

# San Jose, California

Community Encampment Report



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## Community Encampment Report

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## About This Report

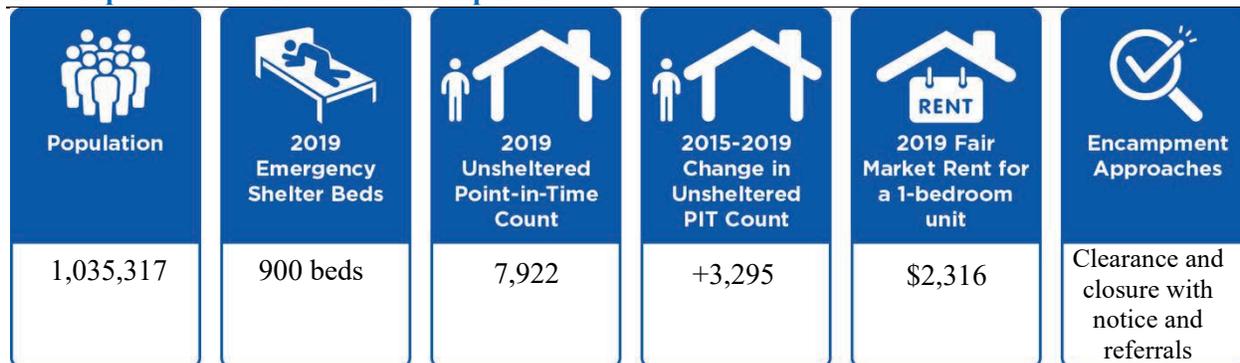
The community encampment reports are among the products of a study called *Exploring Homelessness Among People Living in Encampments and Associated Costs*. The study is sponsored by the Office of the Assistant Secretary for Planning and Evaluation at the U.S. Department of Health and Human Services (HHS) and the Office of Policy Development and Research (PD&R) at the U.S. Department of Housing and Urban Development (HUD).

In the fall of 2019, Abt Associates conducted site visits to four communities to collect information about each community's response to encampments and the costs associated with those responses. The study team met with stakeholders involved in encampment response, including city staff, nonprofit outreach workers, and emergency service providers. In each community, the study team conducted observations of encampments and interviewed two people with lived experience in encampments. In addition to this report, community encampment reports are available for Chicago, Illinois; Houston, Texas; and Tacoma, Washington.

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## Description of San Jose Encampments



### Encampments in San Jose

Stakeholders attribute the significant increase in the number of people experiencing unsheltered homelessness and the growth of homeless encampments in San Jose to the severe lack of affordable housing, the warm California climate, and an abundance of wooded areas in which to camp. San Jose has a long history of responding to encampments, most notably clearing “The Jungle,” a large encampment of tents and small structures near a creek, in 2014. Although city officials report that most people were subsequently enrolled in a supportive housing program, other implementation partners thought that abating or closing The Jungle led to the rapid growth of smaller encampments throughout the city.

As of 2019, roughly 350 encampments exist at any one time just along the waterways in San Jose—approximately a 50-percent increase from the previous year.<sup>1</sup> Encampments are also present in other locations throughout the city: on sidewalks, under highway overpasses, and alongside highways and railroad tracks. Stakeholders attribute the heightened visibility of encampments both to an increased number of people who live in encampments across the city and to the clearance of encampments in the areas near waterways, which has pushed encampments to city streets, in residential neighborhoods, and in business districts. Most encampments have some social structure, or at least encampment residents know their encampment neighbors and interact with them.

The City of San Jose Housing Department administers the city’s encampment “abatement” strategy, the city’s terminology for the process of clearing and closing encampments.<sup>2</sup> The strategy focuses on providing outreach to encampment residents. That strategy was formalized in 2014 in response to “The Jungle” encampment and an environmental protection lawsuit brought against the city. In 2016, the City of San Jose settled a lawsuit filed by a conservation agency and agreed to spend \$100 million over the next decade to protect the community’s waterways from sewage and trash. Although the City of San Jose and the Santa Clara Water District had a Memorandum of Agreement (MOA) since 2013 identifying the roles and responsibilities of each entity in responding to encampments, the lawsuit spurred an enhanced, coordinated response to homeless encampments along creeks

#### San Jose’s Definition of Encampment

The City of San Jose defines an *encampment* as “any camp located along a sidewalk, other public right of ways, creek or other waterway located in San Jose that has not been permitted” by the agency with jurisdiction over that property.

<sup>1</sup> City of San Jose. “The City of San Jose Stormwater Management Annual Report 2018–2019.” September 2019. This is a quarterly average of the number of encampments counted near waterways in San Jose.

