

**Homelessness Needs Assessment and Action Steps  
for  
Mendocino County**

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**Presentation of Observations, Findings  
and  
Recommendation of Strategic Action Steps**

**by**

**Marbut Consulting**

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Board of Supervisors Presentation of Draft Report - March 13, 2018

Community Presentation of Draft Report - March 15, 2018

Final Written Report - March 19, 2018

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## **Study Scope**

Mendocino County's Health and Human Services Agency (HHSA) procured the services of Marbut Consulting to conduct a Homeless Services Needs Assessment and to develop Strategic Action Step Recommendations.

In order to develop practical recommendations, Marbut Consulting:

- conducted a wide range of interviews with stakeholders,
- conducted a series of site visits and tours of service providing agencies,
- interviewed individuals experiencing homelessness,
- studied and inventoried homeless services throughout Mendocino County,
- examined prior Point-in-Time-Count reports,
- analyzed statistics and reports from local agencies,
- made street-level observations,
- developed and conducted a 40-question survey of individuals experiencing homelessness,
- did ride-a-longs with local law enforcement agencies,
- posed as a person experiencing homelessness in order to understand what it is like to be homeless in this area and to better understand the movement and circulation of the homelessness community.

Using national best practices and the *Seven Guiding Principles of Homeless Transformation* as the key measuring tools, Marbut Consulting evaluated the current state of homeless service operations within Mendocino County. Marbut Consulting then conducted a needs assessment and gaps analysis between existing inventory and identified needs, including the types of services (qualitative) and capacity of services (quantitative) needed within Mendocino County. Dr. Robert Marbut formally started in Mendocino County on October 4, 2017. Dr. Marbut made a final community presentation of his observations, data analyses and recommendations on March 15, 2018. Marbut Consulting then finished this study and written report on March 19, 2018.

Because most of the individuals experiencing homelessness within Mendocino County are geographically located within and near the cities of Ukiah, Fort Bragg and Willits, the research conducted for this study focused in and around the cities of Ukiah, Fort Bragg and Willits.

*From the signed contract:*

**EXHIBIT A**  
**DEFINITION OF SERVICES**

CONTRACTOR shall provide the following services:

I. Phase 1 - Inventory of Services (One trip):

A. The Consultant will review data provided by County, and then inventory and ascertain information about the types (qualitative) and volume (quantitative capacity) of services provided in the County of Mendocino.

B. The Consultant will complete:

1. Inventory of shelter bed and mat units, transitional, recovery and long-term services
2. Inventory of supportive services - types and volume of service (quantity and quality)
3. Inventory of preventative services (e.g., utility assistance, rental assistance, etc.)

C. Consultant will meet with leadership from the County, City, and various service providers

II. Phase 2 – Needs Assessment (Two trips):

A. Using the above information as well as local statistical information including the Point-In-Time Count, the Consultant will conduct in-depth interviews with key service providers and stakeholders to include the following:

1. Mendocino County Board of Supervisors
2. City Councilmembers and City Managers
3. City Law Enforcement and the Mendocino County Sheriff
4. Judges, Public Defenders
5. Librarians
6. Representatives of the business community through merchant and realtor associations
7. The Community Foundation of Mendocino County,
8. Medical Providers and Street Outreach staff
9. Service providers such as Mendocino Coast Hospitality Center, Plowshares, Ford Street Project, Redwood Community Services
10. First responders
11. Mendocino County Office of Education (Mckinney Vento Liaison)
12. Family Resource Centers
13. Faith groups who serve the Homeless
14. Mendocino County Homeless Services Continuum of Care (MCHSCoC)

- B. Consultant will conduct a Gap Analysis of services between inventory and needs.
- C. Activities of Phase 1 and Phase 2 may overlap.

### III. Phase 3 – Development & Framing of a Draft Action Plan:

- A. The Consultant will prepare a draft action plan to include identified gaps in service needs in each area of the County based on critical homeless sub-populations, recommended reprioritization, and potential service augmentations for the community to reduce gaps in homeless services, potential funding recommendations and resources for an improved homeless services continuum in the community.
- B. Consultant will perform strategic framing of the Action Plan, including in-person or tele-conferencing with elected officials, businesses, faith-based entities, civic groups, educational groups and other agencies.

### IV. Phase 4 – Findings and Recommendations (One trip):

- A. The Consultant will present the draft Action Plan to Health and Human Services Agency (HHSA) leadership and the MCSHCoC for comment and discussion. This phase will require the Consultant to conduct numerous briefings and forums throughout the County to government staff, elected officials, businesses, faith-based entities, civic groups, educational groups, and other agencies, including convening a homeless summit.

### V. Complete and Present Draft Action Plan (One trip):

- A. The Consultant will complete and submit the Draft Action Plan to HHSA. The Consultant may be requested to present the Draft Action Plan to the MCSHCoC or other community members.
- B. HHSA Leadership will review the Draft Action Plan before it is finalized and will advise Consultant of any additional changes required before the Plan is considered final. Once finalized, the Consultant may be requested to conduct in person presentations of the final Action Plan with entities involved in the above-referenced phases, elected officials, businesses, faith-based entities, civic groups, educational groups, other agencies and community members. Approval of the Action Plan does not obligate HHSA to implement its recommendations.

### **Notes About Scope of Services:**

- Many improvements will “organically” materialize during the gap and duplication analysis phase. During this time frame, Marbut Consulting may suggest improvement opportunities that naturally arise throughout this journey to HHSA and other stakeholders.

## **Major Observations and Findings (Qualitative Observations and Quantitative Data)**

### **The Positives and the Opportunities**

There is a tendency in such endeavors to focus on the negative rather than the positive. Therefore, before the challenges and gaps are addressed, there are a few observations that bode very well for the Mendocino County Community regarding the state of homelessness within the County that this researcher would like to share:

- Unlike many communities within California and around the USA, almost all of the stakeholders sincerely get along with each other and most of the key stakeholders truly like other stakeholders. This is highly unusual.
- Many of the recommendations contained within this report, after initially being suggested by this researcher, already have started to be implemented. Most of the service providing agencies have been very amenable to making recommended changes that will improve the effectiveness of service delivery. This too is unusual.
- This researcher believes there is a high potential of developing a consensus around most of the key issues facing the community as well as developing a consensus around strategic approaches to address the identified challenges. Since the residents of Mendocino County use so many different terms and definitions to describe sub-groups, and since different sub-groups have been incorrectly commingled, there is not an awareness of how similar some of the thinking is about the key issues facing the community.
- The number of year-round individuals experiencing “unsheltered” and street-level homelessness as defined by HUD (US Department of Housing and Urban Development’s web site [www.HUD.gov](http://www.HUD.gov)) is actually much lower than most stakeholders have been thinking. This means many of the recommendations contained in this report might be more manageable and doable to implement.
- Because of travel logistics and far distances among many of the cities within Mendocino County, very few individuals that are experiencing HUD-defined homelessness move from one city to another. This attribute makes it much easier to address the situation of homelessness within the County than it would be if there was a highly mobile population of individuals experiencing homelessness.
- The Willow Terrace project presents an amazing opportunity to house up to 37 individuals who are currently experiencing homelessness.

## **The Negatives and the Challenges**

**A Common Understanding of the Critical Challenges Does Not Exist:** Many individuals and agencies within Mendocino County commingle a wide variety of sub-cohorts under the very broad umbrella of “homelessness.” This commingling of very different groups under the one heading of homelessness blurs the real problems, and thus blurs the solutions. The reality is many individuals included under the overly broad umbrella of “homelessness” are not actually experiencing homelessness as defined by HUD. The HUD definition is important because most Federal and State funding sources utilize this definition to determine funding eligibility, and because it the most common standard definition used in the USA. The situation in Mendocino County will not improve unless there is first an accurate and common understanding of the different groups. Only after there is a common understanding of the differences between the different cohorts will the Mendocino County community be able to implement a customized set of actions to address the problems. In order to have a thoughtful dialogue and then to have a successful implementation of the ultimately adopted recommendations, the community must have a common and very clear understanding of who is actually experiencing homelessness and who is not. Furthermore, since different terms are used to describe the same group of individuals there are often blurred understandings about the different groups, as well as the overall issue. It is very important to realize that treating different groups with the same services can actually make the situation worse, and often ends up hurting the individuals who are truly experiencing homelessness. Analogous to the medical field, an incorrect diagnosis can lead to the wrong treatment which can lead to a very negative outcome.

**Decision Making Has Been Mostly “Tactical” in Nature, and Not “Strategic”:** Historically, most decision making on issues of homelessness has been a series of tactical one-off decisions. Instead, decision making should start at the strategic level, and then move to tactical implementation.

**Decision Making and Operations Have Been “Agency-centric,” and Not “System-centric”:** Historically, most decision making has started and stayed at the agency level. This is also true with operations. Decision making needs to start at the “system-level,” then move to the agencies. At the operational level, all agencies as well as informal groups, need to understand that each group is part of a larger “overall system” and thus need to operationally coordinate among groups/agencies. Agencies should no longer operate within independent silos.

**The Lack of Good Data Has Led to Decision Making Based on Myths and Anecdotes:** There is very little useful (eg actionable) County-wide data regarding single adults experiencing homelessness. The Point-in-Time Count (PITC) data is inflated (see comments below); furthermore, most organizations do not actively participate in the Federally mandated Homeless Management Information System (HMIS). This means there is no County-wide comprehensive tracking system at the individual level of individuals experiencing homelessness on a name-by-name basis. The overall lack of meaningful data means decision making has often been made based on myths and one-off anecdotes, rather than on hard data.

**The Focus Has Been on Symptoms, Rather than on the Root Triggers of Homelessness:**

For the most part, many agencies and almost all the informal groups focus on the “symptoms” such as food, clothing and emergency shelter, rather than focusing on and addressing the root triggers of homelessness. The root triggers and causes of homelessness are almost all behavioral health in nature, such as addiction, post-traumatic stress disorder and domestic violence. In order to engage in meaningful recovery, the focus must be on the root triggers of homelessness, not symptoms. Community meals (both formal and informal) should be co-located and coordinated with services that address the root causes of homelessness.

**There Is a Dearth of Substance Abuse and Mental Health Treatment Slots/Beds:** There is a need for more behavioral health, mental health and substance abuse treatment slots/beds of all lengths of time. A coordinated entry approach should be utilized to prioritize the most appropriate candidates for available programs.

