

ATTACHMENT B

Honorable Xapuri B. Villapudua, Presiding
Judge Superior Court of California, County
of San Joaquin 180 East Weber Avenue,
Suite 1306J
Stockton, CA 95202

Highlighted/shaded text will be
drafted as approved by the
Tracy City Council during its
meeting on October 6, 2020.

*Re: Grand Jury Report: Tracy City Council: Homelessness in San Joaquin County 2019-2020
Case No. 0119*

Honorable Judge Villapudua:

This letter responds to the above-referenced Grand Jury Report in accordance with California Penal Code sections 933 and 933.05. The City Council has reviewed and thoughtfully considered the Grand Jury's Report. The responses contained in this letter have been approved by the Tracy City Council.

***F 3.1** Although many residents are interested in how homelessness is being managed, only the City of Lodi has published accomplishments in plain language on its website. This lack of readily available information makes it difficult for residents to understand what is being done to address homelessness*

The City **agrees or disagrees wholly or partially** with this finding.

***R 3.1** By December 30, 2020, the Cities of Stockton, Tracy, Manteca, Lathrop, Ripon, and Escalon post plain language information on their website that outlines the actions each city has taken to address homelessness*

This recommendation has been implemented.

The City of Tracy established a dedicated webpage to Homelessness in in April 2019, shortly after the Tracy City Council established the Council Ad Hoc Committee to guide the creation of a Tracy Homelessness Strategic Plan. The web page clearly outlines specific Council and staff activities related to homeless and provides hyperlinks to City Council meetings, staff reports, other resources such as County Behavioral Health and Tracy Community Connections, and serves as a one-stop-shop for linking interested visitors to additional homelessness resources including updated information from the Center for Disease Control's guidance with respect to homeless individuals and service providers during the COVID-19 pandemic.

R 3.2 *By December 30, 2020, the Cities of Tracy, Manteca, Lathrop, Ripon, and Escalon adopt the San Joaquin Continuum of Care as the primary organization through which the County and cities work together to develop solutions to homelessness.*

This recommendation has not yet been implemented.

Upon Council direction, staff will return to Council with a resolution adopting the San Joaquin Continuum of Care as the primary organization through which the City of Tracy will work with the County and other cities to develop solutions to homelessness.

R 3.3 *By December 30, 2020, the Cities of Tracy, Manteca, Lathrop, Ripon, and Escalon in open session officially acknowledge and support the Program Administrator for Homeless Initiatives position as the homeless coordinator for San Joaquin County.*

This recommendation requires further analysis.

It is unclear what “support” means in the context of this recommendation. Staff will seek clarification from the Grand Jury to better understand its definition of “support” and what action(s) would demonstrate “support” of the San Joaquin County Homeless Coordinator position. Staff will endeavor to obtain the information and return to Council with a recommendation by December 30, 2020.

Please contact the City Manager’s Office if you have any questions at (209) 831-6115

Sincerely,

Mayor Robert Rickman
City of Tracy

RESOLUTION NO. 2020 - _____

APPROVING RESPONSE LETTER TO THE SAN JOAQUIN COUNTY GRAND JURY FINAL REPORT 2019-2020 (CASE NO. 0119) AND AUTHORIZING THE MAYOR TO EXECUTE LETTER

WHEREAS, In September, 2020, the San Joaquin Civil Grand Jury released a report titled "Homelessness in San Joaquin County - Building on a Foundation: Collaboration and Communication" (2019-2020 Case No. 0119), and

WHEREAS, State law requires that the City Council respond to the findings and recommendations contained in the report, and

WHEREAS, The City Council reviewed the findings and recommendations and provided direction on the responses at its meeting on October 6, 2020;

NOW, THEREFORE, BE IT RESOLVED, That the City Council of the City of Tracy hereby approves the response letter to the San Joaquin County Civil Grand Jury's report "Homelessness in San Joaquin County Building on a Foundation: Collaboration and Communication" (2019-2020 Case No. 0119), and authorizes the Mayor to execute the response letter.

* * * * *

The foregoing Resolution _____ was adopted by the Tracy City Council on the 6th day of October, 2020 by the following votes:

AYES: COUNCIL MEMBERS:

NOES: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

Mayor

ATTEST:

City Clerk

AGENDA ITEM 3.F

REQUEST

INTRODUCE AN ORDINANCE AMENDING VARIOUS SECTIONS OF CHAPTER 3.04 “FIREWORKS” OF THE TRACY MUNICIPAL CODE REGARDING ADMINISTRATIVE CITATIONS FOR DANGEROUS FIREWORKS ENFORCEMENT

EXECUTIVE SUMMARY

This agenda item is in response to an increase in the use of illegal fireworks in the City of Tracy, resulting in numerous calls for service and increased fire activity. Under the Tracy Municipal Code (“TMC”) the possession, sale, or discharge of dangerous (illegal) fireworks in Tracy is prohibited and is charged as a misdemeanor or the City may issue an administrative citation to a person as an alternative to charging a misdemeanor. The proposed ordinance intends to enhance enforcement against the possession, sale, or discharge of dangerous fireworks within Tracy by holding the “responsible party” of private property liable for the dangerous fireworks through issuance of an administrative citation.

