Tools and Approaches for Addressing Homelessness in California

League of California Cities City Managers Department Meeting February 1, 2018



The Institute for Local Government

ILG is the non-profit training and education affiliate of









Districts Stronger Together





ILG Mission

- Promoting good government at the local level
- Practical, impartial and easy-to-use materials



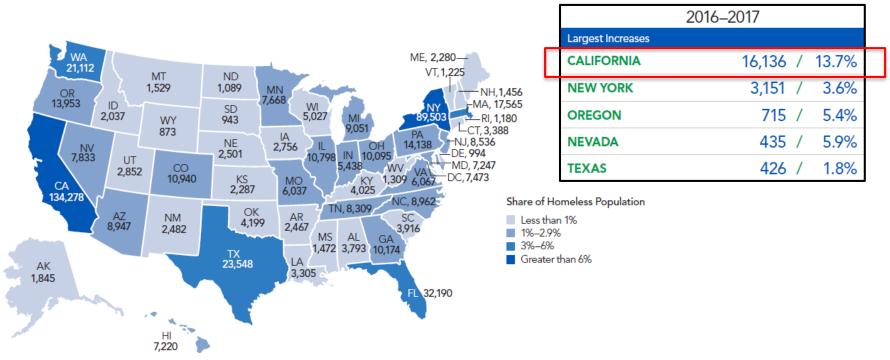
Today's Session: Tools and Approaches for Addressing Homelessness

Speakers:

- Steven Teglia, Assistant City Manager, City of Bakersfield
- Yibin Shen, Chief Deputy City Attorney, City of Santa Monica
- Michele Steeb, Chief Executive Officer, Saint John's Program for Real Change



Homelessness in California



- California accounted for nearly half of all unsheltered people in the country in 2017 (49%).
- Half of all people experiencing homelessness did so in one of five states: California (25% or 134,278 people); New York (16% or 89,503 people); Florida (6% or 32,190 people); Texas (4% or 23,548 people); or Washington (4% or 21,112 people).

Department of Housing and Urban Development 2017 Annual Homeless Assessment Report to Congress



Joint League/CSAC Homelessness Taskforce

Examine homelessness in CA

Discuss collaborative local solutions

Provide education and resources



Taskforce Report

- How to create a homelessness plan
- Identifying resources and funding
- Case studies
- Partnering
- Building support
- Coming soon!

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Home	Subject Areas	About the Institute	Support Our Work
In respor <u>Cities</u> 교 a Homeles	nse to the growing is nd <u>California State</u> A	Association of Counties Task Force is working to	nia ughout California, the <u>League of California</u> have partnered to create a Joint promote collaboration between cities and
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www.ca-ilg.org/homelessness



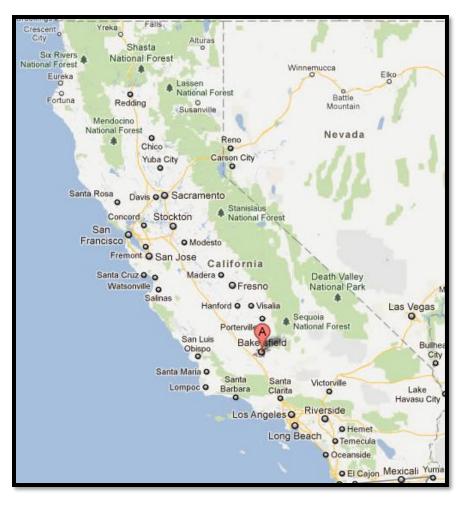
EMPLOYING HOMELESS CITIZENS IN BAKERSFIELD

League of California Cities City Managers Department Meeting February 1, 2018





Bakersfield



- Located in the Southern San Joaquin Valley.
- Within 4 hours of 90% of California population.
- 9th largest City in California 383,512.
- 150 square miles.
- Median home price = \$235,000.
- Oil production, Agriculture and Health Care largest industries/employers.
- 1525 City employees.
- General Fund Budget of \$201,445,000.

