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INTERIM HOUSING FEASIBILITY STUDY

Prepared for
the City of Milpitas

LEADBETTER CONSULTING | San Francisco, California



Acknowledgments

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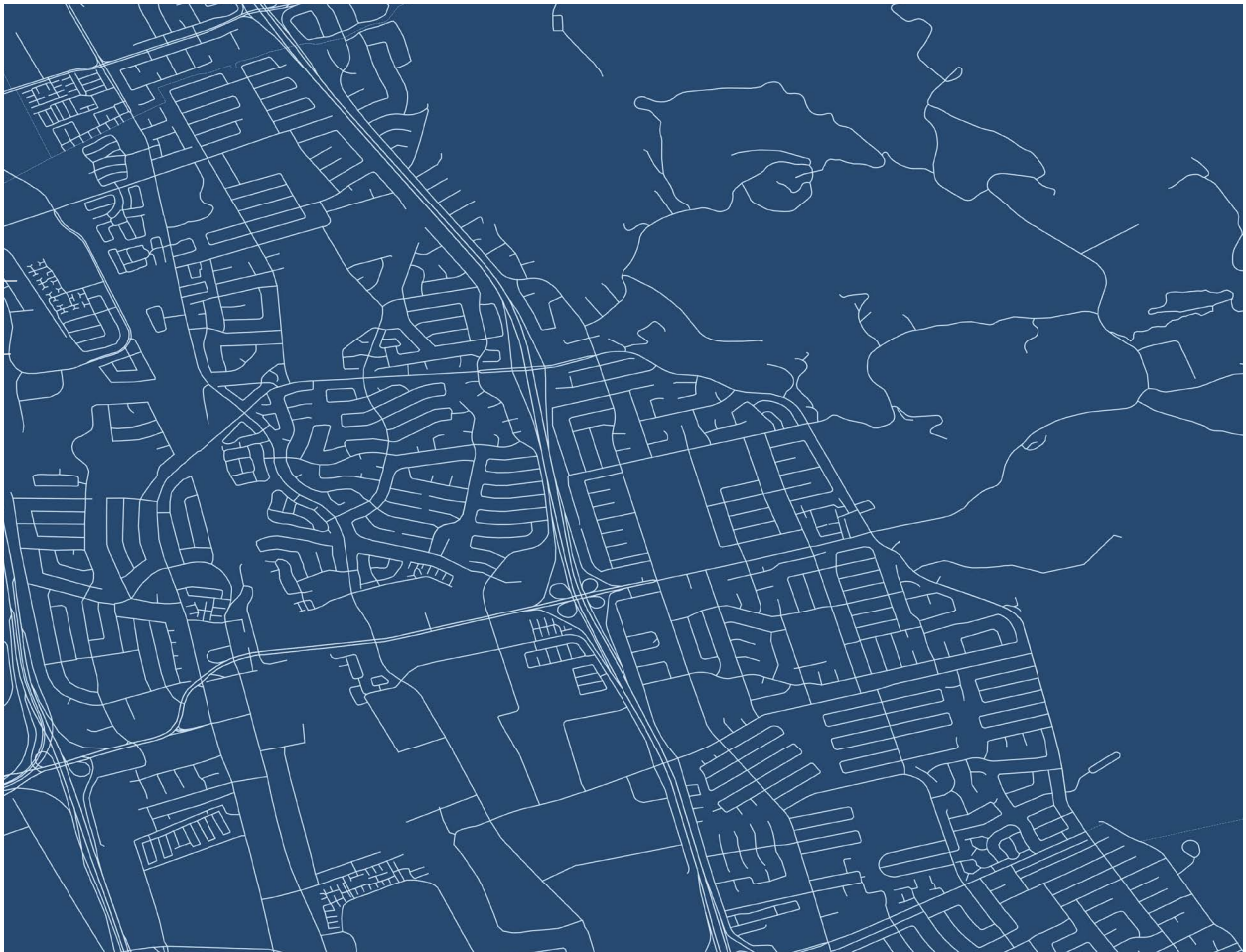

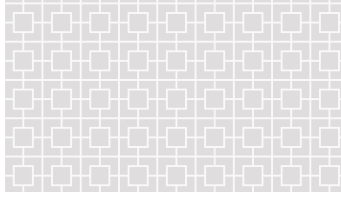




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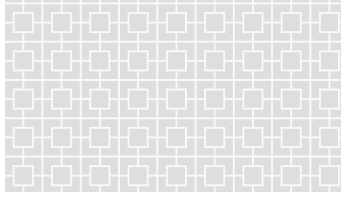
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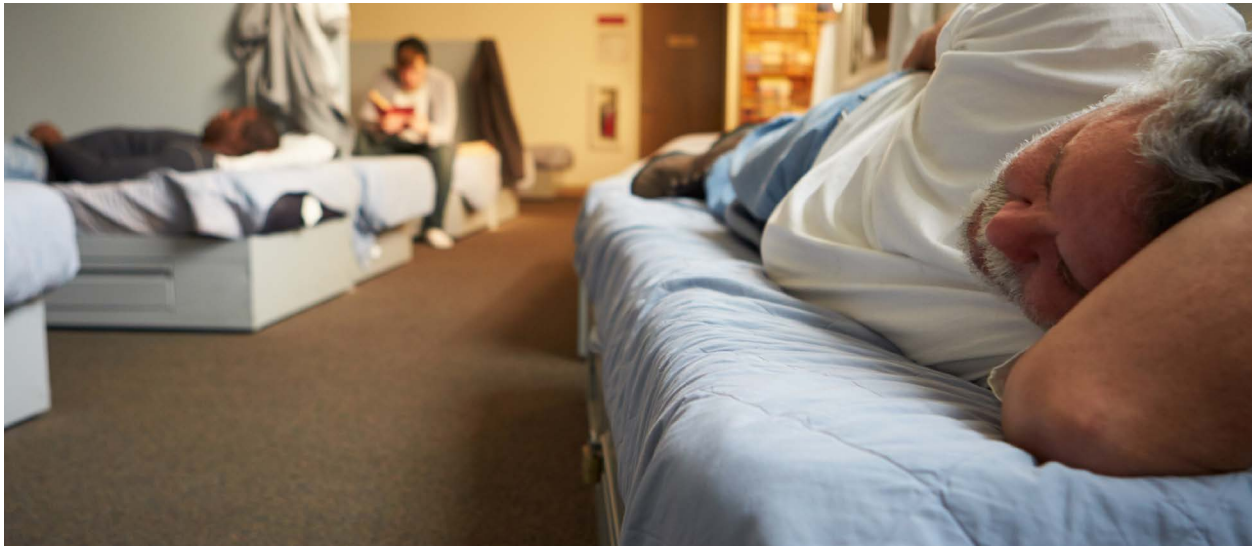
Executive Summary

Homelessness in Milpitas decreased dramatically from 2021 through 2023 (274 to 142), however, overall it increased 14% between 2019-2023. The people of Milpitas – elected leaders, advocates, housed and unhoused residents—are concerned. When compared with the countywide population, the Milpitas unhoused population is increasing at a faster rate, and unhoused individuals in Milpitas are experiencing greater levels of vulnerability. The majority of the unhoused in Milpitas are extremely low-income, single, older adults with complex health conditions, and all are living unsheltered in the community.

In response to this reality, the City of Milpitas has recently started to invest in programs such as outreach, assessment, hygiene services and permanent supportive housing. These important investments provide services for people living unsheltered and are also quickly improving housing outcomes for unhoused Milpitanians by providing access to both local and countywide permanent supportive housing. While these investments are beginning to address the problem, significant gaps remain in the local homeless response system, which is not yet at the scale necessary to address the need in Milpitas, nor is it keeping pace with investments being made in surrounding communities.

One critical gap in the local service system that has been identified by City staff, elected officials, service providers, and advocates alike, is the lack of any type of temporary shelter, interim housing, or safe sleeping within city limits. This leaves unhoused Milpitas residents no choice but to seek accommodation in public spaces or in nearby communities as there are no local options to safely shelter themselves, out of the elements, and out of the public realm. It also presents barriers for service providers, such as outreach workers, hospital discharge staff and police called to respond to encampments, who, on a daily basis, encounter unhoused people in need of temporary accommodation in order to safely sleep, access case management and housing support, and have a consistent place from which to recover, get medications, stabilize, and get on a path to permanent housing.





Recognizing that more needs to be done, the Milpitas City Council established an Ad Hoc Homelessness Task Force to develop a set of recommendations. The task force convened between March 2021-January 2022 and their recommendations included broad strategies and specific programs to assist the unhoused and at-risk populations of Milpitas such as homelessness prevention assistance, expanded shower and laundry access, trash collection service, day worker or homeless help center, and temporary housing programs such as a navigation center, tiny home village, or RV/safe parking. In April 2022, City Council reviewed the recommendations and voted to move forward with exploring the need for interim housing by conducting a feasibility study. In July of 2022 the City of Milpitas hired Leadbetter Consulting to conduct the study.

This study is the culmination of over a year of research, data analysis, stakeholder interviews, and site visits that confirms a pressing need to address homelessness on a greater scale in Milpitas, and specifically points to the need to develop some type of interim housing as part of the City's response. The report provides an overview of Milpitas' current context and homeless response system, an explanation of why interim housing is needed, an initial assessment of the feasibility of developing and operating an interim housing program, and outlines steps that the City can take to better understand if a project like this is truly feasible and if it's the right next investment in the local homeless response.

To evaluate the feasibility of interim housing in Milpitas, Leadbetter Consulting outlined a number of factors that generally make interim housing projects feasible and assessed whether these factors are in place in Milpitas (see Appendix A for the complete feasibility assessment). The assessment shows that many critical factors are in place in Milpitas which could make it feasible to pursue development and operation of an interim housing program. These factors include:

- With a growing unsheltered population in Milpitas there is a clear need for interim housing, and the majority of unhoused people surveyed for this report said they would be interested in interim housing.
- The City has progressively invested in its homelessness response, with interim housing being a strategic next step to improve outcomes.
- There are affordable program models and building typologies currently in operation by neighboring communities such as Hayward and Fremont that could be replicated by Milpitas to achieve successful outcomes.
- There is one County-owned site that may be suitable for locating an interim housing program. Other potential public agency sites may be viable as well.
- Despite the recent experience with Hillview Apartments and the potential for strong community opposition of a new program, there is also an organized group of citizen volunteers willing to support and advocate for interim housing in Milpitas.

The assessment also highlights important factors which remain unknown at this point and steps that the City will need to take to truly understanding the feasibility of a specific interim housing project. The feasibility factors most in question in Milpitas are:

- Can funding be secured for capital and operating costs?
- Does the City have, or can it build, the staff capacity to undertake a project of this scale?
- Is there a site that the City is willing to use?
- Is this a priority of the City leadership?
- Can City leadership mobilize community support?

While interim housing is a critical component of a local homeless response, and a much-needed service in Milpitas, ultimately, there is a range of things the City can do to expand its homelessness response. The final chapter of this report offers a set of recommendations and next steps that the City of Milpitas could pursue in its efforts to better address homelessness, including:

- Create a local homeless plan to guide the City's response over the next 5-10 years.
- Enhance funding and staff capacity.
- Continue pursuing the development and operation of interim housing, specifically a low-cost model similar to the Fremont and Hayward Navigation Centers.
- Explore a safe parking program.
- Establish a locally funded rapid rehousing program.

It is the authors' hope that this report advances the understanding of the need for interim housing in Milpitas and assists the City in deciding how best to address the growing problem of homelessness in their community.





Introduction

Background

In March 2021, an Ad Hoc Homelessness Task Force was established by the City Council in order to develop a set of recommendations to address homelessness in Milpitas. The Task Force was comprised of ten members and held ten monthly meetings between March 2021 through January 2022. Their recommendations proposed broad strategies to assist the unhoused and at-risk populations of Milpitas including a homelessness help center, temporary housing, homelessness prevention, work and self-sufficiency, and accountability, and were presented to and discussed by City Council in February and March 2022. Based on feedback from City Council, between March and April 2022, City staff researched and analyzed specific program options that would advance the recommendations of the Task Force. Program options included expanded shower and laundry access, trash collection service, day worker/help center, navigation center, RV/safe parking, and a tiny home village. On April 19, 2022, City staff presented the potential program options to Milpitas City Council, and Council voted to move forward with a feasibility study for a tiny home village. The City of Milpitas hired Leadbetter Consulting to conduct the tiny home feasibility study.

Terminology

This report uses the term interim housing, rather than tiny home village. Interim housing is an umbrella term, increasingly being used across the country to be inclusive of emerging program models and new building typologies for temporarily sheltering people who are experiencing homelessness. Interim housing can include emergency shelters, emergency interim housing, navigation centers, tiny home villages, motel/hotels, transitional housing, and bridge housing.

Historically, the US Department of Housing and Urban Development was the primary funding source for temporary shelters for people experiencing homelessness. HUD funded specific project types such as emergency shelter, safe haven, transitional housing, and transitional housing + rapid rehousing. The crisis of unsheltered homelessness combined with new local and state funding sources, particularly in California, has prompted communities to get creative, try new approaches, and implement an evolving variety of temporary shelter models that do not exactly fit HUD project type definitions. Therefore, it has become common for practitioners, policymakers, and the general public to use a variety of new terms.

The terms navigation center and tiny home village have been used most often by stakeholders in Milpitas when discussing potential models of temporary shelter for the unhoused. In the staff report to City Council on April 19, 2022, the following program definitions and example models were provided to distinguish between a navigation center and a tiny home village, and used by City Council to decide that they wanted to conduct a feasibility study of a tiny home village rather than a feasibility study of a navigation center:

Navigation Center: A rapid rehousing facility (congregate living) for the unhoused population with case management and wrap-around services to transition participants from homelessness to transitional or permanent housing. Per state law (Senate Bill 48/Assembly Bill 101), the use is allowed by right in any zoning district where residential or mixed use is allowed. Navigation centers in Fremont and Hayward can serve 45-60 individuals at one time with maximum 6-month occupancy allowed. Sleeping arrangements are typically in a congregate setting. Both facilities are operated by Bay Area Community Services (BACS), which also manages other navigation centers. Additionally, a San Mateo County navigation center is under construction in Redwood City with 240 living units (capacity for 260 clients) that will be operated by LifeMoves. Predominate funding for capital improvements and operations is through a Homekey grant.

Tiny Home Village: A rapid rehousing model for the unhoused population with case management and wrap-around services to transition participants to transitional or permanent housing. The program objective is the same as a Navigation Center with the purpose of transitioning participants from homelessness to transitional or permanent housing. Length of occupancy is also set at maximum six months but could be extended for certain clients. The primary difference is the type of shelter offered. Tiny home villages offer smaller or individual modular living units to allow for more private and secure accommodations, which may be more attractive for women and families with children. However, cooking and sanitation facilities are typically shared as in a navigation center. The navigation center under construction in Redwood City is an enhanced tiny homes model with a private restroom in most of the units. While the individual modular units are affordable, overall capital improvement costs are generally higher than a navigation center with a modular structure or building for congregate living. Program operating costs could be similar to a navigation center.

These definitions were useful at the time to establish a baseline understanding of navigation centers and tiny homes, however, the reality of current practice is that there is not a clear distinction between navigation centers and tiny home villages, and in fact, these programs are often the same. For example, navigation centers were previously associated with congregate sleeping quarters, but since the pandemic there has been a shift away from congregate toward individual, private spaces. It is now common to have programs that are called navigation centers constructed using individual tiny home or modular unit building typologies. In fact, the navigation center cited in the staff report above as being a congregate facility, recently opened in San Mateo County as a non-congregate, modular unit facility. And the City of Fremont recently opened a navigation center in a converted motel.

Similarly, there are not clearly established program definitions for other subtypes of interim housing, such as safe parking, emergency interim housing, safe encampments, and bridge housing, and many aspects of these programs are implemented in a variety of similar and different ways including building typology, site amenities, length of occupancy, referral and outreach approaches, target populations, services provided, and linkage to housing and other systems of care.

For these reasons, this report uses the term of interim housing, and is inclusive of all subtypes of interim housing. As part of the feasibility assessment the report includes a detailed exploration of the specific interim housing program model envisioned by stakeholders in Milpitas, a review of contemporary models and best practices, and evaluates potential models based on the needs of the local community and the resources available. Embracing a broad understanding of interim housing, especially during a planning phase, provides communities with the flexibility to evaluate a range of possible models according to the needs of their unhoused populations and the resources available to implement and operate a program.



Methodology

This report is the culmination of over a year of research, data analysis, stakeholder interviews, and site visits conducted to assess the feasibility of the City of Milpitas developing and operating an interim housing program designed to provide indoor, temporary accommodations. It does not discuss in depth any other temporary accommodation options such as safe encampment or safe parking; however, these may be cost-effective and viable solutions for the City to explore in the future. The report draws on the insights of a broad set of stakeholders and makes explicit the needs and opinions of people who are currently experiencing homelessness in Milpitas (see Appendix B for the list of stakeholder interviews and questions). It looks at program models and best practices from neighboring communities and outlines potential costs. It also examines the City's recent experience with implementing its first permanent supportive housing program and explores what it might take for the community to support another site-based program serving the unhoused. The report concludes with a set of recommendations or next steps that the City of Milpitas could take to either pursue and further assess the feasibility of a specific interim housing program or advance the City's response to homelessness through alternative strategies.



