COUNCIL AGENDA: 08/25/20 FILE: 20-926

ITEM: 3.5



Memorandum

TO: HONORABLE MAYOR AND CITY COUNCIL

FROM: Lee Wilcox

Jacky Morales-Ferrand

SUBJECT: SEE BELOW DATE: August 13, 2020

Approved Date 8/14/20

SUBJECT: ADOPT A RESOLUTION TO ENDORSE THE COMMUNITY PLAN TO END HOMELESSNESS 2020-25

RECOMMENDATION

Adopt a resolution to endorse the Community Plan to End Homelessness 2020-25.

OUTCOME

The Community Plan to End Homelessness 2020-25 (Community Plan) reflects the voices of over 8,000 individuals reached across the County, and provides stakeholders with a common agenda that, if followed, will result in large collective impact. Many of the plan strategies are items that the Housing Department regularly advances, and some of which have been accelerated to implementation during this dynamic, uncertain environment created by the ongoing COVID-19 pandemic. All activities being implemented now are in alignment with and help advance subgoals in the Community Plan. Endorsement of the new Community Plan provides the Administration the certainty to keep implementing urgent strategies during the COVID-19 public health crisis that also align with the plan strategies. Upon the demobilization of the City's Emergency Operations Center, the Administration will review actions taken, and bring a proposed work plan for the Community Plan for further implementation activities.

EXECUTIVE SUMMARY

Over 6,000 people found themselves homeless in San José in 2019, 83% of which were unsheltered. Homelessness is the result of various social and economic systemic failures, many of which disproportionately impact communities of color, and are further being exacerbated by the public health crisis caused by the spread of COVID-19. The unprecedented challenges created by COVID-19 make a comprehensive response more urgent for both our neighbors living outdoors, as well as for our neighbors who find themselves on the brink of homelessness.

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Essential to a comprehensive response to ending homelessness is a focus on policies and programs that address racial inequity and aim to reverse the disproportionately high rates of people of color who are unhoused or on the brink of homelessness.

In June 2019, the City of San José, together with Santa Clara County, Destination: Home, and other cities and non-profits, embarked on strategic planning and an extensive community engagement process to develop a new five-year Community Plan to End Homelessness for Santa Clara County ("Community Plan"). The Community Plan, which is driven and adopted by the Santa Clara County Continuum of Care (CoC) is a planning requirement placed by the United States Department of Housing and Urban Development (HUD) on CoC funding. During the Community Plan development, community feedback was sought to identify successes and challenges in the homeless system of care, and to collect innovative and inspiring ideas about how to address homelessness generally countywide, and specifically for certain subgroups like youth and families. Together, staff from various agencies reached over 8,000 community members by convening opportunities to engage with people with lived experience of homelessness, subject matter experts, community members, and key stakeholders. This work resulted in 14 strategies that fall into three focus areas:

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

Advancing the strategies in this report will require broad cross-sector alignment and collaboration, and significant investments and social innovation. Collaboration and innovation of this kind is best achieved through a collective impact model¹ that leads to a common agenda shared by all. City staff, together with County partners and D:H, initially planned to bring this discussion to Council Members in March 2020. Those plans, however, were suspended as the City's Emergency Operations Center (EOC) ramped up its activities in response to the COVID-19 pandemic.

The unprecedented harm that COVID-19 poses to people experiencing homelessness in San José created a catalyst that demanded immediate solutions, at a large scale, for our homeless neighbors. An infusion of time-limited funding from both the federal and state government, and a suspension of regulatory and procedural requirements has facilitated the City's and County's ability to implement (and continue to develop) shelter solutions and other supportive services that could have otherwise taken at least 18 months to advance, and which were cost prohibitive. While these solutions add immediate capacity, some will help expand our supportive housing system for years to come. All activities being implemented now are in alignment with and help advance sub-goals in the Community Plan. Upon the City's EOC demobilizing, the Administration will review actions taken, and bring a proposed work plan for the Community Plan for further implementation activities.

¹ Collective impact models are those where a broad cross-sector of key stakeholders work together to create a common agenda to solve a social problem.

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BACKGROUND

Nearly five years ago, the City Council adopted the *Community Plan to End Homelessness in Santa Clara County (2015-2020)*. Since the plan's adoption, partners worked collectively to achieve several notable accomplishments, including:

- Helping nearly 9,000 households resolve their homelessness, representing over 14,000 people.
- Doubled the number of supportive housing units in Santa Clara County.
- Doubled temporary housing and emergency shelter capacity.
- Launched a new homelessness prevention system that now serves about 1,000 households annually.
- Led a community-wide campaign that successfully housed more than 1,600 veterans and engaged nearly 800 private landlords in the effort.
- Voters approved \$950 million to develop affordable housing through the 2016 Measure A Affordable Housing Bond and raised another \$100 million in private contributions to support the implementation of this Community Plan.

Despite the substantial progress made in creating an innovative, coordinated, and more comprehensive supportive housing system, the crisis continues to grow—nationally and locally. Further, the challenges we face in ending homelessness are compounded by COVID-19 and its disastrous impacts on the economy and local budgets. For instance, just 3 days after launching a financial assistance program for low-income residents impacted by COVID-19 as part of the Silicon Valley Strong effort, the initiative reached the maximum capacity of households it could serve. This experience serves as an important indicator of the financial need in the community, and as an early warning system that informs some of the prevention strategies in the new plan.

According to the 2019 Point-in-Time count, there are 9,706 people experiencing homelessness in Santa Clara County.² Of the 9,706 people countywide, 6,097 are homeless in San José. Over 80 percent of homeless individuals in San José are unsheltered, meaning that they were counted on the streets, in encampments, in vehicles or other areas not meant for human habitation. Importantly, 83% of homeless individuals surveyed in San José reported living in Santa Clara County prior to becoming homeless. As such, the large majority of homeless individuals in San José are our neighbors, family members, friends, and colleagues.

Additionally, according to a January 2020 study of the intersection of race and homelessness in Santa Clara County, there are disproportionately high rates of homelessness among specific racial and ethnic groups.³ Specifically, while Black/African Americans make up about 2.5% of the general population, they represent 16.9% of the homeless population. Similarly, while people

² A point-in-time count is an unduplicated count required of communities receiving certain federal funds by the U.S. Department of Housing and Urban Development. It is completed on a single night and counts people in the community who are experiencing homelessness, both sheltered and unsheltered individuals.