Homelessness is a Complex Problem

Many Factors

- Little to no income
- Physical or mental illness or impairment
- Substance abuse
- Release from incarceration
- Sudden crisis
- Job loss / sustained unemployment
- Domestic violence

No Single Solution

- Coordinated outreach programs
- Emergency shelter facilities
- Housing assistance
- Supportive services / resources

 -mental health treatment
 -dependency treatment
 -legal assistance
 -victim services
- Employment assistance programs

Support for Existing Services

- City has historically allocated HUD entitlement funding to support existing service providers.
- Roughly \$300,000 in Emergency Solutions Grants:
 - -Emergency Shelter Services
 - -Street Outreach Programs
 - -Rapid Re-Housing
- The problem continues to grow and City Council actively discussing options for potential additional investment.
- One specific area of success has been our ability to establish and grow an employment opportunity program for Homeless Center clients...over \$1 million annual investment.



"One of the keys to our residents" successful transition to independence is finding employment"

Louis Gill -Executive Director BHC BHC one provider of support and resources to families and individuals in crisis.

• Focus on helping their clients achieve their highest level of self-sufficiency.

 Job development program which assists clients with:

-Adult education/GED program

-Resume creation

-Interview skills

-Job placement

 BHC willing to take on liability necessary to provide clients with job opportunities.



- First opportunity came in 2009.
- City RFP for annual green waste material sorting.
- BHC bid for the contract and was selected.
- Originally \$154,000 for one year with option to extend.
- Program so successful it was extended and served as a model for other City applications.
- Currently \$223,000.



ANIMAL CARE CENTER



- 2nd opportunity was City of Bakersfield Animal Care Center.
- 2013 City took over County Animal Shelter.
- Partnership between City, SPCA and BHC to operate City animal care center.
- Past experience with BHC made City confident this opportunity would fit.
- BHC crews work approximately 300
 employee hours a week.

-Cleaning, feeding, meet & greets, animal enrichment etc.







 3rd opportunity arose in 2013 from community concern regarding freeway litter.

- State budget constraints and loss of prisoner labor force impacted Caltrans freeway cleanup efforts.
- Multi-agency effort to fund annual freeway litter removal program.
- City, Caltrans, KCOG, BHC:
 - -City program using BHC contract
 - -Caltrans, KernCOG funding
 - -Delegated Maintenance Agreement with Caltrans
 - -MOU with Kern COG





 Success of City BHC jobs program has led to additional opportunities for BHC.

- BHC now also providing labor force options for private sector companies.
- Creation of Downtown Street Ambassador program.

-Downtown Business Association -Funded with sponsorships

• 2 employees:

Litter removal – gum removal – plant and maintain flowers – engage homeless individuals to provide resource info.

Program Benefits

City provided with labor force to handle specific workload.

BHC willing to fill this need and provide added benefits:

- -Screen candidates to ensure fit.
- -Provide City with motivated workers (substitute if necessary).
- -Provide workers compensation/liability coverage.
- -Guarantee hours (trained workers to ensure coverage).
- -One hourly rate to cover minimum wage and overhead.
- -Conduct safety trainings.
- -Provide many of the tools and supplies necessary for the job in many instances.

City did not displace/replace existing employees.



- Labor force needed regardless of contractor. Jobs not created for homeless clients.
- Program provides cost effective labor force.
- Efficient use of City resources to accomplish primary task.
- Significant secondary benefit of providing entry level job opportunities for BHC clients to re-enter the workforce.
- Serves as a springboard for BHC clients to obtain additional employment opportunities = self sufficiency.

Measure of Success



- Consistent labor resource since inception of each program (2010 & 2013).
- Economical solution to City need.
- City expansion Water Resources...code abatement.
- Primary & secondary return.



- 54 employees total for all crews currently.
- 256 participants since inception.
- 82 participants have obtained other employment.
- Expansion to private employers / DBA based on success.

Contact Information

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Louis Gill CEO **Bakersfield Homeless** Center lgill@bakhc.org (661) 322-9199

Duane Miller and Family

Courtesy: The Bakersfield Californian



We register thousands of M municipal workers to serve you! www.munitemps.com

SHARE SHARE

Bakersfield Creates Jobs for Homeless People



The City of Bakersfield won the League Partners Award for Excellence in City-Business Relations in the 2016 Helen Putnam Award for Excellence program. For more about the award program, visit www.helenputnam.org





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2016 Helen Putnam Award

Regulation of City Public Open Spaces

By: Yibin Shen, Chief Deputy City Attorney City of Santa Monica





- Overview
- Regulation of Public Camping
- Regulation of Unattended Items
- Regulation of Community Events
- Regulation of Library Facilities
- Regulation of Street Performances
- Regulation of Street Vending