Leadbetter Consulting used the following methodology to conduct this study:

- Reviewed Homelessness Taskforce meetings and recommendations, City staff reports, and City Council meetings related to the Homelessness Taskforce recommendations.
- Researched and analyzed local homelessness data and current plans, strategies, and programs in place to address homelessness in Milpitas (Santa Clara County Community Plan to End Homelessness, HMIS data, 2022 and 2023 Point-in-Time Counts and Housing Inventory Count reports, administrative data from City departments, and qualitative data collected from interview and survey of diverse set of community stakeholders).
- Reviewed recent history of implementation of homeless programs in Milpitas and implications for community support and acceptance.
- Conducted 35 stakeholder interviews with City staff, County staff, advocates and volunteers, service providers in Milpitas and surrounding communities, local and regional elected leaders.
- Administered community surveys with people experiencing homelessness.
- Identification of potential program models, service providers, project budgets, financing options, and program impacts and outcomes.
- Researched 10 interim housing projects in surrounding communities, including tours of six.
- Site visits to the Milpitas mobile shower and laundry project and encampments.
- Researched available public agency land within Milpitas city limits.
- Assessed feasibility of a project against a set of feasibility factors.
- Recommended specific models and next steps to be considered by the City of Milpitas.



Homelessness in Milpitas

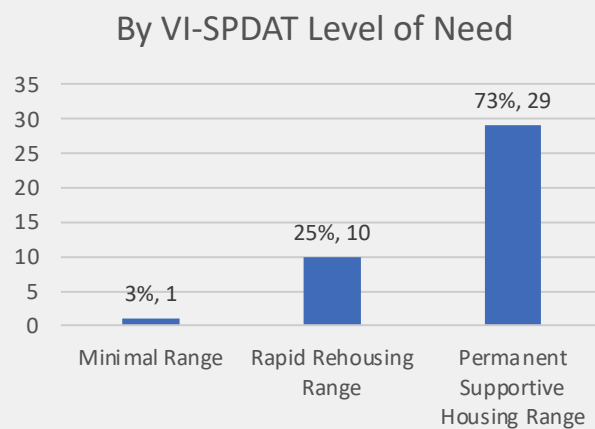
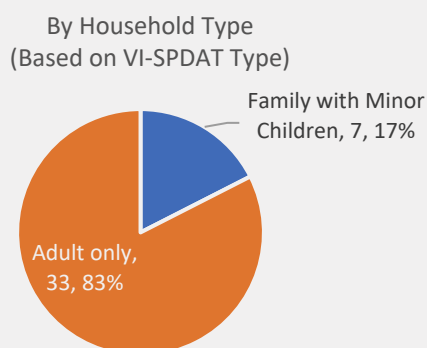
Population Data

The 2023 Point-in-Time (PIT) Count data indicates that homelessness decreased dramatically from 2021 through 2023 (274 to 142), however, overall it increased between 2019-2023. The report shows that the city's homeless count increased by 14% since 2019, from 125 to 142 people. In 2022, the count showed 249 unhoused people and 91% of those counted are unsheltered. Santa Clara County by comparison showed a 2% increase overall between 2019-2023, with a 6.5% decrease in unsheltered homelessness.

PIT Counts enumerate the number of sheltered and unsheltered homeless people in the community on a single day. Unsheltered counts are research-based estimates, commonly understood to undercount those sleeping in places not meant for human habitation due to the hidden nature of those arrangements. It can be useful to pair PIT Count data with Homeless Management Information (HMIS) data when evaluating whether homelessness is growing in a community. HMIS data has records of homeless households who have been assessed and served by the Continuum of Care over time.

The Santa Clara Office of Supportive Housing (OSH) which manages the County's HMIS and the Coordinated Entry System also reports that the number of unhoused people affiliated with Milpitas is growing. A total of 280 Milpitas affiliated households were assessed by Coordinated Entry in 2022, 155 of those were seeking homeless assistance for the first time. In 2019 the number of first-time assistance seekers was 118.

In addition, OSH's reports to the City on Milpitas affiliated households continue to indicate that highly vulnerable, unsheltered adults without minor children are by far the largest population of homeless people affiliated with the city. As of January 2023, 90% (165/184) of homeless households currently on the Coordinated Entry Community Queue were made up of adults without children. Two thirds of those were assessed with a level of vulnerability qualifying for permanent supportive housing, meaning they have a disability that substantially interferes with their ability to secure and maintain housing and employment, and they have been homeless for a year or more. In the first two months of 2023, 40 more Milpitas affiliated households were assessed, and the proportions were similar. 33/40 or 83% were adult only, and the proportion assessed for permanent supportive housing rose to 73%, or 29/40. This most recent report from OSH also provides data on where unhoused Milpitas affiliated people slept and how long they had been without housing. 77% reported sleeping outdoors or in their vehicle. 85% have been homeless for at least a year, 72% for two years or more.



Survey Data

HMIS and Point in Time Count data are consistent with what we heard from unsheltered people interviewed as part of this study. Starting at the mobile shower and laundry program on March 12, 2023, consultants and volunteers surveyed unhoused people present for services that day and subsequently during outreach encounters throughout the month of March. Twelve surveys were completed. Six people who came to the showers and six others contacted through Hope for the Unhoused completed the 11-question survey. Volunteers reported that completing surveys was very difficult given the cold, rainy weather unhoused people were facing during March. Respondents had the option of completing the survey themselves or having it read aloud to them and dictating responses to a volunteer who recorded their answers to the survey. Questions were both multiple choice and short answer. They asked respondents to describe their experience of being homeless in Milpitas and what services they most needed (see Appendix C for the survey questions).

Unhoused Resident of Milpitas

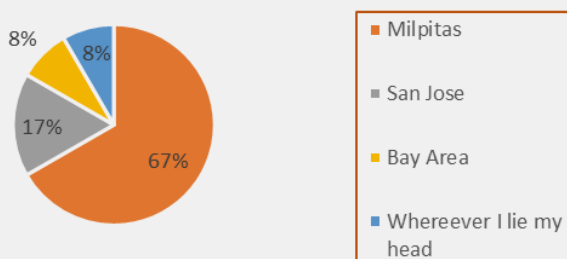
“Milpitas, I don’t know any place I would rather call home!”

Every survey respondent was literally homeless and unsheltered. Literally homeless is a HUD definition which means an individual or family who lacks a fixed, regular, or nighttime residence. Eight of twelve (67%) said Milpitas was their home. Seven people surveyed slept outside, only one identified their location as an encampment or group of tents. The remaining five stayed in vehicles or RVs.

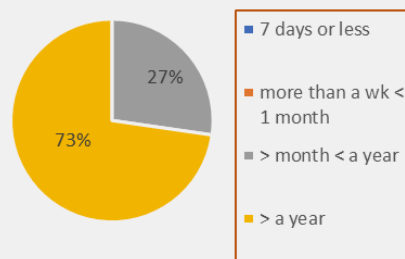
When asked where they had stayed while homeless in Milpitas all indicated they had to move around and relocate multiple times. Five out of twelve mentioned occasional chances to sleep indoors. Of those, all had stayed in hotels occasionally and one mentioned sleeping where they worked. The remaining seven stayed unsheltered, mostly in tents or otherwise outdoors. Three of the seven stayed mostly on the railroad tracks.

When asked how long they had been unhoused eight said a year or more. Several disclosed being homeless for multiple years, one as long as six years. Of the three respondents who had been homeless for less than a year, two said it had been nine months and the other four months. One respondent did not say how long they had been without housing, but their responses to other questions indicated that it had been months if not years.

What city do you consider home?



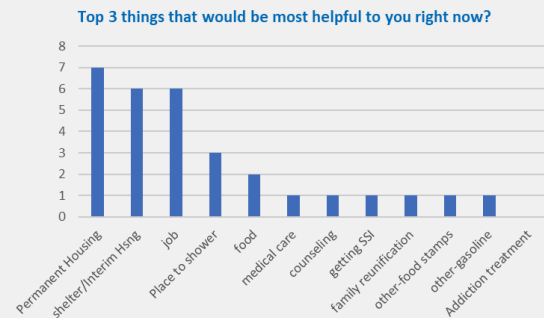
How Long have you been unhoused?



To understand what assistance unhoused people in Milpitas want, respondents were asked what would be most helpful to them right now and to identify their top three priorities. Out of ten options, permanent housing was selected by seven respondents. Interim housing and a job were selected by six. Shower and laundry access were mentioned by three people, and food by two. All other responses got one, with substance abuse treatment having zero requests. One respondent noted that they were not aware of any programs in the city.

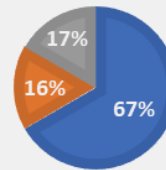
The survey then asked if respondents would be interested in moving into temporary housing such as a navigation center or tiny home village if Milpitas were to open one. A total of ten out of twelve respondents said they would or might move to interim housing, even those who did not prioritize interim housing as most helpful right now.

Respondents were then asked to share what features of an interim housing program would be appealing and which would keep them from staying there. They were invited to check all features that applied. The priorities of survey respondents are consistent with best practices increasingly deployed in communities across the country. People wanted privacy and places that allowed them to be with their partners and pets and bring their possessions. Responses were also consistent with best practices in the field. Respondents wanted what is considered housing focused and low barrier access. Curfew, restrictions on bringing partners, pets and possessions, and drug testing are considered high-barrier features, and respondents identified those features as ones that would most prevent them from staying in a program.

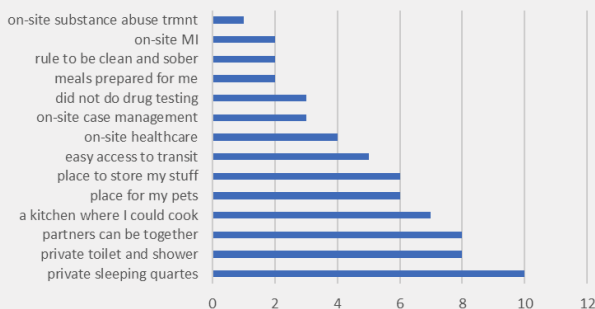


IF MILPITAS OPENED A SHELTER OR TINY HOME VILLAGE WOULD YOU MOVE THERE?

■ yes ■ maybe ■ no



Features of Interim Housing that appeal to me



Reasons I would not move to Interim Housing



Homelessness Response by Milpitas

City of Milpitas' Current Response to Homelessness

Addressing homelessness in a community requires a coordinated set of strategies and programs aimed at preventing homelessness, meeting the needs of people experiencing homelessness, and providing access to permanent housing, often referred to as a homeless response system. While the City of Milpitas is part of the Santa Clara County homeless response system, historically the City has not dedicated significant local resources toward this system to address homelessness. However, in 2020, in response to the visible and growing problem of unsheltered homelessness, Milpitas began to increase local investment, enhance interdepartmental coordination and encampment response, and partner more closely with the countywide homeless response system. Recent investments in planning, services, and housing are outlined in the chart below. Local investments in homelessness prevention are critical investments in homelessness response but they were outside of the scope of this study and not listed in this chart.

Many of these investments—outreach, assessment, hygiene services, and housing—were referenced by interviewees as significant recent advancements in reaching unhoused Milpitanians. Their narratives and HMIS data confirm that these resources have been important in providing essential services to this highly vulnerable and underserved community, and key to connecting them to a system of care and housing resources. While some interviewees expressed concern that homeless people in Milpitas were not being served by the countywide system, HMIS data shows that homeless Milpitanians have accessed countywide services and housing at higher rates than the countywide population. Milpitas-affiliated households represent 2.7% of Santa Clara County's 2022 PIT Count, and through 11/30/22 6.7% of the enrollments in permanent supportive housing and 2.8% of enrollments in rapid rehousing. 91% of those enrolled in permanent supportive housing and rapid rehousing were securely placed in those permanent housing programs, countywide that rate drops to 84.5%.



INVESTMENT	DESCRIPTION	OUTCOMES
OUTREACH	Homeless Engagement and Access Team (HEAT): The City of Milpitas entered into an agreement with the Santa Clara County Office of Supportive Housing for the County's Homeless Engagement and Access Team (HEAT), via Abode Services, to conduct outreach, assessment, and street-based case management services to the City's unhoused residents.	From March 2021 through December 2022, the HEAT team has made 263 outreach contacts, assessed 229 individuals, and enrolled 212 clients. In 2021, the County reports that 63 Milpitas households enrolled in permanent supportive housing programs have been housed.
HYGIENE SERVICES	WeHOPE/Dignity on Wheels: The City of Milpitas contracted with local non-profit, WeHOPE/ Dignity on Wheels, to provide weekly hot shower and laundry services for unhoused residents in Milpitas. The Dignity on Wheels program provides a mobile trailer with shower, laundry, and restroom. Additionally, HEAT provides outreach, assessment, and case management on-site and Hope for the Unhoused provides food and clothing.	From March 2021 through December 2022, Dignity on Wheels provided 91 shower and laundry sessions to the unhoused community, serving 177 unduplicated clients with a total of 1,601 showers and 567 loads of laundry.
PERMANENT SUPPORTIVE HOUSING	The County opened Hillview Court, the first permanent supportive housing building in Milpitas. Hillview Court has 132 studio apartments for people exiting homelessness and referred by the County's coordinated entry system. The City invested \$6.5M for 355 Sango Court which will have 101 units of affordable housing with 51 units of permanent supportive housing.	9 unduplicated households currently in Hillview Court were affiliated with Milpitas either as a last address and/or the city where they stayed outdoors while homeless. 51 units of permanent supportive housing
PLANNING	Homelessness Taskforce: In January 2021, a Homelessness Taskforce was established for residents to brainstorm on low cost but impactful solutions to homelessness.	The Taskforce presented its recommendations to City Council on February 1, 2022.
COORDINATION & ENCAMPMENT RESPONSE	Unhoused Services Group: The City Manager's Office hosts a monthly interdepartmental meeting of City departments to respond to homelessness and the impacts of homelessness in the community. The City also launched the MyMilpitas App to better respond to encampments.	Increased coordination among City departments and enhanced targeted encampment response.

Challenges to Homelessness Response in Milpitas

While recent investments have improved the response to homelessness in Milpitas, the City also faces challenges to scaling its response. Milpitas is not sufficiently investing in critical components of a response system that are the key pieces to moving people off the streets and into permanent housing. There are service gaps in Milpitas in the areas of: temporary accommodation/interim housing, flexible housing funds to support housing placement, rapid rehousing, and permanent supportive housing at sufficient levels to meet the growing need. Opportunities exist to increase investment in meaningful ways in several of these services, however Milpitas City Council will have to prioritize homelessness as a top issue and allocate local dollars accordingly, enhance planning and staff capacity, and forge stronger partnerships with the County and State to mobilize resources that can sustain expansion.

An important part of growing a City's response to homelessness is to have a local strategic plan that is championed by the City Council. The City has adopted the Santa Clara County Community Plan to End Homelessness and the Council and City staff actively participate in efforts to advance the goals of the countywide plan, however the City does not have a local plan with a comprehensive set of strategies to address homelessness in Milpitas over time. Without an overarching strategic plan, it is difficult for City staff, elected officials and the public at-large to know what strategies are needed and prioritized, how to mobilize and allocate the necessary resources, and which strategic partnerships would be most beneficial toward meeting the collective goals of a local plan. It was also clear from stakeholder feedback that the City of Milpitas and its residents have interests and goals that, at times, are different from the County goals. Having a local plan is an opportunity to outline the alignment to the County plan, while building a local approach that reflects what is wanted and needed in the Milpitas community.

Another vital resource that needs to be accounted for in any effort to expand homelessness response is the capacity of City staff to develop and administer a growing number of homeless programs. The City of Milpitas Housing Division, currently operating under the direction of the Economic Development Director, is responsible for administering the City's response to homelessness. Time is allocated from existing departmental staff, the department has experienced staff turnover, and limited resources have been dedicated to enhancing staffing levels. Planning to support existing staff and enhancing staff capacity will be an important factor in expanding the City's homeless response, especially if the City undertakes a large project such as developing and operating interim housing. Jurisdictions of similar size have incrementally increased their staff capacity, with staff time dedicated to homelessness ranging from .5 FTE- 2FTE.



Addressing Encampments

Stakeholder interviews indicated that one of the primary responses to homelessness in Milpitas is using City resources to clear encampments without having shelter or housing to offer people. This is a costly response deployed by many communities in California.

Multiple stakeholders expressed frustrations that much of the City's homelessness response is focused on encampment management. Many noted the suffering of people experiencing unsheltered homelessness in Milpitas. Others raised frustrations with the increased visibility of encampments, describing them as "eyesores", unsafe, and a source of increased crime. Interviewees described that community complaints and pressure lead to City action to "sweep" or close down encampments. Campers and those who help them described how they were told to leave, often without another place to go.