³ Race and Homelessness in Santa Clara County, California, January 2020, Destination: Home and SPARC, https://destinationhomesv.org/wp-content/uploads/2020/02/RacialEquityReport0131020.pdf

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identifying as Hispanic/Latinx make up 27% of the general population, they represent 43.7% of the homeless population. American Indian/Native Alaskans too are over represented at a 7:1 ratio compared to their general population numbers.⁴ Moreover, even before homelessness is experienced, significant rent burden is seen in communities of color in Santa Clara County, with 58% of African Americans and 60% of Latin/x households experiencing rent burden compared to the County average of 47%.⁵ Taken together, these data point to the critical need for strategies to be implemented with an equity lens.

The scale of the problem facing Santa Clara County and the City of San José demands an urgent, robust response that remains focused on increasing the stock of affordable housing but is also centered around meeting the basic needs of our neighbors living on the street. Moreover, it is critically urgent that the region scale up its prevention efforts to support the individuals and families that struggled financially prior to the COVID-19 pandemic, and whose financial and housing instability have become exponentially more precarious in the current economic volatility. Within this context, the Community Plan to End Homelessness provides a roadmap to address the challenge head-on, is framed for collective impact, and is rooted in the voices of community members across the County.

Strategic Planning Process

As the timeframe for the first Community Plan was ending, the Santa Clara County Continuum of Care (CoC) embarked on a new community process to build the next five-year plan. For context, the CoC is the local planning body that coordinates housing and services funding for homeless persons. The CoC Board membership includes representation from the City of San José Housing Department, Santa Clara County Housing Authority, Destination: Home, individuals with lived experience, and several service providers. The CoC was dedicated to developing a plan through an inclusive, community-based planning process and structured the plan development to: a) involve a wide array of stakeholders, b) consider local data on need and existing service performance, c) ensure alignment with existing local efforts, and d) foster local partnership formations and enhancements.

To advance the strategic planning process, a Community Plan Steering Committee, comprised of the CoC Board, and representation from the City of San José City Manager's Office and Santa Clara County, helped guide the vision and goals for the plan framework. The community engagement process was structured around three focus areas (previously referred to as pillars), the feedback of which informed the Community Plan goals, strategies, and sub-strategies.

Attachment A describes the lead agency framework used to develop the Community Plan. To support the Community Plan Steering Committee and help manage and implement the planning and community engagement process, a Community Plan Working Group met bi-weekly from June 2019 through February 2020. Lead agencies on the working group helped support the development of each strategy area and ensured diverse feedback for each strategy (see

⁴ Ibid.

Tibid.

⁵ Santa Clara County Partners for Health 2015-2020 - Community Health Assessment, Community Health Improvement Plan https://www.sccgov.org/sites/phd/collab/chip/Documents/cha-chip/cha-chip.pdf

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Attachment B for a list of community engagement opportunities offered during plan development). After collating all feedback into distinct focus areas, the working group held a final county-wide community meeting in January 2020 in San José. The strategies in this final report are articulated broadly to ensure strategic alignment across the County, but also allow cities and partnering organizations to formulate solutions that meet local needs.

From Community Impact Model to Deploying Locally Tailored Solutions

The Community Plan to End Homelessness provides a county-level roadmap to address homelessness and its root causes; it is written assuming local jurisdictions will tailor the roadmap to meet local needs. In San José, addressing homelessness has traditionally been regarded as a responsibility delegated solely to the City's Housing Department. Indeed, Housing Department staff are the City's experts on housing solutions and best practices to address the needs of our homeless community. Through its regular workplan, the Housing Department works to advance many of the goals found across all the strategies in the Community Plan. For example, our Housing Department regularly advances policies that: a) ensure development of more affordable housing, b) prioritize the development of housing for extremely low-income households, and c) strengthen tenant protections. Staff is also currently studying rent burden in the City and drafting an anti-displacement plan while it funds the Homelessness Prevention System⁶ and permanent supportive housing projects. These activities have been, and will continue be, the core scope of work for the Housing Department in alignment with the Community Plan and the national best practice Housing First approach.⁷

The Housing Department also works to advance goals that meet the immediate needs of our unhoused residents. Over the last several years, for instance, the department has led policy and program design and implementation for crisis interventions, including Overnight Warming Locations (OWL), safe parking, Bridge Housing Communities (BHC), shelter expansions in churches, as well as funding mobile showers and outreach workers that administer vulnerability assessments to homeless individuals to qualify them for the countywide queue for housing solutions. These efforts have been scaled tremendously to support social distancing and shelter in place needs during the City's response to COVID-19. The City's COVID-19 and homelessness response is detailed more below.

Despite the efforts of many to build a system that serves thousands of homeless individuals each year in San José and across the County, the crisis continues to grow. Locally, for every one person housed through our supportive housing system, three more become homeless. This ratio may worsen in the months and year ahead in response to the economic crisis being triggered by COVID-19. This reality is most intimately felt by our neighbors who find themselves housed one day and on the street the next; some find themselves trying to go unnoticed living in their

⁶ The Homelessness Prevention System program provides temporary financial assistance to low-income families or individuals who are struggling to maintain their housing.

⁷ According to the United States Interagency Council on Homelessness, a Housing First system orientation recognizes that people experiencing homelessness need the safety and stability of a home to best address challenges and pursue opportunities. This means prioritizing people into homes first, while making readily available the services they require to stabilize their situation. [https://www.usich.gov/solutions/housing/housing-first/]

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vehicles with their families. And yet others exist somewhere in between, not explicitly living on the streets but living in overcrowded conditions.

While our homeless residents live the reality of survival outdoors, our housed residents and businesses also feel the pressure in their neighborhoods. A lack of resources to meet our homeless residents' basic needs, such as hygiene or trash services, can have unintended consequences in our neighborhoods. Homelessness has undeniable social costs that are felt most acutely by the individuals and families experiencing homelessness, but they extend to the community at large.

The complexity of this dilemma is also deeply felt by our organization, which exists to serve all City residents and businesses, regardless of their housing status. Within the context of homelessness, staff are often placed in the difficult position of mediating the needs of various constituents; needs which are often posited as being in conflict. As the problem is exacerbated in the neighborhoods, nearly every City department is impacted, regardless of whether their service delivery models were designed to provide direct services to homeless populations. This reality could become further intensified by the budgetary pressures and uncertainty triggered by the pandemic.