**The Amount of Housing Placements is Low:** Because of a low inventory of affordable housing and high occupancy rates, housing placements are very low relative to the need. Unfortunately, the recent fires have exacerbated this situation. There needs to be a mix of “rapid rehousing” units (eg 6-24 month time frames) and “permanent supportive housing” (eg 2 years or longer time frames).

**Panhandling Has Become a Big Issue Around the Walmart and Safeway in Ukiah:** The panhandling problem has become very pronounced in the parking lots between Walmart and Jack-in-the-Box and at Safeway. Additionally, this researcher observed extensive drug abuse and/or retail drug trafficking by most of the individuals who were panhandling and residing in these two locations. Merchants were especially vocal about the negative impact panhandling and drug dealing has had on their businesses. Unfortunately, more often than not, giving cash on the street to individuals does very little to promote recovery and actually funds the negative addictions that individuals have such as alcoholism and substance abuse. The fact that the panhandling is concentrated in a relatively small area of Ukiah exacerbates this negative impact. The proliferation of stolen shopping carts also negatively exacerbates the situation in Ukiah, especially around these two locations. It is VERY important to note that most of the individuals involved in these negative activities at these two locations do not meet the HUD definition of homelessness.

**Encampments Are Dangerous:** There is a wide variety of encampments within Mendocino County, ranging from quite simple to very elaborate set-ups, and have temporary accommodations consisting of a mix of blankets, sleeping bags and tents. This researcher found encampments in both urban and wooded areas. Overall, these encampments are unsuitable for habitation, and are generally unsafe and unhealthy for the individuals living within them. Additionally, this researcher found that most encampments within Mendocino County pose serious environmental and vector control risks.



**A Note on Current Child Research - The Negatives of Mixing Children With Adults:** This researcher observed that many programs within Mendocino County have been commingling young children with single adult males and females experiencing chronic homelessness. This is very harmful to the future development of the children, and presents many unnecessary risks and liabilities to the service providing agencies.

Over the last 20 years, a new body of research has emerged that has been studying the long term neurobiological and physiological impacts of exposure to adverse experiences during childhood. These “toxic stress” experiences are now called “Adverse Childhood Experiences” (ACEs). The groundbreaking study in this research area was *Adverse Childhood Experiences Study (ACE Study)* and was led by California researchers Dr. Vincent Felitti and Dr. Robert Anda, and surveyed more than 17,000 adults. What they and others have found is having a high number of Adverse Childhood Experiences (eg traumatic experiences) during the most formative period of a person’s life can have a highly negative impact on a child’s developing brain and body, and this negative impact can last a lifetime. There are 10 specific formally recognized ACEs that a child can be exposed to during childhood. See the *Data Report - A Hidden Crisis: Findings on Adverse Childhood Experiences in California* by The Center for Youth Wellness for more information.

It is highly problematic to mix adult males who are experiencing homelessness with children since these children experience many more ACEs than children in the general population. Of the overall general population, 83.3% of the general population had 3 or less ACEs in their life time, and 60.0% of the general population had 0 or 1 ACEs in their childhood. Yet, children that are mixed in with adult males experiencing homelessness generally experience at least 4 ACEs on a daily basis (eg exposure to individuals with mental illness, to individuals with substance abuse, to people who have been incarcerated, etc.). The research has found that having 4 or more ACEs is a critical tipping point between good outcomes and poor outcomes.

People who were exposed to 4 or more ACE’s during their childhood had the following increased serious health conditions compared to individuals who were exposed to 3 or less ACEs (partial listing of negative outcomes):

- 5.1 times as likely to suffer from depression
- 12.2 times as likely to attempt suicide
- 2.9 times as likely to smoke
- 7.4 times as likely to be an alcoholic
- 10.3 times as likely to use injectable drugs
- 2.2 times as likely to have ischemic heart disease
- 2.4 times as likely to have a stroke
- 1.9 times as likely to have cancer
- 1.6 times as likely to have diabetes
- 39% more likely to be unemployed

## **Census Counts for “Street-Level” Adults within the Three Most Populated Cities**

In order to develop an effective and efficient plan it is critical to first ascertain and then fully understand the precise scope, scale and structure of the real situation of homelessness within Mendocino County. This starts by first having an accurate understanding of the total number of families and individuals experiencing homelessness. Therefore, the seminal data question that needs to be answered is how many families and individuals are experiencing homelessness.

This researcher found the data for families with children commonly known as *McKinney-Vento* data as defined by the Federal “*McKinney-Vento Homeless Education Assistance Improvement Act of 2001*” to be very accurate and robust. In Mendocino County the McKinney-Vento data is collected and evaluated by the Mendocino County Office of Education - Foster and Homeless Youth Services Office. Since the data for families with children accurately reflects the situation with families with children, this researcher focused most of his efforts within this study on collecting single adult data.

It is very important to note the Federal government has two different definitions and criteria for determination of homelessness. One is the Department of Education’s (DoEd) McKinney-Vento definition for families with children, and the second is the Department of Housing and Urban Development’s (HUD) definition that mostly covers single adults. In over simplified terms, the McKinney-Vento DoEd definition is a broader definition that includes families at risk of becoming homeless; whereas, the HUD definition is narrower and reflects individuals currently experiencing homelessness.

The Point-in-Time-Count (PITC) was developed by HUD with the hope of ascertaining the number of families and individuals experiencing homelessness within a community. Unfortunately, for a variety of methodological reasons, PITCs across the USA are often very inaccurate and vary widely in methodological rigor. This is a national challenge and many communities across the USA are struggling with this issue. Mendocino County’s experience with this issue is thus not unique. Nationally, HUD has realized the weaknesses of PITC and has stated that it would like to move from using PITC data to using Coordinated Entry and Homeless Management Information System (HMIS) data (thus the new Federal mandate for having a coordinated entry system with HMIS tracking).

When PITCs are “incentivized” around the USA, like the giving out of grocery cards in exchange for participation, there is often over counting. In some cases, individuals change their name and information so they can receive another incentive. In other cases, volunteers give out more than one incentive to an individual or pocket the incentive thus inflating the numbers. Additional problems occur when volunteers count vehicles and building structures, and then apply non-scientific multipliers instead of counting actual people. These inflationary multipliers are often based on assumptions and not on rigorous data modeling. When it comes to counting within encampments, the numbers are often highly inflated since “recent activity or presence of

individuals” is often counted rather than counting actual observed individuals. Furthermore, because of weather and police activities, people often move between encampment sites which often means an individual’s “activity” ends up being counted multiple times at multiple sites rather than only once at the site where they are actually currently living. Additionally, extreme good or bad weather on the day of the count can also increase or decrease the number of volunteer counters thus affecting the overall efficacy of the count. Weather can also change the patterns of individuals experiencing homelessness. Finally, when the count time is extended past a 24-hour period, individuals are sometimes counted more than once at different locations.

It should also be noted that the cold winter weather is the most powerful deterrence to year-round street-level homelessness within Mendocino County.

In order to get a number that accurately reflects reality, it is important to count actual persons during a very short and defined period of time in order to prevent double-counting. It is also important to not use non-scientific multipliers. These counts should then be validated against community meal counts since community meals/feedings can provide great cross-validating data.

It is important to note that the number of individuals fluctuates throughout the month with fewer individuals living on the street earlier in month, and more individuals on the street later in the month. This phenomenon occurs because many individuals receive Federal support funds at the beginning of the month and are able to afford short-term lodging for 2-3 weeks. But once the funding runs out, individuals move back to the street.

The following is a summary of a variety of data counts by this researcher in and around the three most populated cities within Mendocino County. With just one exception, this researcher was accompanied by at least one staff member from a local agency or a police officer on every count.

Ukiah within the City Limits Proper:

Individuals in 24/7 homelessness programming (meals included in programs):

18	Ford Street Project Emergency Shelter
3	Ford Street Project Respite Beds (emergency room outplacement beds)
12	Ford Street Transitional Beds
1	Levine House - Mendocino County Youth Project (on day of tour)
14	Project Sanctuary
<u>58</u>	<u>RCS 24/7 Programs (a variety of programs NOT counting Winter Shelter)</u>
106	Sub-Total within "housed" programs in Ukiah

+ 93-115 Street-Level count range including individuals staying in vehicles  
(not duplicated with 24/7 programs)

- 115 on 10/6/2017 street grid search count
- 101 on 10/7/2017 with PD street grid search count
- 93 on 11/9/2017 with Maya Stuart street count
- 102 on 11/11/2017 with PD street grid search count (34 were in vehicles)
- 60 on 12/13/2017 lunch at Plowshares (includes working poor individuals)
- 57 on 12/13/2017 dinner at Plowshares (includes working poor individuals)
- 59 on 12/14/2017 lunch at Plowshares (includes working poor individuals)
- 39-41 between 12/12/2017 and 12/14/2017 (Winter Shelter actual heads in beds)

= 199-221      Sub-Total Ukiah

- 27-33      Less individuals who did not meet the HUD definition of homelessness

= 172-188      Individuals experiencing homelessness per HUD definition.

Ukiah Perimeter - Outside the City Limits within Mendocino County:

26-37      Variety of count dates including 10/6/2017, 10/7/2017, 11/11/2017, 12/14/2017,  
1/3/2018 and 2/3/2017.

Notes:

- Counts above did not include AIDS/HIV nor the more indirect Ford Street programs.
- Based on interviews with MCSO, no Jail data was used.
- Counts above were in line with other agencies providing supportive services.
- The 11/11/2017 count distinguished between in or out of vehicles.

Fort Bragg within the City Limits Proper:

Individuals in 24/7 homelessness programming (meals included in programs):

10	Hospitality Center (Transitional Housing)
24	Hospitality House Emergency Shelter
<u>15</u>	Hospitality North (Transitional Housing)
49	Sub-Total within “housed” programs in Fort Bragg
+ 32	Street-Level and Comprehensive Encampment Count (on 12/15/2017 with “Batman” of HH):
-	24 non-resident guests at the 3pm meal
-	3 in encampments (unduplicated - did not attend the 3pm meal)
-	1 active backpack inside of a cemetery
-	4 on the street (unduplicated - did not attend the 3pm meal)
<u>= 81</u>	Grand Total Fort Bragg

Fort Bragg Perimeter - Outside the City Limits within Mendocino County:

- 25-30 Duplicated count for the perimeter of Fort Bragg on a variety of dates including 11/10/2017, 12/15/2017 and 2/3/2017, and these counts were validated by Fort Bragg Police Department. This includes individuals also counted during the 3pm meal at Hospitality House.
- 15-17 Unduplicated count for the perimeter of Fort Bragg (eg the above count minus the number of duplicated individuals who eat at the Hospitality House). There is a large encampment just outside the northern city limits of Fort Bragg numbering 8-15 individuals. Most of the individuals within this encampment often eat at the 3pm feeding at the Hospitality House.