Homelessness

A crisis that demands a communitywide response

- Increase in numbers
- More transient
- Less interest in services

Overview

Traditional Public Forums

- "are those places which by long tradition or by government fiat have been devoted to assembly and debate."
- Parks, Sidewalks, Parkways and Streets
- Regulation of expressive activities at a public forum must be narrowly drawn to achieve a compelling state interest



Designated Public Forums

- forums created by the government for public discourse.
- Limited Public Forums
 - forums that the government has reserved for certain limited groups or the discussion of certain limited topics.
- Non-public Forums
 - Everything Else



• SMMC 4.08.095

(a) No person shall camp in a prohibited public place.

(b) For the purpose of this Section:

(1) "Camp" means to erect, maintain or occupy a camp facility for the purpose of living accommodations.

(2) "Camp facility" means one or more of the following: tents, huts, other temporary physical shelters, cots, beds, sleeping bags, hammocks, or bedrolls.

(3) "Prohibited public place" means any of the following: the public parks listed in Section 4.08.091, public beaches, the Santa Monica Municipal Pier, public streets, public alleyways, public parking lots, public passageways, public rights-of-way, publicly-owned landscaped areas or greenbelts, public educational institutions including properties owned by the Santa Monica-Malibu Unified School District or Santa Monica College, or other government-owned properties located within the City of Santa Monica.

- People v. Charles, BR 051669 (6 cases consolidated on appeal)
 - PC 991: Only whether there is probable cause
 - "other temporary physical shelter" or "Bedroll" = sleeping on public bench btw 4:00 to 5:00 am with a blanket and a bag or two?
 - Common Officer / Totality of the Circumstances

- Desertrain v. City of Los Angeles (9th Cir 2014)
 - LA Ordinance 85.05 (prohibits use of a vehicle as living quarters) is unconstitutionally vague.
 - Ordinance 85.02 offers no guidance as to what conduct it prohibits (does not define living quarters, or specify how long – or when – is 'otherwise.')
 - Does the Ordinance prohibit eating food in a vehicle, keeping a sleeping bag, storing household items, talking on the phone or using a vehicle as a shelter against weather? (all are "otherwise perfectly legal")
 - While Ordinance "85.02 is broad enough to cover any driver in Los Angeles who eats food or transports personal belongings in his or her vehicle, . . . it appears to be applied only to the homeless.
 - Ordinance 85.02 fails constitutional muster because it selectively prevent[s] the homeless and the poor from using their vehicles for activities many other citizens also conduct in their cars



- Santa Monica Municipal Code
 - Prohibits unattended items for longer than 10 mins in public places
- Santa Monica Nativity Scenes v. City of Santa Monica
 - District Court (CD CA) denied Plaintiff's PI/TRO and granted City's Motion to Dismiss
 - 9th Circuit: Affirmed!

- American Jewish Congress v. City of Beverly Hills, 90 F.3d 379, 384 (9th Cir. 1996)
 - No preferential treatment of allowing one group to erect unattended display
- Knights of Columbus, Council v. Town of Lexington, 272 F.3d 25, 33 (1st Cir. 2001)
 Upheld elimination of unattended displays

- Satawa v. Macomb County Road Commission, 689 F.3d 506 (6th Cir. 2012)
 - Rejected denial of permit to crèche on road
 - Because other displays continued (signs, old farm equipment exhibit)

Regulation of Community Events



Regulation of Community Events

- Santa Monica's System
 - Law: Permit Required if 150 People City wide or 75 in the more congested areas
 - Administrative Instruction
 - Separate Categories for Expressive v.s. Non-Expressive events
 - Site Guidelines

Regulation of Community Events

- Santa Monica Food Not Bombs v. City of Santa Monica, 450 F.3d 1022 (9th Cir. 2006)
 - Broad based challenge
 - Al largely saved the law in the eyes of the Court
 - local governments can exercise their substantial interest in regulating competing uses of traditional public fora by imposing permitting requirements for certain uses.

Regulation of Library Facilities



Regulation of Library Facilities

- Santa Monica Municipal Code
 - Authorize exclusion from library for rule violations.
 - Library Board makes specific rules of conduct.
 - Administrative hearing process accompanying any exclusion order.