Prior to the COVID-19 organizational emergency response, the Administration placed special emphasis on evaluating and improving communication, coordination, and collaboration efforts between departments specifically around homelessness issues. Our internal efforts, aimed at enhancing and scaling the Housing Department's existing efforts supporting the goals articulated in Strategy 3 of the Community Plan, were focused on achieving impact immediately—both on how we support homeless populations and how we address the impacts of homelessness in our neighborhoods—as the longer-term policy and housing solutions (embodied in Strategies 1 and 2) are advanced by the Housing Department and its partners across the County and the State.

Examples of this focused coordination were seen in the creation of the enhanced service areas pilot around OWLs and BHC.⁸ The Administration piloted enhanced service areas around hosting neighborhoods to help support program success and neighborhood level needs. An evaluation of the pilot was scheduled for this spring, but deferred due to staff deployment to the Emergency Operations Center.

While enhanced service areas have anecdotally improved a neighborhood's willingness to host a housing solution, the scale of the problem requires many more solutions to be deployed across the City. The sub-strategies articulated in Strategy 3 provide a framework to guide the City in its focus. For some goals, the City has tested solutions that it could expand with the appropriate resourcing. Motel vouchers for families and OWLs are such examples. Some solutions are in the process of implementation, such as BHCs, and others are newly being deployed in response to the public health emergency, such as Emergency Interim Housing. Yet scalable, low cost, and

expand the pilot to some permanent supportive housing sites.

⁸ Enhanced service areas are tailored to neighborhood needs. They may include such things as additional litter pick up, proactive illegal dumping sweeps, expanded program security, or increased outreach services among others.

⁹ Enhanced service areas are currently deployed at two OWL locations and one BHC location. Staff are working to

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easily implementable crisis intervention solutions seem fleeting. The reasons for this vary, from neighborhood resistance to program design elements, operational costs for each site, to palpable trust issues between the homeless community and the City—which offers services and displaces (forcibly removes) homeless people from their encampments with the same staff team.

As noted above, the Housing Department's everyday work advances goals in all three strategies, though resourcing and siting constraints have regularly limited the speed and scale demanded of the crisis. The passing of Measure E earlier this spring should provide some resource relief. However, in addition to providing much needed resources, as well as locations and facilities to support unhoused individuals and families, fully implementing Strategy 3 demands a people-centered, integrated organizational approach grounded in creativity, innovation, and coordination. It also requires the co-creation of solutions with the community at a different scale, a keen focus on the customers we are trying to serve—both housed and unhoused—and a willingness to build and deploy many small pilot projects simultaneously across all areas of the City. The City and County's necessary emergency response to COVID-19, which is ongoing, has provided a unique opportunity to implement solutions across the County at a scale and speed not tried before. The City will work to understand the lessons learned through this experience to formulate its future strategies.

Building an Implementation Plan for the Community Plan

The Administration shares the sense of urgency to act that is felt by everyone in the community. Accordingly, as previously reported to the Council prior to the COVID-19 pandemic, the Administration had initiated an internal implementation planning process to move from a countywide strategic conceptual framework, to tailored solutions for San José. The effort, termed the Community Solutions Incubator (CSI), was led by the City Manager's Office through the Creating Housing and Preventing Homelessness Enterprise Priority, and included organizing key people across many departments and prioritizing sub-strategies under Strategy 3. Emphasis in the first year of implementation was being placed on dramatically increasing the number of emergency and interim shelter beds available (to support the countywide goal of a 2,000 bed increase over 5 years); providing enhanced services to neighborhoods hosting solutions; increasing street outreach, hygiene resources, and mental health services; and ensuring welcoming spaces exist across the city for our unsheltered residents. This effort required a significant funding investment and dedicated staff; most of which is now in flux with staff deployed to emergency operations, and an uncertain budgetary future.

With that said, the intersecting public health and shelter crises (COVID-19 and homelessness) that began in mid-March 2020 demanded an immediate response to help stop community spread of the virus among vulnerable populations that included homeless residents. In response to the challenge, the City of San José set out to expeditiously build congregate and non-congregate shelters, in collaboration with the County who took the lead in sheltering vulnerable populations

¹⁰ The CSI core group included high level staff from departments across the City, including Fire, Housing, Parks, Recreation, and Neighborhood Services, Police, Environmental Services, Transportation, and the City Manager's Office (including the Offices of Economic Development and Administration, Policy, and Intergovernmental Relations).

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in motels/hotels. In just a matter of weeks, the City, with the Housing Department as lead and many City departments supporting their efforts, added much needed shelter capacity across the city, and the County housed hundreds in motels/hotels. Many of the ideas first envisioned as part of a larger Community Plan Year 1 Implementation were suddenly being deployed immediately in response to COVID-19. Below is a summary of those efforts.

COVID-19: City Advances Community Plan Strategies

California is under a State of Emergency due to the COVID-19 pandemic, a highly transmissible virus that may result in serious illness or death. Unsheltered people are more vulnerable to COVID-19 because they have limited access to sanitation like clean water and soap, are more prone to illnesses, and there is a significant lack of shelter spaces to meet the need of the over 5,000 people who are already living on our streets. Lacking a safe place to go indoors makes it impossible for many to meet the Santa Clara County Shelter-in-Place Order. Unsheltered people, particularly those over 65 years old, and people with underlying health conditions, are at higher risk for severe illness and death.

In March, the Governor issued Executive Order N-32-20 urging a focused approach to bring unsheltered Californians indoors by increasing shelter and housing inventory. The Order also suspended certain regulations if specific State funding was used to increase housing capacity during the State of Emergency. Additionally, the Santa Clara County Shelter-in-Place Order not only directed residents to shelter in their place of residence, it urged governments to make shelter available for people experiencing homelessness. The Centers for Disease Control and Prevention (CDC) simultaneously recommended that encampments not be abated to allow people experiencing homelessness to shelter where they are.

To address the public health crisis and the homelessness crisis, the City Council ordered a suspension of many local regulations applicable to shelters established during the COVID-19 emergency to speed shelter delivery, as well as declaring the continued existence of a shelter crisis by ratifying the City Manager's declaration of a Shelter Crisis. The Administration thus pursued an emergency response through three EOC Branches—one focused on meeting homeless housing needs, supportive services, and deep coordination with the County EOC, another branch focused on emergency interim housing solutions that not only advanced State and County objectives, but also responded to Council direction seeking to address these intersecting crises, and a third EOC branch focused on providing encampments trash service and large debris clean up.