Notes:

- Fort Bragg’s Hospitality Extreme Weather Shelter had not opened at the time of the first count and is not 24/7. After opening on December 18, 2017, the Extreme Weather Shelter has been averaging 11.7 to 13.1 people per night.
- The Mendocino Coast Hospitality Center and Hospitality North program counts above assume full capacity. Yet, on 11/10/2017 during a formal tour of both facilities there were vacancies, therefore the count above is slightly inflated by 4-7 individuals.
- In order to validate the 12/15/2017 count, two additional “hot-spot” encampment and street-level counts were conducted by Fort Bragg Police Department, one with Brian Klovski and a separate one with Robert Marbut on 2/3/2018. Both of these counts (of 8 and 11) actually identified fewer individuals within encampments within Fort Bragg City Limits than the count on 12/15/2017.

Willits within the City Limits Proper:

- 3-6 Using the HUD definition of individuals experiencing street-level homelessness. On 1/5/2018 Brian Klovski and Robert Marbut conducted a comprehensive street-by-every-street “grid” search and a search for encampments using the HUD definition. Then on 2/1/2017, Brian Klovski and Robert Marbut conducted a thorough “hot-spot” search of every known encampment and sleeping area using the HUD definition.
- 17 As counted by the Willits Community Services & Food Bank. The Willits Food Bank has outstanding accreditation and tracking procedures which leads to a very accurate accounting of families and individuals experiencing homelessness. The Food Bank specifically tracks homelessness and their definition is very close to that of the Department of Education’s McKinney-Vento definition

Willits Perimeter - Outside the City Limits within Mendocino County:

- 0 On 1/5/2018 Brian Klovski and Robert Marbut did an extensive grid search of the perimeter areas outside of the Willits City Limits. Several inactive encampments were found, but there was no evidence of recent activity. Additionally, no individuals were observed experiencing homelessness outside of the Willits City Limits.

Note:

- As would be expected, the Food Bank’s number is higher than both the grid and hot-spot searches since the HUD definition of homelessness is significantly “tighter and more restrictive” than the DoEd’s McKinney-Vento definition.

## **Survey Data Results and Analyses**

Based on interviews of Mendocino County stakeholders, street-level observations within Mendocino County, anecdotal information and surveys by this researcher in other communities, a detailed data survey was developed by this researcher and HHSA staff. The survey was then administered at Ford Street, Hospitality House Meals, Plowshares Meals, Stepping Stones and Ukiah Winter Shelter. Surveys were administered during the December 13-20, 2017 time frame. No surveys were administered in Willits since there was not an active and daily program that targeted individuals experiencing homelessness.

It is very important to note that the focus of this data survey was on the “street-level” community that lives/sleeps on the streets, in drainage ditches, within encampments, in parks and actively uses emergency services. The overall “penetration rate” for this survey of qualified individuals was very high, with participation rates above 80%, and at some locations almost 100%.

Unlike the Point-in-Time-Count, this survey instrument was specifically designed to focus on issues relating to individuals experiencing street-level homelessness within Mendocino County. It is important to note that PITC is designed to address HUD oriented issues. Finally, PITCs often ask questions in ways that “undershoot” real-life durations/timelines of homelessness and thus miss what is actually going on in the real world (eg the PITC misses some of the major underlying issues because it is not statistically sensitive enough to detect the real issues).

Taking all these issues together (eg multiple unrelated sub-groups, narrow questions, “undershooting,” etc.), PITC results often “mask” what is really going on within the narrower sub-population of street-level homelessness.

By focusing clearly on individuals experiencing street-level homelessness, we are able to have a higher level of clarity and a more robust understanding of what is really going on with the group of individuals experiencing street-level homelessness. The following is aggregated data from the surveys:

### **Gender:**

Males represent 61.0% and females represent 39.0% of the surveyed street-level population experiencing homelessness. Mendocino County has more females by 8-12 percentage points than would be expected. Some of this difference might be occurring because there are more program slots for females relative to other communities.

### **Age:**

The average age for individuals experiencing street-level homelessness is 44.4 years old and the median age is 46.0. The spread and direction between “average” and “median” are close to what would be expected. The overall average age and the median age are slightly younger than would be expected by 3-4 years each.

#### Age Started Experiencing Homelessness:

The average age an individual starts experiencing street-level homelessness in Mendocino County (or before the individual moved to Mendocino County) is 39.6 years old, with a median age of 41.0. The average age is younger than would be expected and the median is especially younger than would be expected by 2-3 years.

#### Chronicness Levels (Duration of Chronic Homelessness):

In over simplified terms, HUD defines *chronic homelessness* as a person who has been living on the streets for more than 1 year. This researcher then adds two categorical definitions called *super chronic homelessness* and *very super chronically homelessness* which this researcher defines as individuals who have been experiencing homelessness for 5 or more years and 10 or more years respectively.

Of all the individuals surveyed, the average total time experiencing homelessness was 4.8 years and the median was 2.3 years.

Broken down by length of time living on the street:

21.9 % . . . less than 1 year on the streets (not chronic homelessness),

78.1 % . . . 1 or more years on the street (chronic homelessness).

Of the 78.1% . . .

51.4% . . . 1.00 to 4.99 years on the street (this is strikingly high in relative terms).

26.7 % . . . 5 or more years on the street (super chronic homelessness),

Of the 26.7% . . .

9.5 % . . . 10 or more years on the street (very super chronic homelessness).

#### Length of Time Living in Mendocino County:

On an average, individuals experiencing street-level homelessness have lived in Mendocino County for 18.6 years, and a median of 14.5 years in Mendocino County. This is relatively high compared to other communities.

#### Family Living in Mendocino County:

Of all the individuals experiencing street-level homelessness, 51.4% have family members living in Mendocino County. When you add in family members who have passed-on who had been living in Mendocino County, the number moves up to 61.9%. Relative to other communities, local family connectivity is extremely high.



#### Location of High School Attendance:

Of all the individuals surveyed experiencing street-level homelessness . . .

- 11.4% attended High School in Ukiah
- 9.5% attended High School in Fort Bragg
- 5.7% attended High School in Willits
- 12.4% attended High School somewhere else in Mendocino County
  
- 39.0% attended High School anywhere in Mendocino County (Total in Mendocino County)
- 32.4% attended High School in California but not in Mendocino County
- 28.6% attended High School in the USA but not in California

Even though 39.0% attended High School somewhere in Mendocino County, this is much lower than expected, especially since 61.9% had family members living or passed-on in Mendocino County. This means many individuals “followed” their families to Mendocino County as adults after their 18<sup>th</sup> birthday.

#### Inbound vs. Homegrown Homelessness:

Of all the individuals surveyed that were experiencing street-level homelessness in Mendocino County, 60.5% were already living in Mendocino County when they started experiencing homelessness. This means that about 39.5% of the individuals surveyed were “inbound” and started experiencing homelessness outside of Mendocino County.

However, it is important to note that of the 20 individuals experiencing homelessness for the longest periods of time (6.3 years or longer), 13 of the 20 or 65.0% started experiencing homelessness outside of Mendocino County. Of these 13 individuals from outside of Mendocino County, their average length of time experiencing homelessness was 18.0 years, as compared to the 4.8 years for everyone who was surveyed.

It is interesting to note that of the top 20 most chronic individuals (inbound or homegrown), only 5 (25.0%) are active in structured programming.

#### Job History in Mendocino County Before and After Experiencing Homelessness:

Of all the individuals surveyed . . .

- 53.3% did not have a job in Mendocino County before experiencing homelessness
- 30.5% had a full-time job before experiencing homelessness
- 16.2% had a part-time job before experiencing homelessness
  
- 81.9% do not have a job now . . . this is extremely high
- 8.6% have a full-time job now . . . this is low
- 9.5% have a part-time job . . . this is extremely low

### Movement Between Different Cities and Different Activities within Mendocino County:

Of the individuals surveyed, 94.2% spent 7 of their last 7 days in the same city, while 5.8% of the individuals moved between cities within their last 7 days of being surveyed.

Of a list of 20 places, programs and activities that individuals could go to, 1.0% reported going to or utilizing more than 10 activities, 30.5% reported going to or utilizing more than 5 activities, and 69.5% reported going to or utilizing 5 or fewer activities. This indicates a very low level of aggregate activity and mobility.

Beyond their “home-base” activity and going to meals, the only two activities that exceeded 50% “utilization” was partaking in at least one medical service during the last month (57.1%) and going to the library (51.4%).

### Individuals Living in Vehicles:

With relatively lower numbers of people living in vehicles, it is unlikely to find “statistically significant” results; however, there are definite trends that may be useful for policy making. Specifically, based on in-the-field interviews and the surveys, there are pronounced differences between individuals living in cars (“car-campers”) compared to individuals living in larger vehicles such as vans and motorcoaches (“van-campers”).

On 11/11/2017, 34 individuals were observed living in vehicles within Ukiah city limits. On 12/15/2017 no individuals were observed living in vehicles within Fort Bragg city limits. Based on surveys, 78.6% of all vehicle sleepers base themselves in Ukiah.

#### *Car-campers:*

- are more likely to live alone in the car
- are more likely to be an introvert and do not want to sleep/live in group settings
- 7.1% surveyed used the Winter Shelter
- 92.9% eat at Plowshares or Hospitality House 5 or more days a week
- 50.0% had family in Mendocino County
- often parked around the Ukiah airport

#### *Van-campers:*

- are more likely to live in groups of two or more persons
- are a mix of introverts and extroverts
- are mostly from outside of Mendocino County
- are mostly parked in retail parking lots

## Survey Data Analyses Takeaways

### Mendocino County's Basic Demographic Traits Are Similar to Peer Communities, Except . . .:

In terms of basic demographic traits, Mendocino County is similar to that of peer communities, with the very important exception that the street-level homelessness population in Mendocino County is relatively more chronic, especially for individuals who have been living on the street 1-5 years. It should also be noted that Mendocino County's street-level population is slightly younger, with a slightly higher percentage of females.

