



# Costa Mesa

Homeless Task Force

## **ASSESSMENT & IMPLEMENTATION STRATEGY**

# ACKNOWLEDGEMENTS

The Costa Mesa Homeless Task Force Assessment and Implementation Strategy was the product of a unique collaborative effort by those appointed by the Costa Mesa City Council to the Homeless Task Force. Their efforts were supported by various local governments, local and regional churches, community volunteers and local residents. The completion of the Homeless Task Force Assessment and Implementation Strategy has created a productive relationship between the groups involved and sets a foundation for new possibilities in addressing the complexity of homeless issues in our City. The Costa Mesa City Council wishes to thank the following contributors to this important project:

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# Costa Mesa Homeless Task Force

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## I. EXECUTIVE SUMMARY

Perceptions on the state of homeless issues in Costa Mesa have changed over the years. Recently, complaints made concerning these issues have tended to highlight the growing concentration of homeless individuals in the vicinity of Lions Park. This location has become an epicenter, both symbolically and logistically, for the ongoing debate of homeless issues.

The increasing urgency raised by this issue spurred the Planning Commission to hold a Joint Study Session with the Parks and Recreation Commission on November 8, 2010. Representatives from the City Manager's office updated the Commissions on the impacts of homeless issues within Lions Park as well as preliminary suggestions for future action. The report documented the problems encountered within the park, including consumption of alcohol and drugs, verbal and physical altercations and the intimidating presence perceived to be associated with homeless elements. It also included testimony from the Costa Mesa Historical Society, County Library staff working at the Donald Duggan Library, residents, City staff working in Lions Park facilities such as the Neighborhood Community Center (NCC), the Downtown Community Center (DTCC) and various departments of the City. All parties expressed a high level of frustration both for themselves and on behalf of their clients due to the significant impacts associated with the escalation in the number of homeless individuals congregating in the park.

On November 17, 2010, the Parks and Recreation Commission recommended that City Council create a task force made up of community stakeholders to study the impact of homelessness on the City of Costa Mesa. On December 13, 2010, the Planning Commission recommended the same. Based on these actions, City Council created the 17 member Task Force in January, 2011 (see Attachment A).

Seventeen members were selected by appointment and application and could be joined by up to two City Council member liaisons. The members were to include:

- 2 Members of the Planning Commission (Appointed by the Chair)
- 2 Members of the Parks and Recreation Commission (Appointed by the Chair)
- 2 Members of the Redevelopment and Residential Rehabilitation Commission (Appointed by the Chair)
- 1 Representative of Saddleback Church
- 1 Representative of the Lighthouse Church
- 1 Representative of Share Our Selves (SOS)
- 3 Representatives from local service providers (Appointed by City Staff)
- Up to 5 Community Representatives (1 selection by each City Council Member)

The Task Force was further subdivided into three subcommittees focusing on specific project areas. Those were the Services, General Community and Data subcommittees.

Responsibility for organizing the meetings was given to the Division of Housing and Community Development (HCD) in conjunction with other City staff including members of the Costa Mesa Police Department (CMPD) and the City Attorney's office. Meetings were facilitated by Larry Haynes, Executive Director of Mercy House Transitional Living Centers and a Costa Mesa resident. In this capacity, he was responsible for understanding the program of the agenda, providing insight, initiating conversation, and moderating comment.

The following mission statement was adopted:

**“Establish realistic strategies and make recommendations that address the needs of the Costa Mesa Community, Residents, Businesses and the Homeless”**

The Task Force meetings consisted of a gradual process of education and goal setting that focused on the nature of homelessness (on Federal, County and City levels), the analysis of CMPD response to the issue in recent years, available social service response, mental health issues, substance abuse issues, medical issues, potential and existing ordinances, best practices from other municipalities and enforcement strategies.

Concurrently, HCD staff organized an In-House Coordinating Committee. This was done to identify partners not involved directly with the Homeless Task Force for inclusion in discussion and strategy. These parties included other departments from the City of Costa Mesa, County-level departments and nonprofits, Probation, Parole, as well as City staff impacted on-site at the Lions Park area. This body met at the Donald Duggan Library on a monthly basis in order to keep apprised of the progress of the Task Force and to consult on recommendations, improved coordination or shared expertise.

As a supplement to the fact-finding presented in the Task Force and In-House meetings, various excursions were made to other cities and facilities. These trips focused on identifying municipalities and nonprofits that held experience with the issue of chronic homelessness and could offer insight to the nature of practices and policy.

CMPD, the City Attorney and HCD staff began working together alongside the faith-based and nonprofit communities in an attempt to seek solutions to day-to-day homeless issues. Involved parties worked cooperatively and addressed such issues such as food sharing, client referrals, citizen complaints, and alternative storage for goods owned by homeless residents.

A study by Vanguard University was commissioned by the HTF in an attempt to quantify both the number of chronic homeless sleeping in places deemed unfit for human habitation as well as the services needed. Unique in approach, the study focused on a blanket, point-in-time count of the entire city. The resulting Needs Assessment determined that there is at least a population of approximately 60 to 120 individuals sleeping on the streets of Costa Mesa on any given evening. Seventy-four percent of the chronic homeless are male. Thirty-one percent reported prior treatment for a mental health issue with sixty-three percent reporting alcohol abuse. Fifty-seven percent reported that they had friends or familiar attachments to Costa Mesa.

The combination of efforts led to the development of a strategic framework of priorities that used the information gathered and tailored it to Costa Mesa’s specific context. Efforts were taken to ensure that these recommendations developed in tandem with meetings and outreach to ensure input from the public.

A series of nine goals and action items were adopted which take into account the information gathered as well as the unique characteristics of the Costa Mesa community.

**Goal 1: Define who is a Costa Mesa Homeless Individual**

**Goal 2: Protect the health and safety of Costa Mesa Residents through enforcement of “civility” laws & provide of Alternate Storage Facilities**

- Goal 3: Institute proactive problem resolution with regard to high-crime/vice motels which cater to transient population and enforcement of local codes and ordinances at problem halfway/sober-living homes**
- Goal 4: Centralize homeless service coordination**
- Goal 5: Integrate law enforcement, mental health and legal strategy as a coordinated approach to homelessness**
- Goal 6: Research Permanent Supportive Housing and Possible Access Center for Costa Mesa Homeless Residents**
- Goal 7: Review Interim Housing Options**
- Goal 8: Develop appropriate metrics system to monitor reduction in homelessness**
- Goal 9: Promotion of Lions Park as a local venue for special events**

Significant accomplishments based on these new public/private partnerships which were formed during the term of the Costa Mesa Homeless Task Force include the following:

- Outreach is now conducted by Orange County Health Care Association (OCHCA), Mental Health Association (MHA), Veterans First and the Department of Veterans Affairs on an ongoing basis. OCHCA alone has contacted 60 homeless individuals and placed 10 in housing and provided linkages for 36 others to supportive services.
- The City Attorney's Office has conceptually developed a series of ordinances designed to address large food sharing programs in parks.
- Churches are creating outreach aimed at Recovery Homes
- Staff has developed a definition of "Costa Mesa Homeless Resident" and continues to create a measurement tool for assessing future homeless reduction
- Churches continue their suspension of two weekend food sharing programs.
- The City has developed a partnership with the Churches Consortium as an avenue to creating alternative forms of outreach and solutions (versus maintaining food sharing programs) and potential storage area for baggage/items owned by Costa Mesa Homeless Residents
- Staff has centralized coordination of homeless complaints and action items, including the organization of committee meetings and housing workshops for local residents and businesses
- Lt. Robert Sharpnack, Officer Julian Trevino and Officer Aaron Thomas have effectively operated as a daytime, de facto Homeless Enforcement Team. CMPD efforts

have resulted in 100 arrests and 100 citations made by CMPD in the Lions Park Vicinity (Include Time Frame)

- Continued a coordination effort by CMPD and City Attorney's Office in responding to problem cases, leading to a focused and targeted group of repeat offenders to be pursued for harsher sentences and stay-away orders
- CMPD has coordinated with local liquor stores to stem the sales of alcohol to homeless individuals; they are also leading coordination to stem the influx of individuals referred to Costa Mesa services by outside jurisdictions and entities
- Hired and assigned two Park Rangers to the Lions Park Vicinity
- Coordinated with HUD on the use of County of Orange Continuum of Care funds for supportive housing actions, including identification of potential hotel sites and a financing plan
- Staff and committee members have visited a number of cities and organizations in the investigation of homeless issues, including Laguna Beach, Pasadena, Buena Park, Village of Hope and Union Station Homeless Services

The overwhelming conclusion after a nine-month process is that ending homelessness is a regional responsibility which can only be accomplished by provision of housing, appropriate services and a multi-faceted approach to law enforcement. Additionally, there is not a "one-size-fits-all" approach recommended. Individuals served will require varying levels of service based on their unique circumstances. However, it is also important to balance the needs of the homeless with that of local residents and businesses. The Orange County Ten-Year Plan to End Homelessness has a regional focus. Costa Mesa plans to address this regional problem by providing services to local Costa Mesa homeless residents initially identified by the Vanguard Needs Assessment and other local data sources. If cities such as Costa Mesa have to expend local resources to provide homeless services including housing, mental health, proactive law enforcement and legal prosecution, some assurance is needed that the services for the local population will not be overwhelmed by persons from other jurisdictions.

## II. DEFINITIONS OF HOMELESSNESS AND AT-RISK INDIVIDUALS

The United States Code contains the official Federal definition of the term “homeless”. Title 42, Chapter 119, Subchapter 1, defines a homeless person as:

1. An individual who lacks a fixed, regular, and adequate nighttime residence
2. An individual who has a primary nighttime residence that is:
  - A. A supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill)
  - B. An institution that provides a temporary residence for individuals intended to be institutionalized
  - C. A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human being

The term “homeless” or “homeless individual” **does not** include any individual imprisoned or otherwise detained pursuant to an Act of the Congress or a State law.

The McKinney-Vento Act (sec. 725(2); 42 U.S.C. 11435(2)) defines a person “**at-risk of becoming homeless**” as an individual who faces imminent eviction (within a week) from a private dwelling or institution and who has no subsequent residence or resources to obtain housing. People are also at risk of homelessness when they experience a sudden drop in income, a rise in housing costs, and/or they do not have the skills necessary to manage their limited resources. According to the National Coalition for the Homeless, most persons at risk of homelessness are on a fixed income or are marginally employed and have few ties to family and friends.

The focus of this report is on chronic homeless population in Costa Mesa or those individuals living in a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings.



### III. HOMELESS ESTIMATES AND COSTS

In 2007, the National Law Center on Homelessness and Poverty estimated that nationwide, 3.5 million people are likely to experience homelessness in a given year (approximately 1.2 percent of the Nation's population). California's Ten-Year Chronic Homelessness Action Plan estimates there are 405,000 people that are homeless in California at any point in time, approximately 1.1 percent of the State's population. The main source for data regarding the number of homeless in Orange County is the **2009 Point-In-Time Homeless Count and Survey (PITS)**.

The County's 2009 PITS reports that 11.2 percent of the region's homeless identified Costa Mesa as the City in which they resided before becoming homeless. By applying this percentage to the total number of homeless identified by the PITS, it is estimated that there were 933 Costa Mesa homeless individuals at the time the County PITS was conducted. To estimate the number of Costa Mesa residents experiencing homelessness over the course of a year, the City used the County's formula and annualized PITS estimate. Based on this calculation it is estimated that 1,295 Costa Mesa residents may experience homelessness over a one-year period (approximately 1.2 percent of the City's population). This estimate is consistent with federal, state and regional estimates, (i.e., approximately one percent of the population experience homelessness.)

Specifically, an estimated one-in-ten homeless individuals are considered chronically homeless. HUD defines a chronically homeless person as an unaccompanied disabled individual who has been continuously homeless for over one year. It is also reported that many chronic homeless have disabling health and/or health problems. Forty percent have substance abuse problems, twenty-five percent have a disabling physical health problem and twenty percent have a serious mental health problem.

The Vanguard University Needs Assessment was the product of a two-phased research design. The first phase involved a blanket point-in-time enumeration of the entire city (rather than an extrapolation for a set of places). This focused on a conservative strategy of only enumerating visible individuals sleeping outdoors. While this may potentially undercount the homeless in the area (discounting those sleeping in vehicles, motels or other non-visible location) it did provide a baseline count of which there can be a high level of confidence. The two counts included in the report took place in October 2010 and May 2011. The second phase was an assessment that closely mirrors the questioning in other established models. This portion focuses on creating a "vulnerability index", showing a sampling of what kinds of risk factors the individual surveyed embodies. Tracking these factors, the report allows the findings to create a more nuanced idea of what homelessness entails in the City and what services may be needed for such a population.

Results show a range of homeless individuals numbering in between 60 and 120. Thirty-five interviews were conducted as part of the second phase of the study. A sample of these findings includes:

- 74 percent Male, 23 percent Female
- 77 percent White, 11.4 percent Hispanic
- 52 percent High School Graduate, 17 percent College Degree
- 82 percent Previously Jailed, 19 percent Probation or Parole
- 30 percent Mental Health Treatment
- 57 percent Multiple Instances of Homelessness
- 57 percent Have Friend/Family in the City
- 43 percent Daily Alcohol Use, 25 percent Injection Drug Use

## IV. COSTS OF HOMELESSNESS

Costs associated with the chronic homeless are higher than with other homeless segments due to numerous factors. These can include:

- Age
- Mental Health
- Chronic Disease
- Substance Abuse
- Recurrent/Persistent Homelessness

These may occur singularly or in conjunction with each other. This concept, known as **co-morbidity**, is defined as either the presence of one or more disorders or diseases in addition to a primary disease or disorder, or the effect of such additional disorders or diseases. Co-morbidity can complicate the provision of services and increase the urgency and cost of care for a given condition.

Co-morbidity can lead to a lifestyle less focused on managing and preventing medical need and more focused on acute need. This often leads to more instances of emergency care, which is relatively more expensive than prevention measures.

There are many studies that display the fiscal impact of homeless individuals that encumber these problems. One course of action which has been shown to reduce public cost of chronic homelessness is the provision of supportive housing. There have been a number of findings that indicate a significant difference in costs when changing this factor. One study that focuses on the reduction in services costs for mentally ill chronically homeless in New York City show a reduction from \$40,449 to \$16,282 on an annual basis<sup>1</sup> More recently, a study focused on Los Angeles showed a reduction in annualized costs from \$34,764 to \$7,260<sup>2</sup>. This represents a 60 percent to 80 percent drop in the costs of service costs with the provision of supportive housing.

### **Study of Costa Mesa Police Department Resource Allocation in the Lions Park Vicinity**

In March 2011, HCD Staff researched CMPD records in an effort to quantify the impact of homelessness on police services (Attachment C). This study focused on Lions Park, using an area of the vicinity and the CMPD-defined Patrol Area 1 as contrasting geographies. The Lions Park vicinity was defined as the area bounded by W. 19<sup>th</sup> to the north, Park Avenue on the east, W. 18<sup>th</sup> on the south and Anaheim Avenue on the west. Patrol Area 1 is defined as bounded by Joann and Victoria Streets to the north, Irvine Avenue to the east, 15<sup>th</sup> and 16<sup>th</sup> Streets to the south and the Santa Ana River to the west (costamesapd.org).

This study showed trends in reported calls for service which emphasized an increased proportion of CMPD time being spent addressing issues in and around Lions Park. The activities needed in the course of administration for enforcement action were estimated as:

- Booking - 20 Minutes

<sup>1</sup> *The Impact of Supportive Housing for Homeless People with Severe Mental Illness on the Utilization of the Public Health, Corrections and Emergency Shelter Systems: The New York-New York Initiative*; Dennis P. Culhane, Stephen Metraux and Trevor Hadley, University of Pennsylvania

<sup>2</sup> *Where We Sleep: Costs When Homeless and Housed in Los Angeles*; Daniel Flaming, Patrick Burns and Michael Matsunaga, Economic Roundtable

- Hospital - 1.5-3 Hours
- OC Jail - 1.5 Hours
- Report Writing - 15 Minutes

The increase in calls for service in the Lions Park area corresponded with a decrease in calls for service in the rest of Patrol Area 1, implying that there is a concentration in Lions Park. CMPD estimates that 76 percent to 96 percent of calls for service can reasonably be attributed to the chronically homeless.

The conclusion of the report is that there is a significant amount of CMPD resources being devoted to tackling the issues arising from chronic homelessness in the Lions Park vicinity, and this need has increased for the three years (2008-2010) represented in the study. This has led to the most recent figures on the Lions Park vicinity (FY 2010) of 83 percent of calls for service and 78 percent of the cost of those calls for service being related to homelessness, representing a total of \$22,451.38.

### **Recovery/Halfway Homes and Motels**

In the course of researching the nature of homelessness in Costa Mesa, Staff found that many individuals experiencing homelessness have spent time in recovery homes and motels.

Staff research shows there is a disproportionate amount of alcohol and drug programs in the City. This is illustrated by a list maintained by the State of California Department of Alcohol and Drug Programs (Updated 9/15/2011). According to this list, Costa Mesa currently contains 23.5 percent of the recovery home beds and 32 percent of the facilities in Orange County. Also, it has 380 beds for a ratio of 3.46 recovery beds per 1,000 residents, which are both highest in the County. The table below provides a comparison with other municipalities.

**TABLE 1 – Resident Capacity of Licensed Alcohol and Drug Programs by City as Reported by the State of California (9/15/2011)**

<b>CITY</b>	<b>RESIDENT CAPACITY</b>	<b>POPULATION, 2010 CENSUS</b>	<b>RESIDENT CAPACITY PER 1000 RESIDENTS</b>
<b>COSTA MESA</b>	<b>380</b>	<b>109,960</b>	<b>3.46</b>
NEWPORT BEACH	125	85,186	1.47
LAGUNA BEACH	28	22,723	1.23
SAN CLEMENTE	42	34,593	1.21
GARDEN GROVE	194	170,883	1.14
TUSTIN	83	75,540	1.10
SANTA ANA	284	324,528	0.88

In 2010, CMPD estimates activity at local motels included over 1800 calls-for-service, 250 reports and 260 arrests.

These are matters of concern to the Homeless Task Force because of an increased likelihood that individuals who fall into living patterns associated with these institutions will become a part of the chronic homeless population. Poor or uncertain discharge or transition planning leads to situations where individuals may be left without resources and without the ability to vacate city boundaries.

Also of concern is the possibility of chronic homelessness brought about through individuals on probation or parole. This also reflects the uncertainty in discharge planning from institutions, whether the individuals in question originate in Costa Mesa or not. As of today's date, per the LEADS database, there are 350 active parolees who list their home address as being in the City. Of these offenders, 15 registered as transients. There are currently 698 adults and 229 juveniles on formal probation who list their home address as Costa Mesa.

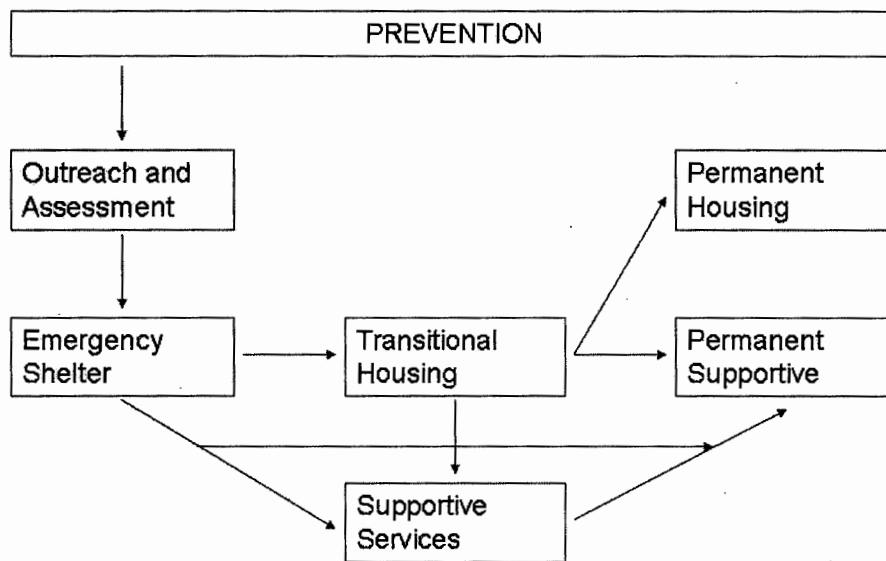
## V. THE CONTINUUM OF CARE

During the past decade, HUD has encouraged recipients of federal grant funds to develop a system of care known as a **Continuum of Care (CoC)**. The CoC should address the immediate needs of the region's homeless (and those at risk of becoming homeless) by providing housing and/or supportive services that can stabilize an immediate situation and ultimately lead program participants to self-sufficiency.

Critical to these efforts are the requirement of a tracking system to measure usage of services and report successes. Homeless Management Information System (HMIS) is the countywide reporting system aimed at creating a database of individuals served by the county's homeless service providers in order to reduce duplication of services and to obtain better understanding of the nature and extent of homelessness in the region.

There are basic components to a CoC system – each component should provide the homeless with an entry point into the CoC at any time.

**TABLE 2 – Continuum of Care Model**



Pursuant to passage of the McKinney-Vento Act of 1987, HUD undertakes an annual competitive grant award process to allocate significant funds to support services and housing for the homeless. HUD refers to these funds as Continuum of Care Homeless Assistance Grant funds. The City of Costa Mesa has not competed for Continuum of Care funds from HUD via the County of Orange since setting up an infrastructure of homeless services or housing has not been a City Council objective. Competing for these funds is an option for Costa Mesa in the future, but is contingent upon the Council adopting a comprehensive homeless strategy (such as that proposed by the HTF) before being seriously considered.

## VI. SERVICES AND HOUSING FOR THE HOMELESS

### EMERGENCY SHELTERS

Emergency shelters are geared toward providing immediate housing to persons without shelter. Stays in emergency shelters are typically limited to a short period of time (1 to 90 days). Based on the County of Orange's 2008 inventory of homeless shelters, there are no emergency shelter facilities in Costa Mesa. The emergency shelter needs of the City's residents are met by service providers in communities adjacent to the City (see Table 3).

**TABLE 3 – Neighboring Emergency Shelters**

SHELTER NAME	# OF BEDS	SERVICES	% CHRONIC HOMELESS BEDS
Human Options	40	Emergency shelter for victims of domestic violence (Women & Children)	0 percent
Salvation Army Hospitality House	54	Emergency shelter & Services single men & women	75 percent
Santa Ana Armory <sup>3</sup>	250	Cold weather emergency Shelter – only operates During winter (Dec-Mar)	90 percent

Source: County of Orange Housing and Community Services Department

### TRANSITIONAL HOUSING

Transitional housing is a component for assisting homeless individuals and families limited stays with the goal of becoming become self-sufficient. Stays usually range from six months to twenty-four months. According to the 2010-2014 Consolidated Plan, there are four transitional housing programs located in Costa Mesa.

**TABLE 4 – Costa Mesa Transitional Housing Facilities**

SHELTER NAME	# OF BEDS	SERVICES	% CHRONIC HOMELESS BEDS
Human Options Second Step	46	Transitional housing for Victims of domestic Violence (Women & Children)	0 percent
Illumination Foundation	120	Transitional housing for Single men & women and Families with children	15 percent
Orange Coast Interfaith Shelter	54	Transitional housing for Families with children	0 percent
Heritage House	32	Transitional housing for women and children	0 percent
<b>Total</b>	<b>252</b>		

Source: County of Orange Housing and Community Services Department

<sup>3</sup> Beds only available during winter months

As required by the Consolidated Plan, a housing gap analysis was conducted. The findings of this analysis show that there are only 252 transitional beds in the city, leaving a total unsheltered population of 1043.

**TABLE 5 – Costa Mesa Homeless Shelter Needs Analysis**

	EMERGENCY	TRANSITIONAL	UNSHELTERED	TOTAL
Homeless Individuals	0	18	747	765
Homeless Families w/Children <sup>4</sup>	0	94	118	212
Persons in Homeless Families	0	234	296	530
<b>Total</b>	<b>0</b>	<b>252</b>	<b>1,043</b>	<b>1,295</b>

Source: County of Orange Housing and Community Services Department

**PERMANENT SUPPORTIVE AND PERMANENT HOUSING**

One of the most important components of a Continuum of Care for the homeless is permanent supportive housing for persons with special needs. There are three Single Room Occupancy (SRO) projects in the City that provides low cost housing options for individuals leaving homeless shelter programs (see Table 6). However, it should be noted that these are specific affordable housing types that target particular populations and do not encompass the needs of the entire chronic homeless population in Costa Mesa.

**TABLE 6 – Permanent Supportive & Permanent Housing Facilities for the Homeless**

PROJECT NAME	# OF UNITS	TYPE OF HOUSING
Costa Mesa Village	96	Permanent affordable SRO housing
Park Place Village	60	Permanent affordable SRO housing
Newport Senior Village	91	Permanent affordable SRO housing for seniors

Source: City of Costa Mesa Housing and Community Development Division

As evident from the above tables, there is a shortage of all types of supportive housing for the regions homeless. However, it should be noted that there are a multitude of supportive services for the homeless in Costa Mesa and the County at large which are listed on the City’s Homeless Task Force website.