DISCUSSION

The Tracy community has been experiencing a significant increase in the use of illegal fireworks. So far in 2020, the Police Department received 701 fireworks-related calls for service, a 75% increase compared to the total for the year 2018 and a 90% increase vs. the total for 2019. This number is expected to increase as we approach New Year’s Eve, which is the second most popular season for the use of fireworks, with the period around Fourth of July being by far the most popular.

Complaints related to the use of fireworks fall in two categories. The first category, being the most dangerous, is the fact that misused or out of control fireworks start fires that result in significant damage or loss of property. This danger is experienced with primarily illegal (“dangerous”) fireworks, but may result from misuse of legal (“safe and sane”) fireworks as well. Although not all vegetation fires can be directly attributed to fireworks, the Fire Department experiences a marked increase in calls for service to vegetation fires in the week prior and week after the Fourth of July. In the year 2020 alone, Tracy Police Department dispatch referred seven (7) fireworks-related calls to the Fire Department for response. This represents an increase from five (5) calls in 2018 and three (3) calls in 2019. The Fire Department responded to 15 fire calls on July 4, 2020, three of which were directly attributable to fireworks, while the cause of others remain undetermined.

South County Fire – Fire Responses July 4, 2020	
Building Fires	2
Vegetation (Grass) Fires	10
Mobile Property Fire	1
Outside Rubbish	2
Total Fires	15

The second category of complaints are related to the noise and disturbances inherent to only illegal fireworks, which represent the vast majority of the calls received in the Police Department's dispatch center. These noise complaints not only represent a reduction in the quality of life to the members of the community, but during peak time the volume of calls coming into the dispatch center can be overwhelming, taking away resources from higher priority needs.

"Dangerous fireworks," as defined in TMC Section 3.04.010, "means any device containing chemical elements and chemical compounds capable of burning independently of the oxygen of the atmosphere and producing audible, visual, mechanical, or thermal effects which are useful as pyrotechnic devices or for entertainment and any fireworks classified as such as defined by Sections 12505 and 12561 of the Health and Safety Code of the State of California and the sections of Title 19, Code of Regulations, Subchapter 6, pertaining to dangerous fireworks which are hereby incorporated by reference. This definition does not include ammunition used for target shooting or hunting, nor does it include what is ordinarily known as "cap pistol caps, party poppers or snap caps."

In order to address these issues, a workgroup was formed including members from the Police and Fire departments, the City Attorney's office, the City Manager's office and a Deputy District Attorney specializing in fireworks-related enforcement. The workgroup conducted research covering possible approaches to reduce the risks mentioned above and scanned other agencies in the region to evaluate their enforcement measures. As a result, the workgroup established several principles that should guide the implementation of responses to illegal fireworks:

1. An educational campaign should inform the public of both the dangers of illegal fireworks but also possible enforcement steps available. The goal is to reach a voluntary reduction in the possession and use of illegal fireworks.
2. The use of technology will be prioritized to reduce the number of calls going directly to the Police Department dispatch center. Smartphone apps or other points of input to receive complaints will be established to respond to calls for service regarding illegal fireworks.
3. Proactive operations conducted by Tracy Police Department personnel will focus on high-level users, importers or sellers of dangerous fireworks, with potential prosecution of violators through the District Attorney's office.
4. A combination of personnel from the Police and Fire departments will focus on responses to "hot zones" during peak times, as established by call data from prior periods as well as reports from the community. To further decrease the possession, sale, or use of dangerous fireworks, the City will use other enforcement methods through administrative citations. Staff proposes to amend the TMC to include a provision to hold the "responsible party" of private property liable for the dangerous fireworks through issuance of an administrative citation.

Proposed Ordinance Regarding Administrative Citations for Dangerous Fireworks Enforcement

Under TMC Section 3.04.030, the possession, sale, or discharge of dangerous fireworks is charged as a misdemeanor. As an alternative to charging the possession, sale, or discharge as a misdemeanor, the City may issue an administrative citation to the person caught in possession, selling, or discharging dangerous fireworks. To augment law enforcement's efforts to decrease the possession, sale, or discharge of dangerous fireworks in Tracy, staff proposes to amend the TMC to allow law enforcement personnel to issue administrative citations to the "responsible party" of private property where dangerous fireworks have been possessed, sold, or discharged.

(See Attachment A). Based on research, staff determined that the proposed ordinance would be an enforcement response that is similar to other jurisdictions in the region (e.g. Manteca and Modesto) to address the challenges with the noise and hazard of dangerous fireworks being discharged within their communities. Law enforcement still maintains, if necessary, prosecution authority using the existing legal process.

The proposed ordinance defines “responsible party” as (See also, Attachment A):

“*Responsible party*” includes, but it is not limited to:

- (1) The person(s) who owns, rents, leases, or otherwise has possession of the private property;
- (2) The person(s) in immediate control of the private property; and
- (3) The person(s) who organizes, supervises, sponsors, conducts, allows, controls, or controls access to the possession, sale, or discharge of dangerous fireworks.