Eleven of the 12 unhoused people surveyed described being forced to move from where they were staying, most often by Milpitas police, only one mentioned being offered an alternative place to stay. People recounted having most of their things confiscated and sent to the dump. Several described their treatment by authorities as "rude" and "cold", having less than 24 hours' notice to vacate an area.

Unhoused Survey Respondents

**"We were given 7 days to move, so we did just that,
then we moved right back where we were."**

**"We got notice that we had to move and was able to
go back to the same place after a month or so."**

Typically, encampment closures result in unsheltered homeless people being dispersed from one government property only to set up a new camp that is dispersed by another government entity, often resulting in a return to the previous campsite. This traumatic merry-go-round does not decrease unsheltered homelessness nor help people to end their homelessness. Assessing the effectiveness or cost of the City's approach to encampment management is beyond the scope of this report, but because it was raised so often, it is included here for the City's consideration.

In 2009 homeless residents of Boise, Idaho challenged that city's enforcement of its Camping and Disorderly Conduct Ordinances against persons experiencing homelessness in the absence of adequate housing or shelter. In a ruling issued in 2018, the 9th Circuit held that "as long as there is no option of sleeping indoors, the government cannot criminalize indigent, homeless people for sleeping outdoors on public property, on the false premise they had a choice in the matter." In late 2019, the US Supreme Court denied a request by Boise to review the ruling, letting it stand. More recently, the US Supreme Court agreed to review a lower court's ruling in *Johnson v. City of Grants Pass*. The opinion prohibits Grants Pass, Oregon, from enforcing its anti-camping ordinances against all involuntarily homeless individuals within the city.

The Boise and Grants Pass rulings combined with the futility of continually shutting down encampments only to have them reemerge elsewhere is an invitation for the City to rethink the encampment mitigation strategies to be sure they include an offer of low barrier interim housing.

Interim Housing Models and Costs

Program Models, Building Typologies and Potential Costs

As discussed at the outset of this report, there are many program models used for interim housing in communities in the Bay Area and across the country. Some of the most common terms used to describe interim housing are emergency shelters, emergency interim housing, navigation centers, tiny home villages, modular housing, motel/hotels, transitional housing, and bridge housing. Leadbetter Consulting researched ten interim housing programs, and conducted site visits to six, in communities close to Milpitas.

- Bernal Emergency Interim Housing, HomeFirst, San Jose
- Mabury Bridge Housing Communities, HomeFirst, San Jose
- Rue Ferrari Emergency Interim Housing, HomeFirst, San Jose
- Mountain View Village, Life Moves
- Labath Landing, Life Moves, Rohnert Park
- Casitas de la Esperanza, Amigos de Guadalupe, San Jose
- Hayward Navigation Center, BACS
- Fremont Navigation Center, BACS
- Fairmont Tiny Homes Navigation Center, BOSS, Unincorporated Alameda County
- Goodness Village, Livermore



Best Practices of Interim Housing

Interim housing, at its core, is designed to provide temporary shelter and support services to individuals experiencing homelessness, with the goal of assisting them to find permanent housing. While the specific features and services offered may vary from one center to another, there are some best practices of interim housing:

- **Low Barrier Entry:** Interim housing programs often have a low barrier for entry, meaning they accept individuals regardless of sobriety, mental health status, criminal justice involvement, lack of income, or the presence of partners or pets. They aim to provide a safe space for people who may have faced barriers in accessing traditional shelters.
- **Local Referral:** Interim housing programs work closely with homeless outreach teams or multidisciplinary staff teams to identify who should be referred into the program. Referrals can be tailored to meet a variety of individual and community needs such as serving the more vulnerable people or targeting geographic areas.
- **24/7 Operation:** Many interim housing programs operate 24 hours a day, seven days a week. This continuous operation allows guests to stay throughout the day, providing a stable and secure environment.
- **Temporary Stay:** Interim housing is generally designed for short-term stays, ranging from a few weeks to a several months, depending on the policies and the individual's needs.
- **Bed Accommodations:** They offer beds or sleeping spaces, which may include individual or shared sleeping quarters. The facilities are intended to be more comfortable and private than traditional shelter dormitory-style setups.
- **Case Management and Support Services:** Interim housing typically provides on-site case management services. Social workers and counselors work with guests to develop personalized, housing focused plans to address their specific needs, such as housing placement, employment assistance, accessing medical care, mental health support, and substance use treatment.
- **Hygiene Facilities:** Interim housing provides access to showers, restrooms, and laundry facilities to help individuals maintain personal hygiene.
- **Meals and Nutrition:** Many interim housing programs offer meals to their guests, ensuring they have access to regular and nutritious food.
- **Storage Facilities:** Some interim housing programs have storage options where guests can securely store their belongings during their stay.
- **Pet-Friendly Accommodations:** To accommodate individuals with pets, most interim housing programs offer designated pet areas or allow pets to stay with their owners.
- **Harm Reduction Approach:** Most interim housing uses a harm reduction approach, recognizing that not all guests may be ready to engage in services like substance abuse treatment. Instead, they focus on meeting individuals where they are and providing support to improve their overall well-being.
- **Path to Permanent Housing:** The primary goal of interim housing is to connect individuals with permanent housing options. They work closely with housing agencies and service providers to facilitate housing placements for guests.



Elements that Improve Housing Outcomes

Interim housing plays a vital role in addressing homelessness by providing a safe and supportive environment for individuals to stabilize and access the resources they need to transition into permanent housing and improve their lives. It's essential to recognize that implementing specific policies, features, and services as part an interim housing model can improve housing placement outcomes. This is a defining feature between traditional emergency shelter and best practice models of interim housing which are designed to achieve higher levels of permanent housing placement.

One such approach is called bridge housing. Bridge housing is designed to temporarily shelter people who are currently prioritized for or matched to a housing resource, such as rapid rehousing or permanent supportive housing vouchers, and who are in the housing search process. Prioritizing vulnerable households that have a permanent housing exit resource benefits those households and the City. Households benefit because they have a safe place to stay connected to services while searching for permanent units, which can reduce the amount of time spent in housing search, ending their homelessness sooner. For the City, prioritizing this population reduces the amount of time each household spends in the program and frees up the beds for the next person more quickly. It also improves the proportion of households that exit to permanent housing rather than back to the streets.

Another successful approach has been the use of flexible housing funds. Flexible housing funds are used to assist households in finding, applying for, moving-in, and stabilizing in permanent housing. Per household costs of flexible funds depend on the level of assistance and can be as light touch as an application fee or security deposit, or more supportive by providing a few months of rental assistance. When paired with interim housing it can support more rapid exits into permanent housing, allowing for higher utilization of the interim housing beds and greater housing outcomes.



Capital Costs

Interim housing programs get delivered in a range of facilities. Leadbetter Consulting researched the land acquisition, building typology, and capital costs of eight projects in surrounding communities. The earliest opened in November of 2019 and the most recent in October of 2022. Each project differed significantly in design and cost. All but one project was developed on publicly owned land. The information provided on development costs varied by project and building type. Projects described below are discussed in order of least expensive to most expensive. It's important to note that, in many cases, program operators did not have access to information regarding the full cost of development and construction and were unable to verify capital cost information for this report. The information provided should be understood as a preliminary cost comparison and starting point for further analysis if the City were to pursue a specific interim housing model. Milpitas can expect to spend anywhere from \$140-\$220K per unit for modular Interim Housing.

A number of factors can impact the cost of development of interim housing:

- Land: City or publicly owned properties leased to the City at little or no cost.
- Site Improvements and Accessibility: Sites that are flat grade, require minimal environmental mitigations, already have safe pedestrian and vehicular access, and access to utilities.
- Declaration of a Shelter Crisis: Enables the fast tracking of permitting and environmental review.
- Building Typology: Individual or congregate units, modular or traditional construction, newly built or used and refurbished.
- Site Amenities: Gardens, dog runs, storage, and landscaping improve livability and increase cost.
- In-kind Support: Funding or pro bono services donated by community and/or contractors can significantly reduce cost.

Casas de la Esperanza uses prefabricated sheds also known as tough shed communities. They have individual 8x10 sheds with solar panels, allowing for lighting, heating and air conditioning. Each casita houses a single household. The site does not have plumbing, requiring the use of portable toilets and showers and water being brought onto the site. There is a pantry but no food preparation on-site. Site improvements included fencing, painting, a play structure and raised garden beds. The operators were unable to provide us with a full development budget but did note that the casitas cost \$10,000 each.

The Hayward and Fremont Navigation Center are congregate interim housing with barrack style sleeping quarters in modular trailers. The sites have a small footprint, under 1 acre, and fewer buildings. Hayward has three sleeping trailers, Fremont has two. Each has shower and toilet modulares, laundry modulares, a kitchen and lounge, and staff offices. Utilities were installed at the sites. They had storage sheds and places for bikes. The Hayward project estimated their total development costs at \$1.5 million for 45 beds or \$33,000 per bed. Fremont's costs included more landscaping and other site improvements and came in at \$2.8 million for 45 beds or \$63,600 per bed.

Supportive Interim Housing Mountain View, by Life Moves and Labath Landing Rohnert Park, by HomeFirst offer modular units with private sleeping quarters and shared bathrooms, common kitchen, laundry, common areas, services office. The former cost \$133k per unit, the latter, \$191k.

Bernal Emergency Interim Housing in San Jose, The Fairmont Tiny Homes in Alameda County by BOSS, and Goodness Village in Livermore had the most privacy in the units, offering modular units with private toilets and showers. They also had indoor and outdoor common areas. Fairmont and Goodness Village also provided kitchenettes in the units. Goodness Village had the lowest development costs at \$93,000 per unit. It also had the most in-kind contributions. Bernal cost \$138k per unit and Fairmont \$234k.

Though Navigation Center style interim housing is cheaper to build, private sleeping quarters are preferred by prospective residents and required for funding support from the Santa Clara Office of Supportive Housing. Fremont and Hayward both had to reduce their occupancy to about half the people they were designed to house during the pandemic, and both have said that if they were designing and constructing a program now, they would build interim housing with private sleeping quarters. Best practices would be to include private showers and toilets as well. While private quarters are best practice, for many communities, it is cost prohibitive. Congregate interim housing remains a viable and affordable option. And when paired with approaches to support rapid housing placement, these programs can be successful in moving people indoors and into permanent housing.

Capital Costs							
Project	Site Description	# of units/ beds	Total Capital Costs	Total per unit cost	Land acquisition	Construction	Per unit costs w/o land
Hayward Navigation Center	Congregate shelter in 3 modular trailers	45	Est. \$1.5m, includes fencing and utilities	\$33,000	City owned	Used modular trailers, \$950k to purchase and install.	\$33,000/ bed
Fremont Navigation Center	Congregate shelter in 2 modular trailers	Designed for 45—25 halved during pandemic	\$2.85m	\$20,000/ bed	City parking lot	Modulars \$900k	\$20,000/ bed
Casitas De La Esperanza, San Jose	10x12 tiny homes, solar powered, mobile showers & toilets water brought in a kitchen storage blg	27 units for families	Unknown	Unknown	Parking lot provided by city	Utilized 2nd hand trailers, @ \$270k each, other costs unknown	\$10,000/ casita
Bernal EIH, HomeFirst, San Jose	16 modular building private rms and baths	80 units	\$11.1m	\$138k/dr	City owned	\$11.1m	138k/dr
Life Moves Mtn View	15k sf dev on 1 acre Modular	100 doors 124 beds	Est. \$1.5m, includes fencing and utilities	\$33,000	City owned	Used modular trailers, \$950k to purchase and install.	\$33,000/ bed
Labath Landing, HomeFirst, Rohnert Park:	Modular	60 units	\$11.5m of HomeKey, do not have other sources	\$191,500/ unit	City owned lot, needed utilities and fencing	Do not know of other sources	\$191.5k/ unit
Fairmont Tiny Homes Village, Alameda County	177 sq ft w/ shower and toilet. Duplex style modulars	34 units 10 ADA accessible	8m	235k/unit	City owned	\$8m	\$235k/
Goodness Village, Livermore	Stand-alone cottages, with bath and small kitchenette	28 cottages	2.6 mill lots of in-kind support not publicly funded	\$93k to create	Rented to project by church		

Operating Costs

The ongoing operating costs for interim housing in California depend on several factors, including the size of the facility, the services offered, the location, the number of staff members, and the specific needs of the homeless population being served. While there is variation in operating costs across different programs, the variation is less significant than the range of capital costs of land acquisition and development.

The factors that influence the operating costs of interim housing are:

- **Facility Size and Capacity:** Larger facilities with more beds or sleeping spaces may have higher operating costs due to increased overhead and staffing needs.
- **Services Provided:** The range and complexity of services offered at interim housing programs, such as case management, mental health support, substance abuse counseling, and job assistance, can impact operating costs.
- **Staffing:** Employee salaries and benefits represent a significant portion of the operating expenses. The number of staff members needed to run the center and the level of expertise required for the services provided can affect costs.
- **Food and Hygiene Services:** Providing meals, showers, laundry facilities, and other hygiene services also contributes to the operating expenses.
- **Security and Safety:** Interim housing needs to ensure the safety and security of both guests and staff, which may involve hiring security personnel or implementing security measures, adding to the operating costs.
- **Facility Maintenance:** Regular maintenance and repairs to keep the facility in good condition can be an ongoing expense.
- **Administrative and Overhead Costs:** Administrative expenses, such as utilities, insurance, and other overhead costs, are also part of the overall operating budget.
- **Location:** The cost of operating interim housing can vary depending on the region and city in California. Operating costs tend to be higher in areas with a higher cost of living.
- **Flexible Funds/Short-Term Subsidies:** The use of flexible funds and/or short-term subsidies to support clients to exit to permanent housing can both increase the operating cost and improve housing placement outcomes.

Supporting the ongoing operating costs of interim housing often relies on a combination of funding sources, including government grants, donations, private contributions, and service partnerships to cover their operating costs and/or provide in-kind services. Additionally, the cost-effectiveness and efficiency of each program can depend on the outcomes achieved, with the most important outcome being successfully transitioning guests into permanent housing. Below are the annual operating costs of several interim housing projects currently operating in the surrounding area (see Appendix D for sample operating budgets).



Project	# of Units/Beds	Annual Operating Costs
Hayward Navigation Center, BACS, Hayward	45	\$2.3M includes \$116K of outreach services, and \$630,000 flex funds
Fremont Navigation Center, BACS, Fremont	45	\$2.3M includes \$116K of outreach services, and \$630,000 flex funds
Casitas De La Esperanza, Amigos de Guadalupe, San Jose	27 units, 108 beds for families	\$1M (unknown if it includes hygiene and food for if those are under separate contract)
Life Moves Mountain View	100 units, 124 beds, 88 singles/couples, 12 family	\$3M
Labath Landing, HomeFirst, Rohnert Park	60 units	\$2.1M
Bernal Emergency Interim Housing, HomeFirst, San Jose	80 units, 80 beds	\$3M
Maybury Bridge Housing Community, San Jose	40 units, 40 beds	\$2M



Potential Sites

Challenges to Identifying Interim Housing Sites and the Role of the Public Sector

Leading causes of homelessness in California include high housing, land, and construction costs. The demand for housing outstrips the supply, leading to inflated prices and making it difficult for many people, especially those with low and extremely low incomes, to afford stable housing. The shortage of available land combined with land use regulations, onerous permitting, and organized community opposition (often referred to as NIMBY, Not In My Backyard) in California not only makes housing development challenging, but it also makes the process of identifying and developing interim housing extremely difficult.

To address these challenges, there have been efforts to reform land use policies in California. Some cities have implemented zoning changes to allow for more housing density and/or interim housing in certain areas, streamlined the permitting process, and offered incentives for landowners and developers. Additionally, state-level legislation has been introduced to encourage more housing construction and affordable housing initiatives. California has enacted several laws that aim to facilitate the development of both interim housing and supportive housing by right. “By right” development means that certain projects can proceed without requiring a discretionary review or public approval process, which can streamline the construction of shelters and reduce potential barriers and delays. Here are some notable laws in California that promote by right development of shelters:

- Assembly Bill 2162 (AB 2162) - By Right Shelter Act: AB 2162, passed in 2018, enables cities and counties to approve emergency shelters on publicly owned land by right, without the need for a conditional use permit or other discretionary approvals. The law also allows for the expansion of existing shelters in some circumstances.
- Senate Bill 35 (SB 35): SB 35, passed in 2017, is aimed at accelerating the approval process for qualifying housing developments, including shelters, in cities that have not met their housing construction goals. It streamlines the approval process for housing projects that meet certain affordability and zoning criteria.
- Assembly Bill 139 (AB 139) - Homeless Coordinating and Financing Council: AB 139, enacted in 2019, created the Homeless Coordinating and Financing Council to help streamline the process of funding and developing homeless shelters and housing projects.
- Assembly Bill 101 (AB 101) - Signed into law in 2018, established the Homeless Emergency Aid Program (HEAP). Under HEAP, local jurisdictions can declare a shelter crisis in their areas to access HEAP funds and streamline the development of emergency shelter. When a shelter crisis is declared, local governments may temporarily modify land use and zoning regulations and expedite permitting and approval processes for homeless shelters and supportive housing projects.
- California Housing Elements - The Housing Element is one of the components of a city or county’s General Plan, which outlines the jurisdiction’s housing policies and goals for the next planning period (usually eight years). The Housing Element must be updated periodically to comply with state law and address the housing needs of the community, including homelessness. In recent years, the state of California has made efforts to strengthen the Housing Element requirements to promote the development of emergency shelters and address homelessness.
 - Inclusion of Emergency Shelter Sites: Local governments are now required to identify and zone sites suitable for emergency shelters in their Housing Element. This ensures that jurisdictions plan for and designate specific areas where emergency shelters can be established to provide temporary housing for individuals experiencing homelessness.
 - Streamlining Approval Process: The Housing Element must include policies that streamline the permitting and approval process for emergency shelters and supportive housing projects. This can involve reducing regulatory barriers and expediting the approval of projects aimed at addressing homelessness.
 - Assessing Housing Needs for Homeless Populations: The Housing Element now includes a more detailed assessment of the housing needs of homeless populations within the jurisdiction. This assessment helps in identifying the scale and types of emergency shelter and supportive housing required to meet the needs of the homeless community.