<sup>4</sup> This assumes 2.5 persons per homeless families with children.

## VII. HOMELESSNESS IN COSTA MESA

Homelessness in Costa Mesa is currently a fact of everyday life. It presents itself in the form of a population that has created a place for themselves because of a lack of alternative, the confines of allowable use and, in some cases, personal choice. The impetus that has motivated the actions of the Task Force is in large part created by anecdotal evidence of an increase in this population's numbers or activity. The following conditions have been noted:

1. Impacts communicated by County staff working at Donald Duggan Library and the Costa Mesa Historical Society:
  - Librarian has been forced to hire security guard for 25 hours per week which reduces the available resources for basic library services to the public. This cost of approximately \$16,000 per year funded evenly between the County and the Friends of the Library.
  - Librarian has ordered homeless to leave when they are unwashed and unsanitary and/or intoxicated and gives them flyer telling where they can get food and showers.
  - Restrooms are soiled due to bathing activities that create general unsanitary conditions. Due to on-going problems with the bathrooms, they are now locked.
  - Human waste and other dangerous material are discarded in foliage near buildings.
  - Upholstery has been ruined, requiring regular replacement and repair due to unsanitary conditions.
  - Chronic alcoholics and mentally ill homeless gravitate to the library which deters both volunteers and Costa Mesa residents from frequenting the downtown branch.
  - Homeless individuals have been camping in areas in Lions Park after operating hours.
  - The negative impacts of smoking, such as health concerns and associated litter/waste, are occurring more heavily near the entrances to civic/institutional buildings on-site.
2. Impacts communicated by Staff, contract instructors and guests of the Neighborhood Community Center (NCC), Downtown Recreation Center (DRC) and Lions Park:
  - Contractors working at the NCC complain that intoxicated homeless individuals create an atmosphere of intimidation that negatively impacts parents and children going to and leaving classes.
  - Aquatics, NCC and DRC staff constantly harassed as they go to and come from work.
  - Unattended luggage, bags or other personal items next to facilities.
  - Inappropriate atmosphere for children.
3. Impacts communicated by the Police and Fire Departments:
  - Incidents tracked by CMPD in Lions Park for calendar year 2009 were 129. Calendar year 2010 through September has seen an increase in number of incidents to 634.
  - Many of these incidents involve repeat offenders that are part of the chronic homeless population at the Park.
  - Enforcement is conducted and citations are issued (arrests if necessary) without lasting effect, showing no sign of discouraging violations of existing rules. CMPD reports that several chronic homeless have been issued numerous citations that go ignored.
  - The arrest of a chronically homeless individual may require medical clearance at a hospital before being checked into county jail, all of which can take a minimum of two hours and, often



times, more than six hours. This time away from other patrol duties is difficult to justify when faced with higher priority issues in the community.

## VIII. THE HOMELESS TASK FORCE PROCESS

The development of the Homeless Task Force Agenda was a process that focused on developing an understanding of the scope and impediments of the homeless issue within the Costa Mesa area. The Homeless Task Force Agendas are included as Attachment D. Several speakers and presentations were made to the Task Force focusing on a variety of issues including a review of “civility” ordinances such as prohibition on camping and regulation of food sharing in the park as well as homeless enforcement and outreach teams and supportive housing.

In conjunction with the regular monthly Homeless Task Force meeting, City Staff conducted monthly meetings meant to expand the conversation on developing solutions to include service providers, attorneys and outside jurisdictions. These In-House Meetings were done with the intention of better incorporating existing services and city department functions, soliciting opinions on current actions and operating in a fashion more cognizant of an expanded context. In-House Meeting participating entities include:

- California Department of Corrections and Rehabilitation
- City of Costa Mesa Code Enforcement
- City of Costa Mesa Housing and Community Development
- City of Costa Mesa Parks and Recreation
- Costa Mesa Police Department
- Orange County Health Care Agency (OCHCA)
- Orange County Mental Health Association (OCMHA)
- Orange County Probation Department
- Veterans First

These meetings occurred the third Thursday of each month. Additionally, several of the service providers listed above began visiting the park on a regular basis and conducting outreach and engagement amongst the area’s homeless. From March 2011 to September 2011 alone, the County of Orange reported that they had 182 engagements with 10 people placed in housing. These actions are recorded in the Homeless Task Force Executive Summaries and are provided as Attachment E. They include efforts and involvement of all HTF members as well as efforts put forth by the Costa Mesa Police Department, area churches and veterans service providers.

The Homeless Task Force established primary goals based on a study and evaluation of current policy pertaining to homeless, a consideration of different avenues in terms of what has been adopted by other municipalities as well as the consideration of ordinances that are more appropriate to the City’s current conditions and a development of strategy for short and long-term approaches to homelessness.

## IX. BEST PRACTICES

Several presentations were made to the HTF regarding best practices of other cities with regard to homeless prevention. The HTF was instrumental in evaluating the pros and cons of the cities approached and incorporated certain of these elements and approaches into the recommended overall strategy. The following section highlights notable presentations on the field of chronic homeless prevention and reduction.

### A. St. Petersburg, FL

St. Petersburg has been aggressively pursuing action regarding their homeless population for much of the last decade. They made national headlines in 2007 for an incident involving damaging tents belonging to homeless individuals. Since then, they have adopted ordinances aimed at stemming the activities of the homeless that have made them more visible to the surrounding community.

2010 Census	Costa Mesa	St. Petersburg
Total Pop	109,960	244,769
Total Housing Units	39,946	129,401
Owner Occupied	15,799	66,018
Owner Occupied, percent	39.6 %	60.7 %
Renter Occupied	24,147	42,797
Renter Occupied, percent	60.4 %	39.3 %

### Ordinances

Below are a selected group of ordinances, adopted between 2007 and 2008, whose intent was impacting homeless issues. This list is not comprehensive, but provides a sampling of efforts showing that an attempt is being made to reduce homeless visibility.

2009 ACS	Costa Mesa	St. Petersburg
Median Household Income	62,303	43,103
Per Capita Income	32,512	26,896
Persons Below Poverty	12.7 %	13.6 %

Panhandling	Establishment of Downtown “no panhandling” zone. Includes: sidewalk cafes, within 15 ft. of an ATM or bank entrance, bus stops, bus transfer facility, public transportation vehicles, private property (unless authorized), prohibition of “aggressive panhandling”, time limitation of the hours between sunrise and sunset.
Sleeping in the Right-of-Way	Besides making sleeping in the right-of-way unlawful, it requires that a homeless individual utilize existing shelter space (if available). It also makes provisions specifically stating that if sleeping in the right-of-way contiguous to residential property lines, no violation will be given if the individual moves when notified.
Temporary Shelter/Property in the Right-of-Way	Requires permitting or private consent for the placement/use/occupation of a tent, hut, lean-to, shack or other temporary shelter. Must comply with the cities zoning code.
Storage on Public Property	Items of personal property (unless specifically authorized by Municipal Code) will not be allowed to be stored on public property, including rights-of-way.

The early results of adopted policy led to the city being sued in mid-2009. They focused on development of an argument against the city which attempted to paint policy as overbroad and in violation of US Constitution. While the suits were dropped, they emphasized the importance of tying policy enforcement decisions together with alternatives that removed the possibility of violating constitutional rights (i.e., creating a policy against camping in public areas when there are no other available places for homeless

individuals to sleep). This is parallel to the logic of a “carrot and stick” approach adopted by the Homeless Task Force. This resulted in a change in approach to how St. Petersburg formed policy.

## **Principles**

The city adopted guiding principles on homelessness in order to convey the intentions of the city and provide publicly-stated guidelines. They are as follows:

- No St. Petersburg child should be on the street.
- Those St. Petersburg residents who are temporarily homeless due to unemployment/financial downturn should have access to temporary shelter so long as they work to transition back to self-sufficiency.
- Those St. Petersburg residents whose homelessness results from alcohol or drug addiction should have access to treatment and shelter, so long as they are willing to work to change their behavior and return to self-sufficiency. St. Petersburg residents whose homelessness results from mental illness should have access to treatment and shelter with an effort to make them as self sufficient as possible.
- While addressing the homeless status of St. Petersburg residents, our city should not become a community that attracts homeless individuals from outside the city.
- In St. Petersburg, homelessness shall not be an excuse for allowing public behavior harmful to our community.

In 2010, Mayor Bill Foster made the unprecedented step of publicly making comments committing to the pursuit of a shelter for homeless individuals. This was done as a way to provide a balance in policy allowing for the enforcement of the existing public camping ordinance that would prevent the homeless from sleeping in public areas. The plan was unveiled in November 2010 and was met with skepticism because of a lack of defined permanent funding source (costs were estimated at \$600,000 a year) and expressed intent to house potentially-homeless, recently-released convicts.

Currently, the City of St. Petersburg supplies funding for the Pinellas Safe Harbor Shelter, located approximately ten miles away in Clearwater, FL. This facility has a capacity for 250 individuals and receives further funding through federal funds and grants.

## **B. Laguna Beach**

### **Homeless Population**

The 2008 Laguna Beach Homeless Task Force estimated there are 45-55 individuals comprising the historical local homeless population. These individuals are primarily classified as chronically homeless. This distinction indicates that they are disabled, mentally ill or impacted by some other living condition that impairs them from improving their living situation.

### **The Alternative Sleeping Location**

Prior to the establishment of the Committee, the City was subject to a lawsuit filed in late 2008 by the ACLU of Southern California because of alleged violations of civil rights of the homeless in preventing them from sleeping on public property without providing adequate alternative sleeping arrangements. This led to the City's current strategy of providing an Alternative Sleeping Location (ASL) that would provide the alternative that would allow for the enforcement of already adopted legislation.

The Advisory Committee on Homeless was created in January 2009 by the Mayor and City Council of Laguna Beach. The Committee was created to address the problems related to homelessness in Laguna Beach including its impact on visitors and businesses in the downtown area. Visitors complained that their use and enjoyment of public parks and beaches was diminished. Business owners complained about adverse impacts on their establishments arising from the behavior and conduct of the chronically homeless. These problems led to a desire by the City to enforce an existing anti-camping ordinance, respond to the complaints of the community and reduce the number of homeless individuals sleeping on public property.

The Advisory Committee and Laguna Beach City Council recommended possible establishment of a location for homeless people to sleep in lieu of in the parks and on beaches as well as an enforcement of a variety of ordinances and utilization of a homeless police officer. The expectation was that by providing an alternative location for homeless persons to sleep at night, the City can enforce laws against lodging or camping on public properties

The ASL was opened on November 12, 2009. The City first set up the pilot program and ASL at the Act V parking lot (located at 1900 Laguna Canyon Road). It was built to accommodate up to 50 people and was capped at a maximum of 60 people.

The site is operated by the Friendship Shelter (a Laguna Beach-based homeless housing and service provider) at night under contract with the City. The Laguna Relief and Resource Coalition has a contract with the City to coordinate meals, showers, laundry service, transportation for special-needs clients, and to provide other volunteer assistance. The use of their Resource Center for Laundry and Showers required an expansion of hours which was facilitated by help from the City. Mercy House was contracted to provide consultation services.

A new site was eventually chosen at 20652 Laguna Canyon Road, between a dog park and the Pacific Marine Mammal Center. The placement of the site moved the ASL off of a revenue-generating public parking lot and onto a location along transportation routes (including a bus line and a free shuttle service linking to downtown).

2010 Census	Costa Mesa	Laguna Beach
Total Pop	109,960	22,723
Total Housing Units	39,946	10,821
Owner Occupied	15,799	6,496
Owner Occupied, percent	39.6 %	60.0 %
Renter Occupied	24,147	4,325
Renter Occupied, percent	60.4 %	40.0 %
2009 ACS		
Median Household Income	62,303	97,927
Per Capita Income	32,512	80,376
Persons Below Poverty	12.7 %	6.7 %

The intention of establishing a homeless shelter was meant to address a local problem, but not serve as a regional facility. This is due in part to the resources that would be utilized in addressing local homelessness. In order to address the possibility of publicity or word-of-mouth communication leading to an influx of regional homeless, the City Council took action to define criteria that would establish Laguna Beach residency. This criterion includes:

- Presence of an immediate family member
- Attended K-12 school in Laguna Beach
- Was on the lease or paid utilities necessary for legal use of property in residentially zoned property
- First-hand, recorded knowledge by the Laguna Beach Police Department of presence in the Laguna Beach homeless community for eighteen (18) months or more

This effort to determine local designation serves the purpose of limiting the amount of individuals served to those that have proven residence in the City. This keeps the scope of the problem within the parameters of the tax base utilized to pay for the effort. After determining if the participant is a Laguna Beach local, they are given a standard military surplus duffle bag with a lock for storing their belongings.

### **Legal**

The provision of an emergency shelter in the form the ASL has allowed for the enforcement of sections of ordinance and legal code.

These ordinances oversaw:

- Enforcement of Penal Code regarding illegal lodging on public parking
- Use of beaches and parks
- No storage, lingering in public restrooms, storage of personal property
- No destruction of bluffs due to traversing through, lying on or affixing objects within public bluff
- No fires
- Establish closing times for beaches and parks between Midnight 5AM
- Declaring a shelter crisis and authorizing emergency alternative sleeping facility
- No smoking at ASL

### **Operations**

Enforcement of these ordinances and others located in the municipal code require action on the part of Laguna Beach Police Department. However, the nature of enforcement in homeless populations may be variable because of the nature of repeated offenses and specific behaviors of the homeless community. Individuals are arrested, charged with a misdemeanor offense and then given to over-burdened judiciaries that may not prosecute to the extent needed to deter the reoccurrence of the infraction. The City of Laguna Beach has taken strides to alleviate this problem by consulting on repeat offenses with the City Attorney. The City Attorney can then afford more attention to repeat violators in a way that tracks previous penal action and increases the severity of punishment with future offences. This ensures that those who are guilty of repeated misdemeanors are dissuaded from continuing such behavior or are incentivized to understand the consequence for that behavior.

Corporal Jason Farris serves as the Community Outreach Officer for the City of Laguna Beach. He works closely with various social services agencies in an effort to place homeless individuals in short-term shelters and long-term housing. In addition, he works with agencies to provide for the basic needs to help end the cycle of homelessness with this unique group people.

With the creation of the program, the Police Department recognized the need to take a two-pronged approach to impacting the plight of the homelessness in the City. Besides utilizing the traditional law enforcement approach, the Police Department took the unique path of participating in social service efforts as well. The overall goals of the program include ending the cycle of homelessness and improving quality of life for residents and property owners. Community Outreach Officer works with Chamber of Commerce, the Exchange Club, Rotary and any other group that has concerns regarding law enforcement.

The overall goals of the program include ending the cycle for many of the homeless as well as improving the quality of life for the residents, property and business owners in the community. Community Outreach Officer is called upon by other officers in situations where a non-arrest solution may be the more appropriate response. These may include aid from outside sources, such as the use of the Crisis Assessment Team (CAT), operated under OCHCA Behavioral Health Services.

### C. Pasadena

The City of Pasadena is taking action to address concerns over the existence of homeless populations within city limits. Their coordinated effort focuses on multiple approaches intended to create avenues to address the roots of homelessness (such as mental health issues), while allowing for the enforcement of ordinances intended to reduce activities that have proven adverse to the community. The result has been a strong component of quantification (including counts and surveys) and avenues toward reducing costs for enforcement of ordinances that affect the homeless. The outcome has been the creation of a network of services (in line with the “Continuum of Care” called for by HUD support), the creation of award winning enforcement programs and the ability to enforce ordinances.

2010 Census	Costa Mesa	Pasadena
Total Pop	109,960	137,122
Total Housing Units	39,946	55,270
Owner Occupied	15,799	24,863
Owner Occupied, percent	39.6 %	45.0 %
Renter Occupied	24,147	30,407
Renter Occupied, percent	60.4 %	55.0 %

2009 ACS	Costa Mesa	Pasadena
Median Household Income	62,303	62,242
Per Capita Income	32,512	38,140
Persons Below Poverty	12.7 %	13.7 %

### Pasadena Housing and Homeless Network

During the spring of 1991, under the direction of the City of Pasadena Housing and Community Development, an ad hoc coalition of housing and homeless service providers began to coordinate homeless and housing service delivery efforts with the City in response to the HUD-required Comprehensive Housing Affordability Strategy (CHAS). Local housing and homeless service providers and staff from several City departments attended several workshops concerning the CHAS. Through the CHAS, a housing and homeless strategy was developed which included 12 priority statements and numerical goals of which several priorities were for homeless persons. The process worked so well that City staff and representatives of community agencies decided to form a coalition and meet on a regular basis. The coalition was formed and met for the first time in December of 1991. The coalition adopted the name Pasadena Housing and Homeless Network and set as its primary goal the implementation of the goals outlined in the CHAS as part of an overall strategy to address homelessness in Pasadena.

Beginning in 1995, the Network served as the principal planning entity for every Continuum of Care application submission to HUD and as the principal planning entity for both of the City’s Consolidated Plan submissions for 1995 – 2000 and 2000 – 2005.

During the past several years, the Network has grown into a diverse group of public and private agencies. Representatives are committed to implementing an effective city-wide Continuum of Care system. With the leadership of Housing Department staff, the Network has established the following guiding principles/values to carry out its goals and objectives:

- Be a collaborative effort of City staff, County staff, other public agency staff, private nonprofit organizations and other community organizations who are committed to preventing and ending homelessness in Pasadena
- Serve as the primary community-based organization dedicated to the implementation of the City’s continuum of care for homeless individuals and families
- Provide homeless persons with access to a broad range of supportive services and housing opportunities
- Promote individual self-sufficiency, positive self-esteem, dignity and personal growth that will help homeless people achieve and maintain stable sources of income, housing and social relationships



## **10-Year Strategy to End Homelessness**

Currently, Pasadena is taking part in a challenge issued through the Interagency Council on Homelessness that calls for the creation of a 10-year strategy to end homelessness. Pasadena developed this plan for the years 2005 to 2015 and has used it to focus on an over-arching strategy for providing for all types of homelessness, including temporary, transitional and chronic. This has led to the development of a rubric referred to as *Opening the Backdoor* that places individuals in a stage of homelessness classified in three groups:

- Families and individuals who are presently housed but are at-risk of being homeless
- Families and individuals who are living on the streets and in shelters
- Families and individuals who were homeless and obtained permanent affordable housing but remain at-risk

The focus in recognizing these situations is an emphasis in rapid re-housing of the homeless.

This 10-year strategy also has seen the implementation of a Homeless Management Information System (HMIS) which began in April of 2005. The system will enable local homeless service providers to collectively perform a number of activities that have never been done extensively within the City's continuum of care system. Such activities include:

- Decreasing duplicative intakes and assessments
- Streamlining referrals
- Coordinating case management
- Tracking client outcomes
- Preparing financial and programmatic reports for funders

The intended outcome for this Strategy is ending the cycle of chronic homelessness while supporting, expanding and strengthening homeless services and prevention efforts.

## **HOPE Team**

The Pasadena Police Department created the HOPE Team on January 8, 2002. The Police Department entered into a partnership with the Los Angeles County Department of Mental Health to better handle homeless issues and to provide cooperative, compassionate, mental health/law enforcement teams to assist those in need of accessing mental health and social services. The aim of this kind of coordinated effort is overcoming restrictive barriers to the effective confrontation of issues involving the chronically homeless.

As of the research for this report, there were three teams, each consisting of a Pasadena Police Officer and a Los Angeles County Department of Mental Health Clinician. Depending on the style in which the Police Officer would like to manage his/her engagements, they can be either uniformed or non-uniformed. The HOPE Officer training includes:

- 40-hour POST Crisis Intervention training
- 40-hour Crisis Negotiation training
- 8-hour POST class on Effective Enforcement Contacts with the Homeless or Mentally Ill
- Drug and Alcohol Recognition (DAR) class
- Monthly, quarterly and annual updated training

The funding for personnel comes from multiple sources. Two officer positions are funded through Federal grants. One Officer position is carried in the Police Department budget at a cost of \$113,423. Los Angeles County Department of Mental Health Services provides three licensed clinical social workers at no cost to Pasadena. The number of teams was recently reduced to two (2) teams due to budget concerns, but there has been discussion about replacing the third team once funding becomes available.

The primary purposes of the teams are:

- Defuse volatile situations
- Assess and place into custody individuals who may need mental health services
- Can be called in the field, at a Pasadena Police Department Station or the Pasadena City Jail
- Involuntary Hospitalization (5150)
- Respond to homeless and mental health related calls
- Homeless outreach
- Alternate care/referrals
- Liaison with other agencies/groups/mental health facilities
- Assist with individuals who may benefit from non-arrest outcomes
- Training on mental health

The HOPE Team has had success in achieving the goals set forth in its mission. Their first year of operation resulted in two teams responding to 848 calls and saving Pasadena Police Department 767 hours. By 2005, this increased with the addition of a third team to 1883 calls and 1238 saved hours.

As of 2005, The City of Pasadena has a homeless population of approximately 1,200 on any given day. Of this number, half are chronically homeless, 40 percent are women and 25 percent are under the age of 18. One hundred young adults (age 18 to 24) are homeless. This number also represents 100 families. 15 percent of the City's homeless population classifies as chronically homeless, defined as having a disabling condition that prevents them from finding work or performing daily tasks.

Pasadena is home to Union Station Homeless Services, which is the largest homeless service provider in the San Gabriel Valley, including case management, mental health counseling, family counseling, substance abuse counseling, benefits assistance, employment counseling and trauma-related counseling. They run Euclid Villa, a transitional housing complex that provides 14 apartments with supportive services from families transporting out of homelessness. Families pay 30 percent of their income for rent, while working toward a goal of secure permanent housing.

According to the City of Pasadena 2010 Homeless Count, there are 1,137 homeless in Pasadena at any one time. This is rising from a recent low of 825 in 2007 and represents a 13 percent increase from 2009. It was implied in the report that this was due to "social structural issues such as increases in rent, loss of job, and rising health care costs"<sup>5</sup>

## **Ordinances**

The City currently has number ordinances that pertain to homeless issues within the municipal code. These include:

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<sup>5</sup> *City of Pasadena 2011 Homeless Count Preliminary Report*, Urban Initiatives

<p><u>Overnight Parking</u></p>	<ul style="list-style-type: none"> <li>○ The Pasadena Municipal Code requires that all overnight, on-street parking requires a permit for the hours between 2a.m. and 6a.m.</li> <li>○ This is also enforceable under an ordinance that prohibits the use of a car for storage with the result being that the property be “removed or demolished” after a 72 hour period.</li> <li>○ Concerns over responsibility for seized property.</li> </ul>
<p><u>Shopping Carts</u></p>	<ul style="list-style-type: none"> <li>○ The Pasadena Municipal Code makes it a crime to remove/abandon shopping carts outside of the intended range of the facilities making the carts available. The result is a fine place on the establishment that is providing the carts. This gives motivation to replace or improve carts with ones utilizing magnetic locks that rigger when taken outside of a designated area.</li> </ul>
<p><u>Restrictions on Use of Public Space</u></p>	<ul style="list-style-type: none"> <li>○ Mostly covered under one ordinance, the use of public space is governed by a set of activities and behaviors that are not permissible within public parks. These include:</li> <li>○ “To swim, bathe, wade in or pollute the water of any fountain, stream or pool.”</li> <li>○ “To camp or lodge in any park or upon the grounds above-specified, except in places designated for such purposes;”</li> <li>○ “To drink any spirituous, vinous, malt or mixed liquors;”</li> <li>○ “To practice, carry on , conduct or solicit for any trade, occupation, business or profession without the written consent of the city manager, who shall give such consent upon a satisfactory showing that such conduct is justified in the interest of the public convenience or comfort;”</li> </ul>
<p><u>Anti-smoking in Public Space</u></p>	<ul style="list-style-type: none"> <li>○ Pasadena prohibits the uses of any type of smoking or usage of tobacco products while upon any “dedicated city park, playground or recreational center”.</li> </ul>
<p><u>Open Container</u></p>	<ul style="list-style-type: none"> <li>○ Pasadena prohibits any alcoholic beverages on most parks, with a limited exception made for a select group of public facilities, requiring application and approval by the city manager.</li> </ul>

## **X. STRATEGY**

In the course of proceedings, the Task Force has gone to great length to develop a pragmatic understanding of homelessness. To this end, and to the extent resources allowed, the basis for creating a strategic framework was placed on verifiable claims, either quantifiable or evidence-based. This primarily consisted of public input, case studies, statistical analysis, observation, existing frameworks and best practices.

This framework led the Task Force to an understanding that the possibility of legal challenge requires that the chosen approach should balance the infrastructure and service needs of Costa Mesa's homeless while also allowing for the reasonable enforcement of ordinances that protect and preserve residential neighborhoods and business districts.

Finally, the Homeless Task Force unanimously concluded that success in dealing with Costa Mesa's homeless population will depend on the City's ability to successfully limit its services to its own Costa Mesa homeless residents. Due to the proliferation of services and recovery homes serving the indigent population in Costa Mesa as well as Costa Mesa's inherent attractiveness as a destination, the Homeless Task Force felt it was critical to limit its proposed programs to Costa Mesa homeless so as not to overwhelm its services, facilities and the community as a whole.