If the private property is rented or leased, the landlord or lessor is not covered by this chapter unless he or she falls within the category of persons described under paragraph 2 or 3 of this definition. A landlord or lessor can only be held responsible under paragraph 3 of this definition if he or she has knowledge that dangerous fireworks (including a public display) are being possessed at, or discharged on the private property without obtaining a permit therefore as provided in section 3.04.020 of this Code.

If the proposed ordinance is adopted, law enforcement personnel will be able to exercise their discretion based on the specific facts and circumstances to issue citations to responsible parties.

FISCAL IMPACT

There is no fiscal impact associated with this item. Funding for educational campaign products may be available through specific grants. Additional minor costs can be included in the current operational budget.

STRATEGIC PLAN

This item is related to the Council’s Public Safety goal #3, “Strengthen Community Safety through Crime Prevention Reduction Activities,” subpoints 1 (Leverage technology to enhance public safety awareness, response and performance) and 2 (Strengthen community connection and collaboration, and crime prevention activities).

RECOMMENDATION

That the City Council introduce and waive the full reading of an ordinance amending various sections of Chapter 3.04 “Fireworks” of the Tracy Municipal Code regarding administrative citations for dangerous fireworks enforcement.

Prepared by: Alex Neicu, Police Captain
Bianca Rodriguez, Assistant City Attorney

Reviewed by: Sekou Millington, Chief of Police

Approved by: Jenny Haruyama, City Manager

Attachment(s):

Attachment A – Redline copy of amendments to Chapter 3.04 of the Tracy Municipal Code

Chapter 3.04 - FIREWORKS^[1]

Footnotes:

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Editor's note— Former Ch. 3.04, entitled "Fire Protection and Fire Prevention" §§ 3.04.010—3.04.170 was repealed by Ord. No. 1116, effective Mar. 5, 2008, which derived from: Prior code §§ 3-1.102—3-1.112, 3-1.201—3-1.204 and Ord. Nos. 1100 and 1111.

3.04.010 - Definitions.

"*Dangerous fireworks*" means any device containing chemical elements and chemical compounds capable of burning independently of the oxygen of the atmosphere and producing audible, visual, mechanical, or thermal effects which are useful as pyrotechnic devices or for entertainment and any fireworks classified as such as defined by Sections 12505 and 12561 of the Health and Safety Code of the State of California and the sections of Title 19, Code of Regulations, Subchapter 6, pertaining to dangerous fireworks which are hereby incorporated by reference. This definition does not include ammunition used for target shooting or hunting, nor does it include what is ordinarily known as cap pistol caps, party poppers or snap caps.

"*Fireworks sales stand*" means any building, counter, or other structure of a temporary nature used in the sale, offering for sale, or display for sale of safe and sane fireworks.

"*Nonprofit organization*" means the applicant is a local nonprofit organization which shall mean any nonprofit association, club, or corporation organized for veteran, patriotic, welfare, religious, civic betterment, youth or charitable purposes as defined by Section 501(c) of the Internal Revenue Code of the United States. A local nonprofit organization must have its principal and permanent meeting place within the City of Tracy, or be within a one-mile radius of the city limits of the City of Tracy, or be a school with a student body that includes City of Tracy residents and is within the Tracy Unified School District or the Jefferson School District. Non-school organizations that have their principal meeting place outside the City limits as allowed above, must show documented proof that a majority of its members are City of Tracy residents. The organization must have nonprofit status and have been organized and established for a minimum of two (2) continuous years preceding the filing of the application for permit. The organization must have a bona fide membership of at least twenty (20) members who reside in the City, which will be verified each year. The organization must also provide direct and regular community services and benefits to the residents of the City.

"*Public display of fireworks*" means an entertainment feature where the public or private group is admitted or permitted to view the display or discharge of dangerous fireworks.

"*Principal and permanent meeting place*" means a location that serves as the nonprofit organization's primary, fixed site for meetings.

"Private property" means any real property, place, or premises (including, but not limited to, residential, commercial, or industrial) whether occupied on a temporary or permanent basis, whether or not occupied as a dwelling, and whether owned, leased, or rented, or used with or without compensation, including, but not limited to, a home, yard, garage, apartment, condominium, hotel or motel room, or other dwelling unit, or a warehouse, hall, or meeting room.

"Responsible party" includes, but it is not limited to:

- (1) The person(s) who owns, rents, leases, or otherwise has possession of the private property;
- (2) The person(s) in immediate control of the private property; and
- (3) The person(s) who organizes, supervises, sponsors, conducts, allows, controls, or controls access to the possession, sale, or discharge of dangerous fireworks.

If the private property is rented or leased, the landlord or lessor is not covered by this chapter unless he or she falls within the category of persons described under paragraph 2 or 3 of this definition. A landlord or lessor can only be held responsible under paragraph 3 of this definition if he or she has knowledge that dangerous fireworks (including a public display) are being possessed at, or discharged on the private property without obtaining a permit therefor as provided in section 3.04.020 of this Code.

