

DATE: December 31, 2008  
TO: Board of Supervisors  
FROM: Department of Human Services  
SUBJECT: Homelessness Resource Center

---

**Recommended Action:**

The Chief Administrative Office and Human Services Department are recommending that the Board of Supervisors:

- 1) Authorize the Director of the Human Services Department to sign the Community Development Block Grant Standard Agreement (08-STBG-4982) with the California Department of Housing and Community Development (HCD), in the amount of \$1,470,975.00 for a term commencing upon HCD approval through June 30, 2011 for a permanent year-round homelessness resource center.
- 2) Authorize staff to proceed with the development of the preferred alternative location and return to Board for approval of related contracts and environmental analysis.

**Background**

As described in the 2003-2008 General Plan Housing Element Measure HO-FF, the Department of Human Services is to "work with community and local organizations in providing community education on homelessness, gaining better understanding of the unmet need, and developing and maintaining emergency shelter programs, including funding for programs developed through interjurisdictional cooperation and working with local organizations to annually apply for the End Chronic Homelessness through Employment and Housing grants" with the expected outcome of developing a Continuum of Care strategy. The 2008 Housing Element adopted July 1, 2008 continues these goals under Measure HO-24 and policies HO-4.4, HO-4.5 and HO-4.6, directing the County to work with emergency shelter programs that provide services in centralized locations that are accessible to the majority of homeless persons and other persons in need of shelter in the County, to assist various non-profit organizations that provide emergency shelter and other aid to the homeless and other displaced persons, and to work with local organizations at the community level to develop a coordinated strategy to address homelessness and associated issues. Therefore, the Department of Human Services has been working with community and other local organizations to provide community education and share information on homelessness in order to gain a better understanding of the unmet needs of the homeless population in the County.

United Outreach of El Dorado County is a key non-profit stakeholder in the Continuum of Care plan.

United Outreach is a collaboration of eight faith-based groups, four service clubs, six local agencies and over 200 volunteers serving people in need in El Dorado County. In 2005 United Outreach established Grace Place, a cold weather emergency shelter to serve the unmet needs of the homeless population in El Dorado County. Grace Place operated in the gymnasium of the Camino Seventh Day Adventist Church and provided the only temporary emergency shelter in the County. However, following the close of the cold weather season on April 30, 2008, the Camino Seventh Day Adventist Church was no longer able to offer their gymnasium for sheltering purposes.

The pending closure of Grace Place earlier this year prompted the United Outreach Board of Directors to seek a permanent year-round shelter location. Establishing a shelter at a permanent location will enable shelter staff to help connect clients to needed services including Mental Health, Community Health, Human Services, job training and transitional housing.

United Outreach participated in a public meeting on July 16, 2007, held by Human Services, regarding potential grant opportunities and approached Human Services to request that El Dorado County apply on their behalf to the State Department of Housing and Community Development for a Community Development Block Grant General Allocation to assist in the establishment of the permanent shelter. The application was approved for submittal by the Board of Supervisors on April 1, 2008 and a grant of \$1,470,975 was awarded August 11, 2008. Subsequently, the Standard Agreement was sent to the County on December 8, 2008 for execution. County Counsel and Risk Management have reviewed and approved the Agreement for execution by the Director of Human Services.

### **Homelessness in El Dorado County**

The U.S. Department of Housing and Urban Development (HUD) requires Continuum of Care jurisdictions to conduct point-in-time homeless counts. The County applied to the State Department of Housing and Community Development for a Community Development Block Grant Planning and Technical Assistance Allocation of \$35,000 which was subsequently awarded in 2007 to hire a consultant to conduct the required homeless count and needs survey. A winter count was conducted in January 2008 followed by a summer count in June 2008. The results of the counts and survey document the extent of the needs, size and characteristics of the homeless population throughout El Dorado County:

- 451 (estimated) people experience homelessness or are without stable housing annually
- A majority have been homeless during the previous year
- 75% self-identify as having a disability or special need
- 67% are not receiving any type of government benefit
- 22% meet the HUD definition for chronic homelessness
- 74% are adults
- 11% are unaccompanied youth
- 15% are children in families
- El Dorado County's homeless population are not newcomers to the County

### **Homelessness Resource Program**

Homelessness may often be a symptom of an underlying financial, physical, chemical or emotional problem. An emergency shelter alone cannot meet the diverse needs of the homeless population. In order to successfully stabilize the homeless and begin transitioning them out of the cycle of homelessness and back into the mainstream population, a homeless sheltering program must also address these underlying factors.