The following are a series of goals, action items and recommendations identified by the Homeless Task Force. These items were reviewed by the Homeless Task Force and include their comments, which are included as Attachment F. A matrix estimating the costs of implementing the Homeless Task Force recommendations is also provided as Attachment G for review.

# XI. GOALS, ACTION ITEMS AND RECOMMENDATIONS

## Potential Homeless Task Force Action Items

### Short, Medium and Long Term Goals, Priorities and Recommendations

The Costa Mesa Homeless Task Force has identified short, medium and long term strategies to meet community needs. Successful implementation will depend on a variety of factors including resources available, City Council priorities and community input. Once City Council has prioritized programs and recommendations, Staff will begin putting together an implementation plan which will include a financing strategy as well as resources needed.

Many of the goals and recommendations listed below will take a considerable amount of time and resources to implement, should the City Council determine that these action items viable. For purposes of discussion:

- Short Term is defined as Completed-6 months
- Medium Term is defined as 12 months
- Long Term is defined as 12-24 months

A cost matrix is attached at the end of this section summarizing these goals.

#### **GOAL 1: Define who is a Costa Mesa Homeless Individual**

**Action Item: Define Costa Mesa Homeless Resident**  
**Time Frame: Short Term (Completed)**

As communities throughout the nation tackle the issues of chronic homelessness, the question of public resource allocation inevitably becomes one of the first steps to developing a realistic and effective strategy to address the issue. The current economic recession has added significant pressure on local governments to identify resources to meet the basic municipal needs of residents and businesses. This primary responsibility of local government must be balanced against the needs of local and regional homeless; therefore, an effective homeless strategy must first recognize it cannot solve all issues related to homelessness and that there are insufficient resources to address the needs of those at risk of becoming homeless and those already homeless.

In recognition of the limited availability of public resources, program priorities/preferences can be established with the goal of targeting resources to those most in need, but that also have a direct connection to the community. To this end, a definition of a Costa Mesa homeless individual is considered necessary. Based on direct input of members of the Homeless Task Force and the public, the following definition has been devised:

A Costa Mesa homeless resident is an individual who, for the 18 months immediately prior to the implementation date, has had strong ties to the community.

These ties include:

- Current residency of an **immediate family member** (for example, mother, father, sibling, grandparent, son or daughter)

- Proof that the individual and/or their dependent(s) attend or attended a Costa Mesa K-12 school
- Knowledge - either first hand or recorded - by the Costa Mesa Police Department and/or the Costa Mesa Code Enforcement Department that the individual has been living on Costa Mesa's streets prior to the implementation date
- Examples of acceptable documentation to confirm residency includes:
  - Copy of a previous lease
  - Confirmation of previous utility service
  - Written confirmation of residency from a previous landlord, or proof of residency in transitional housing.<sup>6</sup>
  - Confirmation of School records confirming previous residency
- Special Circumstances – exceptions to the definition include the following:
  - Homeless individuals that are “Medically Compromised”<sup>7</sup>
  - Elderly homeless (age 60 plus)
- Exclusions – the following individuals may be excluded from the definition:
  - Residents living in a motel or recovery home
  - Intentionally homeless - A person who has the means to occupy reasonable accommodations and refuses to do so, or a person who deliberately does or fails to do anything, which would allow them to occupy or continue to occupy such reasonable accommodations, shall be considered intentionally homeless

**HTF Recommendation: Adopt definition as presented including reducing exception age from 65 to 60; revisit definition after one year.**

**GOAL 2: To Protect the Health and Safety of Costa Mesa Residents through Enforcement of “Civility” Laws & Provision of Alternate Storage Facilities**

**Action Item:** Institute/Enforce Ordinances and Provide Storage for Costa Mesa Homeless Residents  
**Time Frame:** Short to Long Term  
**Resources:** Existing staff, church community

Reducing homelessness in the City of Costa Mesa will require coordinated effort and action in creating the processes and policies that will lead to its reduction and increases in the City's quality of life. These avenues include the establishment of ordinances that create the means by which the city can enforce desired outcomes, the personnel and standard operating procedure of law enforcement to manage infractions and the political buy-in from parties involved in the process to reach an acceptable outcome for the community. It is recommended that any action be taken with a mentality of having a “carrot-

<sup>6</sup> Please refer to Page 12 for a definition of “Transitional Housing”

<sup>7</sup> “Medically compromised” is defined as those persons no longer able to perform “Activities of Daily Living” (ADL). Most often the persons are diagnosed with co-morbidities that can include but are not limited to diabetes, coronary artery disease, hypertension, high blood pressure, cancer, liver disease, and mental illness. Added to this definition can be those persons who by virtue of their treatment or disease are susceptible to infections or serious complications.

“Activities of daily living” as used in elder law refer to the activities usually performed for oneself in the course of a normal day. Examples include bathing, dressing, grooming, eating, toileting and the like. People may need assistance with ADLs regardless of their living arrangements. Such assistance may usually be performed by a family member, a home health aide or attendant, or a nurse's aide in a nursing facility. Inability to perform a certain number of ADLs is a criterion used by many insurance companies to determine eligibility for benefits.

and-stick” approach, whereby any ordinance enacted or adopted have an appropriate alternate provision in the existing strategy that alleviates opposition by providing a certain measure of relief to those impacted.

### **2a. Parking (New)**

The issue of parking stems from the discovery of vehicles known to park for long periods of time, allowing the owner/occupant to use the space for lodging purposes as well as prevent the usage of space for those citizens using the park for recreation. A few of the options discussed for meeting this problem are:

- Red-curbing
- Meters
- Permit Parking
- Gated Parking
- Limited Nighttime Parking

**HTF Recommendation: No overnight parking in parks except by permit.**

### **2b. Camping (Existing)**

Anti-camping/lodging ordinances on their face are not necessarily unlawful, but in order to avoid violating the civil rights of the homeless, their ability to sleep at some location must be unabridged. This means that an approach of providing the ability to sleep somewhere within the city could create feasibility for the enforcement of an anti-camping/lodging ordinance problem.

**HTF Recommendation: Enforce anti-camping and lodging ordinances as part of a legal strategy connected to actions that link homeless to housing; ensure park is closed at night.**

### **2c. Storage Ordinance and Alternative Storage Site**

Implementation of an anti-storage ordinance has been explained as a problem of language. Legal counsel has shown that the term “storage” is unlikely to be defined effectively. It has been recommended that any language pertaining to the confiscation of personal property belonging to the homeless include language based on the phrase “unattended” which has a much more defensible connotation in regards to grounds upon which enforcement action may be taken. The finding so far is that confiscated goods must be held for 90 days.

In addition to enacting an effective storage ordinance, the City should consider providing an alternative storage site for the homeless population so that the costly citation and confiscation process can be viewed as a last resort. Church leaders are currently discussing different alternatives regarding provision of a storage site for Costa Mesa homeless. If this option fails, the City may want to consider alternate storage space.

**HTF Recommendation: Update and enforce existing personal property storage ordinances and if possible, partner with faith-based/non profit organizations to provide accessible & secure locations for homeless to store & retrieve personal property. Provide grace period (e.g., one month) before implementing.**

## **2d.Food Sharing**

The practice of feeding the homeless is an activity that has proven to be the subject of many lawsuits and creates the environment for further difficulty in tackling the root of the issue. Although it provides a meal, the activity of regular feeding homeless populations provides incentive for them to congregate in the area where these events take place. Legal counsel is reviewing food sharing ordinances in place in different cities which will eventually be presented to the Task Force.

**HTF Recommendation: Research ordinances limiting food sharing programs in City parks and other public locations with permits issued only for advocates who have been through outreach training.**

## **2e.Prohibition on Smoking**

Currently, the City's Municipal Code prohibits smoking in City-owned public facilities such as a building, structure or room within a building. This code section does not provide for a smoking ban for outdoor facilities. California Health and Safety Code Section 104495(6b) prohibits smoking within 25 feet of a playground or tot lot sandbox area.

The Youth Sports Council proposed a smoking ban ordinance for City-owned athletic facilities. The Parks and Recreation Commission recommended expanding the proposed smoking ban:

- Within all City-owned buildings, facilities and motor vehicles
- Within the fenced areas, including parking lots if not within the fenced areas, of City owned sports fields
- Within the fenced areas of the City owned Community Gardens
- Within fifty (50) feet of any City park. Parking lots are included in the park boundaries

**HTF Recommendation: Support the Parks and Recreation Commission's Smoking Ban Ordinance in parks, sports fields, parking lots, etc. [COMPLETED]**

## **2f. Ban on Sex Offenders in Parks**

The City Attorney is researching the feasibility of an ordinance that would exclude registered sex offenders from city parks and youth sports fields owned or operated by the city. The restriction potentially implicates some constitutional rights, such as the liberty interest of the Fourteenth Amendment of the US Constitution and interference with certain aspects of free speech rights. The City Attorney is preparing a legal analysis for the City Council so they can evaluate whether they want to adopt such a restriction.

**HTF Recommendation: Recommend to City Council that it adopt an ordinance banning registered sex offenders from City owned parks & recreation facilities. [IN PROCESS]**

**Goal 3: Institute proactive problem resolution with regard to High Crime/Vice Motels which Cater to Transient Population; Enforcement of local codes and ordinances at problem Halfway/Sober Living Homes**

**Action Item: Address problem motels & recovery homes throughout the City**



**Time Frame:** Short to Long Term  
**Resources:** Existing staff, nonprofits & church community

One of the root causes of crime and influx of homeless individuals is the proliferation of halfway houses and deteriorated motels in the City. These establishments attract not only homeless substance abusers but are also utilized/owned by people outside of the City and State as well as law enforcement in other jurisdictions.

Actions in this area should focus on better regulation of these establishments and removal/enforcement of nuisance properties.

### **3a: Review Halfway/Sober Living Homes Planning Parameters**

Staff plans to work with the City Attorney's office to better understand how these organizations are regulated. This will allow the City to evaluate how individual operations fit into the existing code and other regulations.

**HTF Recommendation: Recommend that staff explore changes to current building codes that could reduce or mitigate impact of half way/sober living homes on residential or business neighborhoods.**

### **3b: Partner with Parole and Probation**

Conversations with Probation and Parole agents have suggested that the City combine forces with County agents to ensure that the individuals living in halfway/sober living homes are not residing in conditions which would be in violation of their parole. Any future solutions will look at opportunities to combine City code enforcement staff with county law enforcement.

**HTF Recommendations: Recommend that City staff pursue a partnership with probation and parole personnel to proactively inspect recovery/halfway homes to ensure code compliance.**

### **3c: Coordinate Halfway/Sober Living Homes Church Outreach Ministry**

City staff has also asked the Church Consortium to develop a program to reach out to individuals living in halfway houses in Costa Mesa to help support their transition into permanent housing as opposed to living on the streets. The Church Consortium is currently working on this ministry.

**HTF Recommendation: Recommend support for Church Consortium halfway house/sober living homes outreach program.**

### **3d: Reactivate the Motel Task Force**

The Motel Task Force was created in 1997 to focus on the collective efforts of several departments to resolve problems at motels and was successful in fostering clean up of the worst properties and achieved significant improvement in property appearances and reduction in criminal activity. The Motel Task Force was renamed the Code Enforcement Task Force in 2002. It was restructured with a CMPD special enforcement detail, County of Orange Department of Health, Code Enforcement and other departments as needed. It was extremely successful in citing and inspecting problem motels and resulted in a drop in calls for service during its operation.

HCD and CMPD believe that a proactive effort is needed to address criminal and code enforcement issues associated with many of Costa Mesa's motels and that these motels directly contribute to the vagrancy issues plaguing the City. HCD, Development Services and CMPD are currently reviewing the structure for a future multi-departmental task force to address ongoing motel issues in the city.

**HTF Recommendation:** These areas will be incorporated into the proposed inter-departmental "quality of life" group.

#### **Goal 4: Centralize Homeless Services Coordination**

**Actions Item:** Continue to Centralize Homeless Services Coordination in City  
**Time Frame:** Ongoing  
**Resources:** Existing Staff (HCD/CEO "team" approach with other City departments, outside jurisdictions, non profit agencies and church/volunteer community)

Because homeless services affect so many governmental jurisdictions and outside entities, it is suggested that one department in the City be responsible for overall coordination of homeless services and complaints. This department will lead both an in-house and outside task force and be responsible for implementing a long term homeless strategy and taking all calls and complaints regarding the homeless, with a particular emphasis on coordinating homeless issues and responses with CMPD and the City Attorney's office. Tasks will include assessing a problem situation and working with City and County staff and outside entities to resolve these issues, community outreach, following up with residents/businesses originating complaints, evaluating new techniques for addressing problems due to vagrancy and implementing Homeless Task Force short term and long term strategies.

##### **4a: Centralize Homeless Services Coordination within City**

Homeless services and coordination are currently being managed by the CEO's Office & HCD in conjunction with CMPD, Recreation and other relevant City departments as needed. It is suggested that centralized coordination continue due to the plethora of both in-house and outside providers, interest groups, governmental jurisdictions and citizens partnering in this program.

**HTF Recommendation:** Continue centralized homeless services coordination through HCD. [IN PROCESS]

##### **4b: Create working group to Monitor HTF Implementation Plan**

The HTF has developed a very sophisticated and intricate implementation plan which will involve coordinating services as well as researching funding sources, developing programs, etc. It is suggested that a smaller HTF continue to operate to monitor this program and report back to the City Council.

**HTF Recommendation:** Continue a smaller HTF to monitor implementation of HTF priorities & action plan.

#### **Goal 5: Integrate law enforcement, mental health and legal strategy as a collaborative approach to homelessness**

**Actions Item:** Collaborative team approach to Costa Mesa homeless issues involving law enforcement, mental health/outreach resources and continual presence in court (legal strategy)  
**Time Frame:** Short to Medium Term  
**Resources:** CMPD, outreach professionals, City Attorney's office

Beyond the inclusion of ordinances in the effort to meet this problem, the enforcement of code and policy requires that a new approach must be created in order to leverage the available resources in the most suitable way. This effort will include a more "homeless-specific enforcement" policy/legal strategy for a more "homeless-specific" solution. The best practices have shown that because the motivations of homeless individuals differ from the motivation of average citizens, enforcement response needs to be tailored to the situation at hand. The City needs to consider adopting a collaborative approach to law enforcement which involves arresting chronic offenders and criminals while working alongside the City Attorney, Police Department and mental health outreach workers to help move the homeless off the streets.

The following items fall under this category:

#### **5a: Create Homeless Enforcement Team**

It is suggested that the City explore the implementation of a "Homeless Outreach Officer" who has overall responsibility for homeless enforcement throughout the City. Even though Lions Park is currently the hub of activity, this officer would work closely with both the police department, the City CEO's office and mental health providers to adopt a collaborative approach to law enforcement. As with other cities which have had levels of success with this issue, this officer would be trained in "homeless specific" solutions to law enforcement and be trained in defusing potentially volatile situations and assist patrol officers in assessing a person's need for mental health services as an alternative to incarceration. Hopefully they would be the first responders to any homeless or mental health related call for service which would free up patrol officers and avoid unnecessary incarcerations. This allows the team to build rapport to work towards long term solutions with the transient population. However, it is important to note that public safety is CMPD's first responsibility and arrest is not ruled out when warranted.

**HTF Recommendation:** City should explore the deployment of a "Homeless Outreach Officer". (CMPD staff is actually in process of re-organizing which will include concentrated enforcement focus in this area)

#### **5b: Hire Park Rangers**

Two park rangers will be posted on-site at Lions Park. Staff feels that the future Lions Park ranger position must fall under a more specific homeless enforcement strategy under the supervision of a Homeless Enforcement Team as described below.

**HTF Recommendation:** Hire four park rangers posted on-site at various Costa Mesa parks including Lions Park, Wilson and Canyon. (To date, two park rangers have been stationed at Lions Park and two are deployed to patrol the remaining parks.)

#### **5c: Coordinate Mental Health/Street Outreach**

Local service providers visit libraries and parks on a weekly basis. CMPD calls them for assistance when needed. However, removing people off the street oftentimes takes multiple

encounters in order to build trust and enlist cooperation of business owners and residents which detract from time a police officer can spend focusing on more urgent crime fighting activities. As part of the homeless policing team, the City may want to look at formalizing this relationship by funding part-time street outreach team to assist the Homeless Policing Team.

The CMPD can call on these professionals to assist them in the field. However, it is suggested that a more formal approach be adopted with possible additional mental health resources so that the Police department is freed up to do law enforcement. This street outreach team could assist Police in moving homeless individuals off the street and thus lessen the constant patrol checks during a police officer's shift.

**HTF Recommendation: Recommend staff explore contract opportunities with qualified providers to coordinate mental health and street outreach services for Costa Mesa Homeless Residents.**

**5d: Formalize Legal Assistance to Prosecute Chronic Homeless Violators**

The City needs to develop a multi-faceted legal strategy which will involve having a stronger presence in court when these transients appear before a judge. The City Attorney's office needs to prosecute municipal code violations for repeat offenders and be in communication with the DA's office regarding specific cases of interest prosecuted for state code violations. This approach could result in the ability to remove people from the public areas who commit repeated offenses and who refuse assistance through aggressive prosecution. Additionally, it provides the City with the opportunity to work closely with the DA to track Homeless Court referrals.

**HTF Recommendation: The HTF recommends continued support for this current legal strategy.**

**5e: Provide Emergency Motel Vouchers for CMPD**

The CMPD should have a supply of vouchers for emergency situations in which people, in particular families with children, are found sleeping in the street.

**HTF Recommendation: Staff should identify resources to provide CMPD with motel vouchers for emergency situations & help develop criteria for the use of vouchers.**

**Goal 6: Research Permanent Supportive Housing and Possible Access Center for Costa Mesa Homeless Residents**

**Action Item: Continue to research potential strategies for financing permanent supportive housing accessed only by Costa Mesa homeless residents**

**Time Frame: Short to Long Term**

**Resources: Existing staff & other private & public funding sources**

One of the common themes which have surfaced during five months of meetings is the lack of supportive housing for the homeless population and daytime facilities where they may congregate.

Some members of the Homeless Task Force have suggested exploring the concept of an access center and purchase of existing motel for use as transitional/supportive housing. These facilities would only be accessed by Costa Mesa homeless residents based on a definition conceived by the Homeless Task

Force. The City will be challenged in locating a site for this facility, taking into account concern over mitigating impacts to surrounding neighborhoods.

**HTF Recommendation: Have staff explore the possibility of financing strategies for the development of supportive housing/access center utilizing existing HOME, RDA & other funding sources such as HUD continuum of care grant financing, and outside faith-based and nonprofit partners (in conjunction with adopted definition of a “Costa Mesa Homeless Resident”)**

**Goal 7: Review Interim Housing Options**

**Action Item: Explore opportunities for short term housing**  
**Time Frame: Medium to Long Term**  
**Resources: Public/Private funds, church resources**

Orange County’s armories are only opened and operated as emergency homeless shelters in the winter months (November-March). The only other emergency shelter close to Costa Mesa is the Salvation Army shelter located in Santa Ana. Options may be needed for interim housing until such time as permanent housing is constructed. One such option is motel vouchers for Costa Mesa Homeless residents until such time as permanent housing is constructed.

**7a: Explore Short Term Motel Voucher Program for Costa Mesa Homeless Residents**

**7b: Explore utilizing Shelter Plus Care Vouchers to target Costa Mesa Homeless Residents**

**7c: Work with County to explore ways to keep the Cold Weather Shelter Program (located at the Fullerton and Santa Ana Armories) open longer**

**HTF Recommendation: Explore implementation of a motel voucher program for Costa Mesa homeless. Work with County to explore ways to keep armories open longer.**

**Goal 8: Develop a Metrics System to Monitor Reductions in Homelessness**

**Action Item: Develop Analytical Tool to Measure Homeless Reduction**  
**Time Frame: Medium Term**  
**Resources: Existing Staff/Consultants**

In order to successfully measure any reduction in homelessness due to the above-mentioned recommendations, the City needs to develop an appropriate metrics system to measure success. Although many nonprofits use the HUD-generated online Homeless Management Information System to record the activities and services which serve homeless clients, there is oftentimes no tracking of these clients on a long-term basis and therefore no way to really measure whether or not there is a true reduction in homelessness. Additionally, many service providers in the community (such as churches and other faith-based organizations) do not use HMIS to track those that they serve. The City hopes to develop a tracking system to measure the success of its homeless reduction programs so it can be assured that the appropriate actions are being taken to reduce homelessness.

**HTF Recommendation: Develop Analytical tool to measure homeless reduction resulting from implementation of the City’s homeless strategy.**

**Goal 9: Promote Lions Park as a Local Venue for Special Events and Change in Facilities to more Creative Usage**

**Action Item:** Look at alternative programming and recreational facilities to create opportunities to transform Lions Park into an inviting neighborhood recreational facility  
**Time Frame:** Medium to Long Term  
**Resources:** Existing Staff

Lions Park is located in the center of downtown Costa Mesa. Besides being located near a major transportation node and neighborhood shopping center, it is part of a large community center complex bounded on two sides by residential neighborhoods. The community centers are utilized by both adults and children taking advantage of the wide array of classes and services offered. Additionally, it contains both passive and active recreational facilities and has the potential of being transformed into a more vital recreational center. Part of this revitalization will be the removal of underused facilities including the shelter and surrounding hardscape to be replaced by a more active and engaging use.

With the new emphasis on special event promotion, it is suggested that the City explore utilization of this park for more dynamic event programming. There is already a built-in audience comprised of residents utilizing services at the community centers and County library. This combined with more proactive law enforcement and effective programming could help draw even more people to this park and transform it to an exciting recreational venue.

**9a: Remove Shelter and Integrate of Recreational Facilities**

**9b: Promote Special Event Programming in Lions Park**

**HTF Recommendation:** Remove picnic shelter and integrate new recreational equipment/facilities; identify special event programming opportunities for Lions Park.

Goals	Programs	Description	Time Frame	General Fund	RDA	Other Public Fund	Existing Staff	Private/ Foundation Donations
Goal #1: Define who is a Costa Mesa Homeless Individual	Homeless Task Force adopts definition	N/A	Completed					

Goal #2: Protect the Health and Safety of Costa Mesa Residents through Enforcement of "Civility" Laws & Provision of Alternate Storage Facilities	Institute/Enforce Ordinances	A series of ordinances will focus on Parking, Camping Storage, Food Sharing, Smoking, and Sex Offenders	Short to Long	x		\$200/hour at 20 hours per ordinance		
	Provision of storage for abandoned items	Removal of property from park so that storage ordinance can be enforced; Should reduce CMPD time spent confiscating property	Short to Long					Churches Consortium launching storage initiative at local church

Goal #3: Institute proactive problem resolution with regard to high-crime/vice motels which cater to transient population and enforcement of local codes and ordinances at problem halfway/sober-living homes	Review Halfway/Sober-Living Homes Planning Parameters	Identify and clarify planning regulations on Halfway/Sober Living Homes	Short to Long				x	
	Partner with Parole and Probation	Coordinate with County Probation and Parole in order to ensure that parolees are in compliance with terms	Medium to Long				x	
	Coordinate Halfway/Sober-Living Homes Church Outreach Ministry	Leverage existing relationships and develop new to support transition into permanent housing	Medium				x	x
	Reactivate the Motel Task Force	Reconstitute this Task Force to continue to perpetuate the previous gains made in the enforcement of regulation	Medium to Long				x	



Goals	Programs	Description	Time Frame	General Fund	RDA	Other Public Fund	Existing Staff	Private/ Foundation Donations
Goal #4: Centralize homeless service coordination	Centralize Homeless Services coordination within City	Currently managed by City Manger's office with CMPD and other department participation; Should continue to organize various interests	Completed (Ongoing)				x	
	Create working group to monitor HTF Implementation Plan	A smaller functioning group to oversee and monitor implementation of recommendations of HTF; Continue monitoring and report to CC	Short				x	
Goal #5: Integrate law enforcement, mental health and legal strategy as a coordinated approach to homelessness	Create Homeless Enforcement Team	Officer/Unit specifically tasked with defusion and meeting the specific needs of homeless issues	Short to Medium				x	
	Hire Park Rangers	Placing a homeless-specific presence in Lions Park	Completed				x	
	Coordinate Mental Health/Street Outreach	PT Outreach Workers to assist staff and CMPD in addressing homeless issues	Short			\$25,000 to \$50,000 per year		
	Formalize legal assistance to prosecute chronic homeless violators	Select violations will be targeted by City Attorney's Office as a part of monitoring repeat offense	Short				x	
	Provide Emergency Motel Vouchers for CMPD	Emergency Shelter Option	Short to Medium	x		Up to \$22,000		x



Goals	Programs	Description	Time Frame	General Fund	RDA	Other Public Fund	Existing Staff	Private/ Foundation Donations
Goal #6: Create permanent supportive housing and possible access center	Develop a financing strategy	Based on existing HOME and RDA funds; May include County CoC funds	Short				x	
	Develop supportive housing and access center		Long		x	\$2 M w/ Super NOFA and other funding sources	x	x
Goal #7: Review Interim Housing Options	Explore short-term Motel Voucher Program	Provide shelter through the negotiation of terms and provision of motel beds within the city	Medium	x		Super NOFA and other Funding Sources	x	
	Explore keeping the Fullerton or Anaheim Armory open longer	Subsidize the budget of the existing emergency shelters in the county to provide bedspace while other alternatives are pursued	Medium			\$9,000 per day to fund	x	
	Explore utilizing Shelter + Care vouchers to target Costa Mesa Homeless	Alternate source of funds to pay for motel vouchers	Long			Super NOFA and other Funding Sources	x	
Goal #8: Develop appropriate metrics system to monitor reduction in homelessness	Develop analytical tool to measure homeless reduction	Develop effective tool for year-over-year quantification of impacts of proposed policies	Medium				x	
	Remove existing shelter and integrate recreational facilities	This focuses on improving the existing area near the shelter in a way that better promotes active use	Medium		TBD		x	
Goal #9: Promotion of Lions Park as a local venue for special events	Promote special events programming	Utilize the existing infrastructure as a site with multiple community buildings in order to change perception and use	Long	Depends on activities agreed upon	TBD		x	

### **XIII. ATTACHMENTS**

<b><u>ATTACHMENT A:</u></b> Costa Mesa City Council Staff Report Creating the Homeless Task Force	<b>42</b>
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**ATTACHMENT A:**

Costa Mesa City Council Staff Report Creating  
the Homeless Task Force

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MEETING DATE: JANUARY 18, 2011

ITEM NUMBER:

**SUBJECT: CREATION OF A TASK FORCE TO STUDY HOMELESSNESS**

**DATE: JANUARY 6, 2011**

**FROM: CITY MANAGER'S DEPARTMENT**

**PRESENTATION BY: THOMAS R. HATCH, ASSISTANT CITY MANAGER**

**FOR FURTHER INFORMATION CONTACT: MURIEL ULLMAN, NEIGHBORHOOD  
IMPROVEMENT MANAGER - 714-754-5167**

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## RECOMMENDATION

That the City Council:

1. Create a Homeless Task Force made up of community stakeholders to study the impact of homelessness on the City of Costa Mesa based on the recommended composition:
  - 2 members of the Planning Commission (appointed by the Chair)
  - 2 members of the Parks and Recreation Commission (appointed by the Chair)
  - 2 members of the Redevelopment and Residential Rehabilitation (3R) Committee (appointed by the Chair)
  - 1 representative each from both Saddleback and the Light House Churches
  - 1 representative of Share Our Selves (SOS)
  - 3 representatives from local service providers (appointed by City Staff)
  - Up to 5 community representatives-one selected by each City Council Member
  - 1 or 2 City Council liaison (s)
2. Authorize City Staff to solicit applications for 5 City Council appointed representatives to the Homeless Task Force based on the attached Committee Task Force Application.
3. Encourage members of the public to attend and participate in Task Force meetings. Subject matter experts will be invited to participate in support of the work of the Task Force as needed.