Strategy 3.1: Double the number of year-round temporary housing beds and offer a variety of welcoming temporary housing options throughout the county.

Working collaboratively with Santa Clara County, the Housing Department expanded temporary shelter capacity in response to public health orders. To date, over 770 motel/hotel rooms are reserved across 7 cities in the County (342 motel rooms are located in San José), over 380 temporary shelter beds were added across several sites including Parkside Hall and South Hall in downtown San José (Council District 3) and the County Fairgrounds, hours of operation were expanded at 10 shelters, safe parking sites, and overnight warming locations, and bed capacity is being used at an existing Bridge Housing Community, Plaza Hotel and Casa de Novo.

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Additionally, the City opened a family shelter at the Camden Community Center (Council District 9).

The City is also in the process of developing three Emergency Interim Housing sites that will add immediate capacity to serve populations at higher risk of severe illness if they contracted COVID-19, but which will add permanent interim shelter capacity once the pandemic has receded. These three sites are spread between Council districts 2 and 6, will add 308 beds to the overall system, and one of the sites is being built specifically to house families with children.

Of the seven City shelter and interim housing sites opened during COVID-19, four will continue operating based on ongoing funding, increasing the shelter capacity in San Jose from 849 (pre-COVID) to 1,437—a nearly 70% increase in capacity.¹¹

Strategy 2.2: Provide a broad range of supports to prevent homelessness

Importantly, in addition to significantly expanding temporary sheltering capacity, several community partners worked to increase direct support to households through the homelessness prevention assistance program, providing rental assistance, financial support and services. This focused approach, led by Destination: Home, resulted in supporting approximately 4,500 extremely low-income and very low income households through May 2020. The City will contribute \$24,567,646 million towards this effort from a variety of sources including federal HOME Tenant Based Rental Assistance (TBRA), Housing Authority Litigation Award (HALA) and CARES Act.

Strategy 3.3: Increase street outreach, hygiene services, and transportation options to match the needs of unsheltered residents; and Strategy 3.4: Engage a cross-section of community partners to address the needs of unsheltered residents.

In response to encampment abatement suspensions due to public health recommendations, City staff worked to provide increased hygiene supportive resources to improve sanitary conditions for those living in areas not meant for human habitation. This increase in resources included adding hand-washing stations and restrooms at 14 large encampment locations across the city; additional sites were added in June. Additionally, the City's Beautify SJ COVID-19 team has been providing trash service to over 60 encampment sites in the City and is preparing a scaled, data-informed, and systematic approach to encampment trash service to sites across the City from August 2020 through December 30, 2020. This targeted approach is being implemented by the BeautifySJ Response Branch in the EOC that is dedicated to further scaling homeless encampment supportive services to address the immediate needs for our unhoused residents while mindfully attending to the concerns of neighborhoods.

With one-time federal stimulus funding, the Housing Department will enhance street based supportive services. A new program called Services Outreach Assistance and Resources or SOAR, focuses on 17 of the City's largest encampments, adding comprehensive street-based services, hygiene and trash services, and housing and shelter opportunities for homeless

¹¹ This percentage is based on the following calculation: (1,437 - 849)/849 = 69.2%

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encampment residents. The street based services include dedicated street outreach teams staffed by mental health clinicians and drug and alcohol counselors and a storage program for encampment resident's personal belongings. Community coordination and coalition building with volunteers and organizations on encampment outreach is also a critical component. Since March, the City and County have been supplying community volunteers doing regular outreach in encampments with much needed supplies such as personal protective equipment, hand sanitizer, water and solar phone chargers. The Housing Department also piloted a small meal delivery program to encampments. SOAR will continue this kind of community coordination. The hygiene and infection control services include restroom, hand-washing stations, testing, mobile showers and regular waste management and debris removal. SOAR has several housing and shelter opportunities including access to reserved shelter beds, motel vouchers and "housing problem solving," which is case management and financial assistance to help homeless identify immediate alternatives to shelter. This approach of street based outreach and services, hygiene and trash and housing and shelter opportunities provides a compassionate approach to address the health and safety needs of people living outside during this health crisis, while advancing strategies 3.3 and 3.4 of the new Community Plan.

The recently approved Emergency Solutions Grant CARES Act funds the SOAR program for two years. This pilot will allow the City to evaluate the effectiveness of street-based solutions in ending homelessness, meeting the needs of people living on the streets, while addressing the impacts to neighborhoods.

The many strategies being delivered by the City, County, and non-profit partners will provide much needed insight to all entities involved in the supportive housing system. Upon EOC demobilization, city staff will review these actions and provide the City Council with recommendations that support a long-term strategy for our unsheltered residents.

CONCLUSION

The Santa Clara County Community Plan to End Homelessness reflects the voices of over 8,000 individuals reached across the County, and provides stakeholders with a common agenda that, if followed, will result in large collective impact. Many of the plan strategies are items that the Housing Department regularly advances, and some of which have been newly implemented given the urgent and ongoing public health pandemic. The Administration, together with its County and non-profit partners, has scaled its response to homelessness due to COVID-19. Endorsement of the Plan provides the Administration the certainty to keep implementing urgent strategies during the COVID-19 public health crisis that also align with the strategies.

EVALUATION AND FOLLOW-UP

All the activities and resources currently deployed and being developed in response to the public health crisis are aligned with the Community Plan and will be reflected in a formal recommended Implementation Plan that will be brought back to the City Council in spring 2021.

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The Administration is committed to providing quarterly updates to the Council related to implementation progress.

CLIMATE SMART SAN JOSE

The recommendation in this memo has no effect on Climate Smart San José's energy, water, or mobility goals.

PUBLIC OUTREACH

A Community Plan Working Group met bi-weekly from May 2019 through February 2020. Lead agencies on the working group helped support the development of each strategy area and ensured diverse stakeholder feedback for each strategy (see **Attachment B** for a list of community engagement opportunities). This engagement process reached over 8,000 community members and convened more than 30 opportunities to engage. The convening's engaged a wide variety of stakeholders including community members, people who are currently or formerly homeless, affordable housing developers, elected officials, staff who work directly with people who are homeless in street outreach and housing programs, education leaders, mental health service providers, healthcare professionals, social services agency staff, criminal justice system stakeholders, and business leaders. This feedback was a critical component to draft the new Community Plan. After collating all feedback into distinct strategy areas, the working group held a final county-wide community meeting in January 2020 in San José.