### There Are Three Broad Sub-Cohorts Within the Overall HUD-defined Homelessness Population:

Based on a variety of measurements (eg family members living or passed-on in Mendocino County, local high school attendance, job history in Mendocino County, total years experiencing homelessness in Mendocino County, etc.) there are three distinct sub-population cohorts within overall population of individuals experiencing HUD-defined unsheltered street-level homelessness within Mendocino County . . .

- Very homegrown . . . about 39%
- Somewhat homegrown - followed their family to Mendocino County . . . about 23%
- Not from Mendocino County . . . about 38% (this cohort is significantly more "chronic" than the two homegrown cohorts)

### There Is a Very Large "Bubble" of Individuals Experiencing Chronic Homelessness 1-3 Years:

Within the 1.00 to 4.99 years group, there is a statistically significant "bubble" with a strikingly high number of individuals experiencing homelessness within the 1-3 year range. This high number of individuals in the 1-3 year range is a major problem and will present a significant challenge to the community because the rate of successful recovery starts dropping after 1 year, and then precipitously drops after 2 to 3 years. There will be major future issues if this group is not effectively addressed as soon as possible. Since this researcher does not have individualized data that pre-dates this "bubble," it is difficult to determine with certainty the cause of this bubble. The two most plausible explanations that this researcher analyzed were . . . 1) there have been three different public adult mental health providers over the last four years, and 2) the closure of the year-round Buddy Eller Center 4 years ago in 2014.

### There Is Very Little Movement Between Cities and Among Activities:

For most of the individuals experiencing street-level homelessness, there is very little movement between cities within Mendocino County; additionally, most of the individuals surveyed stayed close to their "home-base" program with the exception of partaking in meals and medical services, and going to the library.

### There Are Extremely High Levels of Unemployment and Underemployment:

There is an extremely low level of employment within the individuals surveyed, both before and especially after the onset of homelessness. A shockingly high number of individuals (43.8%) did not have a job before the onset of homelessness and do not have a job now.

## **Recommended Action Step - In Summary**

### **Governance and County-wide Strategy Recommendations**

- 1 - Need to Develop a Common Understanding of the Scope, Scale and Structure of the Problem, and Need to Use Common Nomenclature in Order to Improve Decision Making
- 2 - Gain “Buy-in and Agreement” for One Overarching Strategic Action Plan with Specific Action Steps by Most of the Community and Key Stakeholders
- 3 - Move from Tactical One-off Decision Making to Strategic Decision Making Based on Data
- 4 - Move from Agency-Centric to System-Centric Decision Making (Need More Collaboration and Less Silos)
- 5 - Reduce Duplication of Services While Increasing Agency Specialization
- 6 - Need to Operate at Maximum Capacity by Increasing Utilization of the Overall System
- 7 - Need to Fully Build-out and Then Robustly Utilize HMIS
- 8 - Encourage All Organizations and the General Public to Engage, Rather Than Enable Individuals Experiencing Homelessness
- 9 - Improve Strategic Coordination Between the County and Cities (Need More Collaboration and Less Silos)

### **Clinical Recommendations**

- 10 - The Different Cohorts Need To Be Treated Differently Based on Clinical Needs
- 11 - Establish System-wide Service Eligibility and Triage Criterion (with Emergency Protocols)
- 12 - Whenever Possible, Separate Children from Chronic Adults
- 13 - Create a County-wide Virtual Master Case Management System
- 14 - Create Street-Level Outreach Team Capacities, Especially in Ukiah
- 15 - Create/Source Meaningful Mental Health and Substance Abuse Rehabilitation Slots
- 16 - Need Only One Day-Service-Center in Ukiah

### Sheltering and Transitional Housing Recommendations

- 17 - Must Have a Winter Shelter in Ukiah, However it Is Inconclusive If an Extreme Weather Shelter Is Needed in Fort Bragg
- 18 - Need to Strategically Optimize Placement at Willow Terrace When it Opens
- 19 - Source New Housing Opportunities of All Types Whenever Possible

### Public Space Issues

- 20 - Have a Zero Tolerance Approach to Encampments
- 21 - Address the Issue of Stolen Shopping Carts
- 22 - Engage Van-campers, and Impound Vehicles When Necessary
- 23 - Engage Car-campers

### Longer Term Recommendations

- 24 - After the Willow Terrace Opens, After Duplication is Reduced, and After Utilization is Increased, then Re-look at the Overall System Volume Needs
- 25 - Need to Conduct Deeper Data Dives Into the Issues of Employment, Out-of-towners and High Levels of Chronicness
- 26 - Replicate the Data Analyses Within This Study in the Remainder of the County
- 27 - Create and Implement a Public Relations Campaign in Order to Engage the General Public as a Proactive Partner with this Effort
- 28 - Set Up a Feed Back Loop to Guide Ongoing Improvements . . . Set Up a Checkup Plan

## **Recommended Strategic Action Steps - In Detail**

### **Governance and County-wide Strategy Recommendations**

#### **1 - Need to Develop a Common Understanding of the Scope, Scale and Structure of the Problem, and Need to Use Common Nomenclature in Order to Improve Decision Making**

In order to have a thoughtful dialogue and then successful implementation of the Strategic Action Steps below, the community needs to have a common point of departure to include a common understanding of the different cohorts of individuals and an appreciation of the distinctions between these different cohorts.

Overall, this researcher found a surprising high level of consensus around many of the issues facing Mendocino community. But, since the local residents use so many different terms to describe the same groups and/or issues, there is not an awareness of how similar the thinking is about issues facing the community. Furthermore, since so many different terms are being used to describe the different groups of individuals being studied, there are very blurred understandings of the root causes of many of the challenges facing the community. Increasing nomenclature clarity and understanding will improve the deployment of limited resources.

In an attempt to create common nomenclature and hopefully better understandings of the root causes, this researcher proposes the following descriptive nomenclature:

##### **Very Homegrown Individuals Experiencing Street-Level Homelessness:**

- defined as individuals experiencing homelessness per Federal HUD guidelines,
- local year-round residents,
- all have deep family connections to the community,
- most attended local high schools.

##### **Somewhat Homegrown Individuals Experiencing Street-Level Homelessness:**

- defined as individuals experiencing homelessness per Federal HUD guidelines,
- local year-round residents,
- most have deep family connections to the community,
- many attended local high schools,

##### **Out-of-Town Individuals Experiencing Street-Level Homelessness in Mendocino County:**

- most of these individuals meet the definition homelessness per Federal HUD or McKinney-Vento guidelines,
- mostly year-round,
- no family connections to the community,
- almost all attended high schools outside of Mendocino County,
- significantly more chronic than homegrown individuals experiencing homelessness.

Not HUD-defined Individuals Traveling North-South (*North-South Travelers*):

- individuals are not experiencing HUD-defined homelessness,
- individuals passing through on their way north and south on SH-101 or SH-1,
- generally spend most of their time around Walmart, Jack-in-the-Box and Safeway,
- most of the “van-campers” are in this cohort,
- often episodic and seasonal – seldom continuously in Mendocino County year-round,
- most “panhandle” often,
- high incidences of drug use and drug selling,
- the number of individuals spikes before and after special events,
- includes almost all of the seasonal *trimigrants*,
- have high negative impacts on the environment,
- creates sanitary, disease and vector control issues,
- many have camp fires that can cause dangerous wild fires.

It is very important for the Mendocino community to understand that most of the individuals within the *North-South Travelers* cohort are not truly experiencing homelessness.

It is recommended to implement a public awareness campaign in order to educate the service agencies and the general public about the unique characteristics and issues associated with these four different cohorts above. Furthermore, it should be understood that different types of engagement are needed for different groups.

**2 - Gain “Buy-in and Agreement” for One Overarching Strategic Action Plan with Specific Action Steps by Most of the Community and Key Stakeholders**

After developing a common community understanding of the key challenges facing Mendocino County in regards to issues of homelessness [See Recommendation 1 Above], the broader community and key stakeholders need to “buy-in” to one overarching strategic action plan with specific strategic action steps.

This researcher proposes 28 specific strategic action steps within this report. However, for a plan to be successful and sustainable, the plan must become *Team Mendo’s* plan, not this researcher’s plan.

It is recommended that the Mendocino community move quickly to evaluate this report and its proposed recommendations, and then move to accept and/or amend and/or reject the specific recommendations.

It is critical to keep the current momentum going by quickly moving to formally adopt a set of action steps.

### **3 - Move from Tactical One-off Decision Making to Strategic Decision Making Based on Data**

Unfortunately, with very little actionable scientific data available, past decision making has often been based on myths and anecdotes, and not been based on facts. This lack of quality data has allowed un-validated “myths” to become operational “facts.” This means decisions have been mostly “tactical/stand-alone/one-off” actions rather than being part of an overarching strategy.

Myth and anecdote driven decision making more often than not wastes precious resources and seldom leads to improved outcomes, and sometimes can actually make things much worse. Instead, decisions should be grounded within an overall strategic plan (and not be a series of one-off tactics). Furthermore, the lack of good data inhibits good strategic level policy making and discourages coordination and integration of the “continuum of care.”

Going forward, decision making should always start first with scientific data. When data is not available, then efforts must be made to find good data. Once good data is available, then and only then can thoughtful strategic decisions be made. Finally, once the overarching strategy has been set, then start implementing specific tactical actions.

### **4 - Move from Agency-Centric to System-Centric Decision Making (Need More Collaboration and Less Silos)**

Unfortunately, the current approach is very “agency-centric” and not “system-centric.” The Mendocino Community needs to change how it addresses the issue of homelessness by becoming more of a “team” and less of a collection of individual players. This includes service agencies, faith-based organizations, volunteers, staffs, donors, funders, government agencies, programs, residents, and the individuals experiencing homelessness. The mission should no longer be to “serve” the homelessness community, instead the mission should be to dramatically and consequentially increase “street graduation” rates.

To do this, the Mendocino community needs to move from the current “Agency-Centric” model to a “*System-Centric*” model in all aspects of operations to include strategic decision making, policies, protocols, grant funding and tactical operations.