## BACKGROUND

Over the years, the numbers of chronic homeless and the number of complaints has fluctuated; however, as of late, there have been an increased number of complaints and concerns which are in need of immediate solutions.

Based on these concerns, the Planning Commission held a Joint Study Session with the Parks and Recreation Commission on November 8, 2010 to discuss this issue. Representatives from the City Manager's office updated the Commissions on the impacts and homeless issues within Lions Park as well as some suggestions for future action. The report documented the problems encountered within the park itself including consumption of alcohol and drugs, oral and physical altercations and the intimidating presence of some intoxicated homeless individuals. It also included data obtained through interviews with the Costa Mesa Historical Society, County Library staff working at the Donald Duggan Library, residents, City staff working in Lions Park

facilities such as the Downtown Community Center and impacts communicated by all departments in the City. All parties expressed a high level of frustration both for themselves and on behalf of their customers due to the significant impacts from the escalation in the number of homeless individuals congregating in the park.

Based on the above, on November 17, 2010, the Parks and Recreation Commission recommended that City Council create a task force made up of community stakeholders to study the impact of homelessness on the City of Costa Mesa and authorize the Chair of the Commission to appoint two Commissioners to serve on this task force. On December 13<sup>th</sup>, the Planning Commission also recommended the same and requested that the City Council authorize the Chair of the Planning Commission to appoint two Commissioners to serve on the task force. Additionally, the Planning Commission asked the City Council for immediate action on the following:

- Issue a moratorium on the picnic shelter reservations in Lions Park until such time as a safe solution is determined;
- Recognition that current conditions in Lions Park are unsafe which require both long-term and immediate actions;
- Notify residents that unsafe conditions exist in Lions Park, Downtown Pool and library.

Administrative Services staff has referred these three items to the City Attorney's Office for further review. However, they are continuing to issue picnic shelter reservations only on a month to month basis until such time as the City Council and City Attorney issue further direction. The City Council could direct the City Attorney's Office to further review these three recommendations and develop legal opinions for formal consideration.

As a first step, staff will make Lions Park a top priority and schedule weekly meetings to take action on issues at the park. Staff is also reviewing other legal options associated with park usage such as investigation of civil injunctions against chronic violators. A confidential legal memo will be forwarded to the City Council under separate cover.

## **ANALYSIS**

### Progress to Date:

Since the attached staff report was prepared, City staff has been moving forward to address the impact of homelessness in Costa Mesa. Current actions include:

- Meeting with local churches and social service providers serving the homeless and enlisting their volunteers to help move homeless out of the park and into housing
- Conducting an assessment to evaluate the number of Costa Mesa residents who are homeless
- Meeting with Police and Fire Department personnel to improve coordination with District Attorney's office in prosecution of consistent park violators
- Working with the City Attorney's Office to examine other possible laws and/or regulations to address the secondary effects of homelessness on neighborhoods and surrounding communities
- Re-evaluation of our park permit/picnic shelter reservation regulations
- Calculating the budgetary impact of continued police and fire enforcement actions related to homelessness in Area 1 (Lions Park Vicinity)
- Meeting with law enforcement personnel in other cities to assess best practices and first responder responsibilities
- Meeting with County of Orange to discuss regional alternatives which the City of Costa Mesa could be a party to with respect to impact of homelessness in the City

### Long Term Actions:

While law enforcement continually addresses criminal behavior in the community and City staff continue to work with both churches and social service providers on an ongoing basis, the effectiveness of their actions are diminished without long term remedies. Based on the research staff has gathered, as well as interviews with many of those impacted by homelessness in the community, solutions to homelessness are as varied as the individual. The final recommendation in the attached staff report is the development of a data-driven, collaborative strategy to achieve solutions for Costa Mesa that appropriately limit our scope of the larger responsibility of chronic homelessness, yet focus on Costa Mesa's own homeless population.

The proposed Task Force scope of work is as follows:

- Evaluation of current actions
- Legal review of park policies, procedures and ordinances as well as the identification and review of new ordinances designed to address long term municipal code offenders in the park, as well as enforcement of current state and local laws to deal with problem individuals
- Review best practices of other cities with the goal of developing data driven solutions
- Examine the characteristics of the homeless population to develop appropriate short term and long strategies to deal with homeless Costa Mesa residents

The Task Force would be estimated to complete its work and make recommendations to the City Council in 6 to 9 months.

### Selection of Task Force Members:

The recommended composition of the Task Force is based on staff's ongoing experience with community stakeholders who are involved with the homeless population on an ongoing basis in Costa Mesa. This involves not only political officials but also residents, businesses, churches, and social service providers. Larry Haynes, Executive Director of Mercy House, has agreed to act as a Task Force Facilitator on a voluntary basis. He too has guided staff in task force composition. Both staff and Mr. Haynes recommend that the size of the Task Force be limited in order to provide efficient recommendations and solutions.

Based on the above, the recommended Task Force composition is as follows:

- 2 members of the Planning Commission (appointed by the Chair)
- 2 members of the Parks and Recreation Commission (appointed by the Chair)
- 2 members of the Redevelopment and Residential Rehabilitation (3R) Committee (appointed by the Chair)
- 1 representative each from both Saddleback and the Light House Churches
- 1 representative of Share Our Selves (SOS)
- 3 representatives from local service providers (appointed by City Staff)
- Up to 5 community representatives-one selected by each City Council Member
- 1 or 2 City Council liaison (s)

Staff from various Departments will assist the proposed Task Force in conducting research, data gathering and other tasks requested by the group.

Should City Council agree to the formation of a Homeless Task Force, it is recommended that staff solicit applications for the Task Force from the general public for the City Council appointed positions.

#### **ALTERNATIVES CONSIDERED**

The City Council can choose not to create a Homeless Task Force and continue to address impacts of homelessness on a case by case basis.

#### **FISCAL IMPACT**

There should be no fiscal impact to the general fund other than the Staff and City Attorney's Office time associated with research, analysis and coordination.

#### **LEGAL IMPACT**

Staff will be working closely with the City Attorney's Office to examine the legal aspects of any prospective homeless solutions.

#### **CONCLUSIONS**

Based on the ongoing as well as recent impacts of homelessness in Costa Mesa, it is clear that more collaboration, communication and specific solutions are needed. Therefore staff is recommending that the City Council create a Homeless Task Force to study the impact of homelessness on the community and development implementable solutions.

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Thomas R. Hatch  
Assistant City Manager

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Muriel Ullman  
Neighborhood Improvement Manager

Attachment A – Agenda-Related Written Communication presented at the 11/8/10 Joint Parks and Recreation and Planning Commission meeting regarding Downtown Community Facilities: Current Issues

Attachment B – Committee Formation Application



**ATTACHMENT B:**

Vanguard University Needs Assessment

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# **Needs Assessment with Enumeration: Homeless in Costa Mesa**

June 27, 2011

iRIP: for Research, Innovation, & Practice

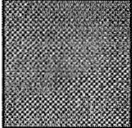
Edward J. Clarke, Ph.D.



# Costa Mesa Homeless Enumeration and Needs Assessment

Purpose: 1) to enumerate the “street” homeless in Costa Mesa, California and to identify the distribution of street homeless by gender and age; 2) to describe the population of street homeless in terms of personal vulnerabilities and needed services.

**ABSTRACT:** This study is composed of two unique research projects described as Phase I and Phase II. The Costa Mesa Homeless study was conducted to examine the progress made toward the larger agenda to end homelessness as a social problem in Orange County, and to inform efforts to house homeless people. Phase I was designed as a comprehensive enumeration of homeless people within Costa Mesa city limits. Phase II assessed the range and type of needs presented within the homeless population residing in Costa Mesa. Costa Mesa was chosen for this study for several reasons including an ever growing community concern over what is perceived to be an encroaching and growing problem, the support and willingness to act on the part of the city leaders, the participation of Mercy House, Inc., and the desire of Sociology and Anthropology faculty from Vanguard University to engage and address concerns of the local community. The limited geographic area of Costa Mesa (roughly 16 square miles) and the number of Vanguard University student volunteers that enlisted in the project allowed a research design for Phase I that canvassed all areas of the city within a one-hour timeframe (replicating the 2009 Costa Mesa Homeless Enumeration). Special care was taken to avoid double counts, to estimate age groups within the population, and to examine the composition of the families identified as homeless. Sixty persons were observed outside of care; there were no families observed by the research team during the count. The gender distribution is disproportionately male; 11 of the 60 homeless persons identified were female (18%) and gender was not determined in two cases. Of the 47 males whose age could be determined, 45% (22) were estimated to be “old”, 51% (25) were judged to be in their middle years; age could not be determined for two males. Eight of the eleven females were reported as middle-aged and three (27%) were reported as old. Two hundred-six persons were in care at one of the agencies within Costa Mesa. This may suggest a need for additional development of homeless services for men, or improved interagency referrals and delivery systems designed for these men. The personal conditions, services needed, and residential belonging



were examined in Phase II. A total of 41 homeless individuals were interviewed: 35 of the interviews were complete and usable for analysis. Analyses took into account factors such as education level, employment status, institutionalization, and veteran status. The analysis utilized at-risk indicators for continued homelessness and/or for physical decline as well as to examine the range of services needed or most useful. The findings suggest that the majority (57%) of those interviewed had experienced homelessness more than once in their life. Of those with multiple homeless episodes, 25% reported being homeless more than three times. The findings reveal a homeless population that is fragile with many physical and mental health problems as well as relatively low potential for employment.

## **INTRODUCTION TO HOMELESS ENUMERATION AND ASSESSMENT REPORT**

This report is based on data that was collected within the city of Costa Mesa. The research that generated these data reflect 2 unique projects: Phase I describes the comprehensive survey of Costa Mesa and the enumeration processes, criteria, and findings; Phase II constitutes the assessment of various “needs” (including vulnerability) within the homeless population and an assessment of “residential belonging.”

### **PHASE I: HOMELESS ENUMERATION**

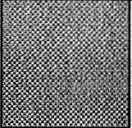
The survey design for Phase I was initially utilized in September, 2009 and was replicated in the fall of 2010 and again in May, 2011. Specific (but not exclusive) to this report is the “second wave”—data collected during the October 2010 Costa Mesa survey and homeless enumeration.

**Purpose:** to establish the most accurate count (estimate) of the number, gender, and age of homeless individuals, within Costa Mesa.

### **METHODOLOGY:**

The second wave of data collection followed the methods from the previous 2009 count. The design utilized for the enumeration of homeless in Costa Mesa departed from traditionally used strategies—i.e. sampling predefined zones within the larger specified area, for example, identifying and counting the homeless in “hot spots” and extrapolating estimates based on known mobility patterns. Traditional methods produce estimates widely accepted as bases for public policies, the distribution of funding and other resources, and for program development; these methods are also vigorously criticized and questioned. To avoid the “construction” of an estimate all areas of the city were observed in the shortest amount of time possible.

To prepare for the initial count, the city of Costa Mesa was divided into 25 unique areas using “Google Maps” via the internet. Maps including each of the areas were printed out and the exact area was identified by marking the boundaries with a blue pen. Each area of the city was then traversed by students or the principle investigator (bicycles were used in areas not accessible to vehicles) to determine the amount of time required, to identify areas that might require special attention and/or care, and to insure that no barriers existed that might limit access to or within each of the areas. Each of the maps were marked by research personnel to identify likely areas for homeless persons to gather such as open spaces or homeless friendly locations, the homeless persons present, and the amount of time taken to cover the area. The 25 areas were judged to be too small; some could be covered in 20 to 30 minutes. Revising the city areas resulted in 16 sectors each requiring approximately one hour for comprehensive observations. All subsequent enumerations have utilized these same 16 sectors.



All volunteers were required to attend a 50 minute training session (materials available) to insure a similar base of knowledge concerning the Costa Mesa Homeless count. Training sessions were conducted at three time points during the week of the enumeration. Volunteers included students attending Vanguard University. Sociology and Anthropology students enrolled in “Social Theory” and “Research Design and Methods” made up the core of the student enumerators. In addition, both men and women student athletes from the soccer teams made significant contributions of their time and resources. The research team met student volunteers in the courtyard of the Scott building on the campus of Vanguard University. After a review session of the training materials and instructions for using the Tally Sheet, volunteers were assigned to teams and given maps. Teams were asked to review their assigned area, to be at their map location and ready to begin the count at 5:30 p.m., and to return by 6:30 p.m.

Teams were asked to make record of individuals and families, cars, vans/campers, buildings with people present and encampments with or without people. In addition, teams estimated the age of individuals, and were instructed to identify the number of minors and pre-k children in families. As the teams returned from their counting areas, maps were collected by research personnel and reviewed with the enumerating team to insure clarity in interpreting the markings on the maps.

#### **FINDINGS:**

The volunteers involved in the Costa Mesa (C.M.) count helped to insure the findings reported here are reliable. Fifty-one volunteers participated in the count: Twenty-seven volunteers were Sociology majors at Vanguard University (V.U.); students of the Principle Investigator and registered in either “Sociological Theory” (14 students) or “Sociology Research Methods” (13 students). The remaining volunteers were V.U. student athletes from the men’s and women’s soccer teams.

The research teams were asked to identify and record the number of cars, vans, campers, encampments, and buildings *containing* people. It should be noted that only persons actually seen by team members in any of the possible contexts are included in this report. There is a high probability that other people were present or typically stay in these locations, but no estimates were attempted. The results presented here should be considered conservative.

Each of the sectors of the city share boundaries with one or more of the other sectors. This fact produces some possibility of two or more teams identifying the same person, and confounding the data. The maps sharing borders were examined to determine if the marks on maps identifying individuals were duplicated across maps to prevent “double counts.” Duplicates were identified in one case including a single individual. The initial result of 61 persons outside of care was reduced by one (the number of duplicated cases) for a final total of 60 people.

## Homeless Outside of Care

The ages of individuals outside of care were estimated by team members and recorded in one of three categories, Old, Middle, or Young. The distribution of persons across age groups is represented in the adjacent chart. Estimates of age may be useful in establishing the range of services appropriate for this population. The reports reflect a constricted distribution by age for both males and females. This may suggest an aging of the out-of-care homeless population; individuals outside of care were most likely to be middle-aged and older. In fact, no young people or minors were observed by enumerators on the afternoon of the count.

### Males Outside of Care

The homeless identified as males (N49 of 60), constitute 81% of all persons outside of care. Age could not be determined in two cases (4%); the remaining 47 males were distributed across two age groups (Middle and Old) with slightly more reported in the middle years (N 25, 51%) than old (N 22, 45%). No young persons were observed during the evening enumeration but are no doubt present in the homeless population (the morning replicated count did identify 5 young males). The young while a small proportion (5 of 33 males observed the following morning), undoubtedly require special attention based on the circumstances that led to their homelessness. For example, unique programs or services may be required for youth that age out of foster care, those recently released from “official” care (incarceration, etc.), and those that are preserving themselves by running from more disturbing realities. Those who have been judged to be “old” are particularly likely to require a more extensive range of services, many of which are costly such as medical care.

### Females Outside of Care

Women constitute nineteen percent of the observed population of street homeless in Costa Mesa. Age estimates of the homeless women reveal a very different pattern from that of men. Older women made up twenty seven percent of women. Middle-aged women, the only other age group observed, dominated at seventy three percent of all homeless women (8

Figure 1: Distribution by Gender

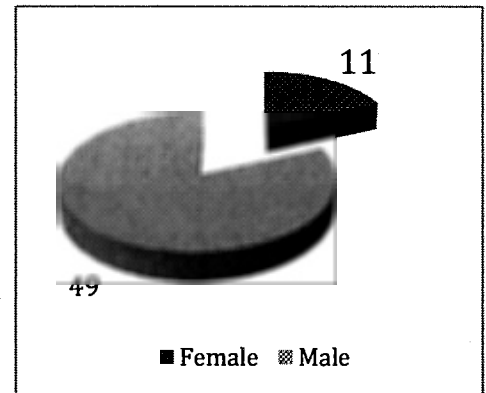


Figure 3: Males by Age

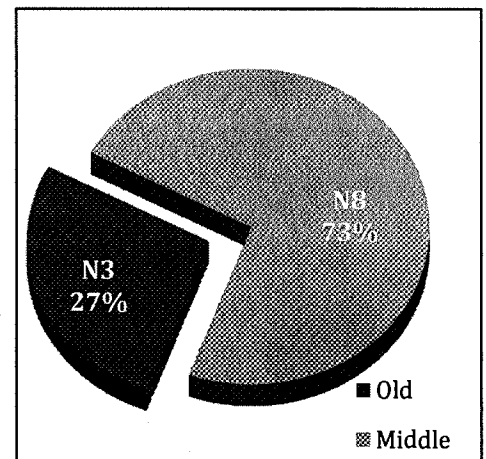
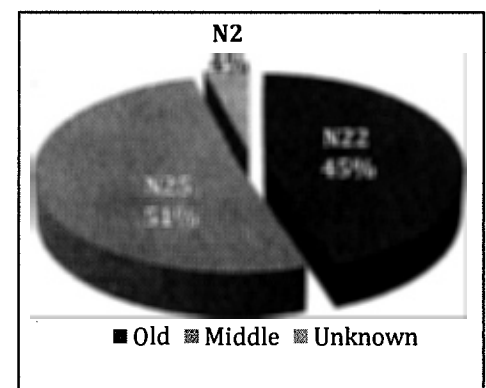


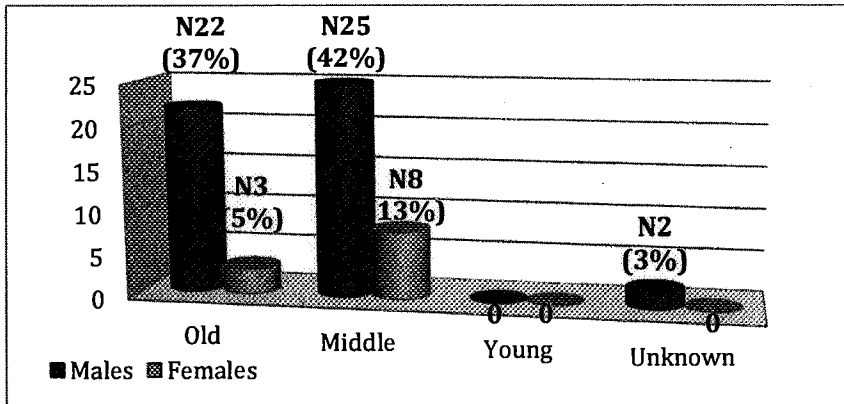
Figure 4: Females by Age





of 11). There were no “young” women located during either count (the evening and the following morning replication). Homeless women in Costa Mesa may be the easiest group to place since numbers are few and the agencies servicing the homeless are generally oriented toward women. However, agencies are providing shelter for significantly more people and may be at or near capacity. Given the increase in sheltered persons this group of women may represent the need for specific types of services that are limited or unavailable in Costa Mesa.

Figure 5: Proportions by Age and Gender

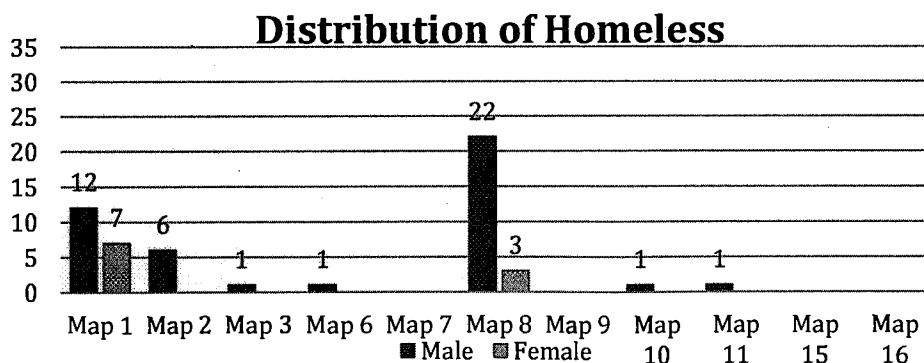


Comparisons of men and women reveal what may be viewed as a “pattern of care” exposing the greatest need for services; services for men. The groups most obviously captured by servicing agencies in Costa Mesa are homeless families and women. A significant

problem in drawing conclusions is the quality of reports by those agencies. Reporting the ages and gender for family members and all individuals would be most useful, allowing a much more comprehensive assessment and more informed interpretations.

### Distribution of Homeless

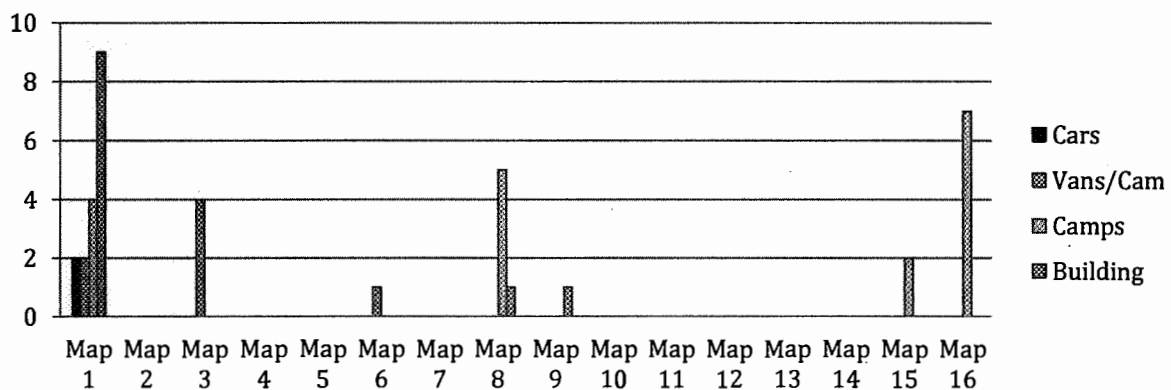
The final consideration is the distribution of homeless across the city of Costa Mesa. Six of the sixteen unique sections of the city had no observed/recorded homeless persons—Maps 7, 9, 12, 14, 15 and 16. The bar chart that follows illustrates the distribution of the homeless across the mapped areas. The areas with more homeless may be particularly tolerant, but explanations for the distribution may also include the locations of available services, available secluded space, or transit system accessibility. Maps 1, 2, and 8 were the most heavily populated areas at the time of the count. It is interesting that no homeless persons were observed in Talbert, Vista or Fair View parks even though significant evidence of frequent human traffic was apparent.



Homeless spaces were also identified during the count. These spaces include cars, vans and campers, buildings, and encampments. Significant evidence of human habitation was present in each of the identified cases of camps. In these cases there was no attempt to estimate the number of persons present (e.g. in a van); only persons observed were included in the count potentially resulting in a significant undercount. Cars and vans often have multiple/numerous occupants that were not included in the enumeration. However, given the possible mobility of independent transportation some additional assurance of residential belonging is necessary.