COORDINATION

Preparation of this report was coordinated with the City Attorney's Office.

COMMISSION RECOMMENDATION/INPUT

On February 13, 2020, Housing Department staff presented the draft strategies to the Housing and Community Development Commission (Commission). The purpose of the meeting was to obtain the Commission's input on proposed priorities and activities. The discussion was primarily on two topics. First, Commissioner Shoor made a motion for the City to explore an 18-month pilot sanctioned encampment, however, that motion failed. A second motion was made by Chair Wheeler to support the Plan with a recommendation to include advocacy to address homelessness at the State and Federal levels. That motion passed.

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FISCAL/POLICY ALIGNMENT

The funding priorities listed in this memorandum are aligned with many City priorities including the Housing Crisis Workplan, the Consolidated Plan 2020-25, and the City's work to improve economic opportunities and to create anti-displacement strategies.

CEQA

Not a Project, File No. PP17-009, Staff Reports, Assessments, Annual Reports, and Informational Memos that involve no approvals of any City action.

/s/
LEE WILCOX
Chief of Staff, City Manager's Office
Director, Office of Administration, Policy
and Intergovernmental Relations

JACKY MORALES-FERRAND Director, Housing Department

For questions, please contact Sarah Zárate, Assistant to the City Manager, at (408) 535-5601 or sarah.zarate@sanjoseca.gov or Ragan Henninger, Deputy Director, Housing Department (408) 535-5800 ragan.henninger@sanjoseca.gov.

Attachments

Attachment A: Lead Agency Strategic Framework for Plan Development

Attachment B: Community Engagement for the Community Plan to End Homelessness

Attachment C: Community Plan to End Homelessness 2020-2025

Attachment A

The strategy framework for lead agencies included:

I. Address the root causes of homelessness through system and policy change

This includes addressing system and policy changes needed to prevent homelessness due to economic dislocation, reduced safety net, failed housing policy, mass incarcerations, and structural racism.

Lead Agency (overarching coordination) – Destination: Home

Safety Net Program – Office of Supportive Housing (County) and County Executive Office

Housing and Land Use Policy – City of San José Housing Department and Santa Clara County Housing Authority

II. Expand homelessness prevention and housing programs to meet the need

This includes increasing the reach, capacity, and performance of housing interventions, as well as the homelessness prevention programs.

Lead Agency – Office of Supportive Housing (County)

III. Improve quality of life for unsheltered individuals and create healthier neighborhoods for all

This includes meeting the basic needs of people living in unsheltered conditions (including temporary housing programs), and addressing community concerns regarding the impacts of unsheltered homelessness.

Lead Agency - City of San José's City Manager's Office

Additional Participation – Cities of Mountain View, Morgan Hill, and Office of Supportive Housing (County)

Attachment B

Community Engagement Opportunities in Fall 2019 and Winter 2020

The Community Plan's Steering Committee, Working Group, and Pillar Lead Agencies all recognized that robust community engagement was critical to ensuring diverse feedback, and to increase buy in and investment in the plan. To that end, a multi-pronged community engagement strategy was developed and deployed. Community engagement opportunities were being facilitated by HomeBase, as well as by the Lead Agencies and included:

- Subject Matter Expert Stakeholder Meetings (August and September)
 Topic Focus: Families, Single Adults, Youth/Young Adults, Domestic Violence
- ➤ Consumer and Community Engagement through Various Meetings and Focus Groups Including: Individuals with lived experience/Neighborhood and Business Associations (September/October)
- Key Stakeholder Interviews (September/October) Topic Focus: Lived Experience/Healthcare/Business/Philanthropy/ Government/Education
- Surveys to Solicit Consumer, Provider, and Community Member Feedback (October December)
- ➤ Community Meetings in North, Central and South County (October)

South County Meeting (Gilroy)

Wednesday, October 2[,] 2019 6:00 – 8:00 P.M.

Community Solutions

Central County Meeting (San Jose)

Thursday, October 3.2019 6:00 – 8:00 P.M.

Roosevelt Community Center

North County Meeting (Mountain View)

Thursday, October 10⁻2019 6:00 – 8:00 P.M.

Silicon Valley Community Foundation

Community Meeting to get feedback on draft strategies and goals (January)

Central County Meeting (San Jose)

Monday, January 27, 2020 6:00 – 8:00 P.M.

Roosevelt Community Center



TO END HOMELESSNESS



Acknowledgements

The Community Plan Steering Committee would like to thank the many community stakeholders, people with lived experience of homelessness, and organizations for their participation in the process to update the plan and their valuable input.

For a full list of organizations that participated in the process, see page 14.

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- 14 Thank you!



Introduction

In 2015, the community came together to create a roadmap for ending homelessness in Santa Clara County. This plan— which was centered around a collective impact response and the proven Housing First model—set an ambitious goal to create 6,000 new housing opportunities and identified innovative strategies and programs for reducing homelessness.

Supportive Housing System Progress 2015-2019

Thanks to the collective efforts of partners throughout the community, over the past five years, we have done the following:

Helped **8,884 households** resolve their homelessness,



representing 14,132 people





Doubled the number of supportive housing units in Santa Clara County



Doubled our temporary housing and emergency shelter capacity



Launched a new homelessness prevention system that now serves about 1,000 households annually



Led a community-wide campaign that has successfully housed more than 1,600 veterans and engaged nearly 800 private landlords in the effort



Voters approved **\$950 million** to develop affordable housing through the 2016 Measure A Affordable Housing Bond and raised another **\$100 million** in private contributions to support the implementation of the community plan

Despite our progress creating a supportive housing system that assists thousands of homeless individuals and families each year, the crisis continues to grow. The systemic factors driving homelessness in our community— from the failed policies at the local, state, and national level to the extreme lack of housing options that are affordable for low-income residents—remain stronger than ever and are pushing more of our neighbors onto the streets every day.

