



City of Arts & Innovation

City Council Memorandum

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TO: HONORABLE MAYOR AND CITY COUNCIL DATE: APRIL 2, 2019

FROM: CITY MANAGER'S OFFICE WARDS: ALL

**SUBJECT: PUBLIC SAFETY AND ENGAGEMENT TEAM PROGRAM – SUPPLEMENTAL
APPROPRIATION OF UP TO \$3,451,126 FROM THE UNALLOCATED
MEASURE Z FUND BALANCE**

ISSUE:

Approve the Public Safety and Engagement Team Program and a supplemental appropriation from the unallocated Measure Z fund balance.

RECOMMENDATION:

That the City Council:

1. Provide direction to staff on the recommended option for the Public Safety and Engagement Team Program, as well as for its duration;
2. Approve a supplemental appropriation of up to \$3,451,126 from the unallocated Measure Z fund balance to fund the Public Safety and Engagement Team Program dependent on the options selected by the City Council; and
3. Direct staff to provide a six month progress report to determine the effectiveness of the Public Safety and Engagement Team.

BACKGROUND:

On April 1, 2014 the City Council approved the Community Livability Task Force Action Plan (Action Plan) in response to the perceived increase in criminal and nuisance activities impacting the City's quality of life. The Action Plan focused City resources on addressing quality of life issues that included aggressive panhandling, vagrancy, loitering, unpermitted camping, conduct on public property, trespassing, vandalism, abandoned property and other similar challenges. The City Manager's Office created a task force that consisted of all City departments with responsibility for the enforcement of livability laws and maintenance of City facilities. The Task Force was charged with reviewing existing City ordinances and establishing a roster of enhanced staffing to bring about visible and sustained change, alongside outreach and education to bring about a culture change.

The Action Plan was implemented by the Task Force over a three-year period and was funded by supplemental appropriations from the General Fund Reserve.

DISCUSSION:**Context – 3-1-1 Call Center Service Requests Related to Homelessness**

The City’s 3-1-1 Call Center allows residents to request City services or submit comments or complaints. Once a service request is submitted, it is assigned a service request number, and is tracked and delivered to the appropriate City staff.

For the calendar year 2018, the 3-1-1 Call Center received 4,613 service requests related to homelessness that were assigned to the Office of Homeless Solutions, Code Enforcement, or the Riverside Police Department. This equates to about 13 calls per day, with nearly a quarter of all calls associated to issues in Ward 1.

3-1-1 Call Center - 2018 Service Requests						
WARD	Office of Homeless Solutions (CMO)		Code Enforcement (CEDD)	Riverside Police Department		Total
	<i>Homeless Encampment</i>	<i>Homeless Outreach</i>	<i>Debris, Homeless</i>	<i>Loitering, Homeless</i>	<i>Panhandling</i>	
Ward - 1	487	18	344	277	16	1,142
Ward - 2	226	12	212	144	8	602
Ward - 3	287	16	295	191	39	828
Ward - 4	71	8	51	60	14	204
Ward - 5	213	10	177	90	1	491
Ward - 6	338	11	313	137	17	816
Ward - 7	215	21	173	105	8	522
Not Assigned	2	0	4	2	0	8
Total	1,839	96	1,569	1,006	103	4,613

Source: 3-1-1 Call Center

Public Safety and Engagement Team Program

The City Manager’s Office has again convened a multi-departmental program in response to the concerns that have been expressed in relation to the ongoing challenge of homelessness and its impact on quality of life in the City. While similar to the efforts undertaken through the Community Livability Task Force, this effort will pursue a more holistic and proactive approach – one that creates a balance between maintaining order in the public realm and provides individuals experiencing homelessness a path to exit the condition.