Nine vehicles (two cars and seven vans/campers) were identified as housing at least one homeless person. In each case a single individual was identified with each of the vehicles but determining gender was not possible. Eighteen camps (some of which were large encampments) were located mostly within Vista and Fair View Parks with a few in remote areas of parking lots behind and under shrubbery. Homeless space was also identified around 11 separate buildings with people present in most situations. Nine of the eleven buildings identified were in areas of the city with homeless services nearby. Location patterns of these spaces vary across the various categories (see chart below). No homeless spaces were identified within nine of the sixteen city section maps.

**Distribution of Homeless Spaces**



**CONCLUSIONS**

Clearly, services for women and families in Costa Mesa reach many; perhaps most of those with needs; however, these services may require expansion to capture those that remain homeless. Men appear to be the neediest group in the population; men constitute the majority of the out-of-care homeless population (49 of the 60 people identified). Of considerable concern is the aging of the homeless male population. While men were observed across every age group (during the evening count or the replication the following morning) 45% were judged to be “old.” This group may find it particularly difficult to find services appropriate for their condition or needs.

Moving forward will require both the development and the augmentation of services currently available. Children of homeless parents often experience fragmented educational histories and little attention has been given to the preschool years despite the significant advantage preschool provides for students' academic trajectories and terminal education. Services designed specifically for aged homeless men and women are badly needed given their vulnerable status both in terms of life-course and with regard to a diminished social value attached to the elderly.

To end the problem of homelessness it is also necessary to improve recordkeeping, to standardize data collection, and to develop a data management system that will allow easy access to the data for analytic and tracking purposes. The data that are currently available are generally descriptive in nature and are not integrated at the agency level. A system that links all support agencies would be able to provide more accurate information for planning purposes (from the agency level to the city level or beyond), allow tracking of each homeless person and the services provided within Costa Mesa (and perhaps the surrounding area), make possible timely delivery of services by linking agencies that provide specific types of services, and more, without adding additional labor at the agency level.

### **ENUMERATION COMPARISONS: 2009 (T1) – 2010 (T2)**

There appears to have been significant shifts in the Costa Mesa Homeless population from T1 (2009) to T2 (2010) that might give rise to some cautious optimism. There are also some questions and puzzles left unanswered. Below is a brief summary of the differences observed from T1 to T2. These observations should not be interpreted as a “trend” per se; simply difference until additional enumerations can be included with these results.

#### **Homeless Observed**

##### Homeless Males

This group of homeless contains the most stable subunit: old males. As a group, homeless males declined significantly across the two data points by 34 men, but there was very little change for old males. Old homeless men are clearly the most stable unit across all homeless categories. The greatest differences are in areas that you might expect: young to middle-aged men (perhaps the age groups most likely to move between housed and homeless states).

✦ Male Homeless	<u>2009</u>	<u>2010</u>
▪ Old	23	22
▪ Mid	46	25
▪ Young	5	0
▪ Unknown	9	2
▪ TOTAL	83	49

### Homeless Females

Less change was observed in this group than for any other; a change of only four women. Women and older men that are observed may be a relatively stable group of people and may represent part of the chronic population at the center of concern.

Female Homeless	<u>2009</u>	<u>2010</u>
▪ Old	7	3
▪ Mid	4	8
▪ Young	0	0
▪ Unknown	4	0
▪ TOTAL	15	11

### Geographic Location

The patterns observed during the 2009 enumeration remained similar for 2010. At each time point, the majority of homeless were concentrated in three map locations: around or near service agencies and along transit routes. The locations of identified homeless are plotted in the charts above. There is a strong relationship between the location of individuals and the public transit running through the city. Various sections of Costa Mesa also seem to be more homeless friendly than others. This is particularly seen on the west side of the city towards West 17th street. This region is predominantly composed of older looking industrial buildings with numerous body shops for auto repair and towing companies. In comparison to the south region of Costa Mesa, the west side is more out dated and often noted to be one for low income families or individuals. This initiates a conversation of renovation versus ownership. Individuals who are renovating an apartment in an older less desirable neighborhood are less likely to have a homeless individual removed than an individual in a more upscale neighborhood. The west side of Costa Mesa also provides numerous services in that region such as soup kitchens and lunch services, along with transportation. The west side seems to also have a higher tolerance for the homeless population allowing homeless individuals to remain around the area rather than pushing them away. West 17th street is an area that the research team has noted to be a “hot spot”, or a section of Costa Mesa that has reported multiple cases of homeless individuals within the area. Lions Park, which is just north of 17th street, is one of these “hot spots.” The geographic location of services directly attributes to the pattern of homeless individuals movement and has been observed as the study has progressed.

## **PHASE II: COSTA MESA HOMELESS NEEDS ASSESSMENT**

The “needs assessment” was designed in the fall and winter of 2010 and implemented using personal interviews in May, 2011. The assessment included individual level needs (e.g. mental or physical health problems, etc.) and service level needs (e.g. transportation, documentation, etc.). This section describes the research design and method, the development of the assessment interview schedule, the data collection process, and relevant findings.

**Purpose:** to describe the population of Costa Mesa street homeless in terms of personal vulnerabilities and needed services; and to identify “residential belonging” of the homeless individuals interviewed.

### **METHODOLOGY:**

Interviews were chosen as the method for examining the needs of the homeless in Costa Mesa. The interviews were conducted by volunteers from the Consortium of Churches in Costa Mesa and by Vanguard University students enrolled in either the Principle Investigator’s (P.I.—Edward J. Clarke, Ph.D.) Research Methods, or Sociological Theory courses. All interviewers were trained to use the interview schedule by the P.I. using the same training procedure. Training sessions lasted approximately one hour. The majority of interviews were conducted at two specific time points: April 30, 2011 and May 4, 2011. Forty one homeless persons were interviewed; three interviews were unusable—3 were incomplete and three were duplicated case responses. The results are based on the remaining 35 completed and unique interviews.

Two distinctive types of needs were the foci—the various needs of individuals gauging the level of risk to life, and types of services needed by individuals to accomplish common tasks of daily living. The interview schedule (Appendix C) was constructed using both official and unofficial standard measurements. For example, many of the items are consistent with data elements required by the Department of Housing and Urban Development while others conform to national efforts directed toward homeless people. The instrument uses a revised version of an Index of Vulnerability developed by Common Ground and the 100,000 Homes Project—a project designed to house 100,000 of the most vulnerable homeless in the United States. The index created for this project was central to determining individual vulnerabilities to physical decline.

### **Establishing Vulnerability**

“Vulnerability” is measured as an index composed of “at-risk” qualifiers: items related to physical and mental health, as well as substance abuse.

#### **At-Risk Qualifiers:**

More than 6 months on the streets, and at least one of the following:

- ▲ (+1) Born before 1951
- ▲ (+1) Tri-morbidity = Mental health condition + physical/medical problem + substance abuse
- ▲ (+1) > 3 hospitalizations or ER visits in the past year (Q. 15 + Q. 16)
- ▲ (+1) > 3 ER visits in the past 3 months (Q. 15)
- ▲ (+1) Kidney disease/End-stage Renal Disease or Dialysis (Q. 17a)
- ▲ (+1) Liver disease, Cirrhosis, or End-stage Liver disease or Hepatitis C (Q. 17c & 17j respectively)
- ▲ (+1) HIV/AIDS (Q. 17e)

Tri-Morbidity Qualifiers:

At least one condition in each of the following areas:

*Mental Health:*

- ~ Observed mental health symptoms (p. 1)
- ~ Current or past treatment for mental health issues (Q. 17p)
- ~ Hospitalized against your will for mental health reasons (Q. 17q)

*Physical/Medical Condition:*

- ▲ Kidney disease/End-stage Renal Disease or Dialysis (Q. 17a)
- ▲ Liver disease, Cirrhosis, or End-stage Liver disease or Hepatitis C (Q. 17c & 17j respectively)
- ▲ Heart disease/arrhythmia/irregular heartbeat (Q. 17d)
- ▲ HIV/AIDS (Q. 17e)
- ▲ Emphysema (Q. 17f)
- ▲ Diabetes (Q. 17g)
- ▲ Asthma (Q. 17h)
- ▲ Cancer (Q. 17i)
- ▲ Hepatitis C (Q. 17j)
- ▲ Positive for Tuberculosis (Q. 17k)
- ▲ Observed physical problems (p. 1)

*Substance Abuse:*

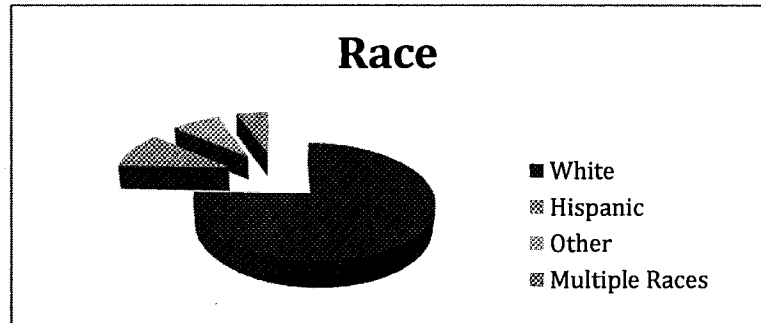
- ▲ Abused or told you abuse alcohol (Q. 17l)
- ▲ Uses alcohol daily (Q. 17m)
- ▲ Used/uses injection drugs (Q. 17n)
- ▲ Treated for drug or alcohol use (Q. 17o)

**Findings**

Sample

*Gender, Race, and Citizenship Status:* Of those interviewed (N=35), 74% reported as male, 23% as female, and approximately 3% (1 person) declined to answer or self-identify. Of those interviewed, 77% identified as white, 11.4% as Hispanic, approximately 3% as other, 5.7% as

one or more races, and one individual declined to answer the question regarding racial or ethnic affiliation. This closely mirrored the calibrated Caucasian racial statistics for the city. According to the US Census Bureau, the city of Costa Mesa is largely Caucasian (73%) with 33.6% of those racially categorized as 'White' reporting to being of Hispanic or Latino ethnic origin. Given the distinction between ethnic and racial categories in Census data and the lack of distinction between such categories in the index, it is unclear as to what extent the racial and ethnic statistics in general are comparable to city-wide data overall, however as



explored below, insightful data regarding reported racial or ethnic affiliation was statistically significant when compared with other index variables, allowing for various conclusions to be made regarding the needs of specific demographic groupings. Eighty percent indicated that they were US Citizens, 17% as legal residents, and 3% reported as 'undocumented.' Of those that identified as 'Hispanic' (N=4), 3 reported to being legal residents and one reported as an undocumented worker.

*Education Level and Employment:* Approximately 52% reported as having graduated high school and/or having completed some college education. Approximately 17% reported to being college graduates, and 1 individual reported to having completed a post graduate degree. While it was initially thought that this might be correlated specifically with veterans and veterans' benefits (i.e. scholarships and assistance) with veterans having greater access and/or having completed higher levels of education, this in fact was not the case. On average, those who did not report as a member of the United States Armed Forces were more likely to have graduated high school and completed some college. Eighty eight and one half percent reported to being currently un-employed. Of those employed, 75% reported to earning less than \$2,000 per month, 25% reported to 'working on the books' and 50% reported to 'working off the books.' In this particular study, employment and education were not statistically correlated as they typically are in many studies (those with more education as more likely to be employed) likely because of a generally high statistical rate of unemployment among those interviewed.

*Institutionalization (Prison, Mental Health, or Foster Care):* Eighty two percent indicated that they had spent time in jail, with 30% of this group reporting that they had spent time in prison. Nineteen percent indicated that they are currently on probation or parole with 29% reporting a possible outstanding warrant against them at the time of the interview. Thirteen percent indicated that they were involved in the foster care system at some point in their lives. Fifty percent of all those surveyed indicated being hospitalized for mental health related concerns at some point in

their life. Approximately 30% reported to be currently under mental health treatment (this may or may not include inpatient or outpatient care).

*Veterans:* Thirty percent reported to being a member of the United States Armed Forces at some point in their life. Of that thirty percent (N=10), 4 individuals (40%) reported to serving in a war zone and 5 (50%) reported to being in combat or having received enemy or friendly fire—indicators for post-traumatic stress disorder (PTSD) diagnosis). Of the ten that reported to being a member of the United States armed forces, five individuals reported to an honorable discharge, four to a discharge noted as 'other than honorable,' and one reported to an dishonorable discharge.

*The Chronically Homeless:* Fifty seven percent of those interviewed reported being homeless more than once. Of that fifty seven percent (N=20), approximately 25% (N=7) reported to being homeless 3 or more times in their lifetime. Sixty five percent of the population reported to being homeless twice or more in their lifetime. One confounding issue is the uncertainty about the number of people who have remained homeless after their first event. While the number of people experiencing this condition is unclear, it was observed in multiple individual responses. Including an additional question that directly addresses the duration of the most recent homeless event will add value to the assessment of both vulnerability and required services.

*Social Services Access and Usage:* While the index was not designed to measure all potential variables involved in accessing care or services, interviewees were asked whether or not they had at some point discussed their circumstances with a social worker. Approximately 64% indicated that they had not discussed their situation with a social worker. Those that identified as being homeless more than once in their lifetime were also those more likely to have not spoken with a social worker regarding their situation. Of those that did speak to a social worker, only 42% indicated that they felt it was helpful. In addition, approximately 76% noted that they did not have access to transportation, potentially limiting access to available resources or services.

*Residential Belonging:* Two broad questions were asked regarding attachments to the city of Costa Mesa to establish direct or indirect links to the city (given the lack of an address needed to establish residency). These questions included: "Do you have friends or family near the city of Costa Mesa?" and "Do you participate in any community activity or events?" Of those interviewed, 57% (N=20) noted that they had friends or family within the city limits. Of that 57%, approximately 65% (N=13) indicated that these friends and family provide emotional and mostly instrumental support (food, transportation, and other forms of assistance). Fifty four percent (N=7) of those that indicated that friends and family provide support (N=13), reported that this assistance occurs at least monthly if not more. In addition, approximately 63% (N=22) note that they participate in community activities—most frequently church involvement and including support groups, adult education, etc.. Of those that do not participate, 53% noted that they did not do so because 'they were simply trying to survive,' 23% indicate a lack of desire in



any of these activities, and 15% cited barriers such as transportation, children, or time as reasons for non or limited participation.

### **Results of Vulnerability Index**

In this study the term “vulnerability” is measured as an index composed of “at-risk” qualifiers or items related to physical and mental health, as well as substance abuse. Those with lower scores (0-2) are presumably at lower risk, those with scores between 3 and 5 at moderate or 'sufficient' risk, and those with a score of 6 or 7 are considered at high or 'crucial' risk for death and/or other significant health-related concerns.

Of the 35 interviewed, 13 earned a score of “0” meaning: (1) they have not been on the street longer than six months (presumably not as much 'at-risk' for permanent or various health and wellness indicators as those un-housed for over 6 months), or (2) were on the street for longer than 6 months however they did not note any additional risk factors. Nine (approximately 25% of those interviewed) obtained a score of 1 notably for age related concerns (over the age of 60), mental health, or substance abuse related concerns. Six obtained a score of 2 mostly for combinations of mental and physical health related concerns. Three obtained a score of 3, three obtained a score of 4, and one individual scored a 7 on the index. Therefore nineteen percent (N=7) of those surveyed are considered to be at moderate or severe risk for death or severe health-related problems without intervention.

### **Other Statistical Correlations**

#### Women & Violence

Although women represented a smaller portion of the homeless in this particular study, women were much more likely to have reported being a victim of a violent crime. Nearly one half of the sample (N=17 or 48%) reported some criminal victimization. Women were significantly overrepresented in that group. Various studies have reported that women may not disclose the nature of their living arrangements to a group due to safety concerns nor participate in homeless group activities. Additionally there are often simply more services for women and children. The result is that women are represented less in reports based on data collected on the streets. Even so, of those that reported being victimized since becoming homeless women may represent the most vulnerable group. In addition, women of color had a greater propensity to report being the victim of a violent crime since becoming homeless.

Such statistics reflect countless reports on the vulnerability of homeless women (and particularly homeless women of color). National reports have noted that women are often sexually victimized (raped) within 3 days of becoming homeless and typically at the hands of an individual not

recognized to be homeless (or in other words, an individual who may be specifically preying on the vulnerability and circumstance of the homeless women). Social stereotypes over centuries in the United States have also often portrayed men of color as particularly dangerous to white women and even at times more likely to force sexual acts. However contrary to such unfair and harmful social categorizations, most research suggests that women of color often represent the majority of rape victims with their attackers most often being labeled of Caucasian descent. Many attribute such realities to lingering racial/ethnic prejudice and discrimination related to racial privilege and social power.

#### Physical Health & the Chronically Homeless

Sixty eight and one half percent (N=24) of those interviewed indicated that they were in 'fair' or 'poor' health. The chronically homeless were more likely than those who reported to experiencing homelessness once in their lifetime to being in poor health at the time of the interview. Forty five percent indicated receiving care at a hospital when medical attention was needed, with 55% reporting to receiving care at other public health entities (such as a clinic or VA hospital). In the past 3 months, approximately 43% had utilized emergency room services, 43% reported to being hospitalized as an inpatient, and approximately one-third reported to having severe diseases such as kidney diseases, emphysema, tuberculosis, diabetes and asthma. Nine (approximately 27%) reported to having some type of health insurance. Notably these were those who had reported veteran status.

#### Medical Bills, Warrants, Transportation and Other Systematic Barriers to Care

As reported above, 80% reported to not having access to transportation, potentially significantly reducing accessibility to services and resources. Twenty six percent also reported to having a current warrant out for their arrest, potentially also limiting access to certain services. For example, Section 8 housing and many state food stamps programs are only accessible to those that have not committed felonies, with some programs only accessible for those who have not committed crimes. In addition, 54% of those interviewed reported to having outstanding medical bills that prevented access to further medical treatment. This may be particularly problematic for the portion of the population diagnosed with chronic and life-threatening diseases.

#### Physical Disabilities

Forty percent of those interviewed noted that they had a physical disability that limited mobility or made it difficult to accomplish tasks. Approximately 51% (N=18) reported to having experienced a traumatic brain injury that required hospitalization or surgery, with 5 of these individuals also reporting as former members of the United States Armed Forces.

## Mental Health & Substance Abuse

A vast body of literature suggests that mental health concerns and the potential for drug and alcohol use and/or addiction are at times related. For example, an individual with severe anxiety or a post-traumatic stress disorder may use illegal drugs or alcohol to self-medicate (particularly when other forms of traditional medication or therapy are not accessible or available). Other research suggests that many physical and mental health practitioners categorize substance abuse or addiction as a mental health concern. Despite such relationships, for the purpose of this report the results of these two concerns will be reported separately, however it is recommended that readers acknowledge the fact that it may be possible that: (1) those who have been in substance abuse treatment may have been also diagnosed with a mental health concern related to but not as a precursor to their addiction, and (2) those with a substance abuse concerns may or may not also have an underlying mental health concern.

Sixty three percent of those surveyed indicated that they had abused alcohol or had been told that they had abused alcohol. Forty-three percent reported to using alcohol daily and 25% reported to utilizing injection drugs or shots. Approximately 43% reported to having been in alcohol or drug abuse treatment at some point in their lifetime.

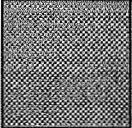
As reported above, 31% reported to currently being in treatment for mental-health related concerns (again this may or may not be related to addiction concerns), approximately 46% had reported to having been in mental health treatment at some point in their lifetime, and 50% had reported to being hospitalized against their will for mental health related concerns. Given the small difference between the last two data elements, it is fair to state that between 46-50% of participants have undergone mental health treatment at least once in their lives.

### Limitations

The results presented do not necessarily represent all of those considered homeless or in need in the city of Costa Mesa, rather those that were able to be found and agreed to participate in the study on the days in which interviews were scheduled. Thus some sampling limitations exist simply given the transient and sometimes 'hidden' nature of the homeless population as well as scheduling constraints (which are typical and at times unavoidable limitations in many homeless studies).

### Conclusions

- A rather small percentage of the interviewed population reported to having served in the United States Armed Forces, and while the report is structured ideographically (generalizations made from selected cases), such a result would seem to contradict commonly held beliefs regarding who comprises the homeless population in Costa Mesa.



Given the limitations of the study, further research on the veteran status of the homeless population in the city could prove beneficial.

- A statistical majority of those interviewed have ties to the city and have family, who reside in the city and who support them frequently. Given such networks, residency, involvement or use of community/city resources and services is likely to continue for this group.
- Physical disabilities, mental health concerns, addiction, transportation, warrants, and medical bills appear to pose significant limitations for those interviewed in daily life.
- According to the index created, while all those who are considered homeless are considered 'at-risk' given the realities associated with the relative lack of shelter and correlated concerns (such as food, clothing, or safety) nineteen percent (N=7) of those surveyed are considered to be at moderate or severe risk for death or severe health-related problems given various qualifiers without significant intervention.
- A significant concern was the lack of a safe place for people experiencing homelessness to meet as a group, to find resources to clean up (both personally and clothing), and to store valued items.



## Acknowledgements

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Sam Camm  
Denise Dew  
Toija Fitzgerald  
Victoria Gardner  
Daniel Gonzalez

Rebecca Heyhoe  
Skip Haffke  
Jim Heckler  
Kurt Iverson  
Gloria Larson

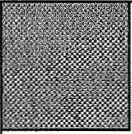
Scott Rivers  
Miles Tanner  
Brian Yi

Liquidus Tech. and iCoalesce—Data Management and Technical Support

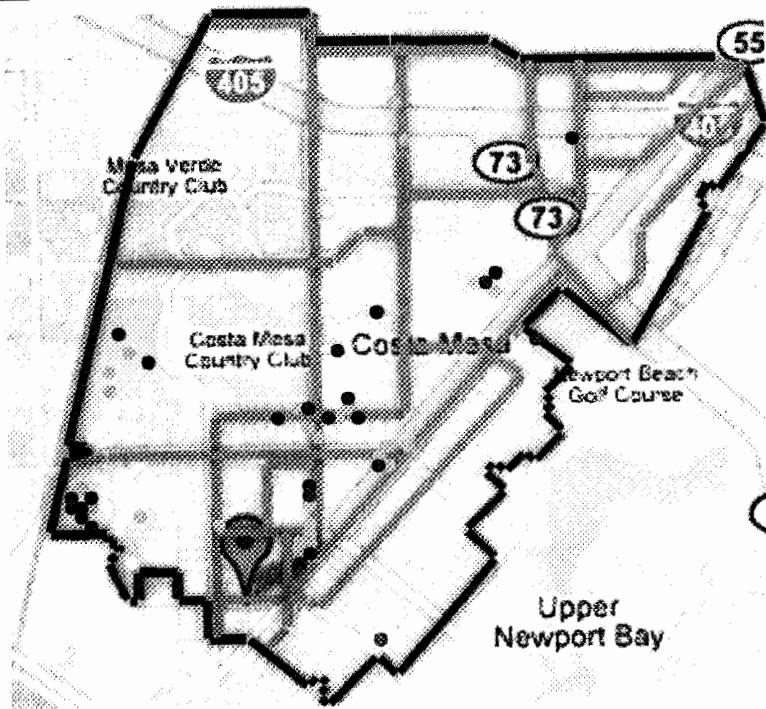
Christina Ryder—Data Analysis Support and Writing Assistance

Mom Burkhardt for edits; happy 89<sup>th</sup> birthday

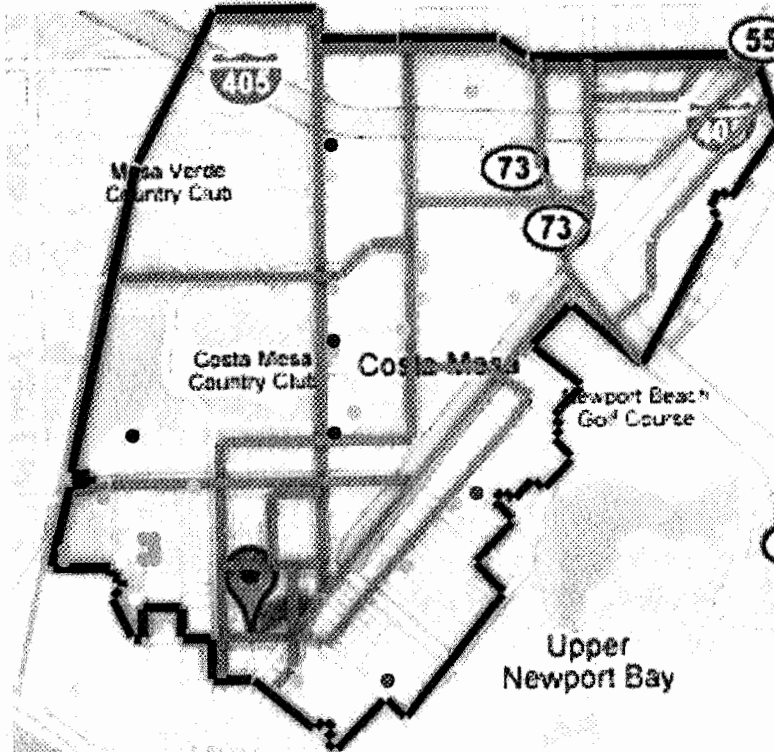
Research was funded by the City of Costa Mesa