<sup>2</sup> The City of San Jose uses the term *abatement* to describe its strategy for clearing and closing encampments. To better enable comparisons to other cities responding to encampments, the study team uses the term “clearing and closing” encampments.

and rivers. The agencies agreed to offer services to encampment residents, including referrals to emergency shelters (which usually have space, despite the small number of shelter beds in San Jose) and assessments of whether the encampment residents qualify for housing programs. Part of the agreement was to clear and close encampments near waterways to decrease the environmental hazards.<sup>3</sup>

### ***Description of encampments***

Encampments in San Jose are located primarily in three types of areas—near creeks and waterways, next to railroad tracks, and on sidewalks. In each of those locations, the physical presence of encampments can vary; however, common features among all three types of encampments are tarps covering tents and areas next to the tents, personal belongings (usually in shopping carts), and trash.

***Encampments near creeks.*** Many encampments in San Jose are located along creeks, waterways, and the surrounding hills. Those encampments result in environmental degradation, such as water contamination from human waste and trash; habitat destruction; and the accumulation of garbage, drug paraphernalia, and other hazardous materials. The locations often are out-of-sight and hidden in the terrain. Creek encampments tend to be larger than encampments in other locations. The study team observed an encampment with an active campfire next to a large table with supplies, which would not be possible in locations such as on a city sidewalk or next to a railroad track.

According to outreach workers and city staff, people living in encampments near creeks or waterways often do not want to be disturbed and may have “Do Not Enter” signs and guard dogs. Groups along waterways tend to camp in close proximity but not next to each other to allow for personal space. The study team also observed numerous encampments with only one or two tents, as shown in the photo.



An encampment alongside Guadalupe Creek, October 23, 2019.

#### **Living in a creek encampment**

A current resident of a creek encampment described how she felt at home in her camp, which had separate living, sleeping, and cooking areas. Her camp is near the house where she grew up, so she is familiar with the neighborhood. She prefers camping over staying in an emergency shelter because she likes having her own space to live and continue her recovery process (she had been using methamphetamines most of her life). She has not been asked to move from her location in the 6 months she has been there. She appreciates the food and supplies outreach workers provide on occasion but says she is not ready to accept additional services because she is still working on her own issues. She is aware of the potential of floods from the adjacent creek and is relying on God to see her through the rainy season.

<sup>3</sup> City of San Jose. “Memorandum of Agreement between the City of San Jose and the Santa Clara Valley Water District for Encampment Abatement, Trash Removal and Prevention.”

<https://www.sanjoseca.gov/home/showdocument?id=45423>

***Encampments next to freeways, underpasses, and railroad tracks.*** Encampments exist next to many freeways and under highway overpasses on land owned by the California Department of Transportation (Caltrans). Railroad tracks owned by Union Pacific run throughout the City of San Jose, and numerous encampments also have formed in the space between the tracks and the barrier fence or wall. Most encampments near railroad tracks are close to commercial facilities or homeless services. The largest number of railroad encampments are near a shelter that offers an array of services, including hot meals, showers, restrooms, mental health counseling, and employment placement. Encampment residents can receive services from the shelter during the day and return to their encampment at night, which they prefer despite the shelter’s low-barrier policies.

City staff report that railroad track encampments are logistically the most difficult for them to respond to. The city can send outreach teams to encampments located on Union Pacific property but must coordinate with the company beforehand to ensure the outreach team’s safety from trains. An outreach staff member described the dangers of living near the railroad tracks. If someone is less than 17 feet from the railroad tracks, he may get swept into a train’s path. An outreach worker said that an encampment resident reportedly was hit by a train sometime during 2019. A resident of an encampment near the Union Pacific tracks reported that he had been there intermittently for 8 years but that most people who live near the tracks do not stay there for long. He stated that the police have asked him to leave the area only once. Community stakeholders said that San Jose police do not force people living near freeways, underpasses, and railroad tracks to move because they are not sure who has the authority to do so.

***Encampments on sidewalks.***

Encampments on sidewalks usually are located in neighborhoods with liquor stores, inexpensive motels, auto body shops, recycling facilities, and other industrial uses. Many sidewalk encampments are under highway infrastructures that provide protection from the weather.



A sidewalk encampment outside a recycling facility, October 22, 2019.

People who reside in sidewalk encampments often are asked to move by the San Jose police. The encampments are smaller than those near waterways and railroad tracks, and trash and personal belongings are more visible. Stakeholders reported that sidewalk encampments also become dumping grounds for the wider community. It is common to see old bicycles, sofas, mattresses, tables, rugs, and other household items. City and outreach staff reported that sidewalk encampments are less likely to have social structures than encampments near waterways or near railroad tracks. People who experience unsheltered homelessness

downtown are more isolated, more mobile (they are forced to move often), and more likely to have severe mental health conditions than those in other encampment locations.