- **Addressing Regional Cooperation:** Local governments are encouraged to collaborate and coordinate with neighboring jurisdictions to address regional housing needs, including the provision of emergency shelters. This approach allows for a more comprehensive and coordinated response to homelessness.
- **Evaluation of Progress:** The Housing Element now requires local governments to evaluate their progress in meeting the housing needs of homeless individuals and families. This includes tracking the development of emergency shelters and the effectiveness of homeless services and programs.
- **Enforcement and Consequences:** The state has strengthened enforcement measures to ensure that local governments comply with Housing Element requirements. Failure to adequately address homelessness and provide for emergency shelters may result in legal consequences or loss of certain state funding.

Due to the multiple barriers to siting and development, the identification of sites for interim housing requires active involvement from elected leaders and public agencies to champion the projects within their communities, secure land and financial resources, and to mobilize public and private partnerships for development and construction. These sites are often secured through a strong mandate and public support from the Mayor, City Council, County and State elected leaders, and executed by coordinated teams of interdepartmental or intergovernmental staff. In most cases, projects are ultimately located on publicly owned land. As the chart below indicates, eight out of the ten interim housing projects researched for this study are located on public land.

Project	Land Ownership/Acquisition
Hayward Navigation Center	City owned
Fremont Navigation Center	City owned
Casitas De La Esperanza Emergency Housing, San Jose	County owned
Bernal Emergency Interim Housing, San Jose	City owned
Rue Ferrari Emergency Interim Housing, San Jose	Caltrans owned
Maybury Bridge Housing Community, San Jose	Valley Transportation Authority owned
Life Moves Mountain View Supportive Interim Housing for Homeless	\$4.3m purchase
Labath Landing Interim Housing, Rohnert Park	City owned
Fairmont Tiny Homes Village, Alameda County	Unincorporated County owned
Goodness Village Tiny Homes, Livermore	Leased by church

Initial Review of Publicly Owned Sites in Milpitas

Identifying sites for interim housing can be a lengthy and sensitive process, usually requiring the active leadership of elected officials and a coordinated team of public agencies. For this feasibility study, Leadbetter Consulting conducted an initial review of publicly owned sites in the City of Milpitas to determine if any sites have potential for further exploration. Consultants asked all stakeholders interviewed if they had any ideas for potential sites and met with staff at key public agencies. Consultants were unable to meet with several public agencies including two key landowners in Milpitas: the Santa Clara Valley Transportation Authority and Santa Clara Valley Housing Authority. Stakeholders expressed interest in reviewing any possible properties under their ownership.

At the outset of the study, the Milpitas City Manager's Office convened an interdepartmental meeting to establish criteria for reviewing sites and to brainstorm publicly owned land for further review. Moving forward the City could convene an intergovernmental working group to continue exploring viable sites. This group could include the local housing, homeless, health or city services department, other City departments such as City Manager, Public Works, Fire, Police and 211/311, local school districts, Santa Clara County Office of Supportive Housing, Santa Clara Valley Transportation Authority, Santa Clara County Valley Water District, Santa Clara Valley Housing Authority, Caltrans, Bay Area Rapid Transit and representatives from local, County, and State elected officials' offices. The criteria provided by the Milpitas interdepartmental team and used by Leadbetter Consulting for the initial review of potential sites was (see Appendix E for criteria used by other jurisdictions):

- Public ownership (City, County or other public agency)
- Land use designation and future use
- Lot size
- Community acceptance
- Access to utilities
- Proximity to public transportation or other amenities
- Safe walking/road access to site

Stakeholder/Agency	Sites Suggested/Reviewed
Bay Area Rapid Transit	No available land within Milpitas.
Caltrans	No available land within Milpitas that met criteria. One site was identified on the border of Milpitas and Fremont, with Fremont jurisdiction.
Milpitas Unified School District	Two MUSD sites discussed. Neither met all criteria and both were cost prohibitive. MUSD had other priorities for the sites.
Santa Clara Valley Water	No available land within Milpitas that met criteria.
City of Milpitas City Manager's Office/ Interdepartmental Team	No City owned sites identified. 7 sites owned by other public agencies discussed. 2 County owned properties and 5 properties owned by other public agencies met most of the criteria. (Details of 6 out of 7 of these properties are not included in this initial review since consultants were not able to meet with the public agencies prior to publication. Recommend that City staff initiate discussions with the public agencies.)
Santa Clara County/Santa Clara County Office of Supportive Housing	There is one County-owned site that meets criteria for locating interim housing. County supports use of this site and the City does not support use of this site as it is designated for future economic development activities and the surrounding neighborhood has opposed similar uses in the past. Recommend further consideration by the City.
Stakeholder Interviews	The county site was the only site identified by the majority of stakeholders interviewed. This indicates that while there may be significant community opposition, there is also a constituency of community members that support this site for interim use. Many recommended using the portion of the land that abuts the industrial area and highway. This portion of land is not adjacent to or accessible to the surrounding residential community. Recommend further review by the City.

Using the Housing Element as a Tool for Identifying Sites

The State of California is increasingly emphasizing the need for cities with growing unsheltered homeless populations to zone for and develop temporary housing. One way that the state is supporting communities to do this is by using the Housing Element Law to require local jurisdictions to designate areas where emergency shelter or interim housing is permitted by right.

The [City of Milpitas 2023-2031 Housing Element](#), the first Housing Element in Santa Clara County to be certified by the California Department of Housing and Community Development (HCD), recognizes the importance of addressing homelessness and meeting the housing needs of unhoused people. It describes the work of the 2021 Homelessness Task Force and the commissioning of this study, as well as discusses the need to collaborate with the County and other partners to expand access to permanent and temporary housing. The document also acknowledges the requirement to designate areas where emergency shelter/interim housing is a permitted use, however it does not yet specify any areas within the City to be used for this purpose.

The City of Milpitas has indicated its intent to evaluate and designate additional residential and/or mixed-use zoning districts where emergency shelters will be permitted by right and amend the zoning code. While this work is outside the scope of this study, if the City were to complete this requirement, it would have a powerful tool for identifying potential sites for interim housing in the future.



Community Considerations

The feasibility of an interim housing project is greatly impacted by how members of the Milpitas community will respond to having an interim housing site operating in the city. Jurisdictions contemplating opening interim housing projects frequently face very strong opposition from homeowners and renters concerned about crime, blight, declining property values and other envisioned negative impacts of such a project. Opposition is often very vocal and well organized. It is important to remember that those who oppose these types of projects are not the only community voices to consider when evaluating a project's feasibility. As previously discussed, consultants conducted 35 stakeholder interviews from a wide range of vantage points and expertise on addressing homelessness. While all who were interviewed agreed it was important for Milpitas to do something for unhoused people in the city, opinions varied about what was most strategic and feasible. Interviewees questioned:

- If Milpitas has the funding and is willing to dedicate local resources to build and operate a program
- Whether there is a site for it
- Whether it will serve people experiencing houselessness in Milpitas
- If elected officials and community members would support any site-based project on the heels of the Hillview experience

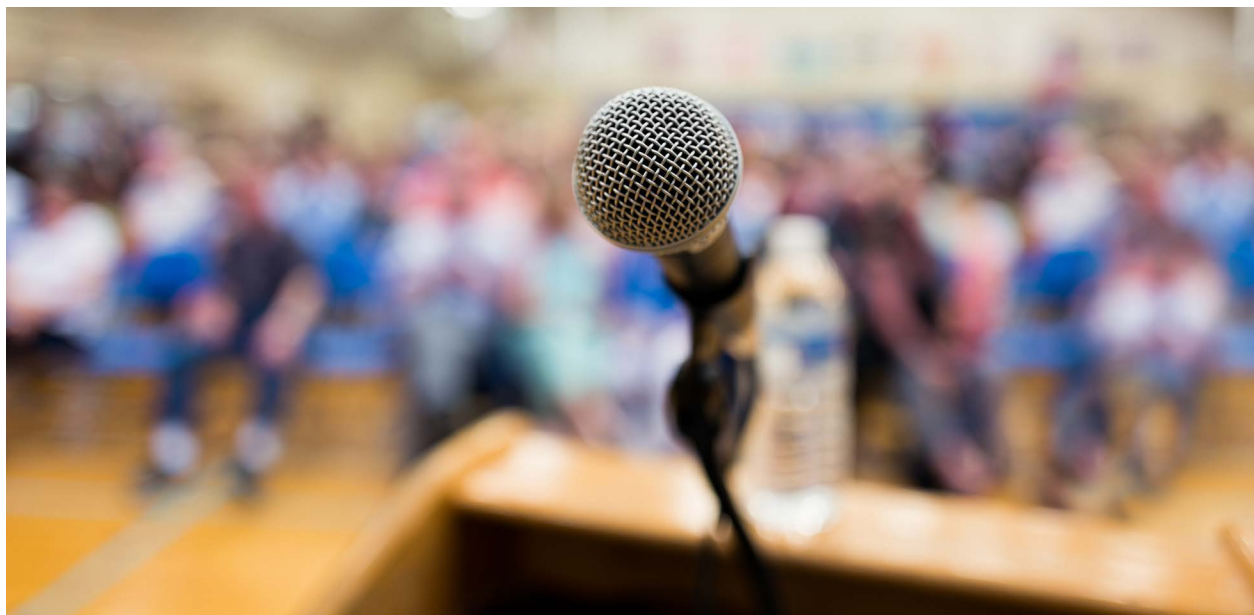
Interviews with Homelessness Task Force Members and Housing Advocates surfaced a range of opinions circulating in the community about the best way to address homelessness. Even the recommendations made to City Council were not unanimously supported by all Homelessness Task Force members. There were members who voted against recommending that the City establish a tiny home village within its borders and preferred the City contribute to a program located in a neighboring city with guaranteed beds for Milpitas' unhoused. Consultants interviewed housing advocates who presented a set of recommendations to the City Council in 2019 that included interim housing and safe parking. They continue to push for both options. Consultants also heard that there would be strong push back from neighbors anywhere the City wanted to site interim housing. There is a growing group of dedicated volunteers who want the City to provide more for the unhoused, including locating interim housing in the city, and they would support the City in advancing this strategy.



The Impact of Hillview Court on Feasibility

Many stakeholders articulated concerns in connection to Hillview Court Apartments, the first 100% permanent supportive housing (PSH) program located in Milpitas. Developed by Santa Clara County with Project Homekey funds and opened in early 2021, this project casts a long shadow over public and elected leaders' willingness to support another site-based housing program for unhoused people. Even proponents of an interim housing project expressed concern with how the negative perception of Hillview Court has undermined the prospect of future housing for the unhoused. Frustrations with Hillview Court included:

- **Lack of Local Control:** City leaders and community members felt the Hillview Court project was imposed on Milpitas by the County and the State, that they were not engaged as partners in the project or given a role in shaping how it developed. At one point, the City even threatened to sue the County to stop its development. Though that suit did not proceed, the tension between the City and County remains along with the desire for Milpitas to have more control over future programs, especially the rules and who gets served.
- **Negative View of Hillview Court's Funding Source:** Homekey, a pandemic era funding source from the State for the development of interim as well as permanent housing, was the primary source for the development of Hillview Court. Homekey is synonymous with the project in many stakeholder's minds. A number of people we interviewed referred to the project as "Homekey" rather than its actual name, Hillview Court.
- **The Unhoused in Milpitas Won't Get Served:** Many stakeholders were concerned that a project sited in Milpitas would not serve people homeless in Milpitas. Again, Hillview Court was cited as the basis for their concerns. Some of those interviewed claimed no one from Milpitas was housed there. In fact, 9 of were occupied by people who were unhoused in Milpitas. Consultants also heard from OSH staff that there are options for addressing geographic preferences. They suggested preference could be given to people unhoused in North County, or that in the first 30 days of lease up outreach staff can target people in the area near the facility. The terms can be negotiated and articulated in an MOU.
- **Several Early High-Profile Incidents Reinforced Fears of Crime and Resource Drain:** As noted above, when jurisdictions consider developing interim housing or permanent supportive housing for the unhoused, and even affordable housing for low-income people, future neighbors of a site often oppose the project on the grounds that it will increase crime and blight in the neighborhood. Multiple stakeholders raised this concern about opening interim housing, citing the example of Hillview Court.



Perceptions of Hillview Must Be Addressed

Several interviewees thought the problems stemmed from Hillview being rushed to open, moving tenants in too quickly before all the security, services infrastructure and community outreach was in place. Some interviewees attributed that to the fact that the operator was from out of the region and didn't work well with the neighbors. Others felt it was because the urgency of the pandemic waived much of the community input and outreach work that often accompanies projects such as the Hillview, and members of the surrounding community felt caught off guard. There were complaints from both tenants and neighbors about property management and services at the sight.

A thorough investigation of the concerns surrounding Hillview Court and whether they are improving is beyond the scope of this project. It is not uncommon that the first few months operating a 100% permanent supportive housing complex Hillview Court's size are rocky and require adjustments. But given that this is the first such project of its type in the city, the early problems and ongoing challenges loom large in any consideration of future projects.

"I was really looking positively at Hillview...it should have been the guiding light of how to do it, but now it's an example of how not to."

Housed Milpitas Resident

Given the level of concern and disappointment universally articulated by interviewees, including those who are ardent supporters of developing interim housing, the negative experience and perception of Hillview Court is something elected leaders and the public will need to overcome for any project to be feasible.



The Role of Elected Leadership and Partnership with County and State

Most stakeholders interviewed anticipated that there would be strong opposition to any interim housing program in Milpitas. This is common in every jurisdiction, even when there is funding and an appropriate site available. Elected leaders who are willing to advance a needed project, while educating the public, can build confidence in the project's feasibility and its benefit for the entire community. Especially when those leaders remind the community that unhoused people in Milpitas are city residents too, many of whom may have lived in the city longer than those opposing a project to assist them. Leaders can affirm the City's intent to pursue and secure available County and State resources and negotiate effective partnerships to fund and operate the project.

Certain community members interviewed perceive that the City Council is divided about what to do to help the unhoused, and that solving homelessness is not a top priority. Our interviews with Councilmembers confirmed that there is not currently strong alignment on interim housing as a priority. The County Supervisor and Assembly member representing Milpitas communicated that they are invested in addressing homelessness in the city. They indicate that they have delivered County and State funding to do so. Both expressed support and a willingness to assist an interim housing project in Milpitas.

There are clear benefits to partnering with Santa Clara County's Office of Supportive Housing (OSH). As the County's Continuum of Care lead, OSH could be an instrumental partner in developing and operating any responses to homelessness throughout the County including Milpitas. [Santa Clara County's Community Plan to End Homelessness](#) does call for doubling the CoC's Interim Housing capacity by 2025, and OSH does marshal county and state resources to achieve that goal, which would drastically reduce the financial and technical burden on the City for the project. Any projects supported by OSH will need to comply with Continuum of Care requirements, such as participation in Coordinated Entry and Housing First. A strong partnership with the County will also ensure better connections to housing exits, funding resources and technical assistance. Benefits that leaders can convey outweigh the value of complete local control.

Activating Citizen Supporters

Community support for a project such as interim housing can help counter opposition, even if supporters are outnumbered. There is an extensive level of volunteer work assisting the unhoused of Milpitas, led by long-term City residents. Advocates work on everything from making care packages distributed at the showers and campsites to weighing in on public policy. They are ready to activate in support of a project like this, and together with service providers, and elected City, County and State leaders, there could be a strong partnership to support siting a project or championing other strategies to meet the needs of the growing homeless population in Milpitas.

Elements of a Communication Strategy to Support the Project

The stakeholder interviews conducted for this study revealed misconceptions and fears about unhoused people that could be addressed with a robust communications strategy. We heard a number of common myths, disproved by data and our interviews with unhoused people and those who work with them.