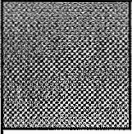
Appendix A  
Homeless and Public Transit



*P.M. Count 2009: shows the evening distribution of homeless across the city and with reference to the transit system.*



*A.M. Count 2009: shows a very different distribution of homeless across the city and with reference to the transit system.*

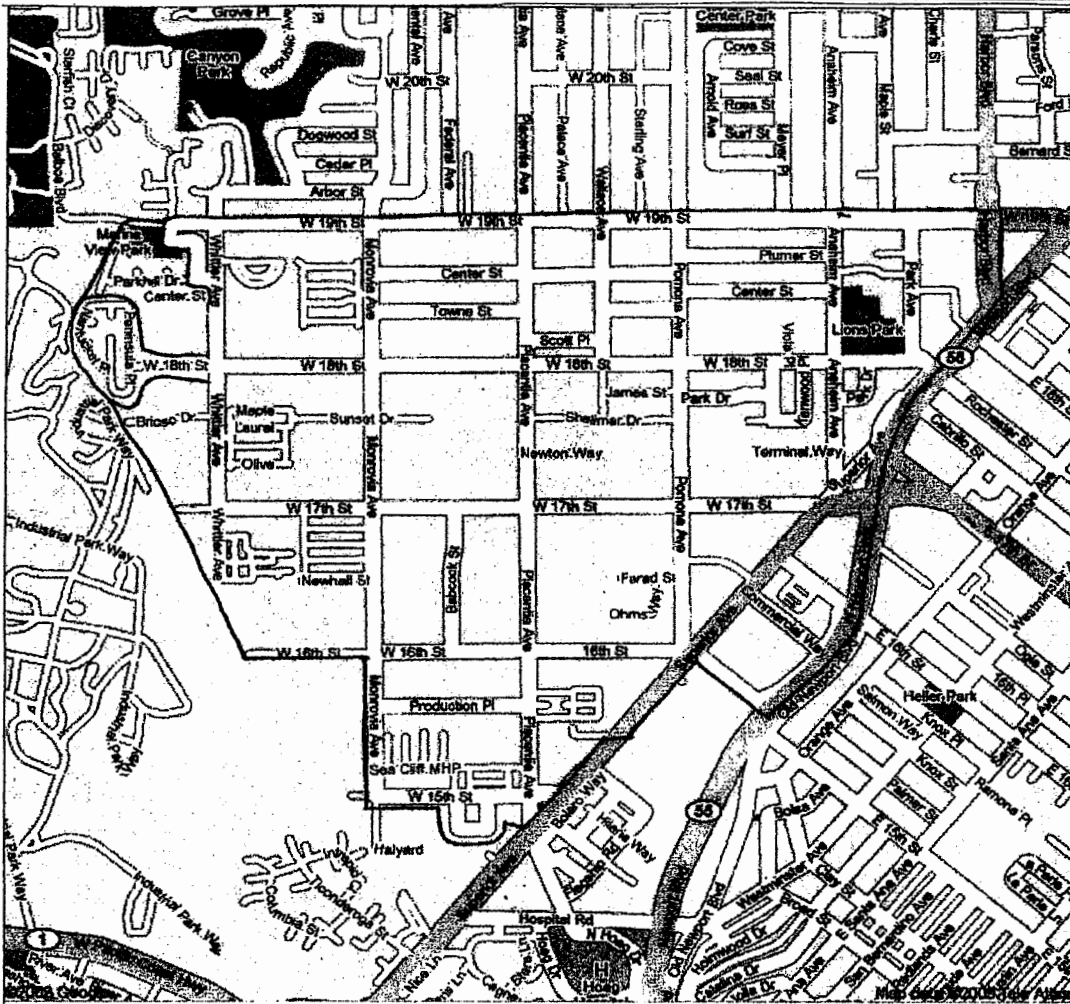


Appendix B  
Homeless Enumeration Tally Sheet



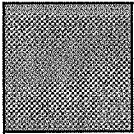
# SAMPLE TALLY SHEET

## Costa Mesa Homeless Enumeration



INDIVIDUALS					VEHICLES/ENCAMPMENTS			
	OLD	MIDDLE	YOUNG	MINOR	CARS	VANS CAMPERS		
MALE								
FEMALE								
UNKNOWN								
FAMILIES: ADULT(S) AND MINOR					ENCAMPMENTS	BULDINGS		
	1.	2.	3.	4.			5.	
MALE								
FEMALE								
UNKNOWN								
MINOR								
PRE-K								
					Report by Official: _____			

**Team Members:** \_\_\_\_\_ **Vanguard Contact #:** \_\_\_\_\_  
 \_\_\_\_\_ **Team Contact #:** \_\_\_\_\_



Appendix C  
Needs Assessment Questionnaire

## Needs Assessment Consent Form

### Consent to be interviewed:

---

This interview is designed specifically to target housing and service needs. If you grant permission, the interview should last about 10 minutes. The questions are generally about your housing and health. The information that you provide will be stored in a secure data base available only to the research team. All persons that will see your responses will have signed confidentiality waivers, and therefore must not share that information. If you give us permission we would like to pass on your information to authorized agencies to improve services and housing within the area. Additionally, the information you provide will be used to compare the range of services offered and the types of services needed. Some of the questions are of a personal nature and may make you feel uncomfortable; if you begin to feel upset or uncomfortable ask the interviewer to take a break or to skip specific questions.

We would also like to take your picture at the conclusion of the interview if you consent. You may skip questions you would prefer not to answer, end the interview any time you wish, or choose not to have your picture taken. You should feel free not to participate if you decide not to be interviewed today.

---

### SIGN BELOW IF YOU AGREE TO BE INTERVIEWED

Your signature or mark indicates that you have read or been read the information, that the questions you had were answered, and that you willingly agree to be interviewed. You are not giving up any of your legal rights by agreeing to be interviewed.

\_\_\_\_\_

Date

\_\_\_\_\_

Signature (or Mark) of Participant

\_\_\_\_\_

Printed Name of Participant

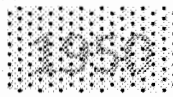
Please sign if you agree to have your picture taken.

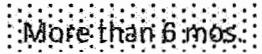
\_\_\_\_\_

Signature (or Mark) of Participant

## Needs Assessment

LOCATION: DATE: TIME: 

NAME OF INTERVIEWER: <input type="text"/>		NAME OF OBSERVER: <input type="text"/>	
1. FIRST NAME: <input type="text"/>		2. LAST NAME: <input type="text"/>	
3. WHAT IS YOUR DATE OF BIRTH? ____/____/____ 		4. What is your marital status? <input type="checkbox"/> Single <input type="checkbox"/> Married <input type="checkbox"/> Separated <input type="checkbox"/> Divorced <input type="checkbox"/> Widowed	
5. WHAT IS YOUR SOCIAL SECURITY NUMBER? ____-____-____		6. HAS GIVEN CONSENT TO PARTICIPATE: <input type="checkbox"/> YES <input type="checkbox"/> NO	

7. Is this the first time you have been homeless? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Refused If <b>NO</b> , How many times have you been housed then homeless in the past three (3) years? _____	
8. In your life, how long have you lived on the streets or in shelters? Number of Years _____ Number of Months _____  More than 6 mos.	
9. Where (city, state) did you live before becoming homeless the First time: _____ Last time: _____	
10. Where did you stay last night? _____ Where do you most often sleep? _____ Do you feel safe in that place? _____	
<b>Military Service and Health</b>	
11. Have you ever served in the United States Armed Forces? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Refused	
12. If <b>YES</b> , when did you serve? _____ Did you serve in a war zone? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Refused Were you in combat or receive enemy or friendly fire? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Refused What is your discharge status? <input type="checkbox"/> Honorable <input type="checkbox"/> Other than Honorable <input type="checkbox"/> Bad Conduct <input type="checkbox"/> Dishonorable <input type="checkbox"/> Refused	
13. How would you rate your health overall? <input type="checkbox"/> Disabled <input type="checkbox"/> Very Poor <input type="checkbox"/> Poor <input type="checkbox"/> Fair <input type="checkbox"/> Good	
14. Where do you usually get medical care when it is needed? <input type="checkbox"/> Hospital <input type="checkbox"/> Clinic <input type="checkbox"/> VA <input type="checkbox"/> Other _____ In what city? _____	

Needs Assessment

15. In the past three months, how many times have you used Emergency Room services?  
Three (3) or more

16. In the past year, how many times have you been hospitalized as an inpatient?  
Three (3) or more

17. Have you ever had or been told by a healthcare provider that you have any of the following medical conditions?

	Diagnosis	Treatment	Medication
a. <u>Kidney disease/End Stage Renal Disease or Dialysis</u> . . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
b. History of Heat Stoke/Heat Exhaustion . . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
c. <u>Liver disease, Cirrhosis, or End-Stage Liver Disease</u> . . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
d. Heart disease, Arrhythmia, or Irregular Heartbeat. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
e. <u>HIV Positive of HIV Disease/AIDS</u> . . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
f. Emphysema. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
g. Diabetes. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
h. Asthma. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
i. Cancer. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
j. Hepatitis C. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes
k. Tuberculosis. . . . .	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	<input type="checkbox"/> Yes

l. Have you ever abused alcohol or been told you do?  Yes  No  Refused

m. In the past month, have you used alcohol daily?  Yes  No  Refused  
 About how often do you use alcohol? \_\_\_\_\_

n. Have you ever used injection drugs or shots?  Yes  No  Refused  
 About how often do you use drugs? \_\_\_\_\_  
 What is your drug of choice? \_\_\_\_\_

o. Have you ever been in treatment for drug or alcohol use?  Yes  No  Refused

---

p. Have you ever received treatment for mental health issues?  Yes  No  Refused  
 Are you currently being treated for mental health issues?  Yes  No  Refused

q. Have you ever been hospitalized against your will for mental health reasons?  
 Yes  No  Refused

---

r. Have you been the victim of a criminal or violent attack since becoming homeless?  
 Yes  No  Refused  
 If YES, please describe. \_\_\_\_\_

s. Do you have a permanent disability that limits your mobility or makes it difficult to accomplish tasks?  
 Yes  No  Refused

t. Have you ever had a traumatic head or brain injury that required hospitalization or surgery?  
 Yes  No  Refused

---

18. Do you have health insurance?  Yes  No  Refused  
 If YES, what kind of health insurance?  Medicaid  Medicare  VA  Private Insurance  
 Other, please specify: \_\_\_\_\_  
 Do you have unpaid medical bills that limits access to care?  Yes  No  Refused

**A FEW MORE QUESTIONS**

19. Have you ever spent time in jail?  Yes  No  Refused

If YES, Have you ever been in prison?  Yes  No  Refused

Are you currently on probation/parole?  Yes  No  Refused

20. Do you know of any outstanding warrants against you?  Yes  No  Refused

21. Were you ever placed in the foster care system?  Yes  No  Refused

22. Are you currently employed?  Yes  No  Refused

If YES, what is your average monthly salary from work? \_\_\_\_\_

Do you:  Work: "on-the-books"  Work: "off-the-books"

23. Do you get money to live from any of the following?

Food Stamps  Pension/Retirement

Sex Trade  None of the above

Supplemental Security (SSI)  Drug Trade  Other, please specify

SS Disability/SS Assistance  Recycling \_\_\_\_\_

VA Pension/Disability  Panhandling \_\_\_\_\_

Public Assistance  No Income \_\_\_\_\_

23. What is your gender?

Male  Female  Transgender  Other  Decline to State

24. Which racial/ethnic group do you most identify with?

African American/Black  Latino/a  Decline to State  Other

Asian  Native American  Unknown \_\_\_\_\_

Native Hawaiian or Pacific Islander  White  Mixed

25. What is your citizenship status?  Citizen  Legal Resident  Undocumented

Which of the following documents do you have?

Social Security Card  Birth Certificate  Driver's License  Passport

Other ID: \_\_\_\_\_

26. What is the highest level of schooling you have completed? \_\_\_\_\_

K-8  Some High School  GED  High School Graduate  Some College

College Grad.  Post Graduate Degree  Decline To State  Other

27. In your view, what is the cause for your becoming homeless? (e.g. eviction from your home, marriage break-up, mortgage arrears, life event, medical costs, etc.)

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**NOW I WANT TO ASK YOU SOME QUESTIONS ABOUT YOUR COMMUNITY.**

28. How long have you been staying in Orange County? \_\_\_\_\_

29. Do you own or have access to a vehicle for transportation?  Yes  No  Refused

If **NO**: How do you get from one place to another in the area? \_\_\_\_\_

30. In which of the surrounding cities do you spend most of your time?  
\_\_\_\_\_

a. Do you have friends or family in or near Costa Mesa?

Yes  No  Refused

If **YES**: Do they ever provide support?  Yes  No

If **YES**: What kinds of support do they provide?  Emotional  Instrumental

If **YES**: How often do they help you with the things you need?

Less than once a year  Once or twice a year

3 or 4 times a year  5 or 6 times a year

7 or 8 times a year  9 or 10 times a year

11 or more times a year  Monthly or more

b. Which of the following best describes your relationships with family and friends in this area?

Lack of support

Supportive

Some support

Strong support

Growing support

Don't know

Refused

c. Do you participate in any community activities or groups (support groups, adult educ., church)

Yes  No  Refused

If **YES**: What group or groups? \_\_\_\_\_

If **NOT**: Why not? \_\_\_\_\_

I am just surviving

I have no desire

Don't know how to get involved

Some but limited because of transportation and/or children

Don't have time to get involved

Don't know

Refused

31. Have you spoken with a social worker about your situation?  Yes  No  Refused

If **YES**: When? \_\_\_\_\_ Where? \_\_\_\_\_

What was it helpful?

Yes

No

Refused

What was the outcome? \_\_\_\_\_

**One final question:**

If someone told you that they “just want to be helpful,” how would you advise them?  
What do you think could be done that would make a difference for homeless people?

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**ATTACHMENT C:**

Study of Costa Mesa Police Department  
Resource Allocation in the Lions Park Vicinity

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# **2008-2010 Resources Impact in the Lions Park Vicinity on the City of Costa Mesa**

Housing and Community Development  
Department

City of Costa Mesa



### **Executive Summary**

This report was prepared to identify the impact on City resources from calls for police and fire services in and near Lions Park. Since 2008, the Lions Park vicinity, including Lions Park, Fire Station #3, Neighborhood Community Center, Downtown Recreation Center, Historical Society and Library has experienced an increase in police calls for service while the surrounding Patrol Area 1 has seen an overall decrease in calls for service.

Most categories of calls for service have remained constant, some experienced slight decreases, and others experienced slight increases. The major increase was in the category of "Patrol Checks", which is an officer initiated general disposition signifying an officer is actively patrolling or checking a specific location for any reason. This increase is primarily attributed to the proactive approach of the Costa Mesa Police Department (CMPD) initiating these Patrol Checks. However, based on qualitative analysis from the CMPD, between 76% - 96% of calls for service in Lions Park are reasonably attributed to the chronically homeless population in Lions Park.

Two case studies were conducted to determine the full cost of police service provided to chronically homeless individuals. The costs include officer costs in the field, report writing and administrative time working on cases revolving around a single individual. There was one individual with cases reaching back to 1993 which cost the CMPD approximately \$34,234. The second case is about another individual dating from 2010 to present cost \$300.

These costs are not true operating costs but are monetary indicators of how much police officers' time is expended in Lions Park. Since the patrol function is a sunk cost, meaning the police officers are on patrol regardless of the type of calls for service they respond, this analysis shows that police officers spend significant time working with the chronically homeless population. This analysis was prepared in an effort to assist with future analysis of which strategies will best serve the outcomes intended by the City.

### **Purpose**

This report intends to identify the budgetary impact of calls for police service in and near Lions Park. This report also expresses how much money and police officers' time is expended working with the chronically homeless population in Lions Park. The data analysis gives a quantitative perspective on the costs to the CMPD when responding to calls for service in the Lions Park area. The purpose of identifying costs in this fashion signifies how the City's resources are expended while working with the chronically homeless population. This analysis may help to determine which combination of strategies are most cost effective and best serve the desired outcomes of the residents and businesses of the City of Costa Mesa.

### **Methodology**

#### **Individual Cases**

CMPD records track the number, type and length of police contacts with an individual. The field time for these interactions is averaged based on the average length of that type of call from the 2008 calls for service data. When a suspect is arrested a police officer spends time on report writing, booking procedures, transportation and guarding of a prisoner at Hoag hospital, and

transportation and booking at Orange County Jail. The CMPD estimated the above activities average time for completion:

- Booking Time – 20 Minutes
- Hospital Time – 1.5-3 Hours
- OC Jail time – 1.5 Hours
- Report Writing – 15 Minutes

Cost of time spent on these cases can be derived from multiplying the amount of time spent multiplied by the hourly top-step salary of a Costa Mesa Police Officer (\$45.76/HR).

### **Patrol Costs**

The CMPD's records of calls for service in Patrol Area 1 between the years of 2008 and 2010 were analyzed. Patrol Area 1 is one of two geographic patrol areas in the City; Area 1 experiences a higher call volume than Area 2. CMPD records include an event location, a short description of the call for service, the disposition of the call, the start date and time of the response, and the end time and date of the response. Costs were analyzed by multiplying the total time of each call with the salary of a Top-Step Police Officer (\$45.76/Hr). The calls for service analyzed were for Patrol Area 1 as a whole, the Lions Park vicinity, and Lions Park itself. The Lions Park vicinity includes the entire area between W. 19<sup>th</sup> to W. 18<sup>th</sup> Streets between Anaheim Ave and Park Ave, (Lions Park, Costa Mesa Library, Costa Mesa Fire Station No 3, Historical Society and Community Center). "Lions Park" includes 570 W. 18<sup>th</sup> St, 567 W. 18<sup>th</sup> St and the Historical Society. Traffic related calls for service (e.g., traffic accidents and vehicle stops) in the Lions Park vicinity were removed from the analysis.

Through a qualitative analysis process, CMPD personnel have reasonably attributed many types of calls for service to the chronically homeless population at Lions Park. Without individually reviewing every single call for service, this qualitative analysis is the most practical evaluation of which calls for service are attributed to the chronically homeless and which are not. It is important to remember that the **data are only calls for service**, meaning this is what a reporting caller tells the dispatcher the suspected emergency is or what a police officer initially describes is the incident he is responding to. What the office responds to may not be what is actually occurring at the time of the incident. **These are not crime statistics or arrest records.**

The calls for service categories reasonably attributed to the chronically homeless population of Lions Park are:

▪ 11350-Drugs (possession of a controlled substance)	▪ Assault with a Deadly Weapon	▪ Battery
▪ Begging	▪ Bike/Bicyclist Stop	▪ Burglary
▪ Check Welfare	▪ Disturbance, Drunk in Public	▪ Fight
▪ Indecent Exposure	▪ Keep the Peace	▪ Medical Aid
▪ Municipal Ordinance Violation	▪ Overdose	▪ Parking Violation
▪ Parole Violation	▪ Patrol Check	▪ Person Down
▪ Police Mutual Aid	▪ Police Public Assist	▪ Possession of Danger
▪ Resisting Police Officer	▪ Robbery	▪ Stolen Vehicle
▪ Subject Stop	▪ Suspicious Person	▪ Theft
▪ Trespassing	▪ Unwanted Guest Refuses to Leave	▪ Vagrant/Transient
▪ Vandalism	▪ Warrant Arrest	▪ Other <sup>1</sup>

These calls are not representative of the types of calls for service frequently occurring in the Lions Park Vicinity. "Other" includes but is not limited to, Annoying-Obscene Phone Calls,

<sup>1</sup> The Other category of calls for service are calls in which the quantity of incidents is limited to very few occurrences.

Brandishing Deadly Weapon, Drug Registration, Elder Abuse, Emergency Protective Order, False Impersonation, Fire Alarm, Foot Pursuit, and Indecent Exposure.

## Results

### Individual Costs

Records show the first case where “Individual 1” has 571 separate contacts with Costa Mesa Police. The first record tracks cases of an individual from 1993 to present. The interactions with “Individual 1” cost \$34,234. The chart breaks down the estimated time and costs. The total time spent amounts to 5,451 Hours or 2 1/2 years worth of regular business hours.

Type of Officer Involvement	Event Type	Primary Statute Description	Time Each	Total Time	Total Cost
ARREST	Arrested	242	2.67	646.14	\$29,567.37
CITED	Citation	226	0.31	70.06	\$3,205.95
CONTACT	Incident	83	0.31	25.73	\$1,177.40
PEDESTRIAN	Citation	9	0.31	2.79	\$127.67
	Other				
SELLER	Events	1	0.31	0.31	\$14.19
SUSPECT	Incident	4	0.31	1.24	\$56.74
WITNESS	Incident	4	0.31	1.24	\$56.74
INVESTIGATIVE	Incident	2	0.31	0.62	\$28.37
Totals:		571	4.84	748.13	\$34,234.43

“Individual 2” has 9 separate incidents dating from 2010 to 2011. The interactions with “Individual 2” cost \$300 with a total time of approximately 6 hours and 30 minutes.



<b>Table 5</b>					
<b>Type of Officer Involvement</b>	<b>Event Type</b>	<b>Primary Statute Description</b>	<b>Total Time in Hours</b>	<b>Cost</b>	<b>Comment</b>
Arrestee	Incident	Warrant Arrest	3.58	\$163.97	(1)
Arrestee	Incident	Drunk in Public	0.92	\$41.95	(2)
Cited	Citation	Not specified	0.31	\$14.19	(2)
Cited	Citation	Not specified	0.31	\$14.19	(2)
Cited	Citation	Not specified	0.31	\$14.19	(2)
Contact	Incident	Miscellaneous non-crime	0.31	\$14.19	(2)
Cited	Citation	Not specified	0.31	\$14.19	(2)
Contact	Incident	Assault on a Peace Officer	0.17	\$7.63	
Investigative	Incident	Lost/Found Property	0.34	\$15.56	
<b>Totals:</b>			<b>6.56</b>	<b>\$300.03</b>	

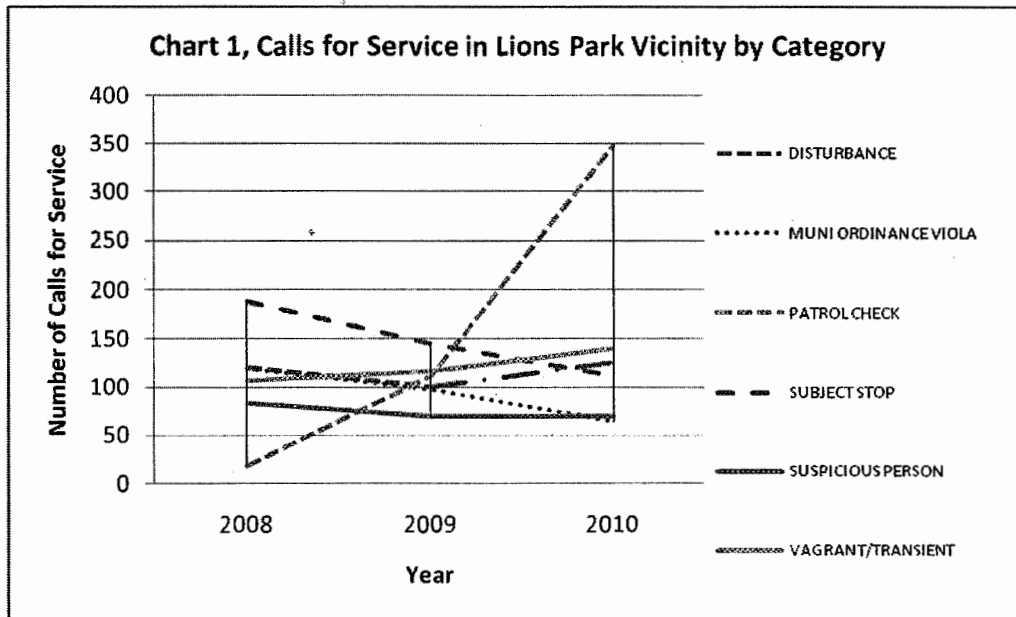
(1) Time includes average times for: Booking Hospital time, OC Jail time, Report Writing.

(2) 0.31 time for "citation(s)" and "incident" based on average of cost of all "muni ordinance viola" for all Area 1, 2008.

### **Patrol Costs**

Since 2008, there was an overall increase in cost and time spent patrolling Lions Park (Table 1). Since 2008, there was a decrease in the number of calls for service and costs in Patrol Area 1 and an increase in calls for service and costs in the Lions Park Vicinity. Some of the increased calls for service in Lions Park between 2008 and 2010 are attributed to the increased proactive patrol checks by the CMPD in the Lions Park vicinity. There were a total of 9 patrol checks of Lions Park in 2008 compared to 299 in 2010 (Table 2). From 2008 to 2010, the percentage cost of police patrol activity and time spent on calls in the Lions Park vicinity has increased from 3% to 4% (Chart 4, 5). Lions Park has increased from <1% to 2% (Chart 4, 5).