A coordinated strategic “systems-approach” throughout Mendocino County should be implemented. This effort should not be agency-centric nor should it be a series of isolated “one-off” arrangements, instead, it should be fully coordinated and integrated. This can be accomplished effectively through changes in funding requirements by Mendocino County, the Continuum of Care (MCHSCoC) and other funding organizations. Additionally, decisions should be made based on performance and not be based on historic funding levels. Service providers need to work together as partners within a single coordinated holistic system in order to better help individuals move from the streets and encampments into formal service programs.



## **5 - Reduce Duplication of Services While Increasing Agency Specialization**

Considering the size of the community and the number of individuals experiencing homelessness, it was very surprising to this researcher to identify many areas of service duplication. For example:

- \* Currently, within Ukiah, there are 3 functioning “day-centers” (eg locations that provide a variety of day-time services). Two are formal operations, the 1<sup>st</sup> is at MCAVHN (Mendocino County AIDS/Viral Hepatitis Network) and the 2<sup>nd</sup> is at Manzanita Services, Inc’s Wellness Center. The Ukiah Library also operates as an informal defacto 3<sup>rd</sup> day-center. Looking to the future, a 4<sup>th</sup> day-center is planned to be opened by RCS adjacent to the Ukiah Winter Shelter. Additionally, Nor Cal Christian Ministries has submitted an application to the City of Ukiah to operate a would be 5<sup>th</sup> day-center in South Ukiah. In addition to general services, most of these service centers provide specialized niche services to specific groups. As a practice, in most cases, individuals beyond the targeted service groups have also utilized these service centers. The current situation has not been strategically coordinated.
- \* In Fort Bragg, there are 3 different medical clinics within a 2-block radius that service individuals experiencing homelessness: Mendocino Coast Clinics (MCC), Ukiah Valley Rural Health Center Medical Clinic and North Coast Family Health Center. These are beyond the extensive services accessed at the Mendocino Coast District Hospital.
- \* In Ukiah, the Ford Street Project and RCS have been offering overlapping services to both adults and families with children. After inquiring about the overlap by this researcher, Ford Street Project has taken positive steps to start reducing prior overlaps in services.
- \* On occasion shortly after the Ukiah Winter Shelter had opened in the Fall of 2017, both RCS’s Ukiah Winter Shelter and the Ford Street Project were saving hospital outplacement beds for the hospital. Beyond the duplication problem, this situation was creating an unnecessary excess inventory of outplacement beds, thus crowding out other possible and better uses for the inventory. Again, after inquires by this researcher, both RCS and the Ford Street Project have taken steps to address these inefficiencies.

Service duplications such as above have several negative effects to the overall system: creates inter-agency inefficiencies, creates intra-agency ineffectiveness, crowds out utilization of excess inventory by other programs, dilutes core competencies of agencies, and opens the “system” up to “service-shopping.”

Strategic thinking and meaningful dialogue are needed in order to reduce duplication of services, improve inter-agency efficiencies and increase intra-agency effectiveness. This in turn will lead to higher levels of agency specialization.

## **6 - Need to Operate at Maximum Capacity by Increasing Utilization of the Overall System**

Interconnected with the reducing duplication [See Recommendation 5 Above], is the concept of attaining maximum utilization of the overall system's physical capacity at all times.

Unfortunately, at times, many agencies have had physical excess capacity (eg they have functional vacancies).

This researcher observed three different incidences when individuals were told there were no beds/rooms for them, yet that agency had vacant beds/rooms. There are a variety of reasons for this underutilization. In the first case it was triggered by governmental restrictions, in the second case it was caused by operating procedures, and in the third case it was an inter-agency contract restriction.

Agencies and governments must work to reduce institutional impediments that impede 100% utilization of physical capacity 100% of the time. This is especially important since the housing vacancy rate is so low in Mendocino County.

## **7 - Need to Fully Build-out and Then Robustly Utilize HMIS**

Mendocino County's HMIS (Homeless Management Information System) participation rates are significantly lower than general participation rates within California. The existing HMIS data is thus "thin," which limits meaningful strategic decision making based on HMIS data. For the most part, HMIS data is currently limited to the Federal requirements and does not provide a rich enough understanding of the "uniquenesses" that exist within Mendocino County. Additionally, the lack of universal quality data allows un-validated "myths" to become operational "facts," thus hindering thoughtful strategic decision making. This lack of quality real-time data also prevents the "system" from being integrated and coordinated, and weakens the coordinated entry system.

Currently the HMIS system is predominantly being used as a "score-keeper" for Federal compliance, and is not being utilized to coordinate master case management nor is it being used to track individual recovery plans.

Going forward, HMIS could become much more robust and powerful, and HMIS could move from being a passive score-keeper to being a proactive case management tool within a truly integrated case management system. A high functioning and universally utilized HMIS system could become the *e-backbone* to a "*County-wide virtual case management system*" [See Recommendation 13 Below].

In order to promote universal agency participation, all funding to any service agency provided by any governmental source and/or from a foundation should become contingent on the service agency being a proactive participant within HMIS. Carrots need to be created to encourage agencies to use HMIS, likewise, there must be financial consequences for not using HMIS.

Additionally, in order to maximize agency use of HMIS, a system-wide all-agency information release-form should be developed and utilized by all agencies.

Simply put, HMIS data entry needs to be in “real-time,” it needs to be universal and it needs to extend well beyond HUD-funded programs in order to facilitate coordination of care across the entire service Continuum of Care (CoC).

## **8 - Encourage All Organizations and the General Public to Engage, Rather Than Enable Individuals Experiencing Homelessness**

While many efforts within Mendocino County are well natured and well intended by good-hearted individuals, many efforts within Mendocino County are actually enabling and do little to engage individuals who are experiencing homelessness into recovery programs. Cash from panhandling - although well intended by nice folks - more often than not actually perpetuates and increases homelessness through enablement. A much more effective and affective way of helping individuals experiencing homelessness is to make direct donations to high performing agencies rather than giving street handouts of food and cash. Some individuals and organizations within the Mendocino community need to move from a *Culture of Enablement* to a *Culture of Engagement*.

The mission should no longer be to “serve” the community of homelessness, instead the mission should be to dramatically and consequentially increase “street graduation” rates. A “culture of service” is more often enabling than engaging. Providing basic “band-aid” services is not the same as having a mission that is proactively focused on recovery and increasing the number of street graduations. Street graduations occur when individuals move from living on the streets (or within encampments) into sustainable quality of life situations that allow individuals to be more productive community citizens.

To maximize positive outcomes, support services such as feeding and clothing efforts should be provided within the context of a comprehensive holistic recovery environment. Recovery very seldom occurs on the street, instead, recovery most often occurs when an individual is actively engaged in a 24/7 treatment/recovery program. The community should help everyone who wants help, and the individuals who want help, should always be provided engaging help. Likewise, individuals who turn down help, should not be enabled. Furthermore, “hanging-out” should be replaced by “program participation.” Every effort possible must be made to engage individuals into programming.

If unproductive activities continue in the same way, the number of individuals experiencing street-level chronic homeless (as well as the North-South Travelers) will continue to increase significantly. Furthermore, the North-South Travelers cohort will likely become more aggressive and emboldened.

It is very important to note that engagement should never be hateful or mean, instead, engagement should always be kind, caring and compassionate.

There needs to be an across-the-board “*Change in Thinking and Change in Doing.*” A public awareness campaign needs to be developed to educate and encourage the community to move from a culture of enablement to a culture of engagement with the goal of increasing street-graduations.

### **9 - Improve Strategic Coordination Between the County and Cities (Need More Collaboration and Less Silos)**

Just as homelessness service providing agencies need to collaborate more and be less siloed, so do all the government agencies.

In the past, within the realm of homelessness issues, many governmental actions of one jurisdiction have been made without collaborating and coordinating with other governmental jurisdictions within the County.

The same principles and concepts of Recommendation 4 apply to this recommendation [See Above]. To get the best overall outcomes and results, all governmental jurisdictions should proactively collaborate and coordinate all their decision making and activities as it relates to issues of homelessness.

The County and City Governments need to collaborate more and become less siloed.

Furthermore, it is important that all changes of services, whether at the tactical or strategic level, be implemented on a regional basis whenever possible.

Finally, It is very important not to spend limited resources in such a way as to relocate problems and challenges to other parts of the County. It is simply very unproductive to move the challenges rather than to directly address the core issues.

## **Clinical Recommendations**

### **10 - The Different Cohorts Need To Be Treated Differently Based on Clinical Needs**

The service agencies and the general public within Mendocino County need to realize that it is critical to treat the 4 different cohorts identified in Recommendation 1 differently based on behavior and clinical needs [See Recommendation 1 Above].

Because of the different clinical needs within each cohort, it is critical that each cohort be treated uniquely. Furthermore, if these cohorts are treated the same there then will be a variety of very negative outcomes for both the individuals within the cohorts and for the community-at-large. These 4 different groups must be treated differently based on behavior and clinical needs.

For example, a home-grown individual experiencing HUD-defined year-round homelessness needs engagement and help. On the contrary, providing the same type of support to a North-South Traveler will actually encourage the traveler to stay longer, thus increasing the number of negative outcomes. Additionally, because of the robust communication channel within these cohorts, providing support to North-South Travelers will actually attract more North-South Travelers to Mendocino County.

Very Homegrown and Somewhat Homegrown Cohort: In order to not dilute the effectiveness of the finite available resources, the focus should be to proactively helping the two homegrown cohorts who are actually experiencing homelessness. It is especially important to focus on the individuals who have been experiencing homelessness for the 1-3 year range. The Federally mandated Homeless Management Information System (HMIS) would be an ideal tool to help determine need and eligibility for support services.

Out-of-town Cohort: In order to maximize the funding available for the 2 homegrown cohorts, individuals who started experiencing homelessness before they moved into Mendocino should be encouraged to reunify with their families when clinically appropriate. Additionally, at a clinical level, in most but not all situations, there is a better chance of recovery when the individual is within familiar surroundings and near family. Therefore, Out-of-Town individuals should be encouraged to receive services in their hometowns where there are higher chances of recovery.

North-South Travelers: It is simply illogical for citizens and service agencies with limited resources to be giving clothing, backpacks, food, money, gas and camping equipment to individuals who are not actually experiencing HUD-defined homelessness. These types of handouts actually enable and exacerbate the negative environmental and economic impacts while raising the risks of serious fire incidents. Furthermore, criminal elements within this cohort should not be enabled, even at the misdemeanor level. It is very important to remember that North-South Travelers are not experiencing homelessness.