These challenges have been compounded by the novel coronavirus (COVID-19) pandemic that arrived in our community as this plan was in development, making implementation of many of these strategies even more urgent. This public health crisis has ground our local economy to a halt, leaving many more households on the brink of homelessness due to job loss, lack of childcare, and economic uncertainty. The pandemic has also required a massive and immediate response by our crisis response system to quickly ramp up shelter capacity, increase access to hygiene services for people living outside, and protect those people experiencing homelessness who are particularly vulnerable. As a result, as this plan goes into effect, we anticipate there will be many more people experiencing or at risk of homelessness who will need immediate support, which will require our community to continue to be flexible and innovative in our responses to homelessness.

To truly end homelessness in Santa Clara County, we must summon the collective will and resources to not only respond to the current crisis and scale our successful housing strategies, but also address and eliminate the root causes of homelessness in our community.

Community Plan Steering Committee Members

Jennifer Loving, Co-Chair

Jan Bernstein Chargin

Louis Chicoine

Erin Connor

Katherine Harasz

Miguel Marquez

Jacky Morales-Ferrand

Joel John Roberts

Claudine Sipili

Leland Wilcox

Our Homelessness Crisis

According to the 2019 Point-in-Time count, there are 9,706 individuals experiencing homelessness on any given night in Santa Clara County. Families with children, seniors, individuals with disabilities, veterans, youth and young adults are all represented in the county's diverse homeless population. More than 80% of these individuals are unsheltered—sleeping outside, in cars, or other places not meant for human habitation. We expect that these numbers will increase over the coming months as the full impact of the COVID-19 pandemic is felt.

The gap between the rich and the poor in our community, combined with the lack of housing development particularly at the lowest income levels, is fueling the homelessness crisis. According to the Public Policy Institute of California, families at the highest income levels in the Bay Area (the 90th percentile) have more than 12 times the income of families at the bottom (the 10th percentile).² Those at the bottom rung of the economic ladder have also not shared in the region's significant economic growth. Between 2000 and 2015 in Santa Clara County, workers with earnings in the 10th percentile saw their income decline by 12%.³



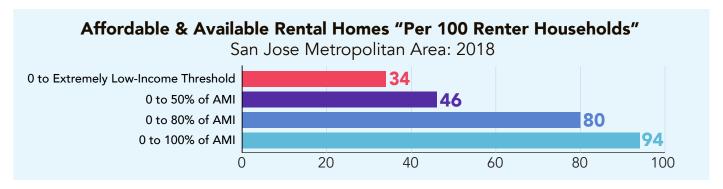
This income inequality has been further exacerbated by the economic slowdown caused by the COVID-19 pandemic as many low-income households living paycheck-to-paycheck struggle to make rent and pay for other basic needs.

¹ Applied Survey Research, "Santa Clara County Homeless Census & Survey Comprehensive Report 2019." 2019. https://www.sccgov.org/sites/osh/ContinuumofCare/ReportsandPublications/Pages/HomelessnessCensusandSurvey.aspx

² Public Policy Institute of California, "Income Inequality in California." 2020. https://www.ppic.org/publication/income-inequality-in-california/

³ Bay Area Equity Atlas, "Earned income growth for full-time wage and salary workers: Santa Clara County, CA, 2000–2015." https://bayareaequityatlas.org/indicators/income-growth#/?geo=04000000000006085

Compounding the impacts of this inequality is the fact that housing costs are higher than ever and housing that is affordable to the lowest-income families is not being produced. In fact, the National Low-Income Housing Coalition's most recent report, The Gap: A Shortage of Affordable Homes, found that in 2018 there were only 34 affordable and available units for every 100 extremely low-income renter households in the San Jose metro area.⁴



In addition, longstanding and structural racial inequities continue to affect who becomes homeless in our community. A recent report commissioned by Destination: Home found that people of color are dramatically more likely than their white counterparts to become homeless in Santa Clara County, and that poverty alone cannot explain disparities in homelessness. For example:



While the brunt of this crisis is borne by our unhoused neighbors, we know its impacts are felt much more broadly. Our neighborhoods, first responders, businesses, and environment are also suffering the consequences of our region's severe homelessness crisis.

Even worse, the problem continues to grow as more people are slipping into homelessness than ever before—the result of growing income inequality, gentrification and displacement, rising housing costs, an extreme housing shortage, and a lack of sufficient safety net services to adequately care for the most vulnerable in our community. In fact, for every homeless family or individual we connect to housing, between two and three more are experiencing homelessness for the very first time.

If this trend continues, in addition to the nearly 10,000 individuals currently experiencing homelessness, another 20,000 are at-risk of falling into homelessness over the next five years—far more than our supportive housing system currently has the capacity to serve.

⁴ National Low-Income Housing Coalition, "The Gap: A Shortage of Affordable Homes." 2020. https://reports.nlihc.org/sites/default/files/gap/Gap-Report_2020.pdf



Solving this crisis is one of the great moral challenges facing us. It will require tremendous effort, new partnerships, and even bolder strategies—and it will require the entire community to be a part of the solution.

We must take immediate actions that can improve the quality of life for the huge number of unsheltered residents in our community. We must increase shelter capacity and increase interim housing options, and we must expand services to meet their basic health and safety needs.

We need to significantly scale our housing development and programs to meet the growing need in our community. This includes building many thousands more supportive housing units, expanding our homelessness prevention strategies, and enhancing the way our supportive housing system serves those in need.

Most importantly, we will never end homelessness in our community if we do not attack the systemic root causes that continually push more of our neighbors into homelessness. As a result, we must address inequitable land use and housing policy to allow every jurisdiction to achieve their Regional Housing Needs Allocation goals for very low and extremely low-income housing production. We must ensure every resident who is able to work can access living wage employment and we must reverse decades-long structural inequities that have driven people of color and other vulnerable residents onto the streets.

As we implement the strategies in this plan, we will raise the voices of people with lived experience and share power with our unhoused and recently-housed neighbors. We will focus on policies and programs that reduce racial inequity, in an effort to reverse the disproportionately high rates of people of color who are unhoused.

None of this will be easy or cheap. In fact, just meeting the affordable housing needs of our community would require several billion dollars. But we cannot accept a future in which thousands of our neighbors are forced to live outside. Every member of our community deserves a safe and stable home—and it is our collective responsibility to make this vision a reality.

Our Plan

The 2020–2025 Community Plan to End Homelessness will serve as our roadmap for ending homelessness in Santa Clara County and is organized around three main strategies:



Address the root causes of homelessness through system and policy change



Expand homelessness prevention and housing programs to meet the need



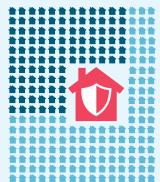
The strategies included in this plan are grounded in evidence-based practices, lessons learned over the past five years, and robust conversation and input from more than 8,000 members of our community; including people with lived experience of homelessness, subject matter experts, key stakeholders, and community members.