Individuals experiencing homelessness are not defined by a single characteristic; the factors that lead to homelessness are varied – economic, medical, substance abuse, mental health, and criminal. The impact of homelessness on quality of life is equally varied. The Public Safety and Engagement Team will help ensure that quality of life is maintained, City facilities are being used in a safe and enjoyable manner, problems in the parks and public areas are addressed quickly and efficiently, and community members are behaving in accordance with applicable City codes and ordinances. Issues arising from unlawful panhandling, camping, abandoned personal belongings and vagrancy will also be addressed.

To this end, staff is recommending that a multi-departmental team be constituted to operate on a full-time basis, throughout the City, including during weekends when possible. A multi-departmental approach is necessary given that no one department, division or team 'owns' the challenges brought forth by the issue of homelessness. This Team will consist of representatives from the City departments listed below, and will receive specialized training related to homeless engagement, mental health and public health. New personnel will be needed to facilitate implementation of this Program and not impact the ongoing operations of each of these departments. Where possible, departments will absorb work related to the Public Safety and Engagement Team or pursue opportunities to work with external providers (i.e., social workers and mental health professionals).

- Riverside Police Department (RPD)
- Community and Economic Development Department – Code Enforcement Division (Code)
- City Manager's Office – Office of Homeless Solutions (OHS)
- Parks, Recreation, and Community Services Department (PRCSD)

In support of the Team's operations, staff intends to contract out homeless encampment clean-up services. The selected vendor will be responsible for performing clean-up services in a manner consistent with the City's abatement procedures and in compliance with all applicable laws. Equipment, supplies, insurance, training and personnel will be provided by the selected vendor who will work alongside and under the direction of the Public Safety and Engagement Team. Request for Proposals No. 1900 (Homeless Encampment Clean-Up Services) was issued on January 29, 2019. As of the writing of this report, staff is working to award the proposal. This initial contract, for an amount not to exceed \$50,000, will be absorbed within the Office of Homeless Solutions budget, in advance of expanding the service at a later date. The fiscal impact associated with the implementation of the Public Safety and Engagement Team allots \$500,000 for homeless encampment clean-up services. Before expanding the contract beyond the initial amount, City staff will return to the City Council to award the contract.

While we are all familiar with the roles each of these City departments play on a daily basis, the Team's disposition must be different in order for it to be effective. Members selected for the Public Safety and Engagement Team will need to have a distinct skillset beyond what is normally expected of them in their professional capacity: compassion, determination, understanding, patience. For these reasons the Team's operation will be underpinned by the following guiding principles:

1. Engage individuals in a constitutionally compliant manner.
2. Treat individuals with utmost dignity and respect.
3. Maintain order in the public realm, upholding the law.
4. Respect private property rights.
5. Ensure employee safety at all times.

The Team will receive training so that they are prepared to safely interact with the homeless population in a way that is focused on providing resources and assistance, rather than just simply enforcement. Given the varied characteristics of homelessness, the training offered will inform the Team on the various backgrounds of homeless individuals (i.e., veterans, persons with mental illness, or transitional age youth). The training will also expose the Team to the challenges faced by homeless individuals, including hunger, sleep deprivation, domestic violence, assaults, and substance abuse.

Emphasis will be placed on communication, compassion and understanding that strategies for building rapport and cooperation offer the best chance for achieving results; how the Team handles any particular encounter is critical as it may either build rapport or create more challenges and undermine the Team's efforts.

It should be noted that the Team will work alongside the City's various community partners – public agency, non-profit community, neighborhood groups, and faith-based organizations – in support of the City's Housing First Plan.

Office of Homeless Solutions

The Office of Homeless Solutions (OHS) was established in 2017 to respond to the ongoing challenge of homelessness and its impact on the community. To achieve this goal, the City committed to Housing First as a best practice approach to address homelessness, pairing housing with wrap-around supportive services; the City Council adopted a Housing First Plan in March 2018. OHS is responsible for overseeing implementation of the City's Housing First Plan, working with various City departments and community partners on its implementation. Current OHS initiatives and programs include homeless outreach, housing development and workforce development, among others.