Consequently, the CDBG Application and United Outreach envision a shelter which also provides case management services necessary to link clients to health care, dental, mental health and other counseling services in a secured, controlled environment. Staff will also work with the clients to set goals and track outcomes that will allow the homeless to work toward securing transitional housing opportunities and job placement.

United Outreach has developed policies and procedures for all areas of shelter operations including:

- Staffing requirements and administrative procedures
- Eligibility, referrals and capacity restrictions
- Homeless client intake and needs assessment process

United Outreach will insist on running an orderly, clean and sober facility. Each homeless guest will be screened for drug and alcohol use. Shelter staff will assess the needs of each person and work with him or her to develop a case plan to transition the individual from shelter services. Client contracts will address individual goals, establish a savings plan, require a cleaning deposit, require guests to attend necessary meetings and workshops during their stay, and establish parameters for the length of stay. In most cases, United Outreach will insist on a maximum 120 day stay at the shelter. Client intake agreements address peace and curfew rules, child supervision and school attendance requirements, appropriate use of the facility and causes for termination. Guests at the homelessness resource center are not permitted to roam outside of the facility at any time during their stay. They will be checked in and out only to get on the bus.

**This program is for homeless people who want to succeed at transitioning themselves out of homelessness. Insisting on success, United Outreach will run a “Tough Love” program. Those who choose not to participate in the program, fail to fulfill their case plans, or consistently violate other rules will not be allowed to utilize the shelter.**

United Outreach has developed two program scenarios based on the available budget and subsequent fundraising achievements:

<b>Program Requirement</b>	<b>Scenario A</b>	<b>Scenario B</b>
Staff	Staff of 5 (Shelter Director, Assistant Director, 3 Program Supervisors)	Staff of 4 (Shelter Director, 3 Program Supervisors)
Number of clients	≤ 35	≤ 15
120 day housing opportunity for people living in transition	✓	✓
Clean and sober program with intake agreement	✓	✓
Case management and advocacy	✓	✓
Supervised goal setting	✓	✓
Mandatory savings program	✓	✓
Health care and mental health services	✓	✓
Information and referrals	✓	✓
Adult education and GED preparation classes	✓	✓
Job development and preparation classes	✓	✓
Life skills workshops and support groups	✓	✓
Housing search assistance	✓	✓
Food services	✓	✓
Transportation assistance	✓	✓
Drug and alcohol education and Screening	✓	✓
Estimated client success rate	70%	70%
Annual revenue need in addition to grant funds (initial 2 years of operation prior to June 30, 2011)	\$96,728	\$17,431
Annual revenue need after grant expires (after June 30, 2011)	\$305,474	\$167,874

In order to sustain these levels of support and case management, United Outreach is partnering with numerous community organizations and agencies which will support or augment shelter services. In many cases, United Outreach has executed or will execute a Memorandum of Understanding or Operational Agreement with key organizations. Other organizations have formally expressed their support of the homelessness resource center project through letters of support. Depending on the

service, homeless guests will either be able to access these services on the shelter premises or on location with the supporting organization.

The following table demonstrates these agreements from key organizations:

<b>Organization/Agency</b>	<b>Service/Support</b>
The Center for Violence Free Relationships	Provide/accept referrals; provide batterers intervention program services; provide services to victims at shelter; cross-training
El Dorado County Office of Education	Disseminate United Outreach information to school districts and McKinney-Vento liaisons and include in annual training to teachers and support staff; provide annual two-hour training for UOEDC board members and volunteers regarding available services; provide contact information to homeless students. Adult education, GED classes, financial courses
M.O.R.E. Rehab	Services for developmentally disabled, including assessment to determine which services might be most immediately beneficial to client and connect individuals with the proper organization for services
Job One	Career focused services: resume building, interviewing, job application preparation; overview of business in community and career choice instruments. Meet with UOEDC to review case files and identify appropriate job seeker services one day per month
Launderland	Laundering service donation
Minuteman Press	Business card printing for United Outreach
Placerville Union School District	Placerville Union School District transportation to school; enrollment; school supplies; referrals
Boys and Girls Club of El Dorado County	Free Boys and Girls Club memberships to children 6-18 using Grace Place shelter or meeting homeless definition
Upper Room	Provide meals and companionship to all in need between 4:00 and 5:30 at the Upper Room dining hall
El Dorado Community Health Center	Provide in-clinic primary medical care for clients of UOEDC without regard for insurance coverage or ability to pay
El Dorado Transit	Make every effort to provide public transportation to UOEDC clients within guidelines and ability, and offer mobility training as needed
Emerging Hope/Hope House	Transitional housing program
AA/NA	Closed "Hospital and Institutions" Alcoholics Anonymous meetings
Food Bank of El Dorado County	Food distribution
El Dorado County Health Services Department, Public Health Division	Communicable disease services (immunization, screening and education); enrollment of children in Children's Health Initiative and education on obtaining medical care; tobacco prevention; child passenger safety seat education; drug and alcohol program assessments, education and linkages; public health nursing