"*Safe and sane fireworks*" also known as "state-approved fireworks" means any device containing chemical elements and chemical compounds capable of burning independently of the oxygen of the atmosphere and producing audible, visual, mechanical, or thermal effects which are useful as pyrotechnic devices or for entertainment and any fireworks which do not come within the definition of "dangerous fireworks" or "exempt fireworks" as defined by Section 12505 of the Health and Safety Code of the State of California and the sections of Title 19, Code of Regulations, Subchapter 6, pertaining to "safe and sane fireworks" which are hereby incorporated by reference. This definition does not include ammunition used for target shooting or hunting, nor does it include what is ordinarily known as cap pistol caps, party poppers or snap caps.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1215, § 1, 5-3-2016; Ord. No. 1263, § 1, 9-18-2018)

3.04.020 - Public displays; permits required.

- (a) Notwithstanding the prohibitions on dangerous and safe and sane fireworks set forth in this chapter, this section shall not prohibit public display of fireworks which may be allowed upon issuance of a permit therefore under the provisions of the Health and Safety Code of the State of California. This chapter also does not prohibit the use by railroad or other transportation agencies, for signal purposes or illumination, of torpedoes, flares or fuses; nor the sale or use of blank cartridges for theatrical or ceremonial purposes, athletic events, or military ceremonials or demonstrations.
- (b) Fireworks display permits are required to conduct a public display of fireworks as required by local and state regulations. Permit application shall be made not less than sixty (60) days prior to the scheduled date of the display. The permit application shall be in accordance with the California Fire Code and the National Fire Protection Association codes and standards 1123 and 1124 and include a diagram of the grounds on which the display is to be held showing the point at which the fireworks are to be discharged; the location of buildings, highways and other lines of communication; the lines behind which the audiences will be restrained; and the location of nearby overhead obstructions. At the time of permit application, the City Manager or designee shall be consulted regarding reasonable conditions or requirements for standby personnel and fire apparatus. Fireworks display permits shall only be granted to licensed pyrotechnic operators.
- (c) Fireworks display permits may be secured by application to the City Manager or designee. The City Manager or designee may deny issuance of such permits, provided such denial is reasonably based on public health and safety concerns, including, but not limited to, an application for another event to be held on the same date as that requested has been previously filed or approved, and the other event is so close in time and location to the event proposed as to cause undue traffic congestion or to place the City in a position of being unable to meet the needs for Fire, Police or Public Works services for both events. Any decision regarding such permits may be appealed to the City Council as set forth in section 1.12.020 of this Code.
- (d) A public display of fireworks may also require a special events permit pursuant to chapter 4.40 of this Code.
- (e) The fireworks display permit fee, requisite deposits, time of payment, and insurance requirements shall be set by resolution of the City Council.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.030 - Sale, discharge, time limit, dangerous fireworks.

- (a) Subject to the permitting provisions of this chapter, the California Fire Code, the provisions of the State Fireworks Law, Sections 12500 through 12726 of the Health and Safety Code of the State of California and any regulations promulgated thereunder, safe and sane fireworks may be discharged within the City limits of the City of Tracy during the period from noon and ending at 10:00 p.m. on the twenty-eighth day of June through the third day of July and from noon to midnight on the fourth of July, each year.
- (b) It is unlawful and shall be a misdemeanor to possess, sell or discharge dangerous fireworks within the City of Tracy.
- (c) As an alternative to charging possession, sale, or discharge of dangerous fireworks as a misdemeanor as provided under subsection (b) of this section, the City may issue administrative citations pursuant to chapter 1.28 of this Code.
 - (1) An administrative citation may be issued to any person or responsible party for violating subsection (b) of this section.
 - (2) A responsible party need not be present at the time dangerous fireworks are possessed, sold, or discharged for the City to issue an administration citation under subsection (b) of this section.
 - (3) Nothing in this Section shall be intended to limit any of the penalties provided for in this chapter or the California Health and Safety Code or Penal Code.
- (d) Safe and sane fireworks may only be sold between the hours of 12:00 p.m. and 8:00 p.m. on June 28, between 8:00 a.m. and 8:00 p.m. from June 29 through July 3, and 8:00 a.m. and 9:00 p.m. on July 4.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.040 - Permit to sell and store safe and sane fireworks.

- (a) The City Council shall establish, by resolution, the process by which the City will issue annual permits to sell safe and sane fireworks and the conditions to protect health, safety, aesthetics, and such other conditions the City Council finds reasonably necessary that applicants must satisfy to receive the permits.
- (b) The City Council shall establish, by resolution, an application fee for the lottery to be eligible for an annual permit to store or sell safe and sane fireworks.
- (c) It is unlawful for any person to engage in the sale or distribution of safe and sane fireworks within the City of Tracy without first having secured an operational fire permit and a temporary use permit to do so from the City Manager or designee.
- (d) It is unlawful to store safe and sane fireworks within the City of Tracy without first having secured an operational fire permit and a temporary use permit to do so from the City Manager or designee.
- (e) The annual permit fee for the sale of safe and sane fireworks shall be set by resolution of the City Council and payable prior to permit issuance.
- (f) A temporary use permit and City business license is required pursuant to this Code.
- (g) Lottery awardees and alternates, as defined by the process set forth in a Council resolution pursuant to section 3.04.050(b), may apply for an operational fire permit prior to the end of April of each year.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.050 - Maximum number of safe and sane fireworks permits issued—Selection procedure.