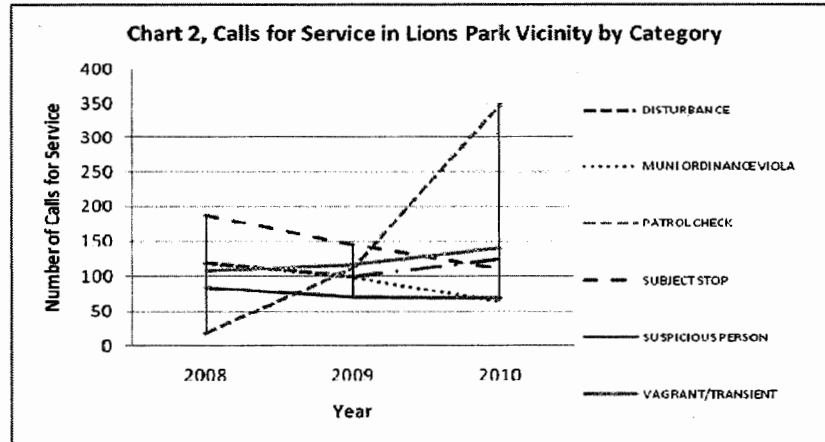
Table 1 Cost Summary Calendar Year 2008-2010						
		Calls for Service	Median Cost	Average Cost	Total Cost	Percent Costs
2008	Area 1 Total	37,860	\$11.63	\$23.15	\$876,596.16	100%
	Lions Park & Vicinity	1,261	\$10.89	\$20.87	\$26,954.29	3%
	Lions Park	200	\$9.39	\$15.44	\$3,908.88	0%
2009	Area 1 Total	33,979	\$11.06	\$22.01	\$814,014.84	100%
	Lions Park & Vicinity	1,204	\$11.44	\$22.38	\$21,008.81	3%
	Lions Park	332	\$8.72	\$20.83	\$6,631.00	1%
2010	Area 1 Total	34,861	\$9.91	\$19.44	\$677,648.40	100%
	Lions Park & Vicinity	1,642	\$9.15	\$18.53	\$28,621.35	4%
	Lions Park	633	\$9.15	\$17.99	\$11,385.09	2%



There are few discernable trends in the types of calls for service:

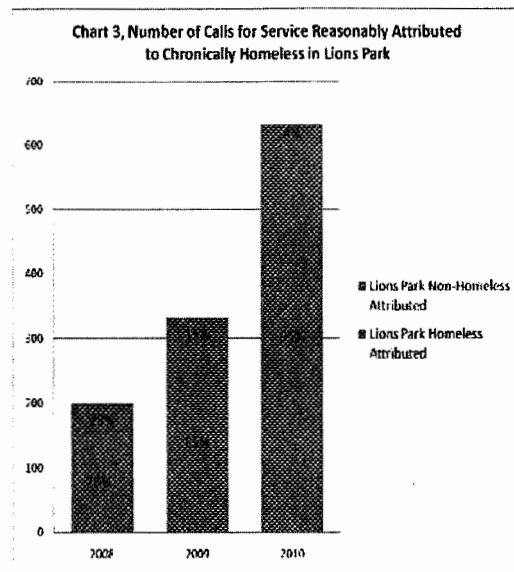
- Patrol checks in the Lions Park vicinity increased. Calls for service described as “transient/vagrant” also slightly increased. (Note: the Vagrant/Transient category is only a call for service disposition, and is in no way to be construed as a crime.)
- There is an increase of multiple types of calls for service under the heading of “other” while municipal code violations have slightly decreased (Chart 2).

- Between 2008-2010, the increase in Patrol Checks was largest while all other categories showed only small fluctuations.
- Based on information from the CMPD, the number of Subject Stops (generally officer initiated), most likely decreased because the patrol officers are entering Patrol Checks as their disposition on their Mobile Data Terminal (MDT) instead of Subject Stop.



Using CMPD data has enabled this analysis to expand and determine which types of calls for service are reasonably attributed to the chronically homeless population and what is not. Without going through the police records of every single call for service it is impossible to determine which calls are related to activity of the homeless and which are not. Short of that, LT. Sharpnack (Area 1 Commander) and Officer Trevino (Community Oriented Policing) have reviewed the data for which calls of service types in Lions Park and the immediate vicinity are reasonably attributed to chronically homeless population. The types of calls reasonably attributed to the homeless are: 11350-Drugs, Assault with a Deadly Weapon, Battery, Begging, Bike/Bicyclist Stop, Burglary, Check Welfare, Disturbance, Drunk in Public, Fight, Indecent Exposure, Keep the Peace, medical Aid, Municipal Ordinance Violation, Overdose, Parking Violation, Parole Violation, Patrol Check, Person Down, Police Mutual Aid, Police Public Assist, Possession of Danger, Resisting Police Officer, Robbery, Stolen Vehicle, Subject Stop,

Suspicious Person, Theft, Trespassing, Unwanted Guest Refuses to Leave, Vagrant/Transient, Vandalism, Warrant Arrest, and Other.



The caveat to this type of qualitative analysis is that it is no exact calculation and there may be calls for service excluded because they are not believed to be attributed to the homeless. This analysis serves as a baseline to identify what is occurring at Lions Park.

It is also important to note that these statistics are not crime statistics, but are statistics of types of calls for service received by the CMPD. They are categorized by what the reporting party describes to the dispatcher as the apparent need for service or what the police officer records as the initial reason to take action. Not all categories are crimes merely descriptors of a type of action taken by a patrol officer. Finally, these statistics are not arrest statistics.

### Summary

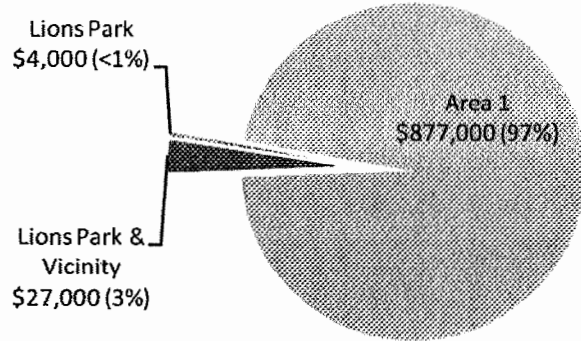
This quantitative examination of CMPD costs in the Lions Park area is an estimate of costs and not figures from the annual operating budget. Police officer salaries and patrol shifts are already

budgeted. This report expresses how much money and officers' time is expended working with the chronically homeless population in Lions Park. The purpose of isolating these costs in this fashion is to help identify the way the City's resources are currently expended to address the needs of the chronically homeless population to determine whether a different strategy is merited.

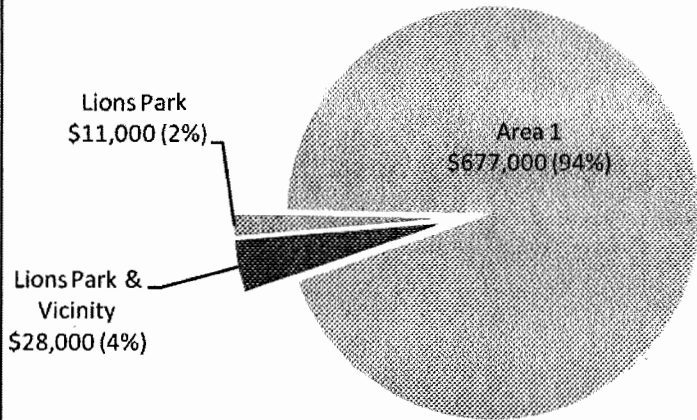
## Appendix

Table 2, PD Stats	2008			2009			2010		
	AREA 1	LIONS PARK & VICINITY	LIONS PARK	AREA 1	LIONS PARK & VICINITY	LIONS PARK	AREA 1	LIONS PARK & VICINITY	LIONS PARK
11350-DRUGS	115	8	1	138	6	0	121	8	2
30 DAY IMPOUND	368	5	0	294	2	0	208	4	0
911 CALL NO VOICE	931	76	13	2439	41	16	1782	72	0
ADW - ADVISE ON MEDI	52	3	1	48	0	0	41	0	0
ALARM RESPONSE	112	76	17	1110	43	2	1214	40	4
ANIMAL CONTROL INCID	1109	22	13	1077	29	16	1481	21	10
BATTERY	224	12	2	243	16	7	223	12	2
BEGGING	40	15	0	65	15	0	43	13	0
BIKE/BICYCLIST STOP	576	20	4	705	7	1	517	12	3
BURGLARY	134	17	0	48	4	0	234	7	0
CHECK WELFARE	385	8	0	424	13	0	430	17	3
CSI REQ - SEE ORIGIN	269	7	3	231	1	0	146	0	0
DEFRAUD INNKEEPER	39	1	0	32	0	0	53	1	0
DISTURBANCE	592	120	12	3909	100	11	3615	125	25
DRUNK IN PUBLIC	229	64	4	628	71	5	599	46	10
FIGHT	271	21	2	239	10	6	222	24	6
FOUND PROPERTY	40	3	1	32	4	0	43	3	1
GENERAL BROADCAST	184	4	3	163	1	0	170	1	0
INDECENT EXPOSURE	26	2	0	28	2	0	24	4	1
KEEP THE PEACE	349	9	3	569	13	3	529	10	1
MEDICAL AID	227	12	3	315	27	2	365	23	4
MISSING PERSON	2	3	1	4	0	0	64	0	0
MUNI ORDINANCE VIOLA	614	119	27	601	98	55	472	64	31
OVERDOSE	46	1	0	42	1	0	55	3	0
PARKING VIOLATION	925	8	0	786	3	0	730	18	0
PAROLE VIOLATION	73	2	1	35	2	1	33	3	0
PATROL CHECK	784	19	9	1038	112	90	1928	347	259
PERSON DOWN	232	17	0	232	0	0	251	23	2
POLICE MUTUAL AID	193	3	0	186	3	0	180	2	0
POLICE PUBLIC ASSIST	201	14	7	221	10	4	240	9	2
POSSESSION OF DANGER	88	8	1	72	1	0	73	3	0
RAPE	7	3	0	1	0	0	6	1	0
REPORT	502	46	2	1109	53	7	1433	90	13
RESISTING POLICE OFF	34	1	0	27	3	1	20	2	1
ROBBERY	20	3	1	9	1	0	25	1	0
STOLEN VEHICLE	127	3	0	114	0	0	85	2	0
SUBJECT STOP	1325	188	34	1159	145	41	1127	111	36
SUSPICIOUS PERSON	1690	84	10	1657	70	9	1676	69	12
THEFT	225	26	3	178	14	1	336	15	1
TRESPASSING	152	7	0	112	22	0	114	8	1
UNWANTED GUEST REFUS	160	16	1	191	15	0	167	18	1
VAGRANT/TRANSIENT	585	107	6	659	117	11	722	140	11
VANDALISM	109	13	3	626	13	0	367	7	0
WARRANT ARREST	616	26	6	511	23	8	399	24	14
OTHER	22878	41	9	14905	93	35	11310	239	137
TOTAL	37860	1261	203	37212	1204	332	34861	1642	633

**Chart 4, 2008 CMPD Calls for Service Cost**

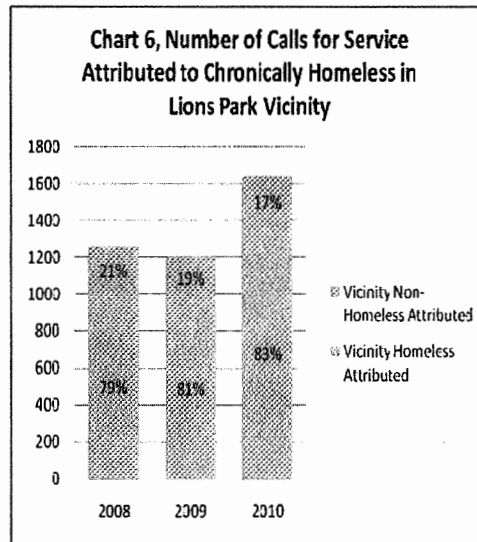


**Chart 5, 2010 CMPD Calls for Service Cost**

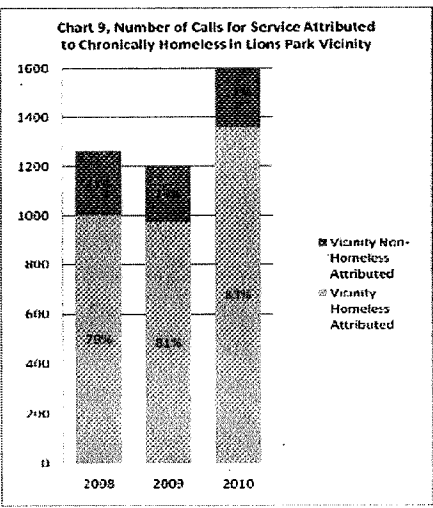
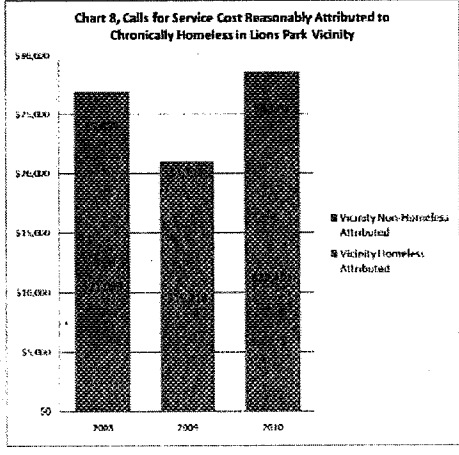
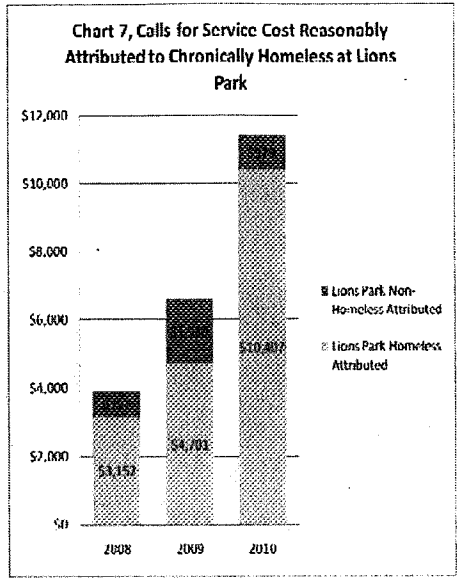


**Calls for Service Comparison Calendar Year 2008-2010**

<b>Table 3</b>		Calls for Service	Percent of Calls	Total Cost	Percent Cost
<b>2008</b>	Lions Park Non-Homeless Attributed	200	26%	\$3,908.88	19%
	Lions Park Homeless Attributed	148	74%	\$3,152.18	81%
	Vicinity Non-Homeless Attributed	1261	21%	\$26,954.29	22%
	Vicinity Homeless Attributed	1000	79%	\$21,099.11	78%
<b>2009</b>	Lions Park Non-Homeless Attributed	332	18%	\$6,631.00	29%
	Lions Park Homeless Attributed	272	82%	\$4,701.27	71%
	Vicinity Non-Homeless Attributed	1204	19%	\$21,008.81	9%
	Vicinity Homeless Attributed	973	81%	\$19,213.09	91%
<b>2010</b>	Lions Park Non-Homeless Attributed	633	6%	\$11,385.09	9%
	Lions Park Homeless Attributed	593	94%	\$10,406.59	91%
	Vicinity Non-Homeless Attributed	1642	17%	\$28,621.35	22%
	Vicinity Homeless Attributed	1359	83%	\$22,451.38	78%







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**ATTACHMENT D:**

Homeless Task Force Meeting Agendas

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## AGENDA

Wednesday, March 16, 2011  
Conference Room 1A  
5:30 p.m.

- I. Welcome and Introductions – Tom Hatch, Chief Executive Officer  
Muriel Ullman, Neighborhood Improvement Mgr.
- II. Overview of homeless problems in Orange County – What does this mean for Costa Mesa? - Larry Haynes and Mike Linares
- III. Where have we been and what have we done to address homelessness?
  - Current and Ongoing Actions – Muriel Ullman
  - Legal/Enforcement Actions – Elena Gerli, City Attorney  
Lt. Robert Sharpnack
- IV. Development of Mission / Purpose Statement – Larry Haynes
- V. Proposed Task Force Overview
- VI. Election of Chair, Vice Chair and Secretary
- VII. Future Meetings
  - Location
  - Correspondence – Emails / hard copies
- VIII. Public Comments
- IX. Adjourn



## **COSTA MESA HOMELESS TASK FORCE AGENDA**

Wednesday, April 20, 2011  
Neighborhood Community Center - Adams Room  
1845 Park Avenue  
5:30 p.m.

**Mission Statement: Establish Realistic Strategies and Make Recommendations that Address the Needs of the Costa Mesa Community, Residents, Businesses and the Homeless**

- I. Welcome – Chair Steve Smith, Facilitator Larry Haynes
- II. Roll Call
- III. Minutes – March 16, 2011 meeting
- IV. Public Comments
- V. Meeting Overview – Larry Haynes, Facilitator
- VI. New Business
  - A. Brown Act Presentation – Christian Bettenhausen-Jones & Mayer/City Attorney
  - B. Current and Ongoing Actions (Comm. Outreach & Legal/Enforcement)- Muriel Ullman, Elena Gerli, Lt. Robert Sharpnack
  - C. 3-year Law Enforcement Overview Lions Park Area – Bijan Mazarji & Lt. Sharpnack
  - D. Physical and Mental Health Homeless Perspective – Karen McGlinn, SOS
  - E. Faith Based Perspective – What are the Churches in Costa Mesa doing to Combat Homelessness? – Becks Heyhoe, The Churches Consortium
    - Russ Carter
    - Lighthouse Church Representative
  - F. Homeless Census and Assessment Preview – Larry Haynes, Mercy House
- VII. Old Business

**A. Subcommittee Reports**

**1. Services Sub-Committee – Chair, Colin McCarthy**

**2. General Community - Chair, Jeff Mathews**

**3. Data – Chair, Larry Haynes**

**VIII. Chairperson's Reports, Comments and Suggestions**

**IX. Adjourn to Next Meeting – May 18, 2011 – Conf. Rm. 1A, Costa Mesa City Hall**



**COSTA MESA HOMELESS TASK FORCE  
AGENDA**

Wednesday, May 18, 2011  
Costa Mesa City Hall – Conf. Rm. 1A  
77 Fair Drive, Costa Mesa, CA  
5:30 p.m.

**Mission Statement:** Establish Realistic Strategies and Make Recommendations that Address the Needs of the Costa Mesa Community, Residents, Businesses and the Homeless

- I. Roll Call
- II. Minutes Approval – meeting of Wednesday, April 20, 2011
- III. Meeting Overview/Mission Statement/Welcome – Chairman Steve Smith
- IV. Election of Vice-Chair – Chairman Steve Smith
- V. Committee Comments
- VI. New Business
  - A. Current/Ongoing Actions – Muriel Ullman / Lt. Robert Sharpnack
  - B. Local Impacts
    1. What is the impact on the Library and what is being done to address the issue? – Susan Sassone, Head Librarian
    2. Member of the Business Community – Impact of homeless population on businesses - Larry Weichman, Costa Mesa Chamber of Commerce Chairman
  - C. Best Practices/Solutions
    1. Community Meeting – Lt. Robert Sharpnack
    2. Homeless Court and Costa Mesa Homeless– Spring Jaentsch, Paralegal / Homeless Outreach Court
    3. Case Study #1: St. Petersburg, Florida
- VII. Adjourn – next meeting Wednesday, June 15, 2011 – Adams Room, Neighborhood Community Center

**PUBLIC COMMENTS:** To ensure fair and equal treatment of all who appear before the Task Force and to expedite Task Force business, speakers will be limited to three (3) minutes each to address any item within the Homeless Task Force’s jurisdiction and which is not listed on the Agenda. Public Comments will be at both the beginning of the meeting and after each agenda section.





**COSTA MESA HOMELESS TASK FORCE  
AGENDA**

Wednesday, June 15, 2011  
Costa Mesa Police Department – E.O.C. Room  
99 Fair Drive, Costa Mesa, CA  
5:30 p.m.

**Mission Statement: Establish Realistic Strategies and Make Recommendations that Address the Needs of the Costa Mesa Community, Residents, Businesses and the Homeless**

- I. Roll Call
- II. Minutes Approval – Meeting of Wednesday, May 18, 2011
- III. Meeting Overview/Mission Statement/Election of Chair – Larry Haynes / Muriel Ullman
- IV. Committee Comments
- V. New Business
  - A. Current and Ongoing Actions / Muriel Ullman
  - B. Costa Mesa Police Department – Enforcement Alternatives to Address Homeless Population - Lt. Robert Sharpnack / Officer Julian Trevino
  - C. Legal Alternatives
    1. Existing and Prospective Ordinances - Elena Gerli / Charisse Smith
- VI. Adjourn – next meeting Wednesday, July 20, 2011 – E.O.C. Room, Costa Mesa Police Department, 99 Fair Drive, Costa Mesa, CA

**PUBLIC COMMENTS:** To ensure fair and equal treatment of all who appear before the Task Force and to expedite Task Force business, speakers will be limited to three (3) minutes each to address any item within the Homeless Task Force's jurisdiction and which is not listed on the Agenda. Public Comments will be at both the beginning of the meeting and after each agenda section.



**COSTA MESA HOMELESS TASK FORCE  
AGENDA**

Wednesday, August 17, 2011  
Costa Mesa Police Department – E.O.C. Room  
99 Fair Drive, Costa Mesa, CA  
5:30 p.m.

**Mission Statement:** Establish Realistic Strategies and Make Recommendations that Address the Needs of the Costa Mesa Community, Residents, Businesses and the Homeless

- I. Roll Call
- II. Minutes Approval – Meeting of Wednesday, July 20, 2011
- III. Meeting Overview – Larry Haynes
- IV. Committee Comments
- V. Public Comments
- VI. New Business
  - A. Best Practices – City of Pasadena - Mike Linares/Derek Levoit
    1. Public Comments
  - B. County of Orange 10 Year Plan – Karen Roper / Larry Haynes
    1. Public Comments
  - C. Definition of Homeless Costa Mesa Resident – Larry Haynes
  - D. General List of Ideas to Reduce Homelessness – Larry Haynes / Mike Linares
    1. Establish Sub-Committee Planned Brainstorming Sessions
    2. Public Comments
  - E. Tentative Timeline for Future Meetings
    1. Public Comments
- VII. Adjourn – next meeting Wednesday, September 21, 2011  
E.O.C. Room, Costa Mesa Police Department, 99 Fair Drive, Costa Mesa, CA

**PUBLIC COMMENTS:** To ensure fair and equal treatment of all who appear before the Task Force and to expedite Task Force business, speakers will be limited to three (3) minutes each to address any item within the Homeless Task Force’s jurisdiction and which is not listed on the Agenda. Public Comments will be at both the beginning of the meeting and after each agenda section.



**COSTA MESA HOMELESS TASK FORCE  
AGENDA**

Wednesday, July 20, 2011  
Costa Mesa Police Department – E.O.C. Room  
99 Fair Drive, Costa Mesa, CA  
5:30 p.m.

**Mission Statement: Establish Realistic Strategies and Make Recommendations that Address the Needs of the Costa Mesa Community, Residents, Businesses and the Homeless**

- I. Roll Call
- II. Minutes Approval – Meeting of Wednesday, June 15, 2011
- III. Meeting Overview – Larry Haynes
- IV. Committee Comments
- V. Public Comments
  - A. Executive Summary – Current and Ongoing Actions / Muriel Ullman
- VI. Old Business
  - A. Existing and Prospective Ordinances (continued) - Elena Gerli / Charisse Smith
    1. Public Comments
- VII. Best Practices – Law Enforcement / Social Services
  - A. City of Laguna Beach - Corporal Jason Farris / Muriel Ullman
    1. Public Comments
  - B. City of Santa Ana - Reserve Officer Randy Beckx
    1. Public Comments
- VIII. Adjourn – next meeting Wednesday, August 17, 2011  
E.O.C. Room, Costa Mesa Police Department, 99 Fair Drive, Costa Mesa, CA

**PUBLIC COMMENTS:** To ensure fair and equal treatment of all who appear before the Task Force and to expedite Task Force business, speakers will be limited to three (3) minutes each to address any item within the Homeless Task Force's jurisdiction and which is not listed on the Agenda. Public Comments will be at both the beginning of the meeting and after each agenda section.



**COSTA MESA HOMELESS TASK FORCE  
AGENDA**

Wednesday, September 21, 2011  
Costa Mesa Police Department – E.O.C. Room  
99 Fair Drive, Costa Mesa, CA  
5:30 p.m.