El Dorado County Health Services Department, Mental Health Division	Mental Health Worker-outreach, assessment, case management and linkages with ongoing mental health services
El Dorado County Environmental Management Department	Letter states shelter is exempt from food facility fees
El Dorado County Department of Transportation	Possible TIM fee waiver
El Dorado County Human Services Department	Income development

Additional information about these agreements is attached to this agenda item. United Outreach continues to reach out to additional community organizations seeking partnerships to benefit and strengthen their homelessness resource program.

### **Homelessness Resource Center Location**

There is no “perfect” location for a homelessness resource center.

Since the Pollock Pines School location envisioned in the CDBG grant location has proved infeasible, United Outreach and county staff have endeavored to identify alternative locations. United Outreach has identified the following specific criteria for any homelessness resource center location:

- On or near public transportation
- Commercially zoned (except General Commercial)
- In the unincorporated area of the County (preferred based on grant parameters)
- At least one acre in size
- Flat or relatively so
- A minimum of 5,000 square feet in an existing building, or the ability to add on to a smaller building
- Americans With Disabilities Act compatibility
- Existing sewer connection or septic capacity
- Available for lease, or lease-to-buy within existing grant budget
- Below 3,000 foot elevation

In general, the primary criteria applied to the evaluation of alternative shelter locations are: 1) affordability, 2) availability and 3) capability. Affordability refers to the purchase or lease of land and facilities, as well as the subsequent operating costs of shelter and program services. Availability includes whether or not parcels are currently for sale, as well as the ease of entering a sale or lease agreement. Although particular parcels may potentially be both available and affordable, there may be other constraints on the property such as existing zoning or construction delays that would impede the opening of a shelter. Therefore, capability refers to whether or not the County and United Outreach can meet the conditions and deadlines of the CDBG allocation with respect to particular parcels.

Many sites have been considered by United Outreach and county staff. United Outreach utilized the services of a commercial realtor. County staff also worked to identify potential privately held properties as well as county-owned property. None of the sites satisfy all of the above listed criteria.

In no particular order they include:

<b>Property</b>	<b>Location and APN</b>
Coke Distribution Plant	Manor Drive, Placerville 001-052-05
Hangtown Motel	1676 Broadway, Placerville 049-170-07
Gates Recovery	1864 Broadway, Placerville 049-350-30
Mother Lode Orchard	Camino 100-060-02
Residential Property	Old Depot Road, Placerville 327-250-34
Pony Bob Drive	Pollock Pines N/A
Former Lumber Yard (currently Lutheran Church)	4570 Pony Express Trail, Cedar Grove 043-380-22
Westside Church	669 Bee Street, Placerville 001-111-26
Property on Wedge Hill Road	Placerville 327-260-27
County Owned	6940 Perks Court, Placerville 327-130-18
County Owned	Chili Bar Property 089-180-37
Land of Awes	3901 Missouri Flat Road, Placerville 327-130-28
Vacant Land	El Dorado Road N/A
Former Home Builders Outlet/Albertsen's Furniture	El Dorado Road, Placerville 327-070-27
Homeless Camp	Location TBD
Gold Country Inn	1332 Broadway, Placerville 004-131-40
Rescue Prayer and Retreat Center	3540 Mercy Way, Rescue 102-231-55

Due to the diversity of the properties listed above, meaningful comparison of these parcels has proved difficult. For example, some of the parcels are not currently for sale or the purchase price far exceeds the available budget. Other parcels may be purchased at an affordable price but would require a special use permit, extensive construction or renovation, additional approval from the City of Placerville and the State, or they provide no opportunity for growth or ownership. Still other

parcels are inaccessible through public transportation. Although some of these obstacles could potentially be overcome in the long term, the County runs the risk of losing the CDBG grant allocation due to short term expenditure deadlines contained in the Standard Agreement.