Simply put, if an individual is not on the year-round local HUD-defined HMIS list, they should not receive services over an extended period of time. Additionally, there must be universal resolve not to hand out limited resources to individuals not truly experiencing homelessness. A public awareness campaign needs to be developed then implemented to educate the services agencies and the general public about who is eligible to receive services once eligibility standards have been established. The community needs to reserve the limited available resources for the most needy families and individuals who are really experiencing homelessness.

### **11 - Establish System-wide Service Eligibility and Triage Criterion** **(with Emergency Protocols)**

The Mendocino County Homeless Services Continuum of Care (supported by HHSA) should lead an effort to establish system-wide eligibility requirements for services across the County.

If all the service providing agencies had excess available funding to cover all the out-of-Mendocino County individuals, then this would not be an issue. However, most agencies are barely at break-even while some are struggling to fund existing operations. The data clearly indicates that just over 1/3<sup>rd</sup> of the individuals utilizing services within Mendocino County started experiencing homelessness outside of Mendocino County and subsequently came later to Mendocino County. In reality, this means funding for homegrown individuals experiencing homelessness is being diluted and crowded out by individuals from outside of Mendocino County that are receiving services.

Ideally all formal service agencies and informal organizations providing services within Mendocino County should be using the same eligibility criterion.

Beyond addressing legitimate budget issues, establishing common eligibility criterion will also help to streamline the coordinated entry process and will deter non-residents from coming to Mendocino County in search of services. Common criteria will also reduce the “service-shopping” phenomenon.

**This does not mean individuals should not receive services!** In times of emergencies, enough services should be provided to allow the individual to make it back home. The Willits food bank has successfully addressed this issue in a very compassionate way. When individuals do not meet residential requirements based on thoughtful and rigorous criterion, individuals are given a “3-day” bag of food. Furthermore, Willits Food Bank limits non-residents to just two “3-day” bags per year.

This concept can easily be replicated across other service types. At the time of the drafting of this report, RCS’s Ukiah Winter Shelter has already started to move to such a model by allowing individuals from outside of Mendocino County to stay just 3-days and 2-nights thus allowing time for the individual to make arrangements to get back home.

It should be noted that in some limited cases there might be Federal or State funding requirements that supercede the new system-wide criterion. These exceptions will be few.

### **12 - Whenever Possible, Separate Children from Chronic Adults**

This researcher observed families with children closely commingled with chronic single adult males at almost every agency within Mendocino County, including but not limited to sleeping overnight at the Ukiah Winter Shelter together, being on the grounds at Hospitality House together and eating at Plowshares together.

Families with children must be separated away from single adult males as much as possible, and as soon as possible. This includes all types of contact including queuing in lines for meals.

By all measures, the mixing of children with adult males who are experiencing homelessness does not meet national best practices as it is risky, dangerous and unnecessarily increases legal exposure. It is very important to note that this type of commingling also creates unhealthy and negative developmental issues in children. Furthermore, this mixing can exacerbate the inefficiencies in the placement process and inhibit optimal utilization of service inventory. This is why centers/programs/shelters across the USA have moved to separate families with children from single men (and sometimes single women).

Ideally, all families with children should be separated at least from adult males, and when possible separated from adult females. However, the realities of building capacities and physical layouts may not allow for the ideal setup, at least in the short term.

Additionally, at a clinical level, it would be good for all single adult females to be separated from the single adult males. Ideally, single adult females would have their own dedicated shelter or dedicated section within a shelter that focuses solely on adult females. On a practical level, single adult females could be a subsection of a shelter for families with children. Although less desirable, if properly designed and operated, single adult females can live in a separately demarcated section of an adult male shelter.

More due diligence needs to be conducted in order to successfully address this issue.

### **13 - Create a County-wide Virtual Master Case Management System**

Unfortunately, there are not enough financial resources available within Mendocino County to create an actual face-to-face master case management system. However, a “virtual” case management system could and should be developed within Mendocino County for individuals experiencing homelessness by using HMIS as the data “*e-backbone*” for the overall system.

As part of this virtual system, a monthly Case Conference Meeting could be organized with agency case managers, police officers, fire rescue personnel, hospital social workers, and representatives from HHSA. It is suggested to have a coastal meeting in Fort Bragg and a separate inland meeting in Ukiah. Other communities around the USA have found the first Friday of every month between 2p-4p works really well. It is recommended to proactively focus on 2-3 individuals each month prioritized by individuals with higher service use levels (eg relatively more contacts with EMS, hospital ERs/EDs and social service agencies). These meetings could be hosted by HHSA or the CoC.

Because of the unique 1-3 year bubble group in Mendocino County, it might be productive on a monthly basis to also focus on one or two individuals who have been experiencing homelessness for 1-3 years, thus trying to reduce the number of individuals who will become “very chronic” due to the lack of treatment intervention.

It is recommended to start with single adult males, and then move to single adult females. When needed, families with children could be addressed at these monthly case conference meetings. The key to success is to focus on only 2-3 individuals per meeting and to develop individualized action plans for each person for the following month.

Ideally overtime, HHSA and the CoC could work to improve and develop the virtual case management system into a comprehensive coordinated entry system that mirrors a fully operational master case management “system” for individuals experiencing homelessness.

“Master Case Management” and “agency level case management” are often wrongly presented as the same functionality. There is a major difference between master case management and agency level case management – the first is holistic case management across the entire system of all agencies, while the second is only within an individual agency.

#### **14 - Create Street-Level Outreach Team Capacities, Especially in Ukiah**

More than 20 years ago, San Diego California was the first city in the USA to formally create a “Homeless Outreach Team,” often known as a HOTeam. Under the San Diego model, two sworn police officers were given specialized social service training and then partnered together and focused solely on engaging individuals experiencing homelessness. Overtime, other jurisdictions such as St. Petersburg Florida, improved on this concept by partnering a sworn Law Enforcement Officer (LEO) with a highly trained and specialized non-sworn social worker.

These HOTeams have proven to be very useful in engaging individuals experiencing homelessness and have aided in significantly reducing street-level homelessness in numerous communities across the USA. These HOTeams have proven to be positive segues between law enforcement, service providing agencies and the community of homelessness.



Because of the unique characteristics and high number of individuals experiencing homelessness in Ukiah, it is strongly recommended to create one HOTeam in Ukiah. Because of funding realities, it is recommended to start this initiative as a 90-day pilot program. Then evaluate the this initiative after 90 days to see if it is worth continuing (eg did it work?, is there more work to be done?, etc.). Possibly partner a Ukiah PD Officer with a County funded social worker from either Street Medicine or RCS.

Ideally, this HOTeam would be the primary engagement tool for street-level engagement of individuals into 24/7 service programs. This HOTeam would be the initial proactive point of contact for both individuals experiencing homelessness and the North-South Travelers.

In addition to the specialized HOTeam, most LEOs in the County should go through at least a minimal level of homelessness engagement and sensitivity training.

### **15 - Create/Source Meaningful Mental Health and Substance Abuse Rehabilitation Slots**

There are a limited number of short-term and long-term referral treatment options for individuals within Mendocino County. A critical need exists for additional behavioral health and substance abuse rehab beds/slots of all kinds, including long term treatment options for individuals receiving 5150s (State of California 72-hour holds for mental health crisis intervention). An action oriented task-force within the umbrella of either HHSA and/or CoC should be tasked with working to create and source added inventory.

### **16 - Need Only One Day-Service-Center in Ukiah**

This recommendation is closely tied to Recommendation 5 (See Above - reduce duplication). Currently Ukiah has 3 functioning “day-service-centers” that provide a variety of services during the day:

- 1<sup>st</sup> MCAVHN (Mendocino County AIDS/Viral Hepatitis Network),
- 2<sup>nd</sup> Manzanita Services, Inc’s,
- 3<sup>rd</sup> A defacto day-center at the Ukiah Library.

Beyond general services, most of these service centers have been providing specialized niche services to specific groups (eg specialized medical and mental/behavioral health services). As a practice, in most cases, individuals beyond the targeted service groups also have been utilizing these service centers.

There is a 4<sup>th</sup> service-center that is planned to be opened in Ukiah adjacent to RCS’s Winter Shelter and an application is pending for a 5<sup>th</sup> service-center to be operated by Nor Cal Christian Ministries.

The current situation is not the result of a strategically developed decision making process.

Having so many day service centers in a small area will likely produce many unintended negative affects and effects for both the individuals experiencing homelessness and for the general public within Ukiah. The negative issues will likely include:

- Reduction of case management accountability,
- Dilution of service impacts,
- Increased “service shopping,”
- Expansion of the bread-crump trail through neighborhoods.

Looking to the future, based on the number of individuals experiencing homelessness, there only should be one location where “day services” are provided in Ukiah. This researcher understands that there has been efforts to coordinate in this area, but during the time of this research project, the services being delivered in this area were a series of individualized tactical decisions, rather than being part of a coordinated strategic effort.

All the above agencies should work together to merge their efforts and resources at one single location (a possible logical single location would be adjacent to RCS’s Winter Shelter).

## **Sheltering and Transitional Housing Recommendations**

### **17 - Must Have a Winter Shelter in Ukiah, However it Is Inconclusive If an Extreme Weather Shelter Is Needed in Fort Bragg**

Based on the survey data and actual shelter use data, there is a critical need for a Winter Shelter within Ukiah. As for Fort Bragg, the data is less conclusive on a need for an Extreme Weather Shelter within Fort Bragg.

For the purpose of this report, a “winter shelter” is a facility that opens and then continuously operates for a defined period of time during the winter, whereas, an “extreme weather shelter” only opens on an as needed basis when the weather is so extreme that it hits certain codified thresholds that trigger the opening of a facility on a temporary basis.

In Ukiah, based on the research data, there is an actual need for a year-round emergency shelter for homegrown individuals, especially for single adult males and to a lesser extent adult females. Since the RCS Winter Shelter already exists, the most cost effective way to create year round inventory would be to add additional operating months to the current Winter Shelter schedule (rather than creation of a new facility).

It is critical to thoroughly think through sheltering options well in advance of any possible new openings and changes. If sheltering is developed without admission criterion, and if thoughtful clinical protocols/procedures are not utilized, it is then possible that the overall situation could get worse for both the individuals experiencing homelessness and the community-at-large. Like medical patients that are harmed by receiving an incorrect diagnosis that leads to a bad treatment plan, individuals can be harmed by having bad screenings, protocols and procedures at a shelter.