- Santa Monica's System
 - Permits for Promenade, Transit Mall, Pier
 - General Regulations that Apply to All
 - Detailed Administrative Instruction on Permit Revocation
 - Criminal and Administrative Enforcement

- Berger v. City of Seattle, 569 F.3d 1029 (9th Cir. 2009)
 - rule requiring performers to obtain permits before performing was not sufficiently narrowly tailored
 - reducing territorial and other disputes involving street performers, and coordinating uses at a public park—are no more, <u>and perhaps less</u>, substantial than those cited by the local governments in the door-to-door solicitation cases
 - Rather than requiring all speakers to pre-register with the government as a prerequisite to engaging in communicative activity, the City could simply enforce its existing rules against those who actually exhibit unwanted behavior

- Lamle v. City of Santa Monica, 498 Fed.Appx.
 738 (9th Cir. 2012)
 - Summary Judgment Granted for the City
 - Rejected Performer's Berger challenge
 - Farook the game is not inherently expressive and not entitled to First Amendment Protection.

Regulation of Street Vending



www.alamy.com - FFH1BX

Regulation of Street Vending

- Amezcua v. City of Pomona, 170 Cal.App.3d 305 (1985)
 - Upheld City ordinance which prohibited street vending
 - concern for safety of city street and sidewalk user as well as pushcart operator constituted rational basis for ordinance

Regulation of Street Vending

- People v. Foote, 91 Cal.App.4th Supp. 7 (2001)
 - Foote vended incense and candles in Santa Monica.
 - Foote claimed that as a member of the First Church of Rasta he was not required to get a permit.
 - The incense and candles were sold for church purposes thus protected by the First Amendment?
 - Court found that "Although incense may aid in spiritual activity, it is not, in itself, communicative."

"Saint John's gave me my voice back."

– IMANI O. –

POVERTY RATE MEASURES

Measure	1965	2015
US Census Traditional Measure	16.4%	15.3%
Supplemental Poverty Rate		20.6%
California Poverty Measure: All		40.8%
California Poverty Measure: Children		51.0%

*PPIC and Stanford Center on Poverty and Inequality: "Poor or near-poor Californians"



BI-PARTISAN COMMITTEE ON POVERTY

AEI/Brookings institution--Two unequivocal assertions:

- The most important criteria for any social program is to strengthen people's ability to take responsibility for themselves and their children
- Employment must be at the center of any strategy to reduce poverty and increase economic mobility

"It never even occurred to me that I could be on my own. Saint John's taught me I'm worth so much more... that my happiness and my well-being are important. They were my true family."

– MORAIMA I. –

SAINT JOHN'S PROGRAM FOR REAL CHANGE



VISION

Break the cycle of poverty and dependence one family at a time



A PORTRAIT OF OUR FAMILIES

DEMOGRAPHICS

- 34 years old with two children
- 36% African-American
- 34% Caucasian
- 7% Hispanic
- 23% Mixed & Other

CHALLENGES

- 74% struggle with substance abuse
- 68% experience domestic violence
- 60% with criminal history
- 54% struggle with mental illness
- 52% no high school diploma/GED

100% lack stable work history/current employment



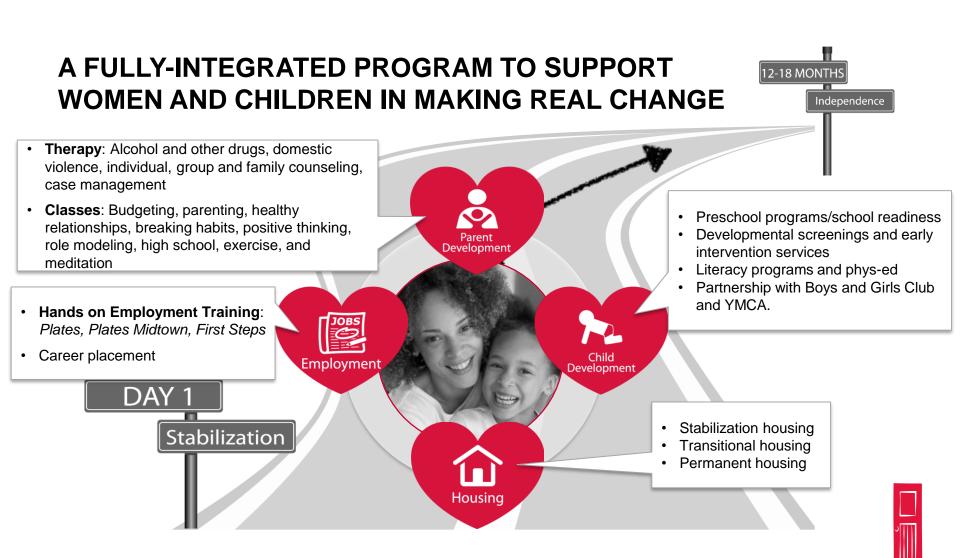
A DAY-IN-THE-LIFE **BEFORE** SAINT JOHN'S