**After an exhaustive search and evaluation of potential parcels, should the Board of Supervisors accept the CDBG allocation, United Outreach intends to locate the homelessness resource center at 4570 Pony Express Trail in Cedar Grove.**

The main advantage of this property is that it is currently available for lease at a price that best fits the United Outreach budget using the CDBG grant funds. In addition, the property owner has indicated willingness to consider a lease-to-buy agreement. The parcel is 0.9 acres and includes a 3,200 square foot facility that could be easily used for sleeping, a common room, kitchen and medium sized meeting room. It is expected that the layout of the property will accommodate the additional modular buildings that have been committed to United Outreach. United Outreach has developed a facilities plan which will maximize the use of the property and integrate all buildings into a single facility. El Dorado Transit has agreed to locate a bus stop on the property immediately in front of the entrance. Finally, the parcel can be completely fenced off from adjacent parcels.

Major disadvantages of this parcel include its distance from the urban area, proximity to a residential area and the age and maintenance costs for the facility.

County staff agrees with United Outreach that this location is preferable given the short term confines of the CDBG allocation. County staff has approached the state about other locations that are preferable from a long term perspective, but significantly deviate from the County's original grant application and associated CDBG timelines.

County staff believes that the second-best alternative could be the county-owned lot at Perk's Court. This parcel would make a more suitable location for the homelessness resource center in the long term.

This parcel along with several others was purchased as right-of-way in conjunction with the Missouri Flat Interchange Project. The parcel at 6940 Perks Court contains two residential structures. It is believed that this parcel would easily accommodate the additional modular buildings donated to United Outreach for shelter use. In addition, if the County were to be able to commit the land to use for the homeless resource center, it is conceptually feasible to erect an entirely new building on this parcel. The parcel is currently being used as a staging area for the Missouri Flat project. Initial discussion with the Department of Transportation suggests that construction of a new shelter facility or renovation of the existing facilities could occur during Phase 1B of the Missouri Flat project. However, occupation of the shelter could not occur until the Missouri Flat project is completed. This would significantly delay the project and breach the deadlines of the CDBG allocation. A move in this direction would also create additional policy or legal questions about the reimbursement of TIM fees used to purchase this parcel.

In addition, the parcel is currently zoned residential. The current zoning would require a rezone or special use permit and consequent environmental analysis to allow use as a shelter or other future commercial uses. Again, such a delay would extend well beyond the current CDBG allocation parameters. Currently we have no indication from the State that it would be willing to consider this



or any other option that significantly deviates from the original CDBG application.

**Cost/Financial Summary**

Homeless Shelter Grant Budget

Facility Funds	845,160	
Facility Funds/Activity Delivery*	<u>74,000</u>	
Total Facility Funds		\$919,160
Operating Costs/Public Services	428,241	
Public Services/Activity Delivery*	<u>34,259</u>	
Total Op./Pubic Services Funds		462,500
General Administration*		<u>89,315</u>
<b>Total Grant:</b>		<b>\$1,470,975</b>

In-kind Staff from Housing Element Implementation	2,500	
In-kind Staff from Mental Health	<u>25,785</u> (through MHSA funds)	
Total Staff In-Kind per Res. #82-2008		\$28,285

The Resolution also includes fee waivers for rehabilitation and DOT totaling \$64,120.84.

\*The funds designated for Activity Delivery and General Administration are for program/project staff costs.

**Standard Agreement Highlights**

- The maximum amount of the Agreement is \$1,470,975
- The term of the Agreement is upon HCD Approval through June 30, 2011
- 90 day “Special Conditions” include:
  - Compliance with NEPA and CEQA requirements
  - Site control (fee title, leasehold interest, option to purchase or lease, or land sale contract) within 90 days
  - Submittal of project timeline to HCD for review and approval
- The property must be used to meet the low-income benefit as specified in the Application for a period of 5 years after expiration of the Agreement
- Expenditure of leveraged fund commitments
- Expenditure Milestones include
  - All Program and Project Activities, except set-aside activities:
    - 25% by 09/30/2009
    - 50% by 6/30/2010

- 75% by 12/31/2010
- 100% by 6/30/2011

### **Next Steps**

1. Decide whether or not to accept the CDBG General Allocation
2. Authorize Director of Human Services to execute the Standard Agreement with the State
3. Proceed with the development of the preferred location
  - Initiate environmental analysis
  - Execute contract with United Outreach
  - Return contracts and environmental analysis back to the Board of Supervisors as needed