- (a) The maximum number of permits to sell safe and sane fireworks, which the City may issue during any one calendar year, shall not exceed one permit for each 10,000 resident population or portion thereof. No more than one safe and sane fireworks stand can be operated under each permit. Only nonprofit organizations, as defined in this chapter, are eligible for such permits.
- (b) City Council shall provide, by City Council resolution, a process for a lottery to determine which nonprofit organizations, including alternates, will be eligible to apply for an annual permit to sell and store safe and sane fireworks.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.060 - Applications for safe and sane fireworks sales permit lottery.

Applications for the lottery to be eligible to apply for a permit to store or sell safe and sane fireworks may be filed during normal business hours from November 1st of each year up to and including the first Thursday of December of the same year, at which time the filing period for that year will close. All applications shall be submitted in writing to the City Manager or designee, on forms provided by the City and meet the following conditions:

- (a) The applicant is a nonprofit organization as defined in this chapter. Each nonprofit organization shall establish status as a 501(c) tax-exempt organization and provide a certificate of good status from the California Secretary of State and an entity status letter showing good status with the California Franchise Tax Board at the time of application. The letters shall be dated within sixty (60) days of application. The letters are required to be submitted with the application and if not submitted, the application will be rejected.
 - (1) Public school organizations shall provide current written verification of an affiliation from the school each year. Public school organizations shall establish status as a 501(c) tax-exempt organization as a separate entity from the school and must possess a nonprofit identification number.
 - (2) Each nonprofit organization may file an application for one sales permit for which there is only one tax ID number.
- (b) The nonprofit organization must possess a nonprofit identification number. However, a given identification number may not be used by more than one organization. Should the City Manager or designee determine that more than one organization has submitted the same nonprofit identification number, the City Manager or designee shall notify the organizations in writing and give each of them the opportunity to correct the situation prior to the deadline provided in this section to ensure compliance with this section. If such compliance is not achieved, none of the affected nonprofit organizations shall be eligible to receive a permit.
- (c) Applications shall be signed by two (2) bona fide officers of the eligible nonprofit organization, wherein the officer, on behalf of the organization and its agents, agrees to abide by state laws, administrative regulations, and all requirements of this Code and the permit if permission to operate a safe and sane fireworks stand is granted to the organization, and both:
 - (1) Has not been found by any court of competent jurisdiction or City administrative hearing officer to be in violation of any civil or criminal, local, state or federal law relating to fireworks within twenty-four (24) calendar months prior to the organization's submittal of an application for a permit to sell safe and sane fireworks, and
 - (2) Has not had a permit to sell safe and sane fireworks revoked within twenty-four (24) calendar months prior to the organization's submittal of an application for a permit to sell.

- (d) (1) Should the City Manager or designee determine that a lottery awardee does not satisfy these requirements or otherwise comply with requirements of this Chapter, the lottery awardee's application shall be denied.
- (2) If an awardee is found to have falsified or misrepresented its status as an eligible organization as defined by this Chapter, or provided false information on the approved application, the organization will be ineligible to apply for a safe and sane fireworks sales permit for a period of two (2) years.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1215, § 2, 5-3-2016; Ord. No. 1263, § 1, 9-18-2018)

3.04.070 - Documents and fees required for fireworks sales permit issuance.

- (a) In addition to all other requirements contained in this chapter, each lottery awardee shall comply with each of the following requirements:
 - (1) Apply for an operational fire permit to store or sell safe and sane fireworks on a form approved by the City Manager or designee with the required permit fee as established by City Council resolution paid prior to permit issuance.
 - (2) State of California Fire Marshal's firework retail license.
 - (3) Provide proof of a temporary sellers permit from the State Board of Equalization.
 - (4) Sign a form provided by the City, whereby the lottery awardee agrees to indemnify and hold harmless the City, its officers, employees, volunteers and agents from any and all claims, damages, demands, liability, costs, losses, and expenses, including, without limitation, court costs and reasonable attorneys' fees arising out of or in connection with the permittee's sale of safe and sane fireworks, except such loss or damage which was solely caused by the active negligence, sole negligence, or willful misconduct of the City, its officers, employees, or agents.
 - (5) Furnish to the City proof of coverage by a policy of public liability and property damage insurance. The policy shall provide limits of bodily injury and property damage liability of not less than five million dollars (\$5,000,000.00) combined single limit for each occurrence annually as payment for damages to persons or property which may result from or be caused by the public sale or storage of safe and sane fireworks, or any negligence on the part of the permittee or his or her agents, servants, employees or subcontractors relating thereto.
 - (6) Obtain a temporary use permit from the City of Tracy and provide any other information as may be required by the City Manager or designee.
 - (7) A site plan of the fireworks sales stand area, to scale, shall be provided. The site plan shall include site location, fireworks sales stand location, parking areas, access to and from the fireworks sales stand area, all equipment to be used at the fireworks sales stand and the locations for the equipment, location of trash area, location of trailer parking area, and any additional information as requested by the City Manager or designee, in compliance with the operational fire permit requirements.
- (b) The City Manager or designee may revoke, immediately and without notice or hearing, the safe and sane fireworks sales permit of any organization when any of the provisions of this Code, the Health and Safety Code, the Uniform Fire Code, the California Code of Regulations, or any other applicable law or regulation are violated. The decision of the City Manager, or designee, shall be final.
- (c) Revocation of any permit will be effective for that calendar year.
- (d) Permits for retail sales of safe and sane fireworks issued pursuant to the provisions of this section are not transferable to any other person or organization and are issued for the purpose of operating a single safe and sane fireworks sales booth at the approved location. The permit may be used only by the organization to which it is issued.