In order to have positive outcomes, any sheltering operation in Mendocino County, whether seasonal or year-round, must have and/or do the following (partial listing of key protocols and procedures):

- be limited to individuals experiencing HUD-defined homelessness,
- guests need to be established within HMIS,
- stays longer than 3 days should be limited only to homegrown residents of Mendocino County,
- have holistic wrap-around services that address the core triggers of homelessness on-site,
- have proper design buffers.

As for Fort Bragg, the data does not indicate the need for a “winter shelter,” and the data is inconclusive on the possible need for an “extreme weather shelter.” Ideally, further evaluation would occur after realizing the improvements connected to implementing the recommendations of this report, especially Recommendations 5, 6, 10 and 11. After assessing the improvements, there might be a need for an extreme weather shelter - or - there might be a simpler alternative that addresses the lower residual need - or - it might not be needed at all.

### **18 - Need to Strategically Optimize Placement at Willow Terrace When it Opens**

The Willow Terrace project presents an amazing opportunity to positively house up to 37 individuals who are currently experiencing homelessness. This is an one-time opportunity that must get done correctly from the start. Doing it correctly would create an amazing opportunity to reduce street-level homelessness while helping 37 individuals. However, inappropriate placements could actually make things worse for the adjacent neighborhood and fail to help the individuals that the program is trying to help.

This researcher recommends that HHSA take the lead in working with the developers, key stakeholders and other relevant agencies to develop admission placement protocols and procedures that would maximize the chances for success for the incoming residents.

Based on analysis of the survey data, especially around the issues of homegrownness and mobility, this researcher strongly recommends placing as many Ukiah residents into Willow Terrace as possible.

### **19 - Source New Housing Opportunities of All Types Whenever Possible**

There is a critical need to increase the number of both “short term” and “longer term” housing placements across the spectrum for men, women and families with children. To be successful, there needs to be an increase in inventory capacity of all types of housing within Mendocino County.

Because of Federal budget cuts, which started during the Obama administration and have continued under the Trump administration, the financial burden is shifting to local governments to fund additional short-term transitional rapid-rehousing units and longer-term supportive housing units. The reality is there likely will be less Federal funding going forward for programs such as Rapid Rehousing and Permanent Supportive Housing.

Less Federal funding is only the first challenge. The second challenge is the fact that Mendocino County’s housing vacancy rate is functionally at 0%, and the recent fires have only exacerbated this tight housing market.

The Willow Terrace project could be a great source for housing placements especially for Ukiah residents. Additionally, the proposed monthly case management meetings outlined in Recommendation 13 [See Above] would be ideal forums to vet and select housing candidates when housing opportunities arise.

The CoC should proactively pursue multiple initiatives to increase the affordable housing stock:

- + as challenging it will be, try to obtain more Federal vouchers,
- + partner with developers to maximize the use low-income-housing-tax-credits,
- + pursue housing first developers,
- + tap into the state housing trust fund,
- + encourage faith-based organizations to adopt, mentor and fund one-person/family a year,
- + conduct due diligence on the possibility of developing and placing “tiny-houses.”

All of the possible initiatives listed above have pros and cons. Vouchers are very useful and effective, but Federal budget cuts combined with higher rental rates will likely reduce the number of vouchers available. Low income tax credit housing is one of the best Federal programs in existence, however, this program is very competitive. Many of the housing first type programs are very expensive since it would likely entail developing/constructing new inventory. Tiny-houses have been proven to be useful for short periods of stay, but the evidence is inconclusive for longer term habitation. Additionally, most if not all of these solutions will have highly emotionally charged NIMBY’ism zoning and siting challenges.

Finally, service providers need to develop educational training programs that better prepare individuals and families for the challenges they will face in the future once they receive housing placements.

## **Public Space Issues**

### **20 - Have a Zero Tolerance Approach to Encampments**

For a variety of health and safety reasons, there must be a zero tolerance approach to encampments. Proactive efforts need to occur to locate encampments, and then engage the individuals living in encampments and cleanup the associated rubbish.

Overall, encampments are unsafe, unhealthy and unsuitable for habitation for the individuals living within them. Additionally, this researcher found encampments in Mendocino County that pose serious environmental contamination issues, disease transmission concerns, vector control risks and potential fire hazards.

It is critically important to cleanup encampment trash as soon as an encampment is identified, especially during times of drought since encampments pose major fire risks. Over the last 24 months, several fires in Northern California have originated within encampments.

Beyond potential fire hazards, the encampments with their accompanying trash heaps, are creating dangerous disease and vector control issues. Ironically, much of, if not most of the discarded rubbish within the encampments are items given to the individuals residing in the encampments free of charge by agencies and individuals.

In addition to the fire hazards and vector control issues, encampments are negatively threatening the environment in a variety of ways including threatening to contaminate water ways.

### **21 - Address the Issue of Stolen Shopping Carts**

There are many incidences within Mendocino County where stolen shopping carts have become “encampments on wheels.” All the negative health and safety issues outlined in Recommendation 20 [See Above] also pertain to stolen shopping carts. It is important to realize that because of the mobility of shopping carts, disease transmission and vector control issues can actually become worse because the negative effects are moved around the community.

Beyond all the negative effects listed above, it should always be remembered that a stolen shopping cart is an actual theft of property and should not be tolerated.

The City of Buena Park California very successfully addressed a severe stolen shopping cart problem that the City had been dealing with for years. Within in 2 months of approving their action plan, the number of stolen shopping carts within the City went from over 500 stolen shopping carts to functionally 0. The really good news is Buena Park has sustained functionally 0 stolen shopping carts on the streets since implementation of their initiative.

The key to Buena Park's success was a full and equal partnership between the police department and merchants. In Buena Park, the initial recovery phase of stolen shopping carts was led by the police department. Once Buena Park got to functionally 0, which occurred within 14 days of street-level implementation, the maintenance phase was then led by the merchants.

This researcher has shared the nuanced details of the Buena Park initiative with key stakeholders within Mendocino County. With just a few small tweaks, the Buena Park initiative can easily be replicated within Mendocino County within a period of 30-45 days.

## **22 - Engage Van-campers, and Impound Vehicles When Necessary**

Most “*van-campers*” are part of the *North-South Travelers* cohort and are from outside of Mendocino County. Additionally, it is very important to note that most of the van-campers are not experiencing HUD-defined homelessness.

Like the overall cohort of North-South Travelers, most van-campers reside most of the time in the parking lots around Walmart, Jack-in-the-Box and Safeway. This researcher observed many van-campers frequently involved in drug use, in drug sells and in panhandling. Additionally, some of the van-camper vehicles present serious sanitary, vector control and environmental safety concerns.

Many van-camper licence plates were expired and/or were from out of state.

In order to address these issues, law enforcement officers need to engage these van-campers. Furthermore, when appropriate, law enforcement needs to cite and impound these vehicles, and all trespass laws should also be fully utilized.

## **23 - Engage Car-campers**

It should be noted that “*car-campers*” are not a sub-set of van-campers, but are instead part of the homegrown cohort of individuals experiencing street-level homelessness. Specifically, most car-campers are experiencing HUD defined homelessness and about half have family ties within Mendocino County. It is interesting to note that relative to other sub-groups experiencing homelessness, car-campers have higher levels of employment.

It is strongly recommended that HOTeams be utilized to engage car-campers with the goal of placing car-campers into longer-term supportive housing [See Recommendation 14 Above].

## **Longer Term Recommendations**

### **24 - After the Willow Terrace Opens, After Duplication is Reduced, and After Utilization is Increased, then Re-look at the Overall System Volume Needs**

Several individuals that this researcher interviewed felt there was an immediate need to fund construction of new service inventory (eg construct new buildings and create new programs). This researcher agrees there is a critical need for additional inventory, but this researcher is not yet convinced that there is a need to construct new buildings nor establish new programs in order to create “new” inventory.

There are 4 recommendations in this report that could significantly increase “new” service inventory which would be available to locally homegrown individuals that are experiencing homelessness. The 4 recommendations are:

- + Recommendation 5 - reduce duplication of services,
- + Recommendation 6 - increase utilization of current physical infrastructures,
- + Recommendation 11 - establish and follow eligibility criterion,
- + Recommendation 18 - optimize placements into Willow Terrace.

This researcher believes that it might be possible to organically gain enough increased inventory through implementation of the 4 recommendations above to meet the need. Additionally, it is possible with improved case management and outreach, that the need for services could also drop. Therefore, the question of “whether to construct new inventory” should be re-asked after the results of implementing these 4 recommendations are fully realized.

### **25 - Need to Conduct Deeper Data Dives Into the Issues of Employment, Out-of-towners and High Levels of Chronicness**

Building on the individualized survey data for this study and report, deeper data dives need to occur regarding the interrelated issues of employment, levels of chronicness and why out-of-towners come to Mendocino County after the onset of homelessness.

Specifically, this researcher suggests conducting a series of “research focus groups” in order to gain a better understanding of how these 3 issues interrelate. This researcher has already begun to work with HHSA staff on how to conduct these focus groups.

It is hoped that deeper information gained regarding these 3 topics will be useful in developing strategies on how to address the “1-3 year chronic bubble” and in developing strategies that deter out-of-towners from coming to and then remaining in Mendocino County after the onset of homelessness.



## **26 - Replicate the Data Analyses Within This Study in the Remainder of the County**

This researcher can make some educated assumptions about the remainder of the County, but these assumptions would be based on unscientific observations, anecdotal stories and data inferences, rather than on direct observations and scientific data.

At some point in the near future, the data analyses that were conducted in and around Fort Bragg, Ukiah and Willits should be replicated throughout the rest of Mendocino County.

## **27 - Create and Implement a Public Relations Campaign in Order to Engage the General Public as a Proactive Partner with this Effort**

Once the recommendations within this report have been adopted and/or amended and/or rejected [See Recommendation 2 Above], a comprehensive public relations campaign needs to be developed and implemented in order to gain buy-in and support by the general public for the approved set of strategic recommendations.

## **28 - Set Up a Feed Back Loop to Guide Ongoing Improvements . . . Set Up a Checkup Plan**

Communities that have had the long term sustainable success have all set up checkup processes to make sure the adopted recommendations are properly implemented.

Furthermore, and maybe even more important, these successful communities have created feed back loops that give guidance in real-time on when adjustments need to be made.