- People living outside in Milpitas are not from Milpitas.
- If we add services in Milpitas unhoused people will come from out of town to get them.
- Most of the homeless are drug addicts and/or have mental illness.
- A housing program will be a magnet for crime and make the neighborhood around it unsafe.
- Employment, mental health, and addiction services are needed/desired more than housing.

The communication strategy needs to do the following things (see Appendix F for sample community outreach materials):

- **Lead with Values and Commitment:** Elected leaders and City staff must show that an interim housing project embodies the values of the community and that they are willing to stand up for a project that serves the most vulnerable in the community while ensuring a high quality, outcome focused project that prioritizes safety and security for all.
- **Humanize Those who are Experiencing Homelessness:** Video interviews or panels that hear directly from unhoused people about their experiences and needs invite empathy and can change perceptions. Individual stories and conversations can help to bridge the “us and them divide” that so often characterizes discussions about homelessness.
- **Enable People to Visualize the Project:** A clear description of the project design, including strategies such as 24-hour staffing to ensure safety, can reassure worried community members. Renderings of the planned project, and photos of like projects in surrounding communities can demonstrate that interim housing will blend with or even enhance where it is located. Testimonials from neighbors of similar projects, especially those who once opposed the project, are also valuable to making the case.
- **Communicate Safety:** Share with the community details on policies and program design that emphasize safety for all community members. 24/7 staffing, support from police for enforcement, and policies that could limit encampments in the surrounding area help housed and unhoused residents feel safe.
- **Back up Claims with Data:** While data rarely makes the case on its own, data that supports claims that the project will be safe and well run and serve people that really need it, is vital. When making the case for the project, use data on current unhoused population, impact of similar programs in other neighborhoods on crime and blight, the results interim housing programs achieve in ending people’s homelessness, etc.





Potential Funding

Operating the City's homelessness response requires an ongoing effort to secure, allocate, and administer an array of funding sources to support both the direct services and the administrative and staffing costs of the City. Local, County, and State funding is available to address homelessness in Milpitas, however the City is not currently prioritizing sufficient local dollars or actively pursuing outside funding sources and/or partnerships to the greatest extent possible. The following is a summary of funds secured by the City and funds recently available for application to County, State, and federal programs. To enhance the City's response, Milpitas will need to more aggressively pursue funding to support both City staff capacity, as well as capital and operating expenses for programs.

City of Milpitas Funds

- The City of Milpitas received \$1.5M from the state. There has been debate at the local level on how to use this funding. Using it for interim housing/homeless navigation center appears consistent with its original intent.
- The City's Affordable Housing and Community Benefit Fund has approximately \$4 million. Whether capital or operating for interim housing is an eligible use is to be determined by the City Attorney. If eligible, City Council would need to vote to allocate dollars from the fund.
- Shelter is an eligible use for CDBG capital. CDBG Community Services funds could be used if the City Council wanted to make a reallocation to support interim housing.

Destination Home Technical Assistance and Capacity Building for Cities

- Potential uses: development and implementation of local homeless plan aligned with County plan, development and implementation of policies and plans for supportive housing and extremely low-income housing, increase staff capacity to conduct planning and/or implementation activities.
- Scope of activities and grant amounts are developed in partnership between Destination Home and Cities on a one-on-one basis. Destination: Home works with a jurisdiction to develop a scope of services and then, agree on deliverables, and create a grant agreement to fund a city.
- Rolling negotiations and applications.

Santa Clara County Funds

County sources for interim housing would include the following:

- County General Fund (Co GF)
- State HHAP grants received by the County and CoC
- CDBG – County has awarded some capital improvement grants for shelters in the past

County funds are awarded through a couple of processes:

- *Challenge Grant (County GF)*
 - Funding for the development of new serviced-enriched shelter units using stackable, modular construction.
 - Two primary eligible categories of funding are capital funding to support the construction of new service-enriched shelters; and operating subsidies for new units created with funds provided through the Forgivable Loan Program.
 - The minimum loan amount will be \$2,500,000 with a maximum loan amount of \$4,000,000 per site.
 - Minimum Development Size: 50 units
 - Eligible Applicants: Non-profit organizations; or a non-profit organization applying jointly with a city, for-profit corporation, or other government entity as Co-Applicant. Priority will be given to applications that are partnerships between a city and a non-profit organization and those seeking funding through the State Homekey Program.
 - Applications accepted on a rolling, "over-the-counter" basis. County requires applicants to schedule a meeting with OSH staff prior to the submission of an application.
- *Temporary Housing and Basic Needs RFP (HHAP, ESG, and Co GF)*

State of California Funds

Homeless, Housing, Assistance, and Prevention (HHAP) program (California Interagency Council on Homelessness) is extremely flexible funding that all counties and CoCs receive (along with the 13 largest cities). Administered by the County and awarded through the Temporary Housing and Basic Needs RFP.

Encampment Resolution Grants (Cal ICH): The ERF Program is a competitive grant program available to assist local jurisdictions. NOFA closed. Highlights:

- https://www.bcsb.ca.gov/calich/documents/erf_2r_nofa.pdf
- Eligible applicants include counties, Continuums of Care (CoCs), and cities of any size.
- \$50 million in Fiscal Year (FY) 2021-22 (ERF-1) and \$300 million in FY 2022-23 (ERF-2)
- Current NOFA is for the remaining \$237,301,738 of ERF-2 funds. Applications will be accepted on a rolling basis until June 30, 2023, or until all funds are exhausted, whichever comes first. Up to \$150 million will be prioritized for proposals that serve people living in encampments on state right-of-ways.
- Eligible population to serve: ERF-2-R funds may only be used for proposals that connect people experiencing homelessness in encampments to interim shelter with clear pathways to permanent housing or place people directly into permanent housing.
- Application Windows: 12/1-2/28, 3/1-4/30, 5/1-6/30
- Eligible uses: rapid rehousing, operating subsidies in new and existing affordable or supportive housing units, emergency shelters, and navigation centers (may include operating reserves), street outreach, services coordination, systems support, delivery of permanent housing, prevention and shelter diversion, interim sheltering, improvements to existing emergency shelters, admin costs (5%). Site restoration post encampment is not an eligible use.
- Applicants must demonstrate knowledge of people residing in the encampment, comprehensive outreach and engagement strategy and service coordination
- Strong focus on placement in interim housing and permanent housing
- Jurisdictions can apply together, must demonstrate coordination with homeless response system and CoC



Homekey Program, California Department of Housing & Community Development provides funding to local jurisdictions that compete to create interim or supportive housing.

- Eligible applicants: Homekey requires lead applicants to be cities, counties, cities and counties, and all other state, regional, and local public entities, including councils of government, metropolitan planning organizations, and regional transportation planning agencies; or Tribal Entities. Each of the entities may apply independently, or each entity may apply jointly with a nonprofit or for-profit corporation as a Co-Applicant.
- Eligible uses:
 - Acquisition or rehabilitation, of motels, hotels, hostels, or other sites and assets, including apartments or homes, adult residential facilities, residential care facilities for the elderly, manufactured housing, commercial properties, and other buildings with existing uses that could be converted to permanent or interim housing.
 - Master leasing of properties for non-congregate housing.
 - Conversion of units from nonresidential to residential.
 - New construction of dwelling units.
 - The purchase of affordability covenants and restrictions for units.
 - Relocation costs for individuals who are being displaced as a result of the Homekey Project.
 - Capitalized operating subsidies for units purchased, converted, constructed, or altered with funds awarded under the Homekey Round 2 NOFA for FY 2021-22.
- Eligible housing types:
- Under Homekey, local entities will acquire and rehabilitate a variety of housing types, including but not limited to hotels, motels, hostels, single-family homes and multifamily apartments, adult residential facilities, and manufactured housing, and to convert commercial properties and other existing buildings to permanent or interim housing for the target population.
- Round 3 Homekey application window has closed.

Department of Healthcare Services, Behavioral Health Bridge Housing (BHBH). In September 2022, Assembly Bill (AB) 179 (Ting, Chapter 249, Statutes of 2022) was signed into law, authorizing the BHBH program. The BHBH program provides \$1.5 billion in funding through June 30, 2027 to address the immediate housing and treatment needs of people experiencing homelessness with serious behavioral health conditions, along with the sustainability of these ongoing supports. Eligible grantees include counties and tribal entities. Partnership with County behavioral health would be required.



Recommendations

Create a Local Homelessness Response Plan

An important part of growing a City's response to homelessness is to have a local strategic plan to guide its investments over a 5-10 year period. The City has adopted the Santa Clara County Community Plan to End Homelessness, however the City does not have a local plan with a comprehensive set of strategies to address homelessness in Milpitas over time. Without an overarching strategic plan, it is difficult for City staff, elected officials and the public at-large to know what strategies are needed and prioritized, how to mobilize and allocate the necessary resources, and which strategic partnerships would be most beneficial toward meeting the collective goals of a local plan. The City of Milpitas and its residents have interests and goals that, at times, are different from the County goals. Having a local plan is an opportunity to outline the alignment to the County plan, while building a local approach that reflects what is wanted and needed in the Milpitas community.

Enhance Funding and Staff Capacity

The City of Milpitas will need to enhance funding and staff capacity in order to expand its response to homelessness. The City of Milpitas Housing Division, currently operating under the direction of the Economic Development Director, is responsible for administering the City's response to homelessness. Time is allocated from existing departmental staff, the department has experienced staff turnover, and limited resources have been dedicated to enhancing staffing levels. Planning to support existing staff and enhancing staff capacity will be an important factor in expanding the City's homeless response. As first step in expanding capacity, the City of Milpitas could seek funding through Destination: Home's Technical Assistance and Capacity Building Grant Program which offers grants for local jurisdictions in Santa Clara County to conduct planning activities and enhance homelessness response. This funding is a valuable opportunity for the City to grow staff capacity and expertise that could support an expansion of the homelessness response. Nearby local jurisdictions that have recently partnered with Destination: Home have received 3-year grants of \$450,000 to support local staffing (see Appendix G for sample planning grant agreements). Jurisdictions of similar size have incrementally increased their staff capacity, with staff time dedicated to homelessness ranging from .5 FTE- 2FTE.

Continue to Pursue Interim Housing

This report demonstrates a clear need for interim housing in Milpitas, however, more needs to be done to plan and prepare for a program that would truly be feasible for the City of Milpitas. In addition to securing funding and enhancing staff capacity, the City will need to identify a suitable site and mobilize community support. This report recommends pursuing a 45-bed interim housing program for single adults and adult couples, modeled after the Fremont or Hayward Navigation Centers. The Fremont and Hayward Navigation Centers have high housing outcomes and low capital and operating costs compared to other models in Santa Clara County and surrounding communities. And since the program is designed to operate temporarily (3-5 year) it could be a model that the community supports (see Appendix H for a detailed description of recommended building type, program model, and outcome measurements).



Explore Safe Parking

Safe Parking Programs are operated by a number of cities in the region, including cities such as Palo Alto, Mountain View, Alameda and Union City with similar population sizes and Point-In-Time Counts of unhoused people. As the name implies, Safe Parking Programs enable people living in vehicles to do so safely and legally. Like interim housing, these programs are operated with a wide variety of requirements and amenities for their participants. At a minimum, sites are secured and offer access to toilets, hand washing and trash removal. Some, such as Union City's CAREvan program, are only for overnight parking and move between various church lots. Others like Palo Alto's are on a single site with 24-hour access and indoor showers, laundry and toilets. Security and services staffing varies widely as well. Programs can have their own support services staff or rely on outreach services in the broader system of care. Security ranges from periodic visits to site by the City Police Department, to a security firm, to program staff. Costs can range broadly depending on the program design and operating decisions made. Safe Parking has lower start up and ongoing operating costs than interim housing and may be a good option for sites that are intended for short term use (1-3 years). They have the disadvantage of only being accessible to people with vehicles, who are not typically the most vulnerable unhoused population.

Establish a Rapid Rehousing Program

Adding Rapid Rehousing funds to current services such as the showers or the outreach programs. Rapid Rehousing moves people into scattered site permanent housing. Programs provide move-in funds and up to two years of rental assistance along with support services to connect people to jobs, income, and other resources. Adding housing exit resources funded by the City to existing programs in the city helps ensure unhoused people in Milpitas are targeted. Rapid Rehousing does not require a single structure, but willing landlords, thus avoiding the challenge of siting and operating a building. Finding landlords in the bay area housing market continues to be a challenge for RRH programs, yet they are housing thousands across the region. Rapid Rehousing Programs work best when paired with interim housing or safe parking so that housing locators and navigators can more easily stay connected to people while they help them locate housing.



Appendix A: Feasibility Assessment Chart

Questions	Feasibility Assessment	Comments
Homelessness in Milpitas		
Is there a need for interim housing?	Yes	Milpitas' unhoused population more than doubled between 2019 and 2022 from 125 to 274 people, 91% of whom are unsheltered, 65% are disabled and long-term homeless. In 2023 the unhoused population dropped to 142, a 14% increase between 2019-2023.
Do unhoused people in Milpitas want interim housing?	Yes	83% of unsheltered people surveyed in March of 2023 said they would or might move into interim housing if Milpitas were to make it available.
Homelessness Response by Milpitas		
What strategies and programs does the City of Milpitas currently have in place to respond to homelessness, and are they making a difference?	Yes	Milpitas is currently contracting for street outreach, assessment and hygiene services. And invested \$6.5M in Sango Court which will have 102 affordable units with 51 units of permanent supportive housing. City staff coordinate with a bimonthly meeting of the Unhoused Services Group. Hillview Court is 132 units of permanent supportive housing located in Milpitas and administered by the County. Increased numbers of unhoused Milpitanians have enrolled in Coordinated Entry and are getting matched to permanent housing at higher rates than the general homeless population in Santa Clara County.
Would expanded, strategic investment improve outcomes? Is interim housing a strategic addition to the City's response?	Yes	While current investments are making a difference, they are not adequate to meet the need. There is no capacity to offer shelter to people currently staying outdoors and in vehicles. Expanded investment in interim housing would improve outcomes across the system, including reducing the unsheltered population and improving permanent housing placement outcomes. Given the proportion of unsheltered, highly vulnerable people experiencing homelessness in Milpitas, interim housing is a vital component to an effective humane response to homelessness.
Are there examples of comparable sized cities doing more to address homelessness in the region?	Yes	A number of cities in the region with similar population size and homeless count have invested in interim housing solutions.
Is there adequate staffing capacity to oversee the development and operations of interim housing?	No	City staffing capacity to address homelessness is limited in time and expertise. Enhanced staffing is needed to carry out the planning, implementation, and oversight of an interim housing program including continuing to seek and assess viable sites, pursue funding and partnerships, oversee development on any site, and administer the program. Some aspects of development and operation can be contracted out, however enhanced City staffing is needed to lead and coordinate. County funding is available to increase capacity through the Destination Home Technical Assistance and Capacity Building for Cities Grant.

Questions	Feasibility Assessment	Comments
Program Models and Costs		
Are there best practices in design, operations, and program model to recommend?	Yes	Best practices include low-barrier access, allowing pets, partners and possessions; services and flexible funding to support rapid exits to housing; private sleeping quarters and bathrooms when possible. The bridge housing model of interim housing is best to bring highly vulnerable unhoused people off the streets and to accelerate placement in permanent housing. The emergency interim housing model is best for targeting outreach to geographic locations or encampments. A combination can meet the needs of both the unhoused population and the community-at-large.
Can the City track quality, performance and impact of interim housing?	Yes	There are a number of measures the City can use to assess whether the program is ending homelessness for participants as quickly as possible and if it is impacting that state of homelessness overall in Milpitas. They fall into three categories. 1) Demographics; 2) Meeting Standards of Service; and 3) Impact. Both the City of Milpitas and the Santa Clara County Continuum of Care have the capacity to support tracking and analyzing client-level and system-level outcomes.
What is the range of costs to build? Are the costs feasible for the City of Milpitas?	To Be Determined	Capital costs ranged from \$140-\$220K per unit for modular interim housing. The City of Milpitas would need to allocate local dollars and leverage significant County, State, and private funding. County funding is available for modular. State funding is available, but less than previously available and competitive. Congregate trailers are a less expensive capital option.
What is the range of costs to operate? Are the costs feasible for the City of Milpitas?	To Be Determined	Operating costs ranged from \$1-3 million per year. More units/beds decreased the cost per unit/bed by 20-25%. The City of Milpitas would need to allocate local dollars and leverage County and State dollars which are available. Jurisdictions of similar or smaller size have secured operating costs for interim housing. Programs designed for 3-5 years are more easily funded.
Are there less costly, but still beneficial, alternatives to pursue instead?	To Be Determined	Alternatives could include investing in safe parking and/or rapid rehousing, however the greatest need currently is for interim housing to assist people off the streets and into permanent housing.