Should the City Council determine to proceed with the Public Safety and Engagement Team Program, it is critical that OHS be able to expand its own operations in order to provide the needed balance. OHS staff will issue two separate Request for Proposals (RFPs) in the coming weeks to scale up homeless outreach and case management services by partnering with vendors experienced in providing these services; the selected vendors will work alongside the City's three outreach workers and one case manager.

The Outreach Team conducts daily mobile outreach and client service engagement for homeless individuals and families on the streets, in service venues, and other locations where they can be found in Riverside. The Outreach Team responds to the issues and concerns of people in need of assistance as well as local residents, businesses and others relative to homelessness in this community. Focused on the "hardest-to-reach" and "service-resistant" chronically homeless population, the Outreach Team works in partnership with city staff, local service providers, health professionals, law enforcement, and the community at-large to help people get off the streets and connected with the services they need. Once individuals are transitioned into housing, ongoing case management and supportive services are provided to individuals to help ensure housing stability. Case managers help develop a personalized plan for each individual, maintain regular contact, provide needed support, and help coordinate the services needed to achieve self-sufficiency.

Funding for these two RFPs will come from the previously approved and currently unallocated OHS Measure Z balance. Staff will return to the City Council to award contracts for both of these RFPs; no funding is requested as part of this report.

Mental Health Beds at the Hulen Place Campus

Since 2005, the City, in partnership with a broad range of non-profit organizations, social service agencies, and faith-based organizations have worked together to operate and program the Hulen Place Campus (Campus). The Campus provides a centralized environment to provide an array of housing and supportive services designed to assist homeless individuals and families to address their issues and achieve housing stability. Modeled after the PATH Mall concept and similar models across the county, the campus offers a coordinated system of care that includes

strategic outreach, crisis intervention, interim housing, rapid re-housing, homeless prevention resources and coordinated case management. A central theme of the Campus is a collaborative focus on nationally acclaimed best practice strategies and is administered consistent with the City's Housing First Plan and other rapid re-housing approaches.

On June 27, 2018 Governor Edmund G. Brown, Jr. signed into law Senate Bill 850, which authorized the Homeless Emergency Aid Program (HEAP). HEAP was a \$500 million block grant program designed to provide direct assistance to cities, counties and Continuums of Care (CoCs) to address the challenge of homelessness throughout California. The City would be eligible to apply for HEAP funding through the Riverside County CoC which received an approximately \$9.7 million allocation. In order to be eligible to apply for this funding, the City was required to adopt a Shelter Crisis Declaration; such Declaration was approved by the City Council on December 4, 2018.

The City submitted an application to the Riverside County CoC in order to facilitate the build-out of the Campus. The application requested \$3 million and included construction of a Navigation Center, Behavioral Health Interim Housing, Bridge Housing, expansion of the Emergency Shelter, and provided offices for the Medical Clinic and Outreach and Case Management services. On February 14, 2019 the City was officially notified that the Riverside County CoC did not fund its application. The City appealed this determination, and on March 4, 2019 the Riverside County CoC awarded the City \$606,575 to build out the Bridge Housing portion of the application which will provide an additional 54 beds at the Campus.

As part of the expanded Campus concept, staff proposed the development of a Behavioral Health Interim Housing component that would provide 28 additional interim housing beds to individuals experiencing homeless with behavioral health needs coupled with supportive services who do not need immediate crisis stabilization. The City partnered with Helping Hearts of California (Helping Hearts) to propose this component of the application as Helping Hearts would operate this facility.

All clients at this facility will receive Intensive Case Management (ICM) services which include linkage and consultation to appropriate resources and services in the community. ICM services include assisting the client with benefit acquisitions, linkage and transportation to medical and psychiatric care and discharge planning. Clients work with Helping Hearts to establish a viable discharge plan for independent living, maintaining residence until safe and permanent housing is secured. Helping Hearts Behavioral Health Technicians will facilitate process groups ranging in topics from Substance Use Disorders, Wellness Recovery Action Plan groups, Budgeting/Money Management, and behavioral health topics groups. This service is linked to an established and verified service provider.