- (e) Each applicant that has been granted a permit shall have no less than two (2) members of its sales staff attend an operator safety seminar approved and supervised by the City Manager or designee.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011)

3.04.080 - Operation of safe and sane fireworks stand only by permittee.

- (a) It is unlawful for the permittee organization to allow any person or entity other than the permittee organization to operate the safe and sane fireworks sales stand for which the permit is issued, whether by agreement, assignment or otherwise. Violations will result in the immediate loss of the organization's permit.
- (b) It is unlawful for any nonprofit organization to pay any consideration to any person for selling or otherwise participating in the sale of safe and sane fireworks at such fireworks sales stand, except the hiring of a night watchman or security officer.
- (c) Each fireworks sales stand must have a minimum of one adult twenty-one (21) years of age or older in attendance and in charge thereof while safe and sane fireworks are stored therein.
- (d) No person may sleep in or remain in the fireworks sales stand after close of business.
- (e) All unsold safe and sane fireworks must be removed from the fireworks sales stand during nonsale hours and stored in a centrally located, locked metal container or other secure and fire-safe structure during nonsale periods. Each permittee shall provide a storage location and container for storage of its stand's fireworks. The container shall be approved by the City Manager or designee and located in an M-1 or M-2 zoned location approved by the Development and Engineering Services Director and the City Manager or designee. Such storage shall comply with all requirements of this Code, including applicable additional permit requirements. Permittees may satisfy these storage requirements through the use of a safe and sane fireworks wholesaler, provided such wholesaler also complies with all requirements of this Code, including additional permit requirements.
- (f) Each fireworks sales stand must have on duty at all times during the sales period at least one salesperson who attended the City of Tracy operator safety seminar, required pursuant to section 3.04.070.
- (g) Permittees shall require all persons who appear to be under the age of thirty (30) years to provide proof of age and shall make no sales of safe and sane fireworks to persons younger than eighteen (18) years of age.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.090 - Requirements of safe and sane fireworks sales stand.

All retail sales of safe and sane fireworks shall be made from within a temporary fireworks sales stand only, and sales from any other building or structure are hereby prohibited. Safe and sane fireworks sales stands are subject to the following requirements:

- (a) No fireworks sales stand shall be put in place by the permittee any earlier than 8:00 a.m. on June 20 of each year, provided there is no sale or storage of safe and sane fireworks prior to the time periods set forth in section 3.04.030.
- (b) No fireworks sales stand shall be located within twenty-five (25) feet of any building or structure, within five (5) feet of any curb line, or within 100 feet of any gasoline pump.
- (c) A minimum of 100 feet shall be maintained from any building used as a school, day care, hospital, place of detention, public garage or place of assembly that can accommodate 300 or more occupants and the fireworks sales stand.

- (d) A minimum of twenty (20) feet of separation shall be provided between the fireworks sales stand and the parked vehicles of the public.
- (e) No fireworks sales stand shall interfere with required site access, circulation, fire lanes or fire hydrants.
- (f) No weeds or other combustible materials are permitted within twenty-five (25) feet of any fireworks sales stand.
- (g) No generators shall be allowed within twenty-five (25) feet of any fireworks sales stand.
- (h) Smoking and the consumption of alcoholic beverages shall not be allowed within fifty (50) feet of any fireworks sales stand and "No Smoking" signs shall be displayed on and in the fireworks sales stand.
- (i) Each fireworks sales stand shall be provided with two (2), two and one-half (2.5) gallon pressurized water-type fire extinguishers, or two (2) 2A10BC dry chemical/powder-type fire extinguishers, in good working order, and easily accessible for use.
- (j) The permit to sell safe and sane fireworks shall be displayed in a prominent place within the fireworks sales stand and shall at all times be visible to members of the public.
- (k) Fireworks sales stands shall be either twenty-four (24) or thirty-two (32) feet long by eight (8) feet wide. Fireworks sales stands twenty-four (24) feet in length shall have two (2) exits and a maximum occupancy of six (6) people. Firework sales stands thirty-two (32) feet in length shall have three (3) exits and a maximum occupancy of eight (8) people.
- (l) All fireworks sales stands shall be built and maintained in accordance with the safety requirements of the City prior to opening for business.
- (m) All unsold safe and sane fireworks and accompanying litter shall be cleared from the location by 5:00 p.m. on July 5, and the fireworks sales stand shall be removed from the temporary location by 12:00 p.m. on July 9 of each year. If the permittee does not remove the fireworks sales stand and/or clean the sales site as required, the City may do so, or cause the same to be done, and the reasonable cost thereof shall be charged against the permittee.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.100 - Locations for discharge.