In addition, this plan sets aggressive targets designed to reverse the current growth in homelessness we are experiencing and bring us one step closer to our collective goal of eliminating homelessness in our community.

By 2025, we will:



Achieve a **30% reduction** in annual inflow of people becoming homeless*



Expand the Homelessness Prevention System and other early interventions to serve

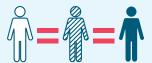
2,500 people per year



House **20,000 people** through the supportive housing system



Double temporary housing and shelter capacity to reduce the number of people sleeping outside



Address the **racial inequities present** among unhoused people and families and track progress toward reducing disparities

^{*}The reduction in annual inflow target was based on annual inflow prior to the COVID-19 pandemic.

This target will be reevaluated once the longer term impacts of COVID-19 are known.



STRATEGY 1



Address the Root Causes of Homelessness Through System and Policy Change

To end homelessness in our community, we must address its root causes. This plan sets a five-year goal of reducing new unhoused individuals and families in a given year by 30%. The strategies below are targeted to address the entrenched economic and societal causes of homelessness through transformational systemic and policy change. The system we live in has created social, economic, and racial disparities and it will take monumental shifts in policies and priorities to make effective change. While eliminating these disparities across our community will take more than the five years covered by this plan, we can make substantial progress towards this important goal by implementing the strategies below.

Ensure that people accessing safety net services have the support they need to obtain and maintain housing.

- Adopt housing screening and referral processes for individuals and families accessing safety net services.
- Expand housing programs for families involved in the child welfare system.
- Expand and diversify housing programs for foster youth to meet their long-term housing needs, so no foster youth become homeless.

- Expand housing resources available to Medi-Cal recipients accessing services in the Specialty Mental Health System.
- Advocate for the state and the federal government to increase funding and access to safety net services.

2 Ensure that people involved in the criminal justice system do not become homeless.

Support households with incarcerated family members to prevent homelessness.

Expand existing and develop new housing and workforce development programs to successfully reintegrate people leaving probation, parole, jails, and prisons into the community.

Address the Root Causes of Homelessness Through System and Policy Change (Continued)

3 Create the conditions to develop enough affordable housing to meet the need in our community.

- Work with cities to change local land use and housing policy to allow for development of more affordable housing and help reverse housing disparities that have negatively impacted people of color.
- Identify
 underutilized land
 across the county to
 be used for dense
 affordable housing
 development.
- Prioritize development of housing for extremely low-income individuals and families making 30% of Area Median Income or less and set joint targets.
- Advocate for flexible funding that can speed up and create more affordable housing.

Protect residents from evictions, displacement, and housing discrimination.

- Adopt and implement new fair housing plans for the region.
- Strengthen local rent control and tenant protections.
- Provide legal assistance to ensure that individuals and families most severely impacted by the lack of affordable housing, namely people of color, have equal access to housing.
- Create a fund to preserve both naturally affordable and income-restricted affordable housing.

Ensure all residents who are able to work have access to living wage employment.

- Support efforts to increase the minimum wage to a living wage in Santa Clara County.
- Partner with corporations to create living wage job opportunities for people who are unhoused or at risk of homelessness.
- Provide training, internships, and mentorships to help people who are unhoused or at risk of homelessness to obtain access to living wage jobs.
- Invest in social enterprises that train and employ people who are unhoused or at risk of homelessness.

6 Expand public and private sector support for ending and preventing homelessness.

- Increase community engagement and support for affordable and supportive housing development throughout the county.
- Provide leadership opportunities for people with lived experience of homelessness to shape how we address homelessness in our community.

Create a county-wide education campaign that increases awareness of the causes and impacts of homelessness and ongoing efforts to end homelessness.



STRATEGY 2



Expand Homelessness Prevention and Housing Programs to Meet the Need

While Strategy 1 aims to close the gaps in our social safety net and address the other systemic causes of homelessness, we know that there will be some people over the next five years who will still become unhoused due to a severe shortage of affordable and accessible housing. To end homelessness, we will need to continue to build capacity to provide a broad array of housing and services over the next five years.

Increase the capacity of supportive housing programs for people experiencing homelessness.

Expand the supportive housing system to provide housing and services to help 20,000 unhoused people secure stable, permanent housing. Expansion would target the following:

- 7,000 people housed in Permanent Supportive Housing programs that provide long-term support.
- 10,000 people housed through Rapid Rehousing programs that provide short- and medium-term support.
- 3,000 people housed through Housing Problem Solving and other short-term or one-time assistance.
- Develop programs tailored to the needs of specific populations of people experiencing homelessness, including:
 - Youth and young adults
 - Older adults (55+) and seniors
 - Families with children
 - Adults (ages 25 to 54) without children

Provide a broad range of supports to prevent homelessness.

Expand the Homelessness Prevention System to prevent homelessness for an additional 7,000 households who are at risk by providing targeted financial assistance and supportive services.

Provide targeted financial resources to prevent homelessness and eviction for severely rent-burdened residents living in existing affordable units.

Create a state-of-the-art supportive housing system.

- Center the voices of people who have lived experience of homelessness, especially people of color, in the policy and program design decisions of the supportive housing system.
- Invest in professional development and competitive pay to attract and retain a highly qualified workforce of homeless service provider staff.
- Incentivize hiring of people who have lived experience of homelessness to reflect the client population—especially people of color and LGBTQI+ persons.
- Increase access to supportive housing programs for people of color by addressing racial bias in our system.

STRATEGY 3



Improve Quality of Life for Unsheltered Individuals and Create Healthy Neighborhoods for All

The first two strategies of the plan seek to end and prevent homelessness for as many people as possible over the next five years. However, the reality is that many people will remain unhoused due to an extreme housing crisis and increasing income inequality. To address this immediate crisis in our community and ensure healthy neighborhoods for all, we must begin by doubling our temporary housing and shelter capacity to serve 2,000 additional households each night and increase investment in health, safety and other basic services to better meet the needs of people living in unsheltered conditions and build connections to housing programs and safety net services offered throughout the county.

Double the number of year-round temporary housing beds and offer a variety of welcoming temporary housing options throughout the county.