Questions	Feasibility Assessment	Comments
Potential Sites		
Are there regulatory requirements to support siting interim housing?	Yes	California has enacted several laws and requirements for the Housing Element that aim to facilitate the development of both interim housing and supportive housing.
Are there possible sites in Milpitas?	To Be Determined	A very limited number of sites have been identified to date that meet initial criteria for a viable interim housing site. However more due diligence with several public agencies is necessary to explore all potential public land. One County-owned site meets the owner-ship, zoning and physical requirements; however, it is not supported by the City nor surrounding neighbors. If community acceptance can be achieved, it is a viable site and temporary use for interim housing is supported by the County who owns the site.
Community Considerations		
Is community opposition likely?	Yes	As with all other surrounding communities, any effort to locate a homeless project in the city will have significant community opposition. While this is normal and most communities overcome it with political will and assertive community acceptance processes, the rocky start and current reputation of the Hillview Court supportive housing project casts a long shadow over public willingness to welcome another site-based program for the unhoused.
Is there community support?	Yes	Community support for interim housing can help counter opposition, even when supporters are outnumbered. Milpitas benefits from substantial volunteer labor, led by long-term city residents, assisting the unhoused. Those volunteers expressed a readiness to support interim housing and to galvanize others.
Will elected leaders champion interim housing?	To Be Determined	Siting housing for the homeless takes strong elected leadership. Individual elected leaders expressed the desire to increase the City's effectiveness in supporting homeless people, and housing support for vulnerable populations is a Council priority. County and State elected officials have prioritized funding, explored siting options, and expressed support in the past. However, recent experience with Hillview Court and reduction of HomeKey funds has shifted the interest to more affordable options such as safe parking.
Potential Funding		
Is there enough funding to develop interim housing?	To Be Determined	Sufficient local funding is not available to develop a project of this scale. County and State funds are, but whether those are enough, and if the City is willing to proactively pursue funding and prioritize spending in this area is unclear.
Is there community support?	Yes	It needs to be determined if local dollars are available for interim housing operations and would be prioritized for interim housing. It is likely that additional County and State resources may be needed, and the City may need to proactively reallocate spending of current funding sources and/or pursue additional funds.

Appendix B: Stakeholder Interviews and Questions

Stakeholder Interviews

Elected Leaders/Staff

- County Supervisor Otto Lee
- Mayor Carmen Montano
- Vice Mayor Evelyn Chua
- Councilmember Gary Barbadillo
- Councilmember Hon Lien
- Councilmember Anthony Phan
- Anurag Pal, District Director, Assemblymember Alex Lee

Homeless Taskforce Members

- Chair, William Tam
- Lisa Moreno
- Barbara Jo Navarro
- Tingna Xu

Service Providers

- Yolie Garcia, Hope for the Unhoused
- Alex Ralli, Abode Services
- Rene Ramirez HomeFirst
- Maritza Maldonado, Amigos de Guadalupe

Volunteers and Advocates

- Loreto Dimaandal
- Allyson McDonald

Milpitas City Staff

- Steve McHarris, City Manager
- Ashwini Kantak, Assistant City Manager
- Alex Andrade, Director of Economic Development
- Matt Cano, Deputy City Manager
- Robert Musallam, Housing and Real Estate Manager
- Sarah Blacha, Senior Housing Policy Analyst

Staff from Santa Clara County and Neighboring Jurisdictions

- Consuelo Hernandez, Santa Clara County Office of Supportive Housing
- KJ Kaminiski, Santa Clara County Office of Supportive Housing
- Hong Cao, Santa Clara County Office of Supportive Housing
- Jessica Lobedon, City of Hayward
- Suzanne Shenfield, City of Fremont
- Ray Bramsom, Destination Home

Public Agencies

- Daniel Cooperman, Bay Area Rapid Transit
- Cheryl Jordan, Milpitas Unified School District
- Don Rocha, Valley Water
- Jennifer Codianne, Valley Water
- Michael O'Callaghan, Caltrans
- Ron Long, City of Milpitas

Interview Questions

1. Can we start by you telling us how you are connected to work of addressing homelessness in Milpitas?
2. For Task Force Members: Can you share any comments you have on the Homeless Task Force process and recommendations, and the City Council's response?
 - a. Was input gathered from diverse stakeholders?
 - b. Were there stakeholders that should have been consulted but weren't?
 - c. Was there adequate time and accessible ways to provide input/comment on the plan?
 - d. How did qualitative and quantitative data inform the plan? Were the recommendations consistent with data and community input?
 - e. What got left out that should have been included/addressed?
 - f. How do you think the process of developing the recommendations and selecting the tiny homes village will impact the community's support for the project?
 - g. Anything else about the Task Forces work we should be aware of?
3. Describe your understanding and/or opinion about tiny homes villages, especially the role you understand they play in solving homelessness.
 - a. How do you see a tiny homes village fitting into Milpitas efforts to address homelessness? How does it fit into the overall strategy for the County?
4. Who should a Tiny Home Village in Milpitas serve, what could a program model look like, and how can it lead ending their homelessness/permanent housing?
 - a. Any example programs that you would like us to research?
5. How feasible do you think it is for the City of Milpitas to establish a Tiny Home Village? What makes you think it's feasible and what are the barriers?
 - a. Political viability: Supportive elected leadership, City/County relationship, public support
 - b. Potential funding sources
 - c. Sites/land opportunities
6. Is there any else we should be including in this Feasibility Study that you didn't hear in our scope of work?

Appendix C: Unsheltered Survey Questions

2/17/23, 9:53 AM Helping Unhoused People in Milpitas

Helping Unhoused People in Milpitas

We appreciate your time and willingness to respond to this survey. Leadbetter Consulting is helping the City of Milpitas understand how best to help unhoused people staying here. The city is considering creating a tiny home village, and we would like to know what you think of that and any other ideas you might have. All questions are optional and your answers are anonymous. We will not provide any information to the city that could identify you with your answers or your location. Your answers will inform our recommendations to the City about what is most needed by people without homes in this city. Thank you.

*** Required**

1. What city do you consider "home" and why do you think of it that way?

2. Where did you sleep last night? *

Mark only one oval.

☐ emergency shelter or transitional housing

☐ a vehicle or RV

☐ in an encampment/group of tents or other temporary structures

☐ in an abandoned building

☐ outside (for example: bench, doorway, freeway underpass, bus stop)

☐ Other: _____

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Helping Unhoused People in Milpitas

We appreciate your time and willingness to respond to this survey. Leadbetter Consulting is helping the City of Milpitas understand how best to help unhoused people staying here. The city is considering creating a tiny home village, and we would like to know what you think of that and any other ideas you might have. All questions are optional and your answers are anonymous. We will not provide any information to the city that could identify you with your answers or your location. Your answers will inform our recommendations to the City about what is most needed by people without homes in this city. Thank you.

* Required

1. What city do you consider "home" and why do you think of it that way?

2. Where did you sleep last night? *

Mark only one oval.

- ☐ emergency shelter or transitional housing
- ☐ a vehicle or RV
- ☐ in an encampment/group of tents or other temporary structures
- ☐ in an abandoned building
- ☐ outside (for example: bench, doorway, freeway underpass, bus stop)
- ☐ Other: _____

3. How long have you been unhoused? Your best guess is fine.

Mark only one oval.

- ☐ 7 days or less
- ☐ more than a week but less than a month
- ☐ at least a month but less than a year
- ☐ a year or more

4. Please describe any other places you have stayed while unhoused in Milpitas.

5. In general, what would be most helpful to you right now?(Please check your top three)

Check all that apply.

- ☐ shelter or temporary housing
- ☐ permanent housing
- ☐ food
- ☐ a place to shower and wash clothes
- ☐ medical care
- ☐ job
- ☐ substance abuse treatment
- ☐ counseling/therapy
- ☐ getting Social Security
- ☐ family reunification
- ☐ Other: _____

6. If the City of Milpitas were to open a tiny homes village or other temporary housing, such as a navigation center or emergency shelter, would you want to move there?

Mark only one oval.

- ☐ Yes
- ☐ No
- ☐ Maybe

7. I **would move** to a tiny home village or temporary housing if it had _____ :
(check all that apply)

Check all that apply.

- ☐ private sleeping quarters
- ☐ private toilet and shower
- ☐ a kitchen where I could prepare my food
- ☐ meals prepared for me
- ☐ rules about being clean and sober, like drug testing
- ☐ place for my pet(s)
- ☐ allowed partners to stay together
- ☐ place to store my stuff
- ☐ on-site case management
- ☐ on-site mental health services
- ☐ on-site healthcare services
- ☐ on-site substance abuse recovery services
- ☐ did not do drug testing
- ☐ easy access to public transportation

8. I would **not move** to a tiny home village or temporary housing if _____: (check all that apply)

Check all that apply.

- ☐ it had a curfew
- ☐ it did drug testing
- ☐ I could not store my things
- ☐ I could not come with my partner
- ☐ I could not bring my pet
- ☐ it was not near public transportation
- ☐ I did not have private sleeping quarters
- ☐ I had to share a toilet and shower
- ☐ it did not have case management and/or other services
- ☐ it did not provide meals and/or a place for me to cook

9. If you stay outside, have you been required to move by police or city officials?

Mark only one oval.

- ☐ No
- ☐ Yes

10. If you have been required to move locations by police or city officials, please describe what happened.

11. What else would you like the City of Milpitas to know about the services or housing you need?

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Appendix D: Sample Operating Budgets

Appendix C_6005-6006-BHC -FY 23-24-SIX MONTH to CSJ 4_21

PROGRAM BUDGET SUMMARY			
GRANTEE	HomeFirst Services of Santa Clara County		
NAME OF PROGRAM	BHC		
YEAR OF FUNDING	Six month - July 2023 to December 2023		
WEBGRANTS #			
PROJECT ID #			
VENDOR #			
AWARD OF CONTRACT (AC) #			
Budget Line Item Description	Mabury	Felipe	TOTAL CITY Budget
LOCATION/ACTIVITY			
Personnel Costs			
Personnel	\$ 484,660	\$ 484,660	\$ 969,320
Shared Cost Allocations	\$ 55,170	\$ 55,170	\$ 110,340
Taxes	\$ 53,980	\$ 53,980	\$ 107,960
Employee Benefits	\$ 80,970	\$ 80,970	\$ 161,940
Total Personnel Costs	\$ 674,780	\$ 674,780	\$ 1,349,560
Operating Costs			
Building Repair and Maintenance	\$ 17,225	\$ 26,140	\$ 43,365
Utilities	\$ 26,505	\$ 13,730	\$ 40,235
Cleaning and Janitorial	\$ 65,005	\$ 66,480	\$ 131,485
Landscaping and pest control	\$ 4,805	\$ 6,090	\$ 10,895
Equipment Rental	\$ 1,510	\$ 1,440	\$ 2,950
Security	\$ 97,090	\$ 97,090	\$ 194,180
Telecom	\$ 1,285	\$ 4,120	\$ 5,405
Supplies	\$ 10,170	\$ 8,300	\$ 18,470
Financial Assistance	\$ 7,070	\$ 9,896	\$ 16,966
Travel	\$ 625	\$ 625	\$ 1,250
Staff development, training and conferences	\$ 500	\$ 500	\$ 1,000
Non labor shared cost allocations	\$ 21,540	\$ 21,540	\$ 43,080
Indirect Costs	\$ 253,330	\$ 255,951	\$ 509,281
Program Income			
SUB TOTAL	\$ 928,110	\$ 930,731	\$ 1,858,841
Indirect Costs	\$ 119,740	\$ 117,119	\$ 236,859
Program Income			
SUB TOTAL	\$ 119,740	\$ 117,119	\$ 236,859
GRAND TOTAL	\$ 1,047,850	\$ 1,047,850	\$ 2,095,700

Position	Status	ALLOCATION
Director, Interim Housing Servic	FT	14%
Program Manager	FT	50%
Senior Community Engagement	FT	25%
Community Engagement Coordi	FT	25%
Shift Supervisor	FT	350%
Resident Advocate	FT	900%
Case Manager	FT	100%
Clinician	FT	50%
Facilities & Maintenance Lead	FT	5%
Maintenance	FT	25%

1544%

Position	Status	ALLOCATION
Director, Interim Housing Servic	FT	14%
Program Manager	FT	50%
Senior Community Engagement	FT	25%
Community Engagement Coordi	FT	25%
Shift Supervisor	FT	350%
Resident Advocate	FT	900%
Case Manager	FT	100%
Clinician	FT	50%
Facilities & Maintenance Lead	FT	5%
Maintenance	FT	25%

1544%

Appendix C_6215-6216-EIH -FY 23-24-SIX MONTH to CSJ 4_21

PROGRAM BUDGET SUMMARY			
GRANTEE	HomeFirst Services of Santa Clara County		
NAME OF PROGRAM	EIH		
YEAR OF FUNDING	Six month - July 2023 to December 2023		
WEBGRANTS #			
PROJECT ID #			
VENDOR #			
AWARD OF CONTRACT (AC) #			
Budget Line Item Description	Bernal	Rue Ferrari	TOTAL CITY Budget
LOCATION/ACTIVITY			
Personnel Costs			
Personnel	\$ 588,460	\$ 794,440	\$ 1,382,900
Shared Cost Allocations	\$ 86,260	\$ 129,440	\$ 215,700
Taxes	\$ 67,470	\$ 92,390	\$ 159,860
Employee Benefits	\$ 101,210	\$ 138,580	\$ 239,790
Personnel Total	\$ 843,400	\$ 1,154,850	\$ 1,998,250
Operating Costs			
Building Repair and Maintenance	\$ 34,410	\$ 63,460	\$ 97,870
Utilities	\$ 77,400	\$ 92,080	\$ 169,480
Cleaning and Janitorial	\$ 51,910	\$ 93,640	\$ 145,550
Landscaping and pest control	\$ 6,270	\$ 5,335	\$ 11,605
Equipment Rental	\$ 3,000	\$ 3,000	\$ 6,000
Security	\$ 218,453	\$ 364,088	\$ 582,540
Telecom	\$ 14,040	\$ 12,385	\$ 26,425
Supplies	\$ 20,255	\$ 43,695	\$ 63,950
Financial Assistance	\$ 10,000	\$ 18,035	\$ 28,035
Travel	\$ 560	\$ 445	\$ 1,005
Staff development, training and conferences	\$ 500	\$ 500	\$ 1,000
Non labor shared cost allocations	\$ 46,305	\$ 69,765	\$ 116,070
Indirect Costs	\$ 483,103	\$ 766,428	\$ 1,249,530
Program Income			
SUB TOTAL	\$ 1,326,503	\$ 1,921,278	\$ 3,247,780
Indirect Costs	\$ 172,450	\$ 249,770	\$ 422,220
Program Income			
SUB TOTAL	\$ 172,450	\$ 249,770	\$ 422,220
GRAND TOTAL	\$ 1,498,953	\$ 2,171,048	\$ 3,670,000

6215 - EIH-BERNAL-SIX MONTHS			
Name	Position	Status	Allocation
	Director, Interim Housing Services	FT	20%
	Program Manager	FT	100%
	Senior Community Engagement Coordinator	FT	25%
	Community Engagement Coordinator	FT	25%
	Case Manager	FT	200%
	Resident Advocate	FT	800%
	Resident Coordinator	FT	400%
	Shift Supervisor	FT	300%
	Facilities & Maintenance Lead	FT	15%
	Maintenance	FT	25%
	Clinician	FT	25%
			1935%

6216 - EIH-RUE FERRARI-SIX MONTH			
Name	Position	Status	Allocation
	Director, Interim Housing Services	FT	20%
	Program Manager	FT	100%
	Senior Community Engagement Coordinator	FT	25%
	Community Engagement Coordinator	FT	25%
	Case Manager	FT	200%
	Placement Specialist	FT	50%
	Resident Advocate	FT	1700%
	Shift Supervisor	FT	300%
	Facilities & Maintenance Lead	FT	50%
	Maintenance	FT	50%
	Clinician	FT	75%
			2595%



Appendix E: Sample Criteria for Siting Interim Housing

City of San Jose Site Criteria

Size: Sites must be a minimum of 1 acre, but two acres are strongly preferred to enable approximately 80 units project and sufficient parking and necessary amenities.

Grades and Slopes: Sites must be fairly flat to be considered for development of an EIH community given the urgent need to deploy and open them, and the high costs of site grading and utilities installation.

Shape: sites need to have a shape suitable to safely configure an emergency interim housing community. Square/rectangular parcels make for more feasible projects.

Site Access: Sites must be readily accessible to the City street system for occupants, fire, and other emergency vehicles and personnel, and to connect to utilities. Landlocked sites with little or no vehicular access will not be considered.

Access to Basic Amenities: While close proximity to services like groceries and transit are important, potential sites lacking proximity are not necessarily ruled out. Sites with public transit located ½ mile or less are preferred, but the City and its site operators may provide other transportation options in lieu.

Ownership: To build and operate EIH, the City must legally own or control the property through a lease or be able to acquire access to land belonging to other public agencies (e.g, the County, or Caltrans) at minimal cost. Purchasing or leasing property from private owners usually poses impractical financial barriers.