- (a) It shall be unlawful and a misdemeanor to discharge any dangerous or safe and sane fireworks, on public, semipublic or private open areas such as parking lots, vacant properties, or open commercial or industrial areas, except in those areas approved by the City Manager or designee as provided in section 3.04.020 of this chapter.
- (b) It is unlawful for any person to ignite, explode, project, or otherwise fire or use, any safe and sane fireworks, or to permit the ignition, explosion or projection thereof, upon or over or onto the property of another without his or her consent, or to ignite, explode, project, or otherwise fire or make use of, any safe and sane fireworks within ten (10) feet of any residential dwelling or other structure.
- (c) It is unlawful for any person to discharge any safe and sane fireworks within 100 feet of a fireworks sales stand.
- (d) When discharging safe and sane fireworks, a water source must be within 100 feet of the discharge location.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.110 - Sales and use by minors.

- (a) It is unlawful for any person under the age of eighteen (18) to sell, or handle for sale, any classification of fireworks.
- (b) It is unlawful for any person under the age of eighteen (18) to purchase or be allowed to purchase any classification of fireworks.
- (c) It is unlawful for any person having the care, custody or control of a minor under the age of eighteen (18) to permit such minor to discharge, explode, fire, or set off any safe and sane fireworks, as defined herein, unless such minor does so under the direct supervision of a parent or guardian, or such other person having care, custody or control of such minor.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.120 - State law.

The provisions of this chapter are in addition to applicable state and federal law, including, but not limited to, the State Fireworks Law (California Health and Safety Code, Sections 12500 through 12726), the State Fireworks Regulations (Title 19, California Code Regulations, Chapter 6), the California Fire Code and any and all other state or federal laws or regulations pertaining to the sale or use of fireworks.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.130 - Violation.

Any violation of any of the provisions of this chapter is a misdemeanor, and may be enforced by any of the methods provided in chapter 1.04 of this Code.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

3.04.140 - Enforcement.

Sworn Peace Officers and other City staff with training in the powers of arrest and designated by the Police Chief or Fire Chief are authorized to enforce this chapter pursuant to section 3.04.130, above.

(Ord. No. 1158, § 1, 5-17-2011; Ord. No. 1162, § 1, 10-4-2011; Ord. No. 1263, § 1, 9-18-2018)

ORDINANCE _____

AN ORDINANCE OF THE CITY OF TRACY AMENDING SECTIONS 3.04.010 AND 3.04.030 OF CHAPTER 3.04 OF THE TRACY MUNICIPAL CODE, "FIREWORKS," REGARDING ADMINISTRATIVE CITATIONS FOR DANGEROUS FIREWORKS ENFORCEMENT

WHEREAS, The City of Tracy currently prohibits the possession, sale, or discharge of dangerous fireworks, specified as such by the Tracy Municipal Code and state law, which are commonly referred to as illegal fireworks, within City limits, and

WHEREAS, Illegal fireworks pose a serious risk to the public's safety, given the potential for personal bodily injury and property damage and loss, and the unknown material composition of these fireworks and lack of safeguards, and

WHEREAS, Despite the prohibition against illegal fireworks, City fire and law enforcement personnel continue to respond to calls for service and issue citations for the use of illegal fireworks during certain holidays such as the Fourth of July and New Year's Eve, and

WHEREAS, The City has experienced a 75% increase in fireworks-related calls for service and 15 fire calls on the July 14, 2020, three of which were directly attributed to fireworks, and

WHEREAS, The City recognizes the need to adopt further restrictions and increase penalties to hold responsible parties accountable for the possession, sale, or discharge of illegal fireworks on their properties, and

WHEREAS, It is the intent of the City Council to reasonably regulate the possession, sale, or discharge of dangerous fireworks within the City to protect the public health, safety, and general welfare of its residents;

NOW THEREFORE, the City Council of the City of Tracy does ordain as follows:

SECTION 1: Amended Sections. Sections 3.04.010 and 3.04.030 of Chapter 3.04 of Title 3 (Public Safety) of the Tracy Municipal Code are hereby amended to read as follows:

"3.04.010 - Definitions.

"Dangerous fireworks" means any device containing chemical elements and chemical compounds capable of burning independently of the oxygen of the atmosphere and producing audible, visual, mechanical, or thermal effects which are useful as pyrotechnic devices or for entertainment and any fireworks classified as such as defined by Sections 12505 and 12561 of the Health and Safety Code of the State of California and the sections of Title 19, Code of Regulations, Subchapter 6, pertaining to dangerous fireworks which are hereby incorporated by reference. This definition does not include ammunition used for target shooting or hunting, nor does it include what is ordinarily known as cap pistol caps, party poppers or snap caps.

"Fireworks sales stand" means any building, counter, or other structure of a temporary nature used in the sale, offering for sale, or display for sale of safe and sane fireworks.

"Nonprofit organization" means the applicant is a local nonprofit organization which shall mean any nonprofit association, club, or corporation organized for veteran, patriotic, welfare,

religious, civic betterment, youth or charitable purposes as defined by Section 501(c) of the Internal Revenue Code of the United States. A local nonprofit organization must have its principal and permanent meeting place within the City of Tracy, or be within a one-mile radius of the city limits of the City Tracy, or be a school with a student body that includes City of Tracy residents and is within the Tracy Unified School District or the Jefferson School District. Non-school organizations that have their principal meeting place outside the City limits as allowed above, must show documented proof that a majority of its members are City of Tracy residents. The organization must have nonprofit status and have been organized and established for a minimum of two continuous years preceding the filing of the application for permit. The organization must have a bona fide membership of at least twenty (20) members who reside in the City, which will be verified each year. The organization must also provide direct and regular community services and benefits to the residents of the City.