- Build new partnerships to host emergency shelter, safe places to park and access services, and sanctioned encampments that are not swept and include hygiene and supportive services.
- Reduce barriers to shelter such as allowing for pets, storage of personal items, greater privacy, longer stays, and provide higher levels of safety for residents.
- Expand hours at new and existing shelters to remain open during the day.

- Ensure that all families with children under 18 years old who are unhoused have access to emergency shelter or temporary housing.
- Provide more public services in neighborhoods hosting emergency shelter or temporary housing programs.

2 Increase street outreach, hygiene services, and transportation options to match the needs of unsheltered residents.

- Increase access to basic hygiene resources, including bathrooms, showers, and laundry
- Increase the number of free public transit passes and other transportation options for people who are unhoused to access services.
- Increase the number of street outreach staff and case managers working in encampments.
- Provide opportunities for people who have lived experience of homelessness to provide peer-to-peer support.

Increase mental health and substance use services.

- Increase the number of mobile crisis teams with clinical staff, and expand their hours, to support individuals experiencing severe mental health and substance use crises.
- Increase the number of beds available for substance use treatment and provide the follow-up supportive services needed to prevent relapses.
- Increase access to mental health treatment for people who are unhoused and struggling with mental illness.
- Develop a plan to eliminate service access and treatment gaps for unsheltered people struggling with chronic and severe mental illness.

4

Engage a cross-section of community partners to address the needs of unsheltered residents.

- Increase outreach to city and County staff and business and neighborhood associations about available resources to assist people who are unhoused.
- Engage the private sector to contribute funding to support health and safety services and shelter for people who are unhoused.
- Increase coordination between agencies engaging people living in encampments to ensure consistent and humane approaches to encampment resolution.
- Create a referral system where unhoused residents can access information and services, such as available temporary housing and homeless services.

5

Ensure that community spaces are safe and welcoming for housed and unhoused residents.

Partner with new private sector, community-based, and faith-based organizations to create safe and welcoming community spaces in every community for unhoused people to access services during the day.

Work with community organizations, cities, County agencies, and neighborhood associations to ensure that public spaces such as parks, libraries, and community centers remain clean, well-maintained, and welcoming to all.

Process Improvements Across Strategies 1, 2, and 3

Throughout our work, we must continue to expand coordination between systems, increase the use of data to improve programs, and increase training opportunities for all partners, including:

- Share data across safety net, criminal justice, and housing systems to better predict and target households who are experiencing homelessness or at risk of homelessness.
- Better utilize data collected in the homeless system of care and across County departments to know what is working well, what programs need improvement, and to identify inequities in the system.
- Provide demographic data, including race and ethnicity, in all reports on homelessness to highlight and address inequities.
- Create accessible dashboards that show our progress and hold our systems accountable.
- Provide trauma-informed care and racial equity/anti-racism training to all staff working with people experiencing homelessness.

- Increase access to services, including providing system navigation resources and training to all staff working with people experiencing homelessness.
- Align racial equity work in the homelessness sector with other racial equity initiatives in Santa Clara County.
- Expand partnerships with corporations, philanthropic institutions, and individual donors to secure private funding to reduce and prevent homelessness.
- Align and coordinate with other community efforts to address homelessness, such as the Homelessness Task Force.

Thank You!

The Community Plan Steering Committee would like to thank the following agencies and staff who participated in the Community Plan Work Group to gather community input and update the community plan:

- County of Santa Clara: Jackie MacLean, Hilary Barroga, Kathryn Kaminski, Hilary Armstrong
- City of San José: Sarah Zárate, Ragan Henninger
- Destination: Home: Ray Bramson, David Low
- City of Morgan Hill: Rebecca Garcia

- City of Mountain View: Wayne Chen
- LifeMoves: Bruce Ives
- Sacred Heart Community Service: Erin Stanton
- Community Solutions: Erin O'Brien

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- Lived Experience Advisory Board
- Sacred Heart's Survivors of the Streets

- HomeFirst Sunnyvale Shelter's Client Collaborative
- Clients/residents from Hope's Corner, Bill Wilson Center, New Haven Inn, and Second Street Studios

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- Abode Services
- Alta Vista High School
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- Anthem Blue Cross
- Bill Wilson Center
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- Charities Housing
- Cisco
- Cities Association of Santa Clara County
- City Team
- City of Cupertino
- City of Morgan Hill
- City of Mountain View
- City of Palo Alto
- City of San José
- City of Milpitas
- City of Santa Clara
- Community Services Agency

- Community Solutions
- County of Santa Clara:
 - Behavioral Health Services
 - Office of the District Attorney
 - Probation Department
 - Public Defender Office
 - Public Health Department
 - Reentry Services
 - Santa Clara Valley Medical Center
 - Social Services Agency
 - Office of Supportive Housing
 - Office of Equity and Social Justice
 - Offices of Supervisors Cindy Chavez, Dave Cortese, Susan Ellenberg, Joe Simitian, and Mike Wasserman
 - Valley Homeless Healthcare Program
- David and Lucile Packard Foundation
- Destination: Home
- Dependency Advocacy Center

- Downtown Business Association
- Downtown Streets Team
- EAH Housing
- East Side Union High School District
- Family Supportive Housing
- First Community Housing
- Gilroy Compassion Center
- HomeFirst
- Housing Trust Silicon Valley
- Humane Society of Silicon Valley
- Hunger at Home
- Kaiser Permanente
- Kids in Common
- Law Foundation of Silicon Valley
- LifeMoves
- LinkedIn
- Los Altos Community Foundation
- Mental Health Systems
- Next Door Solutions
- On Lok
- PATH
- Razing the Bar
- Resources for Community Development

- Santa Clara County City Managers Association
- Santa Clara County Housing Authority
- Santa Clara County Office of Education
- Santa Clara County Domestic Violence Advocacy Consortium
- Santa Clara Family Health Plan
- Sacred Heart Community Service
- Salvation Army
- Silicon Valley Community Foundation
- Silicon Valley Council of Nonprofits
- Silicon Valley at Home
- Silicon Valley Independent Living Center
- Silicon Valley Organization
- South Bay Coalition to End Human Trafficking
- Spectrum Equity
- St. Joseph Family Center
- Sunnyvale Community Services
- The Health Trust
- United Way Bay Area
- U.S. Department of Veterans Affairs
- West Valley Community Services
- YWCA of Silicon Valley