Geographic Location: The Council has directed staff to equally distribute sites, and to prioritize those council districts where quick-build projects do not exist today (e.g. CD 1, 4, 5, 8, 9, 10). Avoiding proximity to sensitive locations such as schools or day-care centers is preferred, but not always possible.

City of Fremont Site Criteria

Site overview: location and what the neighborhood is like

Accessibility: nearness to amenities such as grocery, transit, services

Physical and environmental suitability: flood zone, fault lines, utility connections, lot size, hazards, little mitigation required

Current and future land use impact: what is the intent for the land, how long is it available, no historic preservation

Appendix F: Sample Community Outreach Materials



What is a Housing Navigation Center?

A **Housing Navigation Center** is a facility that transitions those experiencing homelessness into permanent housing and self-sufficiency through coordinated services.

- No walk-ins
- Adults only
- Up to 6 month stay
- One-on-one intensive housing case management
- Linkages to other needed services
- Hygiene facilities
- Meal services
- Placement to permanent and supportive housing
- Management and operations plan
- 24/7 staffing and security
- A safe, clean, calm and flexible environment to rebuild lives



A Navigation Center provides comprehensive services including: health and wellness resources, employment assistance, substance abuse services, and counseling. Housing Navigators provide intensive case management and work with participants to connect them to stable income and permanent housing through advocacy, landlord liaisons, and housing search.

Participants and Housing Navigators assume a partnership in finding and applying for appropriate housing opportunities. Once placed, follow up services are provided to help stabilize participants in their new homes for nine months.

Comprehensive, ongoing services will be provided by an experienced non-profit service provider. This service provider will conduct intakes and make referrals to appropriate service agencies. Once intake is complete the Navigation Center will be responsible for participant care.

Some of the concerns that have been raised in recent petitions and city council meetings seem to be disingenuous. If you can live safely in your neighborhood with fault lines, road noise, landslide risks, gas pipelines, and traffic, the residents of a Navigation Center can too.

Neighbors of the existing Navigation Centers report that Navigation Centers do not have negative impacts on their community and, in many cases, reduce homelessness and improve a sense of safety in the area.

Our own police chief says that the Navigation Center will not increase crime and vouches for BACS as a responsible operator.



Emergency Interim Housing (EIH) Bernal and Rue Ferrari



EIH Program Overview

In response to the COVID-19 emergency and the City of San Jose shelter crisis declaration, the City has developed Emergency Interim Housing communities to help protect unhoused people from disease, slow the spread of COVID-19, and expanded the City's interim housing capacity after the emergency recedes.

HomeFirst's Emergency Interim Housing (EIH) provides interim housing opportunities to unhoused single adults (Bernal) and Couples (Ferrari) through three phases of service delivery – **(Emergency Interim Housing, Transition Period, Bridge Housing)**

All participants referred to EIH will be offered an initial 60 days in the program and extensions may be granted on a case by case basis. The state of the County regarding the COVID-19 pandemic will also be considered when establishing a participant's length of stay in the program.

- Participants are selected on a referral basis only, and must meet the required criteria
- The site is operated by a team of Resident Advocates, Case Managers, Clinicians and an Oversight Team
- Bernal up to 78 individual, single occupancy units with private restroom and shower
- Via Ferrari up to 120 occupancy for single adults and couples, units have private restroom and shower
- The site offers shared community space (kitchen, laundry facilities, smoking area, computer lab, dog run, picnic benches, garden area)
- On-site security staff 24 hours per day, 7 days per week, 365 days a year

EIH Phases

Emergency Interim Housing

The *vulnerable unhoused population* will be the initial group offered occupancy. Participants referred within this phase must currently be in a COVID-19 shelter or motel/hotel.

Vulnerable individuals are defined as older adults with underlying health conditions or individuals with three or more severe underlying health condition putting them at greater risk.



Transition Period

As the City and County transition from COVID-19 response to a recovery stage, the EIH sites will accept individuals from interim shelters.

This phase will allow individuals additional time to consider options once COVID-19 sheltering locations are closed.



Bridge Housing Communities

This phase is intended to serve as a short-term bridge housing solution for individuals working toward securing permanent housing through programs such as Rapid Rehousing or Permanent Supportive Housing.

Unhoused adults will be selected for occupancy based on the eligibility criteria established by the City's Housing Department and HomeFirst as the Operator.

EIH On-Site Staff

Resident Advocates

- Responsible for overall day-to-day site operation and resident safety through regular check-ins and monitoring of site grounds and sleeping units
- Respond to resident needs on an as-needed basis
- Facilitate flow of on-site amenities (laundry, food services, linkage to resources, etc.)

Case Managers

- Provide direct support to individual participants through one-on-one sessions
- Work with participant to create service plans that focus on establishing and securing basic services such as access to medical providers, obtaining identification, reconnecting with family, exit to permanent housing, etc.

Clinicians

- Aid residents in addressing the anxiety, depression and trauma that is often associated with homelessness
- Available to all participants on site, either individually or in small groups (while practicing social distancing and utilizing the appropriate personal protective equipment also known as PPE)

EIH On-Site Staff

Oversight Team

- Consists of a Program Manager and Shift Supervisors, this group is supported by the Associate Director and HomeFirst's Support Services Director
- The Program Manager is responsible for the supervision of all service staff as well as overall management of the site
- Shift Supervisors take on the overall management role when the Program Manager is not present
- Community Engagement Coordinator is responsible for overall community activities/engagement and is supported by the Development Director

Security

- EIH contracted security will monitor a security kiosk 24 hours a day, 7 days a week, 365 days a year
- Perform security checks at point of entry, as well as carrying out required health screenings
- Monitor the grounds and respond to staff requests for assistance regarding participant or visitor behavioral issues or curb loitering issues on or around the sites
- Direct visitors to the EIH Service Office for check in
- Collaborate with law enforcement as necessary

EIH On-Site Support Services



Resident Advocates: Day to day operations, linkage, referrals, application assistance etc.



Case Management: Support with reaching housing goals, regular set meeting times onsite



Mental Health: Requested counseling support either individually or in small groups



Community Engagement & Learning Opportunities

EIH Partnerships

Oversight and Support Committee

- Provide input and support with day-to-day operations
- Led by HomeFirst and includes homeless services stakeholders, EIH residents and official representatives from the City of San José
- Meets monthly

EIH Advisory Group

- Provide feedback on current operations, program practices and the impact on the surrounding community
- Made up of engaged stakeholders such as neighboring residents, local business owners, partner agencies and official representatives from the City of San José
- Meets quarterly

EIH Volunteer and Donations

- Volunteers provide learning opportunities such as workshops and peer support groups
- Various items can be donated to directly benefit participants

EIH Eligibility Criteria

Must be a single adult or couple (18+) that meet HUD definition of literally homeless

Referrals sent to EIH from City of San Jose and Santa Clara County

- Priority placement for those exiting motel/hotel placement through the COVID-19 hotline
- Priority placement to those deemed high risk of complications to COVID-19 (CDC and SCCPHD criteria)

Must not have a criminal conviction for arson

Must not have a criminal conviction for methamphetamine manufacturing

Must not have a criminal conviction for 290 sexual assault offenses

EIH Frequently Asked Questions

**Q: How long can someone stay at EIH Bernal?**

All participants will be offered an initial 60 days in the program. Extensions in 30-day increments will be granted on a case by case basis depending on the phase of the program the participants are engaged in, progress toward service plan goals (if applicable), behavioral incidents and the state of the County regarding the COVID-19 pandemic.

Q: Do participants have a curfew?

The EIH site is a 24-hour operation. Program participants are free to come and go as they deem necessary. However, all EIH participants are required to abide by community guidelines and policies. Additionally, access to site amenities such as laundry and kitchen may be restricted to separate operating hours and may vary by site.

**Quiet hours must be observed between 10:00pm and 8:00am daily.*

Q: Will meals be provided daily?

Participants are responsible for their own meals; however, they will have access to a food pantry and shared kitchen to prepare their meals on-site. In addition, HomeFirst will work with partners to bring meals to the site.

EIH Frequently Asked Questions

**Q: Are participants allowed to have pets?**

Program participants with pets must sign the EIH Animal Agreement prior to move-in. No pets may be acquired after admittance into EIH (except for service animals).

Q: Can a participant have guests/visitors?

Each participant is permitted one guest/visitor at a time which must be cleared by HomeFirst staff and is required to check in with security. All visitors must exit EIH property by 10:00pm each day. During COVID 19 response, no visitors will be allowed onsite.

Q: Is there parking available on site?

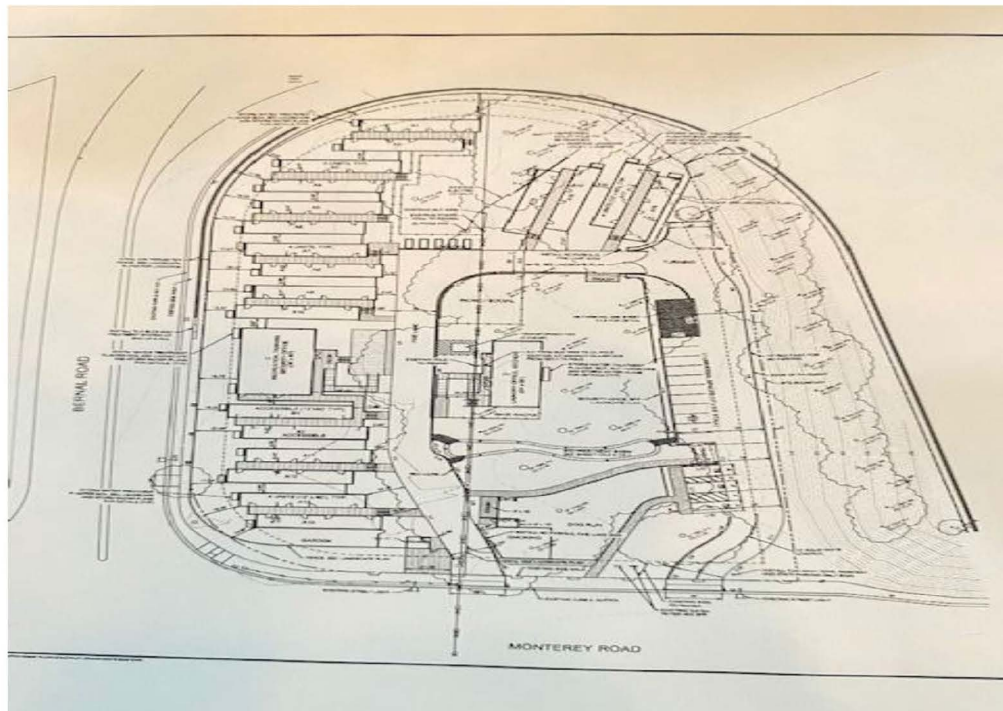
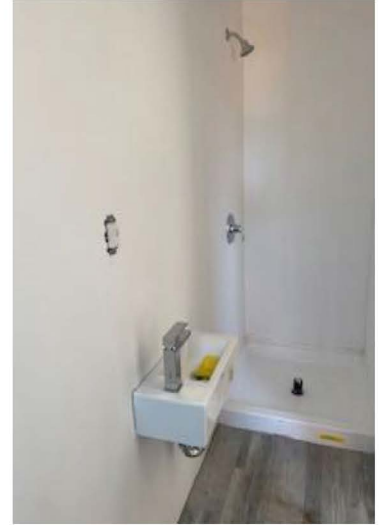
Limited parking spaces are available on a first-come, first-served basis, unless designated a parking space for special accommodation. Program participants will be provided with a permit that must be displayed on vehicle at all times (valid driver's license required). Any visitors parking in the EIH parking lot must display a visitor parking pass at all times.



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Yes, we are hiring, tell all your friends!

**ELH is on a hiring blitz,
checkout HomeFirst careers
page for open positions!**

www.homefirstscc.org



Contact Information



Beatriz Ramos

Support Services Director | HomeFirst

bramos@homefirstscc.org

408-539-2125

Rene Ramirez

Chief Operating Officer | HomeFirst

rramirez@homefirstscc.org

408-539-2118



What is a Housing Navigation Center?

A Housing Navigation Center is a facility that transitions those experiencing homelessness into permanent housing and self-sufficiency through coordinated services.

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- **Up to 6 month stay**
- **One-on-one intensive housing case management**
- **Linkages to other needed services**
- **Hygiene facilities**
- **Meal services**
- **Placement to permanent and supportive housing**
- **Management and operations plan**
- **24/7 staffing and security**
- **A safe, clean, calm and flexible environment to rebuild lives**



A Navigation Center provides comprehensive services including: health and wellness resources, employment assistance, substance abuse services, and counseling. Housing Navigators provide intensive case management and work with participants to connect them to stable income and permanent housing through advocacy, landlord liaisons, and housing search.

Participants and Housing Navigators assume a partnership in finding and applying for appropriate housing opportunities. Once placed, follow up services are provided to help stabilize participants in their new homes for nine months.

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Neighbors of the existing Navigation Centers report that Navigation Centers do not have negative impacts on their community and, in many cases, reduce homelessness and improve a sense of safety in the area.

Our own police chief says that the Navigation Center will not increase crime and vouches for BACS as a responsible operator.

Appendix G: Sample Planning Grant Agreements



DATE: June 8, 2021

CATEGORY: Consent

DEPT.: Community Development,
City Manager's Office

TITLE: **Accept and Appropriate a Grant to be
Equally Distributed for Three Fiscal
Years from Destination: Home in the
Amount of \$450,000**

RECOMMENDATION

1. Authorize acceptance of a grant from Destination: Home in the amount of \$450,000 to be equally distributed for three fiscal years beginning Fiscal Year 2021-22.
2. Authorize the City Manager or designee to execute an agreement with Destination: Home, a supporting organization of Silicon Valley Community Foundation, to receive the grant amount of \$450,000 in support of the City's ongoing and new initiatives that align with the Santa Clara County Community Plan to End Homelessness and the City's homeless response strategy and expenditure plan.

BACKGROUND

Destination: Home recognizes the leadership the City has demonstrated in responding to the needs of unstably housed persons and households as well as partnering on regional efforts, including the City's involvement with developing the 2025 Santa Clara County Community Plan to End Homelessness (2025 Community Plan). To partner with and assist cities actively working on solving homelessness across the continuum of programs that align with the 2025 Community Plan, Destination: Home is providing a grant to the City.

The grant amount of \$450,000 shall be equally distributed for three fiscal years from Fiscal Year 2021-22 onward and will support the City's ongoing and new initiatives that align with the 2025 Community Plan and the City's homeless response strategy and expenditure plan, which will be developed in the next fiscal year and is discussed further in the next section. Development of the City's strategy will be informed by the City Council's strategic priorities regarding Community for All and Intentional Development and Housing Options.



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ANALYSIS

The 2025 Community Plan has three key strategies, noted below, which work together to help the homeless access housing and services as quickly as possible and ensure that households at risk of homelessness receive the services they need to remain in their homes.

- Strategy 1: Address the root causes of homelessness through system and policy change.
- Strategy 2: Expand homelessness prevention and housing programs to meet the need.
- Strategy 3: Improve quality of life for unsheltered individuals and create healthy neighborhoods for all.

There is substantial alignment between the 2025 Community Plan and the City's existing homeless response framework and the City's developing homeless response strategy. Table 1 below provides a high-level summary of the City's initiatives and activities to address homelessness and shows how the policies, programs, and quality-of-life efforts in Mountain View align with the 2025 Community Plan.

Table 1: Summary of the City of Mountain View's Efforts for the Unstably Housed

Activity	Description	City Framework	Countywide Strategy
Policy	Continue to look at innovative policy development, such as the ongoing implementation of the City's innovative Safe Parking Program Ordinance and permit system, shelter, and land use provisions, including addressing homelessness as a priority goal in the City's 2020-25 Consolidated Plan.	Services	Strategy 1
Minimum Wages and Income	Continue addressing low-income wages through the Mountain View Minimum Wage Ordinance, exploration of a Universal Basic Income pilot, and reviewing wage disparity and wage theft concerns.	Services	Strategy 1

Activity	Description	City Framework	Countywide Strategy
Diversity and Affordability of Housing	Improving and expanding the continuum of housing options available to our residents, including permanent supportive housing, rapid rehousing, affordable housing units, and the Below-Market-Rate programs, etc.	Housing Opportunities	Strategy 2
Regional Collaboration	Partnering with agencies to prevent residents from losing their homes through rent assistance programs.	Housing Opportunities	Strategy 2
Equity Focus	Expanding inclusive strategies aimed at addressing diversity and equity, including the Council Ad Hoc Subcommittee on Race, Equity, and Inclusion and the Public Safety Advisory Board.	Outreach and Engagement	Strategy 2
Client Engagement	Incorporating lived experience of homeless more in City strategy development initiated by the Human Relations Commission's Safe Parking Subcommittee through the Subcommittee's initiative to collect and share the stories of the City's homeless residents.	Outreach and Engagement	Strategy 2
COVID-19 Response	Continue to address quality-of-life issues in particular at this time in the COVID-19 environment.	Services	Strategy 3
Housing and Sheltering Programs	Programs of emergency sheltering, safe parking, interim housing, and core housing programs.	Services	Strategy 3
Outreach Program	Convening and coordinating outreach programs across multiple City departments and in partnership with community-based organizations.	Outreach and Engagement	Strategy 3
Multi-Channel Communications	Ongoing commitment to multi-channel outreach and communications services.	Outreach and Engagement	Strategy 3

Activity	Description	City Framework	Countywide Strategy
Wrap-Around Services	Incorporating an increased emphasis on the local and County behavioral health and social worker services available to our residents in need. This includes anticipated participation in a recently approved pilot program for community-based response to mental health needs and the creation of a new Human Services Manager position in the City Manager's Office.	Services	Strategy 3

As noted, the City has several initiatives under way for each of the key strategies described above, including those related to local emergency response to the COVID-19 pandemic to help meet target outcomes of the 2025 Community Plan. Programs that are ongoing or newly established are eligible for being funded by the Destination: Home grant. The intent is for the funding to be flexible and multi-year to best support the City's existing homeless response framework and the City's developing homeless response strategy.