SAINT JOHN'S SOLUTION

Eliminate chaos. Give Change a chance.







SUPPORTING THE CHILDREN

While a woman is rebuilding herself, children experience the benefits of a structured daily routine and a safe predictable environment, including:

- Quality early care and learning
- Supportive Learning-Enriched Environment
- Social and Emotional Support
- School Readiness
- Parental Education





Progression through the 12-18 month program continuum

"In 16 months, I have obtained a home, job, both a checking and savings account and a vehicle. These were goals I was unable to obtain for the four years prior to Saint John's."

– JANINE S. –

MEASURING SUCCESS: METRIC #1 CLIENTS SERVED

Metric	2014	2015	2016
Program Clients Served	330 Women and Children	348 Women and Children	364 Women and Children
Respite Clients Served	171 Women and Children	224 Women and Children	158 Women and Children
TOTAL	146 Women + 184 Children 437	181Women + 167 Children 572	190 Women + 174 Children 522

Average length of stay: 186 days



Level		
Timeline		
Housing		
Health and Wellness		
Integrated-Services Hours		
Formal Education		
Employment		
Financial & Legal		
D : 1		
Privileges		
Child Services		

Level	1 - Courageous	
	M 4 4	
Timeline	Month 1	
Housing	-Jackson (Gateway) -Housing Workshop -VI-SPDAT	
Health and Wellness	-Health Assessment -Register for PCP -CM and Therapy -AOD Support	
ntegrated-Services Hours	148 (cum. 148)	
Formal Education	-Collect Transcripts -Enroll/Register	
Employment	Orientation	
Financial & Legal	-Money Matters -Credit Report -Organize Debts -ID Legal Issues -Documents Collection	
Privileges		
Child Services	-School Registration	

Level	1 - Courageous	2 - Learning	
	M d A	M # 0.4	
Timeline	Month 1	Months 2-4	
Housing	-Jackson (Gateway) -Housing Workshop -VI-SPDAT	-Jackson (Gateway) -Ready to Rent	
Health and Wellness	-Health Assessment -Register for PCP -CM and Therapy -AOD Support	-CM and Therapy -AOD Support	
Integrated-Services Hours	148 (cum. 148)	432 (cum. 580)	
Formal Education	-Collect Transcripts -Enroll/Register	-High School On-site	
Employment	Orientation	Training: -264 cum. hours (NHS) -216 cum. hours (HS) -Transportation Plan -Childcare Plan	
Financial & Legal	-Money Matters -Credit Report -Organize Debts -ID Legal Issues -Documents Collection	-Budget Development -Payment Plans -\$500 saved	
Privileges		-Dream Builder -Leadership (SFC, TS)	
Child Services	-School Registration -Start CPS Reunification	-Apply for Child Action -Reunification Visits	

Level	1 - Courageous	2 - Learning	3 - Determined & Confident
Timeline	Month 1	Months 2-4	Months 5-6
Housing	-Jackson (Gateway) -Housing Workshop -VI-SPDAT	-Jackson (Gateway) -Ready to Rent	-OSS (Transitional)
Health and Wellness	-Health Assessment -Register for PCP -CM and Therapy -AOD Support	-CM and Therapy -AOD Support	-CM and Therapy -AOD Support
Integrated-Services Hours	148 (cum. 148)	432 (cum. 580)	292 (cum. 872)
Formal Education	-Collect Transcripts -Enroll/Register	-High School On-site	-High School On-site
Employment	Orientation	Training: -264 cum. hours (NHS) -216 cum. hours (HS) -Transportation Plan -Childcare Plan	Training: -456 cum. hours (NHS) -360 cum. hours (HS) -Job Readiness -Food Handlers Cert. -PT employment
Financial & Legal	-Money Matters -Credit Report -Organize Debts -ID Legal Issues -Documents Collection	-Budget Development -Payment Plans -\$500 saved	-Financial Focus -Debt Barriers Resolved - \$750 saved
Privileges		-Dream Builder -Leadership (SFC, TS)	-Dream Achiever -External Speaking
Child Services	-School Registration -Start CPS Reunification	-Apply for Child Action -Reunification Visits	