The cost to build out this component of the Campus totals approximately \$672,158 and is a one-time allocation. Operation of this component would be covered by Helping Hearts.

Park Rangers

Development of the Public Safety and Engagement Team Program evolved from an initial discussion on potentially reinstating the City's previous Park Ranger Program. Staff is recommending the City Council evaluate the effectiveness of the Public Safety and Engagement Team Program, if approved, before directing staff to further evaluate the feasibility and need for a Park Ranger Program.

Staff is aware of at least one proposal developed by a community group in favor of reinstating the Park Ranger Program.

Options for Consideration

The following options are presented for City Council discussion and consideration:

Option	Title	Description
A	Status Quo	Continue existing operations (programming and staffing).
B	PSET One Team	Approve one Public Safety and Engagement Team consisting of staff from the following City departments: RPD; Code; OHS; and PRCSO. New personnel (including equipment and training) would be added to Code and PRCSO. Homeless encampment cleanup services would be contracted out.
C	PSET Two Teams	Approve two Public Safety and Engagement Teams consisting of staff from the following City departments: RPD; Code; OHS; and PRCSO. New personnel (including equipment and training) would be added to Code, PRCSO, and RPD. Homeless encampment cleanup services would be contracted out.
D	Mental Health Beds	Build out the proposed mental health component of the Hulen Place Campus. This would expand the availability of mental health services by adding 28 beds in partnership with a non-profit provider (Helping Hearts).
E	Park Rangers	Staff will evaluate the concept to evaluate its feasibility and need in the context of the City's current efforts, including the Public Safety and Engagement Team if approved.

FISCAL IMPACT:

The fiscal impact to implement the Public Safety and Engagement Team Program will depend on the option(s) selected by the City Council, and could range from \$1,130,810 to \$3,451,126 annually. The table below outlines the fiscal impact for each of the options outlined previously.

It is recommended that a non-departmental budget section be established for the Public Safety and Engagement Team Program with line item funding for each department. This will allow for tracking of the costs of the overall program and will also keep the funds separate from regular departmental operations.

Option	Title	Fiscal Impact (On-Going / One-Time)	Notes
A	Status Quo	None	The City's approved budget outlines funding for all existing operations.
B	One Team	\$962,210 (ongoing) \$168,600 (one-time)	<ul style="list-style-type: none"> • This option would fund one full-time Public Safety and Engagement Team, with coverage anticipated to be five days per week. • New personnel (including equipment and training) would be added to Code and PRCSO. • RPD would absorb the costs associated with participating on the team within its approved budget. No new personnel would be added. • Homeless encampment cleanup services would be contracted out.

Option	Title	Fiscal Impact (On-Going / One-Time)	Notes
C	Two Teams	\$2,337,768 (ongoing) \$441,200 (one-time)	<ul style="list-style-type: none"> • This option would fund two full-time Public Safety and Engagement Teams, with coverage anticipated to be seven days per week. • New personnel (including equipment and training) would be added to Code, PRCSD, and RPD. • Homeless encampment cleanup services would be contracted out.
D	Mental Health Beds	\$672,158	<ul style="list-style-type: none"> • This option would facilitate improvements to the Hulen Place Campus to accommodate 28 beds. • Operational costs would be borne by the non-profit provider.
E	Park Rangers	N/A	<ul style="list-style-type: none"> • Staff will evaluate this program to determine an estimated fiscal impact at a future date.

Prepared by: Moises Lopez, Deputy City Manager
 Certified as to availability of funds: Edward Enriquez, Chief Financial Officer/Treasurer
 Approved by: Al Zelinka, City Manager
 Approved as to form: Gary G. Geuss, City Attorney

- Attachments:
1. Public Safety and Engagement Team Cost Details
 2. Public Safety and Engagement Team Focus