**Mission Statement:** Establish Realistic Strategies and Make Recommendations that Address the Needs of the Costa Mesa Community, Residents, Businesses and the Homeless

- I. Roll Call
- II. Minutes Approval – Meeting of Wednesday, August 17, 2011
- III. Meeting Overview – Larry Haynes
- IV. Committee Comments
  - A. Sub-Committee Reports
- V. Current and Ongoing Actions – Muriel
- VI. Public Comments
- VII. New Business
  - A. Demographics – Assessment of Homeless Population in Costa Mesa  
- Dr. Ed Clarke, Vanguard
    1. Public Comments
  - B. Supportive vs. Emergency vs. Transitional Housing – Larry Haynes
    1. Public Comments
- VIII. Old Business
  - A. Definition of Homeless Costa Mesa Resident – Mike Linares
  - B. Brainstorming Session – Recommendations and Priorities – Larry Haynes
    1. Public Comments
  - E. Tentative Timeline for Future Meetings
    1. October 15<sup>th</sup> Workshop – E.O.C.
    2. Public Comments
- IX. Adjourn – next meeting Wednesday, October 19, 2011 at 5:30 p.m.  
E.O.C. Room, Costa Mesa Police Department, 99 Fair Drive, Costa Mesa, CA

**PUBLIC COMMENTS:** To ensure fair and equal treatment of all who appear before the Task Force and to expedite Task Force business, speakers will be limited to three (3) minutes each to address any item within the Homeless Task Force’s jurisdiction and which is not listed on the Agenda. Public Comments will be at both the beginning of the meeting and after each agenda section.

**ATTACHMENT E:**

**Homeless Task Force Executive Summaries**

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**Executive Summary – Current and Ongoing Actions  
Jan-April, 2011  
Homeless Task Force and In-House Homeless  
Coordinating Committee**

- **Orange County Health Care Agency:**
  - OCHCA visits Lions Park every Wednesday
  - Since March 11, 32 contacts with homeless individuals at Lions Park, 19 engagements
  - 8 individuals have been linked to services, housing, sober living, mental health facilities, social services, school shelters
- **Mental Health Association & Veterans Administration**
  - Since HTF formed, MHA Outreach team in park 3 times per week, VA Outreach in Park 2 times per week
  - 34 contacts with homeless individuals at Lions Park, 3 engagements (currently working with 3 individuals for housing placement)
  - VA has placed two homeless Veterans in supportive housing
- **Costa Mesa Police Department/Veterans First/Veterans Administration**
  - Continuing “sweeps” of Lions Park once per week with various social service providers including Veterans First and Veterans Administration.
  - Officer Trevino working with homeless bi-polar veteran in an attempt to reunite him with his family.
  - CMPD and Veterans First made contact with homeless veteran suffering from chronic alcoholism. He agreed to check into Charles Street. Veterans First took over case management and found him temporary housing in Santa Ana.
  - CMPD and Veterans First were able to get two additional homeless veterans into housing in Garden Grove.

- CMPD worked with D.A. and City Attorney's office to prosecute chronic homeless municipal and penal code violator. This individual is now on probation and placed in transitional housing.
- A CMPD officer served as a liaison which resulted in housing for a long term problematic homeless individual at the Costa Mesa Motor Inn. This individual had been either arrested or cited on well over 100 occasions. Thus far, he has remained the location for two months.
- CMPD was able to get another D.A. at Harbor Court to put another chronic homeless offender on informal probation for two years, with one of his conditions being to stay away from Lions Park at least 100 yards. This individual has been arrested approximately 54 times over the years and cited approximately 140 times for various crimes and municipal code violation in and around the park.
- Lt. Sharpnack is working with First Step House to start tracking what State or City entities are dropping off homeless people with chronic alcoholism. He is personally contacting these organizations to encourage them to utilize facilities in their own vicinities. Also, during a recent contact, First Step staff agreed to implement a process whereby eligible individuals will be directed into Homeless court and Community Court.
- CMPD has met with several liquor store owners over the last month regarding responsible sales of alcoholic beverages to homeless subjects. Employee training and sales of single container beverages will be addressed in upcoming weeks.
- CMPD is actively seeking individuals and organizations for enlistment in the neighborhood/community watch program.
- Officer Trevino is working with two chronic homeless subjects who expressed a desire to return to their home town. These men do not have identification cards. Officer Trevino is working with these individuals and the appropriate agencies to ensure the subjects are ready for travel.
- Meetings with Santa Ana Police Officer Randy Beckx to discuss concept of "Homeless Police Officer" a law enforcement model utilized in several cities including Santa Ana, Pasadena and San Diego.
- CMPD and HCD are working together to field complaints from local businesses and residents regarding trespassing violations on private property caused by homeless individuals living in vehicles which are illegally parked. CMPD has been working with a particular business owner to identify those who are trespassing on private property and encouraging the owners to establish immediate contact with CMPD officers when these vehicles appear on private property so that they can be towed should they refuse to leave.

- **Local Churches**

- Saddleback Church and Day in the Park Ministry have agreed to cease their weekend food sharing program with the homeless in lieu of seeking practical solutions to homelessness in the community.
- 12 churches have formed a consortium whose purpose it is to address homelessness in Costa Mesa. Their goal is to implement ways of ministering to



- Over the last month, 20 volunteers from a number of different local churches have assisted Vanguard University in carrying out the Homeless Census and Assessment as described below.
- **Legal Staff**
  - Researching park shelter reservation policies and restrictions on food sharing programs in public parks.
  - Exploration of code amendments including prohibition of smoking in parks, parking restrictions, unattended personal property on public property and trespassing ordinance.
  - Development of multi-faceted legal strategy which will involve a stronger presence in court when homeless individuals appear before a judge.
  - Prosecution of municipal code violations and District Attorney/Public Defender interface regarding specific cases of interest for those who are prosecuted for state code violations.
- **Homeless Task Force Community Subcommittee**
  - This subcommittee did a random survey of local businesses to determine the effect of homeless patrons on their individual businesses.
- **Housing and Community Development Staff/Homeless Task Force Services Subcommittee**
  - Ongoing responsibility for both Homeless Task Force and In-House Homeless Coordinating Committee.
  - Staff and subcommittee members have met and/or reviewed best practices with representatives from several cities including Laguna Beach, Pasadena, Burbank, Long Beach and Los Angeles to determine best practices to address homelessness.
  - Staff has met with the Mental Health Association to discuss their mental health drop-in clinic located at United Methodist Church to see if any partnering is possible, given its proximity to Lions Park.
  - Monthly attendance at Homeless Forum to receive lists of openings in various County Shelters which is distributed to CMPD officers in the field.
  - Ongoing discussions with Code Enforcement staff and County Probation and Parole Departments regarding joint monitoring of sober living homes in the City.
  - Preparation of Area I crime statistics report with an emphasis on homeless incidents. Preliminary discussions underway regarding preparation of Area II statistics report.

- Development of a complaint form which can be used by citizens and/or City staff to request assistance with homeless incidents in the City.

- **In House Homeless Coordinating Committee**

- Meetings held once a month, following the Homeless Task Force meetings.
- These meetings are attended by City staff and social service workers working in the Lions Park vicinity including the Mental Health Association, County Probation, County Parole Veterans First, and Orange County Health Care Agency in attempt to address ongoing problems needing attention by all parties involved in homeless coordination effort.

- **Assessment of Chronic Homeless**

- Mercy House and Vanguard are taking the lead in this effort along with Church Consortium. The purpose of the survey is to determine size of population and obtain data on kinds of issues we are dealing with in an effort to focus resources.
- Their timeline for the assessment work is as follows:
  - Census February
  - Assessments/interviews: February – May
  - Review data: May
  - Formal report: June



**Executive Summary – Current and Ongoing Actions  
May 2011  
Homeless Task Force and In-House Homeless  
Coordinating Committee**

- **Orange County Health Care Agency:**
  - OCHCA visits Lions Park every Wednesday
  - Since March, 13 homeless outreaches, 28 engagements
  - 10 individuals have been linked to services, housing, sober living, mental health facilities, social services, school shelters, homeless court
- **Mental Health Association & Veterans Administration**
  - Since HTF formed, MHA Outreach team in park 3 times per week, VA Outreach in Park 2 times per week
  - 16 contacts with homeless individuals at Lions Park, 24 engagements (currently working with 2 individuals for housing placement)
- **Costa Mesa Police Department/Veterans First/Veterans Administration**
  - Continuing “sweeps” of Lions Park once per week with various social service providers including Veterans First and Veterans Administration.
  - CMPD continue proactive patrol and enforcement in Lions Park. 29 citations were issued and 18 people arrested in and around Lions Park and 19<sup>th</sup> St involving warrants and alcohol related violations.
  - CMPD helped a homeless person work with Social Security and obtain a government ID card.
  - CMPD is continuing to meet with several liquor stores to obtain verbal support regarding responsible sales of alcoholic beverages to homeless subjects. These owners also agreed to provide employee training regarding the sale of “singles” to liquor store patrons.

- CMPD is actively seeking individuals and organizations for enlistment in the neighborhood/community watch program.
- CMPD is also looking at having two business outreach meetings with both liquor store owners as well as local businesses.
- CMPD is consolidating three forms into one so that misdemeanor violations can be completed quickly which will encourage officers to spend more time control.
- **Local Churches**
  - Saddleback Church Representative on the HTF has begun working with a homeless lady who has refused housing and help.
  - The Lighthouse has coordinated with Saddleback Church to move the Sunday meal from Lion's Park to the Lighthouse property.
  - The Lighthouse has also invited the Wednesday feeding ministry to use their property as well instead of the park.
- **Legal Staff**
  - City Attorney's office has prepared a presentation on existing and potential ordinances designed to deter loitering and other nuisance activities at the June 15<sup>th</sup> HTF meeting, as well as other rules and regulations which could discourage vagrancy.
- **Housing and Community Development Staff/Homeless Task Force Services Subcommittee**
  - Ongoing responsibility for both Homeless Task Force and In-House Homeless Coordinating Committee.
  - Staff and subcommittee members have met with representatives from the City of Carlsbad to determine best practices to address homelessness.
  - Staff has talked to United Methodist Church to see if any partnering is possible with regard to food sharing at their facility, given its proximity to Lions Park.
  - Monthly attendance at Homeless Forum to receive lists of openings in various County Shelters which is distributed to CMPD officers in the field.
  - Staff is also in process of setting up a homeless housing options workshop with financial and legal experts and members of the Homeless Task Force
- **In House Homeless Coordinating Committee**
  - Meetings held once a month, following the Homeless Task Force meetings.
  - These meetings are attended by City staff and social service workers working in the Lions Park vicinity including the Mental Health Association, County Probation, County Parole Veterans First, and Orange County Health Care Agency in attempt to address ongoing problems needing attention by all parties involved in homeless coordination effort.

- **Meeting with Vanguard and Mercy House Regarding the Assessment of Chronic Homeless**
  - Mercy House and Vanguard are taking the lead in this effort along with Church Consortium. The purpose of the survey is to determine size of population and obtain data on kinds of issues we are dealing with in an effort to focus resources.
  - A meeting was held between Vanguard and the City. The Assessment is almost complete and will give the City an estimation of how many homeless individuals feel that Costa Mesa is their permanent residence as well as any ancillary problems which they are experiencing, i.e. drug or alcohol abuse, mental illness etc.



**Executive Summary – Current and Ongoing Actions  
June 2011  
Homeless Task Force and In-House Homeless  
Coordinating Committee**

- **Orange County Health Care Agency**
  - For the month of June, OCHCA made 10 new outreach contacts, 40 engagements and 6 linkages to services in the City of Costa Mesa.
- **Mental Health Association**
  - The Outreach Team had 14 contacts and 24 engagements.
  - Recent outreach has included successes in housing a contact known as JD, a homeless veteran who has been homeless for 10 years.
- **Costa Mesa Police Department/Veterans First/Veterans Administration**
  - Continuing work in Lions Park once per week with various social service providers, including Veterans First and Veterans Administration
  - Continuing proactive patrol and enforcement in Lions Park/19<sup>th</sup> St area.
    - 20 people arrest; 6 tickets issued for warrants, alcohol and drug related violations.
  - Individual being helped by CMPD (and mentioned in earlier meetings) was aided in working with Social Security, obtaining documentation to fly and housed in a motel for a period of time before being reunited with his family in Chicago.
  - Meeting with area liquor stores continues as CMPD try to gain cooperation and continue to educate about the issue of “singles” and other issues involving alcohol and the homeless.
  - Efforts continue on promoting interest in neighborhood watch. CMPD encourages those interested to improve contact with local law enforcement.
  - The new consolidated misdemeanor form should be available as a resource soon in order to reduce paperwork associated with such violations, streamlining process and saving time.
- **Local Churches**
  - Met with and gained membership from two additional local churches in the consortium

- Met with CMPD and City Staff to discuss new strategies for the churches on July 13.
  - Included discussion on the possible use of Church locations for storage facilities and a possible access center
- **Legal Staff**
  - Continuing to research prospective ordinances.
  - Reviewing Request for Proposals for a Security Guard at Lion's Park.
- **Housing and Community Development Staff/Homeless Task Force Services Subcommittee**
  - Parks Commission is in the process of considering the adoption of an anti-smoking ordinance.
  - Met with City of Laguna Beach's Community Outreach Officer, Jason Farris to discuss the concept of a dedicated police officer on homeless issues.
  - Prepared Request for Proposals for Security Guard at Lion's Park.
  - Staff is currently studying the possibility of supportive housing.
  - Reviewing current policy practices (i.e., Park Rangers vs. Sworn Officers) with regard to homeless issues in the parks.
  - Preparing joint strategy for "Homeless Enforcement Team" with CMPD for presentation to City Council and Homeless Task Force.
- **Homeless Task Force General Community Subcommittee**
  - Held a meeting for residents of the Lions Park area on June 27<sup>th</sup> which included 3 members of the Subcommittee and was attended by a number of residents
  - An issues paper was produced, including information to be presented to the Homeless Task Force
  - Members, along with Staff, visited Village of Hope in Tustin.



**Executive Summary – Current and Ongoing Actions  
August - September 2011  
Homeless Task Force and In-House Homeless  
Coordinating Committee**

- **The Task Force presented an update to City Council on 6 SEP 2011 with several members in attendance. Video is available on the [Video on Demand](#) page of the City website.**
- **Orange County Health Care Agency**
  - 13 Engagements, No Linkages
- **Mental Health Association**
  - 91 Engagements, 1 Linkage
- **Costa Mesa Police Department/Veterans First/Veterans Administration**
  - Continued proactive enforcement. Officers continued to do foot patrol checks of Lions Park and the surrounding area.
    - From August 09 to Sept 12, they were 8 arrests and 19 citations issued for alcohol and drug related crimes and outstanding warrants.
  - Have responded to complaints made to Councilmember Leece concerning the activity of a vehicle in which an individual has been residing.
    - A vehicle has been identified and will be observed for future municipal code violations.
  - Tentatively, a Park Ranger will be hired within 30 days.
- **Churches Consortium/Local Churches**
  - The Churches Consortium continues to meet and discuss options regarding vital issues such as storage as well as a variety of other self-started initiatives.
  - They have met and discussed:
    - Storage



**ATTACHMENT F:**

Public and Task Force Comments on  
Recommendations from the 19 OCT Meeting

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**Goals & Action Item  
Recommendations**

**GOAL 1**

**Define who is a Costa Mesa  
Homeless Individual**

**Action Item**  
**Define “Costa Mesa” Homeless Individual**

■ **Task Force Comments**

- “Exception” age of 65 too old; change to 60
- Can definition be changed?
- A disinterested 3rd party should make the decision re: qualification as CM homeless

■ **Public Comments**

- Definition does not address persons that are “court ordered” to reside in CM; should this be addressed?
- Private charities do not have adopt definition
- How will providers know who are CM homeless? Will IDs be issued?

■ **RECOMMENDATION:**

- Adopt definition as presented including reducing exception age from 65 to 60
- Revisit definition after 1 yr

**GOAL 2**

**Protect the Health & Safety of Costa  
Mesa Residents Through Enforcement of  
“Civility” Laws & Provision of Alternate  
Storage Facilities**

## Action Item - 2a Parking Ordinances

### ■ Task Force Comments

- Implementing may result in parking in other places & parks
- Must allow certain time constraints
- Should blanket across all parks - no parking at night
- Neighborhood has problems with limiting parking & how that impacts the residents who live there

### ■ Public Comments

- Need exceptions to permit parking for special events
- Diagonal parking @ Lions Park - is street or park? Need to look into permitting diagonal parking @ night
- If someone is sleeping in their vehicle & they have nowhere to go, where should they go?

■ **RECOMMENDATION:** No overnight parking in parks except by permit

## Action Item - 2b Sleeping Ordinance

### ■ Task Force Comments

- There is difference between sleeping & camping – camping requires equipment
- Everyone needs to sleep but there is no right to camp – source of legal issues
- Can anti-camping ordinance be enforced w/out reasonable alternatives (e.g., storage)?
- Need a balanced approach – need to show entire nature of homeless strategy
- CC needs to understand the connection

### ■ Public Comments

- What happens if housing runs out for “Costa Mesa” homeless; will ordinance still be enforceable?

### ■ **RECOMMENDATION:**

- Enforce anti-camping & lodging ordinances as part of a legal strategy connected to actions that link homeless housing
- Ensure park is closed at night

## Action Item – 2c Storage Ordinance & Alternative Storage Site

### ■ Task Force Comments

- Too much risk for City to manage
- Should be tie to enforcement of anti-camping
- Storage ordinance should be tied to an alternate storage site
- Not at the police department, is Westside substation option
- Develop list of things that cannot be destroyed
- Awareness campaign – 1 mo to let people know of ordinance

### ■ Public Comments

- Can we charge to store?
- What is City's liability for storing/destroying?
- Will storage be attended?
- What if someone needs their meds or they go into diabetic shock?
- Urged to leave this to private charity for fear of liability

- **RECOMMENDATION:** Update & enforce existing personal property storage ordinances & if possible, partner with faith-based/nonprofit organizations to provide accessible & secure locations for homeless to store & retrieve personal property. Provide grace period (e.g., 1 mo) before implementing

## Action Item - 2d Food Sharing Ordinances

### ■ Task Force Comments

- Can restrict but not ban food sharing
- People w/ good intentions need a funnel for their activities
- Organization involved in feeding should be aware of City's homeless strategy
- Provide advocacy training so people are aware of homeless resources
- Need to build relationships to solve & clean up parks
- Require cleaning up food share as part of permit process
- Require a bond to incentivize groups to implement City's goals

### ■ Public Comments

- Problem = people take food from park & litter in surrounding areas
- Food sharing groups should be required to clean after feeding in order to get permit &/or charge groups an impact fee
- Groups not just feeding; this is relationship building—getting to know homeless & their issues. If homeless move you lose relationship. Would be good to have an Access Center to provide these activities
- Conversations started w/ churches for food sharing locations but nothing concrete - a day center would be ideal

- **RECOMMENDATION:** Research ordinance(s) limiting food sharing programs in City parks & other public locations with permits issued only for advocates who have been through outreach training

**Action Item - 2e & 2f**  
**Prohibition on Smoking & Ban Sex Offenders in**  
**Park Ordinances**

■ **Task Force Comments**

- Smoking Ban:
  - No comments
  - Going to CC November 1st
  
- Sex Offenders Ban:
  - No comments

■ **Public Comments**

- Smoking Ban:
  - Is the sidewalk part of the park?
  
- Sex Offenders Ban:
  - No comments

■ **RECOMMENDATION:**

- Reaffirm support of the Park & Recreation Commission's recommendation to expand current smoking ban ordinance to parks, sports fields, parking lots, etc.
  
- That the City Council adopt an ordinance banning registered sex offenders from City owned parks & recreation facilities

**Goal 3**

**Proactive Problem Resolution with**  
**Regard to High Crime/Vice Motels that**  
**Cater to Transient Population,**  
**Enforcement of Local Codes &**  
**Ordinances at Problem Halfway Houses**

### **Action Item - 3a Building Code Changes**

■ **Task Force Comments**

- There could be a negative impact on “regular paying” CM residents who may want to expand their residence

■ **Public Comments**

- Is there a list of problem recovery homes?

- **RECOMMENDATION:** That Staff explore changes to current building codes and ordinances that could reduce or mitigate impact of half way/sober living homes on residential and business neighborhoods

### **Action Item - 3b Proactive Half Way Inspections**

■ **Task Force Comments**

- These facilities perform a purpose; however, sobriety is temporary without formalized adjustment period
- There needs to be both a short-term & long-term program to help cure addiction & then a program to prevent relapse
- Churches Consortium would like to recognize halfway homes that do good work

■ **Public Comments**

- City should enforce codes & make sure rules are followed, but should not demonize recovery homes
- If CM were a Charter City, could it regulate houses w/ 6 or fewer people?
- Are there Code that by right are still reviewed by City? Could CM extend this to recovery homes w/ 6 people or less?

- **RECOMMENDATION:** That City Staff pursue a partnership with Probation & Parole personnel to proactively inspect recovery/half way homes to ensure code compliance



**Action Item - 3c**  
**Halfway House/Sober Living Home Outreach**

■ **Task Force Comments**

– No comments

■ **Public Comments**

– No comments

- **RECOMMENDATION:** Provide support for Church Consortium halfway houses/sober living homes outreach program

**Action Item - 3d**  
**Reactivate Motel Task Force**

■ **Task Force Comments**

– No comments

■ **Public Comments**

– No comments

- **RECOMMENDATION:** That the Motel Task Force be reactivated

## Goal 4

### Centralized In-House Homeless Services Coordination

#### Action Item - 4a

#### Centralize Homeless Services Coordination

■ **Task Force Comments**

- Should also include communication with public of City's homeless strategy

■ **Public Comments**

- No comments

- **RECOMMENDATION:** Continue centralized homeless services coordination through the Housing & Community Development Division

**Action Item - 4b**  
**Create Smaller Homeless Task Force**

■ **Task Force Comments**

– No comments

■ **Public Comments**

– No comments

■ **RECOMMENDATION:** Create a smaller HTF to monitor implementation of HTF priorities & action plan

**Goal 5**

**Establish an Integrating Law  
Enforcement, Mental Health & Legal  
Strategy as a 3-Pronged Approach to  
Homelessness**

**Action Item - 5a**  
**Enforcement Team - “Homeless Outreach Officer”**

■ **Task Force Comments**

- No comments

■ **Public Comments**

- Patrol circuit should include Canyon & Wilson parks?

- **RECOMMENDATION:** That the city explore the deployment of a “Homeless Outreach Officer”

**Action Item - 5b**  
**Enforcement Team - “Park Ranger”**

■ **Task Force Comments**

- No comments

■ **Public Comments**

- No comments

- **RECOMMENDATION:** Hire 4 Park Rangers to be posted on-site at various Costa Mesa parks including Lions, Wilson & Canyon
- **Note:** 2 already in place @ Lions Park

**Action Item - 5c**  
**Engagement - Coordinated Mental Health & Street Outreach**

■ **Task Force Comments**

- Outreach from County is being provided for free due to Task Force efforts, but this is not a full time service & County resources are stretched
- Require food sharing groups to partner with mental health provider in order to obtain permit

■ **Public Comments**

- No comments

- **RECOMMENDATION:** That staff explore contract opportunities with qualified providers to coordinate mental health & street outreach services

**Action Item - 5d**  
**Enforcement Team – Formalize Legal Strategy for Chronic Violators**

■ **Task Force Comments**

- No comments

■ **Public Comments**

- Are there cost estimates of all of the recommendations

- **RECOMMENDATION:** Formalize support for this current legal strategy

## Action Item - 5e Housing - Motel Vouchers for CMPD

■ **Task Force Comments**

- No comments

■ **Public Comments**

- Will there be a processes to managing liability of missing items from hotels?

- **RECOMMENDATION:** That staff identify resources to provide CMPD with motel vouchers for emergency situations & help develop criteria for the use of vouchers

## Goal 6

### Create Permanent Supportive Housing & Possible Access Center

**Action Item – 6a & 6b**  
**Create Permanent Supportive Housing &  
Possible Access Center**

■ **Task Force Comments**

- No comments

■ **Public Comments**

- No comments

■ **RECOMMENDATION:**

- That staff develop a financing strategy for supportive housing based on existing HOME, RDA & other sources such as HUD Continuum of Care grant financing
- Develop supportive housing & access center

**Goal 7**

**Interim Housing Options**

## **Action Item – 7 Interim Housing Options**

### ■ **Task Force Comments**

- The City should explore if there are emergency bed options in the City that could also be accessed

### ■ **Public Comments**

- No comments

### ■ **RECOMMENDATION:**

- Explore implementation of a Motel Vouchers for CM homeless
- Work with County to explore ways to keep Armories open longer

## **Goal 8**

### **Development of an Appropriate Metrics System to Monitor Reduction in Homelessness**



**Action Item – 8**  
**Develop Appropriate Metrics System to Monitor  
Reduction in Homelessness**

■ **Task Force Comments**

- Vanguard University should continue to be used as a resource for metrics system

■ **Public Comments**

- No comments

- **RECOMMENDATION:** Develop analytical tool to measure homeless reduction resulting from implementation of the City's homeless strategy

**Goal 9**

**Promotion of Lions Park as a Local  
Venue for Special Events & Change in  
Facilities to More Creative Usage**

**Action Item – 9**  
**Promotion of Lions Park as a Local Special Events Venue**

■ **Task Force Comments**

- Parks & Recreation Commission has already initiated worked comprehensive plan to redo Lions Park

■ **Public Comments**

- Events could draw drinking
- CM Historical Society will work with any special event programming

■ **RECOMMENDATION:**

- Remove picnic shelter & integrate new recreational equipment/facilities
- Identify special event programming opportunities for Lions Park

**QUESTIONS?**