"Public display of fireworks" means an entertainment feature where the public or private group is admitted or permitted to view the display or discharge of dangerous fireworks.

"Principal and permanent meeting place" means a location that serves as the nonprofit organization's primary, fixed site for meetings.

"Safe and sane fireworks" also known as *"state-approved fireworks"* means any device containing chemical elements and chemical compounds capable of burning independently of the oxygen of the atmosphere and producing audible, visual, mechanical, or thermal effects which are useful as pyrotechnic devices or for entertainment and any fireworks which do not come within the definition of "dangerous fireworks" or "exempt fireworks" as defined by Section 12505 of the Health and Safety Code of the State of California and the sections of Title 19, Code of Regulations, Subchapter 6, pertaining to "safe and sane fireworks" which are hereby incorporated by reference. This definition does not include ammunition used for target shooting or hunting, nor does it include what is ordinarily known as cap pistol caps, party poppers or snap caps.

"Private property" means any real property, place, or premises (including, but not limited to, residential, commercial, or industrial) whether occupied on a temporary or permanent basis, whether or not occupied as a dwelling, and whether owned, leased, or rented, or used with or without compensation, including, but not limited to, a home, yard, garage, apartment, condominium, hotel or motel room, or other dwelling unit, or a warehouse, hall, or meeting room.

"Responsible party" includes, but it is not limited to:

- (1) The person(s) who owns, rents, leases, or otherwise has possession of the private property;
- (2) The person(s) in immediate control of the private property; and
- (3) The person(s) who organizes, supervises, sponsors, conducts, allows, controls, or controls access to the possession, sale, or discharge of dangerous fireworks.

If the private property is rented or leased, the landlord or lessor is not covered by this chapter unless he or she falls within the category of persons described under paragraph 2 or 3 of this definition. A landlord or lessor can only be held responsible under paragraph 3 of this definition if he or she has knowledge that dangerous fireworks (including a public display) are being possessed at, or discharged on the private property without obtaining a permit therefor as provided in section 3.04.020 of this Code.

3.04.030 - Sale, discharge, time limit, dangerous fireworks.

- (a) Subject to the permitting provisions of this chapter, the California Fire Code, the provisions of the State Fireworks Law, Sections 12500 through 12726 of the Health and Safety Code of the State of California and any regulations promulgated thereunder, safe and sane fireworks may be discharged within the City limits of the City of Tracy during the period from noon and ending at 10:00 p.m. on the twenty-eighth day of June through the third day of July and from noon to midnight on the fourth of July, each year.
- (b) It is unlawful and shall be a misdemeanor to possess, sell or discharge dangerous fireworks within the City of Tracy.
- (c) As an alternative to charging possession, sale, or discharge of dangerous fireworks as a misdemeanor as provided under subsection (b) of this section, the City may issue administrative citations pursuant to chapter 1.28 of this Code.
 - (1) An administrative citation may be issued to any person or responsible party for violating subsection (b) of this section.
 - (2) A responsible party need not be present at the time dangerous fireworks are possessed, sold, or discharged for the City to issue an administration citation under subsection (b) of this section.
 - (3) Nothing in this Section shall be intended to limit any of the penalties provided for in this chapter or the California Health and Safety Code or Penal Code.
- (d) Safe and sane fireworks may only be sold between the hours of 12:00 p.m. and 8:00 p.m. on June 28, between 8:00 a.m. and 8:00 p.m. from June 29 through July 3, and 8:00 a.m. and 9:00 p.m. on July 4.

SECTION 2: Title, chapter, and section headings contained herein shall not be deemed to govern, limit, modify, or in any manner affect the scope, meaning or intent of the provisions of any title, chapter, or section hereof.

SECTION 3: If any provision or the application of this Ordinance is for any reason held to be unconstitutional, invalid, or otherwise unenforceable, such decision shall not affect the validity of the remaining portions of this Ordinance or any part thereof. The City Council hereby declares that it would have adopted each subsection or provision of this Ordinance irrespective of the invalidity of any particular portion thereof and intends that the invalid portions should be severed and the balance of the Ordinance enforced.

SECTION 4: This Ordinance shall take effect thirty (30) days after its final passage and adoption.

SECTION 5: This Ordinance shall either (1) be published once in a newspaper of general circulation, within 15 days after its final adoption, or (2) be published in summary form and posted in the City Clerk's office at least five days before the ordinance is adopted and within 15 days after adoption, with the names of the Council Members voting for and against the ordinance. (Gov't. Code §36933.)

The foregoing Ordinance _____ was introduced at a regular meeting of the Tracy City Council on the 6th day of October, 2020, and finally adopted on the _____ day of _____, 2020, by the following vote:

AYES: COUNCIL MEMBERS:

NOES: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

MAYOR

ATTEST:

CITY CLERK