Level	1 - Courageous	2 - Learning	3 - Determined & Confident	4 - Prepared with Expectations
Timeline	Month 1	Months 2-4	Months 5-6	Months 7-8
Housing	-Jackson (Gateway) -Housing Workshop -VI-SPDAT	-Jackson (Gateway) -Ready to Rent	-OSS (Transitional)	-OSS (Transitional) -Apartment Search
Health and Wellness	-Health Assessment -Register for PCP -CM and Therapy -AOD Support	-CM and Therapy -AOD Support	-CM and Therapy -AOD Support	-CM and Therapy -AOD Support
Integrated-Services Hours	148 (cum. 148)	432 (cum. 580)	292 (cum. 872)	292 (cum. 1,164)
Formal Education	-Collect Transcripts -Enroll/Register	-High School On-site	-High School On-site	-HS Diploma/Grad
Employment	Orientation	Training: -264 cum. hours (NHS) -216 cum. hours (HS) -Transportation Plan -Childcare Plan	Training: -456 cum. hours (NHS) -360 cum. hours (HS) -Job Readiness -Food Handlers Cert. -PT employment	-Plates Graduation -PT/FT employment
Financial & Legal	-Money Matters -Credit Report -Organize Debts -ID Legal Issues -Documents Collection	-Budget Development -Payment Plans -\$500 saved	-Financial Focus -Debt Barriers Resolved - \$750 saved	-Financial Capacity -Budget -\$1,000 saved -Deductions and Employee Benefits
Privileges		-Dream Builder -Leadership (SFC, TS)	-Dream Achiever -External Speaking	
Child Services	-School Registration -Start CPS Reunification	-Apply for Child Action -Reunification Visits		

Level	1 - Courageous	2 - Learning	3 - Determined & Confident	4 - Prepared with Expectations	5 - Experienced & Flourishing
Timeline	Month 1	Months 2-4	Months 5-6	Months 7-8	Months 9 +
Housing	-Jackson (Gateway) -Housing Workshop -VI-SPDAT	-Jackson (Gateway) -Ready to Rent	-OSS (Transitional)	-OSS (Transitional) -Apartment Search	-Apartment
Health and Wellness	-Health Assessment -Register for PCP -CM and Therapy -AOD Support	-CM and Therapy -AOD Support	-CM and Therapy -AOD Support	-CM and Therapy -AOD Support	-CM and Therapy -AOD Support
Integrated-Services Hours	148 (cum. 148)	432 (cum. 580)	292 (cum. 872)	292 (cum. 1,164)	
Formal Education	-Collect Transcripts -Enroll/Register	-High School On-site	-High School On-site	-HS Diploma/Grad	
Employment	Orientation	Training: -264 cum. hours (NHS) -216 cum. hours (HS) -Transportation Plan -Childcare Plan	Training: -456 cum. hours (NHS) -360 cum. hours (HS) -Job Readiness -Food Handlers Cert. -PT employment	-Plates Graduation -PT/FT employment	-FT employment
Financial & Legal	-Money Matters -Credit Report -Organize Debts -ID Legal Issues -Documents Collection	-Budget Development -Payment Plans -\$500 saved	-Financial Focus -Debt Barriers Resolved - \$750 saved	-Financial Capacity -Budget -\$1,000 saved -Deductions and Employee Benefits	- Financial Stability - Long-Term Goals - Maintain/Grow Savings
Privileges		-Dream Builder -Leadership (SFC, TS)	-Dream Achiever -External Speaking		
Child Services	-School Registration -Start CPS Reunification	-Apply for Child Action -Reunification Visits			