There are three things leaders need to be aware of when a comprehensive strategic plan is implemented:

- 1- some mid-course adjustments will need to be made,
- 2- system improvements will in turn unveil new opportunities not previously seen,
- 3- the law of “unintended consequences” always kicks in . . . sometimes this is good – while other times it means underlying issues that were hidden before, now become exposed and need to also be addressed.

Checkup Plans and Feed Back Loops:

- should not become bureaucratic and should not become a bunch of meetings,
- need to be rigorous,
- need to be independent,
- should have a regular set of check points (after 2 months, after 6 months, after a year, etc.).

### **Next Steps**

- \* Adopt and/or amend and/or reject the above recommendations.
- \* Assign ownership of each adopted recommendation to one person by name with a targeted timeline of implementation.
- \* Just start implementing.
- \* Establish a checkup plan.

**Exhibit 1 -**  
**Program/Agency Site Visits, Tours, Meetings and Conference Calls (partial listing)**

Judy Albert, MFT  
Project Sanctuary  
Program Director

Sheriff Tom Allman  
Mendocino County  
Sheriff-Coroner

Lara Anderson  
Mendocino Coast Hospitality Center  
Former Hospitality House Administrator

Carmel J. Angelo  
Mendocino County  
Chief Executive Officer

Amanda Archer  
Mendocino County Youth Project (MCYP)  
Levine House Care Manager III

Tami Bartolomei  
City of Ukiah  
Community Services Administrator

Julie Beardsley, MPH  
County of Mendocino Health and Human Services Agency  
Senior Public Health Analyst

Heather Blough  
Community Development Commission of Mendocino County (Housing Authority)  
Housing Manager

Traci Boyl  
Plowshares  
Executive Director

Officer Joe Breyer  
Fort Brag Police Department  
Police Officer

Deputy Matthew Carlson  
Mendocino County Sheriff's Office  
Sheriff's Deputy

Valicia Catching  
DSR Security Services  
Manager

Tammy Moss Chandler  
Mendocino County  
Health and Human Services Director and Acting Recovery Director

Chief Chris Dewey  
Ukiah Police Department  
Chief of Police

Becky Driscoll  
Little Lake Health Center  
Health Center Director

Bekkie Emery  
County of Mendocino  
Health & Human Services Assistant Director

Angelica Figueroa  
Rural Communities Housing Development Corporation  
Project Manager

Sarah Gavette  
Manzanita Services, Inc.  
Program Coordinator

James “Batman” Gibney  
Hospitality House  
Senior House Manager

Lt. Charles P. Gilchrist  
Fort Bragg Police Department

Hon. Gerry Gonzalez  
Willits City Council  
Mayor

Sarah Gravette  
Manzanita Services, Inc.  
QA Program Coordinator

M. Lynette Guenther  
Walmart  
Store Manager

Libby Guthrie, Ed.D.  
MCAVHN  
Executive Director

Drew Hair-Iacomini  
Ford Street Project  
Community Support and Housing Programs Director

Kristina Harju  
Mendocino Coast Hospitality Center  
Programs Manager

Elizabeth Hart  
Willits Community Services & Food Bank  
Client Services

Ed Haynes, DVM  
Ukiah Veterinary  
Owner

Tony Huerta  
Nor Cal Christian Ministries  
Executive Director

D.E. (Rick) Johnson, PE  
Plowshares  
Former Board Member

Lynelle Johnson  
Mendocino Coast Hospitality Center  
Board President

Jody J. Johnston  
Mendocino County - Health & Human Services Agency  
Senior Program Manager - Adult and Aging Services Division

Brian Klovski  
Mendocino County Health & Human Services Agency  
HOME Team Unit Program Specialist

Ryan LaRue  
Rural Communities Housing Development Corporation  
Director of Development

Sgt. Brandon Lee  
Fort Bragg Police Department

Wendy Lee  
MCAVHN  
Outreach Testing Counselor

Officer Kevin Leef  
Willits Police Department  
Police Officer

Chief Fabian E. Lizarraga  
Fort Bragg Police Department  
Chief of Police

Tony Marsh  
Redwood Community Services  
Winter Shelter

Patrice Mascolo  
Plowshares  
Office Manager and Executive Assistant

Dennie Maslak  
Mendocino County Health and Human Services Agency  
Staff Assistant III

Hon. John McCowen  
County of Mendocino  
Chair and Second District Supervisor

Brad McDonald  
Rural Communities Housing Development Corporation  
Chief Executive Officer

Daniel McIntire  
Rural Communities Housing Development Corporation  
Director of Property Management

Lt. David McQueary  
Ukiah Police Department

Anne Molgaard  
Mendocino County Health and Human Services Agency  
Chief Operations Officer, Acting HHSA Director

Adrienne Moore  
City of Willits  
City Manager

Mark P. Mountanos  
M.P.Mountanos Coffee  
Owner

Hon. Maureen Mulheren  
City of Ukiah / Connect Insurance  
City Councilperson / Independent Insurance Agent

Wynd Novotny  
Manzanita Services, Inc.  
Executive Director

Joanna Olson  
Mendocino County Youth Project (MCYP)  
Executive Director

Paul Otto  
Not Cal Christian Ministries  
Board Member

Jennifer Owen  
City of Fort Bragg  
Special Projects Manager



Mike Pallesen  
Rural Communities Housing Development Corporation  
Special Projects Manager

Blythe Post  
Mendocino County Office of Education  
Foster and Homeless Youth Services - Manager IV

Debra Ramirez  
Project Sanctuary  
Shelter Director

Stacey Ramsey  
DSR Security Services  
Owner

David Rapport  
City of Ukiah  
Contract Assistant City Attorney

Paula Redding  
Manzanita Services, Inc.  
Benefits Advocate

Sarah Reith  
Stories / Mendo Voice  
Author / Journalist

Lucresha Renteria  
Mendocino Coast Clinics, Inc. (MCC)  
Executive Director

Shannon Riley  
City of Ukiah  
Deputy City Manager

Kelsey Rivera  
Mendocino County Health and Human Services Agency  
Deputy Director - Adults and Aging Services Division

Hon. Saprina Rodriguez  
Willits City Council  
Councilwoman

Linda Ruffing  
City of Fort Bragg  
City Manager

Hon. Stephen Scalmanini  
City of Ukiah  
Councilman

Craig Schlatter  
City of Ukiah  
Community Development and Planning Director

Camille Schraeder, MA  
Redwood Community Services (RCS)  
Executive Director

Tim Schraeder, MFT  
Redwood Quality Management Corporation  
Chief Executive Officer

Anna Shaw  
Mendocino Coast Hospitality Center  
Executive Director

Officer Joseph Shaw  
Fort Bragg Police Department  
Police Officer

Faith Simon, RN, MSN and FNP  
Fort Bragg Rural Health Center - Adventist Health  
Street Medicine Project

Joel Soinila  
Adventist Health Ukiah Valley  
Productivity Engineer

Linda Jo Stern, MPH  
Fort Bragg Street Medicine  
Advocate

Maya Stuart, MA  
Mendocino County Health & Human Services Agency  
Program Administrator & MCHSCoC Chair

Leanna Sweet, RN  
Adventist Health Ukiah Valley  
Director of Population Health Care Management

Elizabeth Swenson  
North Coast Housing Action Team  
Coordinator

Darcy C. Vaughn  
City of Ukiah  
Contract Assistant City Attorney

Sgt. Noble Waidelich  
Ukiah Police Department  
Police Sergeant

Jacqueline Williams  
Ford Street Project  
Executive Director

Sage Wolf  
Redwood Community Services, Inc. (RCS)  
Homeless Services

Captain Justin Wyatt  
Ukiah Police Department

— — —

Conversations and interviews with numerous individuals experiencing homelessness

Conversations with numerous area citizens and merchants

Conversations with several individuals from the faith-based community

Experienced homelessness on streets

Fort Bragg Police Department Ride-a-long

Mendocino Sheriff Department Ride-a-long

Met with the Board of Directors of Plowshares

Met with the Mendocino County Homeless Services Continuum of Care

Spent time at Libraries

Ukiah Police Department Ride-a-long

Visited several Federal, State, County and City Parks within Mendocino County

Many others, some of whom requested anonymity

## **Exhibit 2 - Robert G. Marbut Jr., Ph.D. Biography**

Dr. Robert Marbut has worked on issues of homelessness for more than three decades: first as a volunteer, then as chief of staff to San Antonio Mayor Henry Cisneros, next as a White House Fellow to President H.W. Bush (41, the Father), later as a San Antonio City Councilperson/Mayor-Pro-Tem and more recently as the Founding President & CEO of *Haven for Hope* (the most comprehensive homeless *transformational center* in the USA).

In 2007, frustrated by the lack of real improvement in reducing homelessness, and as part of the concept development phase for the *Haven for Hope Campus*, Dr. Marbut conducted a nationwide best practices study. After personally visiting 237 homelessness service facilities in 12 states and the District of Columbia, he developed *The Seven Guiding Principles of Homeless Transformation* which focuses on root causes and recovery, not on symptoms and short term gimmicks. Since then, Dr. Marbut has visited a total of 839 operations in 25 states, plus Washington, DC and Mexico, DF, and has helped hundreds of communities and agencies to dramatically reduce homelessness. He has consulted with more communities and organizations than anyone else in the USA.

These *Seven Guiding Principles of Transformation* are used in all aspects of his work to create holistically transformative environments in order to reduce homelessness.

He earned a Ph.D. from The University of Texas at Austin, Austin, Texas in International Relations (with an emphasis in international terrorism and Wahhabism), Political Behavior and American Political Institutions/Processes from the Department of Government.

He also has two Master of Arts degrees, one in Government from The University of Texas at Austin and one in Criminal Justice from the Claremont Graduate School. His Bachelor of Arts is a Full Triple Major in Economics, Political Science and Psychology (Honors Graduate) from Claremont McKenna (Men's) College.

Dr. Marbut also has completed three post-graduate fellowships, one as a White House Fellow (USA's most prestigious program for leadership and public service), one as a CORO Fellow of Public and Urban Affairs, and one as a TEACH Fellow in the Kingdom of Bahrain and the State of Qatar (1 of 13 USA educators selected). He was also a member of the Secretary of Defense's Joint Civilian Orientation Conference (JCOC-63) 2000 class which focused on Special Operations. JCOC is the Secretary of Defense's premier civic leadership program.

### **Contact Information:**

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March 18, 2018 (2:42pm)  
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