Staff has worked with Destination: Home to put together anticipated project outcomes that include the City continuing with existing programs and initiatives in the first year. Then, for Fiscal Year 2021-22, the Recommended Budget includes a proposal to fund the development of a new homeless response strategy and expenditure plan. This plan will include the specific targets and outcomes for each of the following fiscal years of the grant. In addition, the City will continue to work with the County Office of Supportive Housing to develop a local Measure A housing plan, which will include unit goals, pipeline projects, and local City contributions. Lastly, the City will continue its efforts to engage in ongoing regional discussions and educational opportunities with other jurisdictions, nonprofit partner agencies, and other interested parties to advance the goals of the 2025 Community Plan.

After the first year, annual payments will be disbursed upon the completion and implementation of the plans described in the anticipated project outcomes and submittal of annual progress tracking and reporting by the City to Destination: Home.

FISCAL IMPACT

The total grant amount of \$450,000 shall be equally distributed in increments of \$150,000. If approved, the grant amount received for each of the three years from Fiscal Year

2021-22 onward will be added to the General Housing Fund account and would supplement City funding for programs and initiatives related to the City's homeless response strategy and expenditure plan. Each year's grant amount would be appropriated in the applicable fiscal year when received. If approved, the budget appropriations for the first year of the grant amount received will be included in the recommended Fiscal Year 2021-22 budget for approval by the City Council on June 22, 2021.

ALTERNATIVES

1. Do not accept the grant.
2. Provide other direction to staff.

PUBLIC NOTICING

The meeting agenda and Council report have been posted on the City's website and announced on Channel 26 cable television, and notices were sent to the County of Santa Clara, Destination: Home, and Silicon Valley Community Foundation.

Prepared by:

Wayne Chen
Assistant Community Development
Director

Kimberly S. Thomas
Assistant to the City Manager

Harsha Ramchandani
Management Fellow

Approved by:

Aarti Shrivastava
Assistant City Manager/
Community Development Director

Audrey Seymour Ramberg
Assistant City Manager/
Chief Operating Officer

WC-KST-HR/6/CAM
821-06-08-21CR-1
201130



CITY COUNCIL STAFF REPORT

MEETING DATE: June 2, 2021

PREPARED BY: Edith Ramirez, Assistant City Manager
APPROVED BY: City Manager

ACCEPT GRANT FROM DESTINATION HOME TO IMPLEMENT COMMUNITY PLAN TO END HOMELESS, APPROVE HOMELESS SPECIALIST POSITION, AND RECLASSIFICATION OF HOUSING MANAGER

RECOMMENDATION(S)

1. Accept a grant of \$450,000 from Destination Home to develop and advance the local implementation of the Community Plan to End Homelessness;
2. Authorize the City Manager to execute and administer a grant agreement;
3. Approve of a Full-time position of the American Federation of State, County, and Municipal Employees (AFSCME) for a three-year Case Manager role, and the corresponding salary schedule; and;
4. Approve reclassification of the Housing Manager position to Housing Director and corresponding salary schedule.

COUNCIL PRIORITIES, GOALS & STRATEGIES

Ongoing Priorities

Supporting Our Youth
Seniors
and Entire Community
Advancing Regional Initiatives
Advocating for Local Control

2020-2021 Strategic Priorities

Affordable Housing and Homelessness

GUIDING DOCUMENTS

Morgan Hill 2035 General Plan

POLICY CONSIDERATIONS:

Should the City Council consider accepting a three-year capacity building grant of \$450,000 from Destination Home for the purposes of: 1) advancing the local implementation of the Community Plan to End Homelessness; 2) approving a Full-time Homeless Specialist (Case Management role) to serve our unhoused neighbors; and 3) reclass the Housing Manager position?

REPORT NARRATIVE:

Destination Home Grant

In December 2020, the City Council endorsed the Santa Clara County 2020 Community Plan to End Homelessness (Community Plan). Santa Clara County Community Plan to

End Homelessness 2020-2025 was developed collaboratively by representatives of community-based service organizations, local government, philanthropy, business, healthcare, and people with lived experience. For the next five years, this plan will guide the County, cities, nonprofits, and other community members as they make decisions about funding, programs, priorities, and needs.

To support the unhoused community in Morgan Hill, the housing team has been working towards securing a capacity building grant that would support a Full Time Homeless Specialist (Case Manager) to work directly with our unhoused community members, and advance the County Community Plan conceptual framework to a focused and tailored solution-oriented plan for Morgan Hill and South County. To advance the strategies in the Community Plan, it will require broad cross-sector alignment and collaboration, and social innovation achieved through key stakeholders working together to create a common agenda. At the request of the City, Destination Home awarded Morgan Hill a \$450,000 grant for capacity building for a period of 3 years (\$150,000 per year) to fund a position that will serve as a direct liaison to our unhoused residents, the community, and the County. Additionally, this grant will aid in developing and advancing the “local” implementation of the Community Plan that:

1. Addresses the root causes of homelessness through system and policy change;
2. Expands homelessness prevention and housing programs to meet the need;
3. Improves quality of life for unsheltered individuals and creates healthy neighborhoods for all.

The Destination Home Grant identifies the Grant requires the following:

- Develop and launch a local implementation plan for Morgan Hill with specific targets and outcomes for each of the three Community Plan strategy areas referenced in the Community Plan within the first year.
- Work with the County Office of Supportive Housing to develop a local Measure A housing plan with the intent of identifying opportunities for supportive and extremely low-income housing, and other affordability levels are also needed.
- Engage in ongoing regional discussions and educational opportunities with other jurisdictions, non-profit partner agencies, and other interested parties to advance the goals of the local Community Plan.
- Provide educational opportunities, housing community conversations, and discussion forums regarding housing people of various income and affordability levels, and ending homelessness in South County.

The City places a high priority on providing quality housing opportunities for an economically and socially diverse community. This priority is reflected as a strategy in the Housing Element and the City Council’s strategic priorities for the 2020-2021 Fiscal Year, supporting the regional affordable housing and homeless needs.

Housing Production and Preservation continue to be a pressing issue. In a time of tough COVID-related constraints, the work has increased and the number of families needing

support continues to rise. Helping communities pass equitable housing policy continues to be dynamic, mission-driven work that involves being a community partner to engage and be responsive to the local community and to the region.

The City of Morgan Hill's housing team is made up of two full-time positions, a Housing Manager and a Housing Coordinator. The City utilizes the services of HouseKeys to manage the BMR portfolio and provide other housing administration support services. The Destination Home Grant will provide capacity building for the lean housing division by providing funding for a temporary Homeless Case Manager and the opportunity to elevate the Housing Manager position to recognize the increased scope of work required by the grant.

Homeless Specialist (Case Management) Position

A Full Time temporary (three years) Homeless Specialist would work one-on-one with people experiencing homelessness, conduct assessments, housing search and stability, employment/self-sufficiency, identify services and resources countywide, advise the team on a coordinated response, evaluation, and assess local homeless efforts. This position will work closely with a multitude of stakeholders to leverage available resources and ensure a cohesive, solution-focused, local (South County) approach necessitating close coordination and case conferencing with County departments, governmental agencies, community, and faith-based organizations. This position will provide an opportunity to create a response that is inclusive of all City Departments and operate within a trauma-informed framework. Recruitment for this position could begin in August/September of 2021. The job description has been shared with the American Federation of State, County, and Municipal Employees (AFSCME) and will be described as a three-year term.

Housing Manager to Director Reclassification

It is recommended that the Housing Manager position be reclassified from Manager to Director to support the scope of work identified in the Destination Home Grant and to recognize the growing responsibilities of this leadership position that require a higher level of service and regional expertise to meet the needs of our community and customers. The Housing Division currently oversees various housing functions, including housing policy, affordable project development from the Inclusionary Housing Below Market Rate Program. The Division has also charged with supporting the unhoused community and work towards building capacity within the City to achieve its Housing goals. The Destination Home grant will aid in funding the cost differential (\$12,500) for three years.

Staff recommends the acceptance of the Destination Home Grant to support the local implementation of the Community Plan and create capacity within the City's housing team. The Destination Home Grant will provide the City the opportunity to intimately study, capitalize and improve on the ecosystem of services in Santa Clara County, specifically South County. This grant is envisioned to catapult a multidisciplinary team that will foster connections and weave together housing, mental health, policing, social and health services.

COMMUNITY ENGAGEMENT: Inform

ALTERNATIVE ACTIONS:

The Council could choose not to accept the \$450,000 three-year grant from Destination: Home, not to approve the three-year term AFCSME Homeless Specialist Position and the associated salary range, and not to approve the retitling of the Housing Manager reclassification to Housing Director and the associated salary range.

PRIOR CITY COUNCIL AND COMMISSION ACTIONS:

On December 2, 2020, the City Council adopted a resolution to support the Community Plan to End Homelessness in Santa Clara County.

FISCAL AND RESOURCE IMPACT:

The Homeless Specialist position will be funded by the Destination grant (\$6,168 to \$7,874 monthly) for a total of \$135,000. The Housing Services Director position (\$13,746 monthly to \$18,100 monthly) would be a difference of \$12,500 and funded by the Destination Home grant for three years.

Budget for FY 2021-2022

Housing Manager

Wages: 185,500

Benefits: 71,000

Total: 256,500

Director of Housing Services

Wages: 195,000

Benefits: 74,000

Total: 269,000

\$12,500 Difference

CEQA (California Environmental Quality Act):

This is not a project; it is an administrative activity that will not result in direct or indirect physical changes in the environment.

LINKS/ATTACHMENTS:

1. Community Plan 2020 v4
2. Destination Home SVCF GRANT 2021-233289 - City of Morgan Hill - GA - 05.17.21
(2)



Appendix H: Recommended Interim Housing Building Type, Program Model and Outcome Measurements

Building Type: Individual Prefabricated Modular Units or Congregate Trailers

Communities create interim housing by either utilizing or converting an existing facility or by developing and constructing a new facility, and as a result the capital costs for interim housing can vary dramatically. Milpitas has not identified any properties available for conversion, therefore any potential locations would require some level of development and construction.

Prefabricated modular unit construction is the current best practice and preferred building type of people experiencing homelessness, service providers, and surrounding local communities. It is also best practice to include in-unit bathrooms and showers. However, individual unit development and construction is the highest cost and may not be feasible for the City of Milpitas. Stakeholders expressed interest in and support for the development and construction of a new modular unit construction similar to recent projects in surrounding communities, however many questioned if the City would be able to raise the capital funds, political will, and other resources to undertake a project of that scale. Due to the high capital costs, they also questioned if it was the best use of limited municipal funds that might be applied toward addressing homelessness in other ways.

Therefore, in terms of building type, this report recommends the City of Milpitas consider two typologies that would be realistic according to land and resources available. These are individual modular units like those used in San Jose and congregate trailers like those used in the Hayward and Fremont Navigation Centers which required lower capital investment. The recommended program model below could be operated out of either building types and due to the size of the Milpitas unhoused population, the suggested bed/unit count is 45 beds, which would serve about 90 households per year.

Program Model: Bridge Housing/Emergency Interim Housing for Single Adults and Couples

To best serve this population, this report recommends a low-barrier interim housing program model that is a combination “bridge housing” and “emergency interim housing.”

Bridge Housing is designed to provide temporary accommodation to people who have rapid rehousing or permanent supportive housing vouchers while they locate units. Prioritizing vulnerable households that have a permanent housing exit resource benefits those households and the city. Households benefit because they have a safe place to stay connected to services while searching for permanent units, which can reduce the amount of time spent in housing search, ending their homelessness sooner. For the City, prioritizing this population reduces the amount of time each household spends in the program and frees up the beds for the next person more quickly. It also improves the proportion of households that exit to permanent housing rather than back to the streets.

Emergency Interim Housing utilizes a broader outreach and recruitment approach, allowing outreach teams to refer unsheltered people who are not currently prioritized for housing. Outreach teams have the flexibility to work in specific neighborhoods, geographic areas, and with encampments that have diverse unhoused populations to move them off the street and into shelter. Since EIH guests do not come with a housing resource, many EIH programs have longer length of stays and use flexible financial assistance to support clients in housing search and with move-in costs. Good examples of the use of flex funds to support housing outcomes are the Hayward and Fremont Navigation Centers.

As noted in the discussion of population data of who is homeless in Milpitas, the greatest area of need in Milpitas is single, disabled adults who are experiencing unsheltered homelessness. When interviewees were asked about who was homeless in Milpitas, the majority responded by identifying single, disabled adults. HMIS reports on the demographics and vulnerability of unhoused people affiliated with Milpitas verifies stakeholders' perceptions. Whether reports covered all currently active households in the system or recently screened households, all reports indicate similar demographics with only small variations in the proportions of one group versus the other. Adults without minor children constitute over 80% of all homeless households affiliated with Milpitas. Heads of household are 60% male, 40% female.

Funding from Santa Clara County, the state, or HUD generally requires projects to serve the most vulnerable, which is consistent with Milpitas' current unhoused population and the recommendation for single adults/couples. The Office of Supportive Housing data on Milpitas homeless households in the Community Queue indicate at least two thirds qualify for permanent supportive housing, meaning they are disabled and have already been homeless for a year or more. One third are 55 years of age and older. Less than 15% are between the ages of 18-24. These funding sources will also require the program to be low-barrier and housing first, meaning that they cannot have income, employment, or sobriety requirements to qualify for or stay in the program.

The optimal staffing model for an interim housing program does not vary significantly. The staff team should include 24/7 safety monitoring/security, a case management team with a preferable caseload of 16-20 clients per case manager, and on-site program management to oversee staff. Service partnerships and in-kind donations can be secured to support access to healthcare services, benefits, transportation, food, and employment.

Program Outcomes and Impact Measures

Opening an interim housing program in Milpitas has two primary purposes. The first is to improve the lives of the people who use the program, with the ultimate goal of ending their homelessness as quickly as possible. The second is to impact the state of homelessness in Milpitas. There are a number of measures that will help the City to assess the degree to which those purposes are being realized. They fall into three categories. 1) Demographics; 2) Meeting Standards of Service; and 3) Impact. The percentages proposed below for some measures match the Santa Clara County benchmarks or are comparable to measures in other regional CoCs.

Demographics

- How many households are served in a year
- Race, ethnicity, age, gender and sexual orientation of those served
- Proportion served who are literally homeless
- Proportion served who meet the standard of high need

Meeting the Standards of Care

- Less than 5% of eligible referrals are declined
- Maintain 90% occupancy
- 80% of those who enter program without documents needed for housing such as ID, income, homelessness and disability verification, will have them upon exit
- Exits to unknown destinations are 20% or less
- Time between program enrollment and move into housing is 120 days or less
- Equity Measure--Program demonstrates racially equitable service delivery and outcomes by showing:
 - that intakes are accepted in rates comparable across racial groups
 - The rates of obtaining housing and securing needed documents and benefits are comparable across racial groups
 - No racial group should be disproportionately terminated from assistance

- Participates in HMIS and meets the data quality and timeliness standards required by the SCC CoC
 - An error rate of no more than 5% for null/missing and unknown/don't know/refused responses for all UDEs and program specific data elements excluding Domestic Violence and Social Security Number
 - Data entered within three days of service event including entry and exit
- Customer Satisfaction Measure—Participants will indicate satisfaction with program services in multiple domains, such as helpfulness, respectful treatment, accessibility, etc. Data will be gathered using a tool(s) or method(s) developed or selected by a consumer lead work group

Impact On Households Served

- Fewer than 20% of participants exit to unsheltered homelessness
- 80% will exit to Permanent Housing (if a Bridge Housing Model); or
- 30% will exit to permanent if emergency interim housing
- 95% of those who enroll in the program without health insurance, have acquired it by program exit
- 40% of those who enroll in the program without non-cash benefits, for which they would be eligible, have acquired those benefits by program exit

Impact On Homelessness in Milpitas

- Reduction of the Point-In-Time number of unsheltered people
- Reduction in the number of Milpitas affiliated literally homeless people in the Community Queue
- Reduction in the length of time Milpitas affiliated unhoused people spend homeless