MEASURING SUCCESS: METRIC #3 ENROLLMENT AND PROGRESSION BY LEVEL

LEVEL 5 (Months Nine+)	Family Sustainability/ Community Involvement 2016 = 86 achieved					69% 73%	
LEVEL4 (Months Seven-Eight)	Job Acquisition and Self-reliance 2016 = 120 enrolled; 86 completed					71% 68%	■2016
LEVEL3 (Months Five- Six)	Advanced Training/Positive Network Development 2016 = 201 enrolled; 120 completed				59% 60%)	■ 3 yr. avg
LEVEL2 (Months Two- Four)	Employment Training/ Self Development 2016 = 296 enrolled;201 completed					68% 68%	
LEVEL1 (Month One)	Stabilization 2016 = 364 enrolled; 296 completed						81% 83%
		0%	20%	40% 6	0%	80	% 100%

MEASURING SUCCESS: METRIC #4 REDUCED ECONOMIC DRAG ON COMMUNITY





MEASURING SUCCESS: METRIC #5 \$13M SAVED ANNUALLY

Metric	2016
Program Clients Served	364 Women and Children
Avg Costs Per Person– SJP Avt Costs Per Person– HUD EST	\$14,000 \$50,000
TOTAL ESTIMATED SAVINGS <u>PER PERSON</u> PROVIDED TO TAXPAYERS	\$36,000

For the 364 women and children served in 2016, there was a net savings of \$13M to taxpayers.

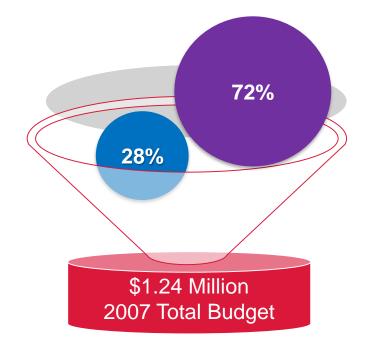


"Saint John's taught me that I'm responsible for my own life. I never grasped that before. I learned to take charge."

– CYNTHIA B. –

FUNDING PICTURE 10 YEARS AGO

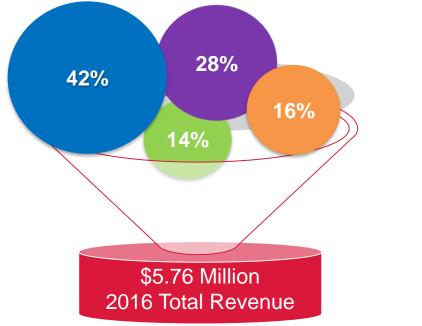
An Emergency Shelter serving up to 100 women and children/day

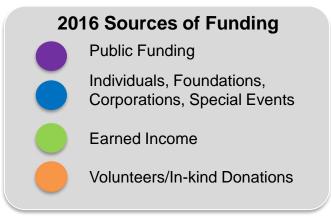


2007 Sources of Funding
Public
Corporations, Individuals,
Foundations

FUNDING PICTURE TODAY

A 12-18 month program serving up to 180 women and children/day





OUR IMPACT AS TOLD BY THE NUMBERS



- Saint John's served and housed 522 women and children in 2016
- Clients receive up to 460 hours of "hands-on" employment training services
- Clients receive up to **1,200** hours of mental health counseling, education and fiscal training
- Clients remain drug and alcohol free for up to **18** months... and beyond
- 96% of clients who complete employment training are placed in non-subsidized employment
- Budget expanded from \$1.1M emergency shelter (that was 80% reliant on public funding) to a \$5.7M program helping women and children change the trajectory of their lives



IN A NUTSHELL: REAL CHANGE IS POSSIBLE

- It begins by approaching each woman and child as an individual
- It includes self-reliance versus an entitlement
- It includes structure and 'life rules' (giving back, budgeting, etc.)
- It includes providing comprehensive 'dependence-toindependence' services, all-under-one-programmatic roof and is unparalleled in the state*

This replicable model is key for **single-mother led families to overcome multiple barriers** and permanently escape the cycle of poverty and abuse...

* Sacramento's Center for Strategic Economic Research



"It never even occurred to me that I could be on my own. Saint John's taught me I'm worth so much more... that my happiness and my well-being are important. They were my true family."

– MORAIMA I. –



saint john's PROGRAM FOR JREAL CHANGE

THANK YOU!





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Homelessness Resources

- Upcoming report and release
- <u>www.ca-ilg.org/homelessness</u>

Contact: Hang Tran, https://www.html.com
 Hang Tran, https://wwww.html.com
 Hang Tran, https://wwww.html.com
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www.ca-ilg.org