### **Vehicular encampments**

The City of San Jose, like other communities in Santa Clara County, recently has seen significant increases in the number of people living in cars and recreational vehicles (RVs), often in groups that are parked together. The city deploys outreach teams to vehicular encampments when they provoke complaints or when they block sidewalks, but dealing with vehicular encampments is not part of the city's encampment response strategy. City and outreach staff said that people living in vehicles are less likely to have mental health and substance use issues than those in sidewalk encampments. They often will not accept offers of emergency shelter because they perceive their recreational vehicles as their home.

### ***Characteristics of people living in encampments***

Implementation partners reported that people of all ages, races, and ethnicities reside in San Jose encampments but that many encampment residents are single, older, White men. Outreach staff said that most people who reside in encampments grew up in San Jose or elsewhere in Santa Clara County. As the housing market in San Jose and the broader northern California region has become increasingly unaffordable, many people have been displaced from their homes and neighborhoods and have been unable or unwilling to rely on family for support. Outreach staff report increases in behavioral and mental health conditions among encampment residents in recent years. The Santa Clara County point-in-time data for all people experiencing unsheltered homelessness show a similar trend between 2015 and 2019. City staff and law enforcement officials report an increase in substance use and in the presence of firearms in encampments.

The City of San Jose prioritizes immediate shelter options, including motels, for families with children, and encampments with children are not frequent. If families with children are found, they are in secluded areas and not visible. Some of the encampments near creeks and waterways are composed of transition-age youth (TAY). Outreach staff report that TAY groups may make more noise than other encampment residents and are rarely receptive to outreach services. According to outreach teams, the numerous small encampments made up of veterans are easily identifiable because they are cleaner than other encampments and have American flags and army fatigues around the site.

## Implementation Partners Involved in Encampment Responses

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### *City departments*

The City of San Jose has several departments involved with addressing homeless encampments. The agency with the lead role is the housing department.

#### ***Housing Department***

The San Jose Housing Department's Homelessness Response Team is responsible for most of San Jose's response to homeless encampments, including documenting and responding to public complaints through the Homeless Concerns Hotline, dispatching outreach workers, and coordinating the cleanup and closure of encampments. The housing department also administers contracts with the outreach service providers and works closely with the Santa Clara Valley Water District to respond to encampments near waterways.

#### ***Police Department***

The San Jose Police Department (SJPD) works closely with the housing department during encampment clearances and closures. Police officers accompany other city staff and contractors to encampment postings and closures to make sure encampment residents vacate the property. The SJPD also has a dedicated group of eight officers known as the Street Crimes Unit that focuses on quality-of-life issues across the city (prostitution, graffiti, criminal complaints related to encampments, crimes committed against and by homeless individuals). Information about those issues is passed on to the Street Crimes Unit from police captains, housing department staff, and other city officials. The officers in the Street Crimes Unit differ from other police officers in that they try to build trust and rapport with encampment residents while also enforcing the law. Police staff estimate that the Street Crimes Unit spends 60 percent of its time responding to illegal activity in homeless encampments rather than in other locations.<sup>4</sup>

#### ***Fire/EMS Department***

The San Jose Fire Department (SJFD) does not have a particular unit dedicated to responding to problems at encampments. The most common SJFD responses related to encampments are calls for medical services or vegetation or trash fires, and the majority involve encampments along waterways. During fiscal year 2018–2019, 8.7 percent of all calls to SJFD were related to homelessness (8,009 out of 91,901 calls), and 63 percent of those calls were requests for medical support.

#### ***Parks, Recreation and Neighborhood Services Department***

The Parks, Recreation and Neighborhood Services Department (PRNS) leads the Beautify SJ initiative, an initiative focused on blight reduction. PRNS proactively distributes trash bags to homeless encampment residents and works with the housing department and environmental services department. PRNS also funds two community organizations, Keep Coyote Creek Beautiful and South Bay Clean Creeks Coalition, to clean up trash along Coyote Creek and the Guadalupe River after encampment closures.

#### ***Environmental Services Department***

The Environmental Service Department (ESD) is responsible for reporting on the Direct Discharge Trash Control Program, which monitors the impact of encampments on water quality. ESD also funds a contractor for heavy duty cleaning of encampments.

### *County agencies*

The Santa Clara Valley Water District (Valley Water) maintains the waterways and water supply in Santa Clara County. Valley Water funds a significant portion of the response to encampments along waterways in San Jose, including a cleanup contractor, mitigation work that offsets environmental impacts of encampments after they have been cleared and closed, and police officers providing security. Valley

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<sup>4</sup> This includes drug sales in groups of recreational vehicles.

Water also provides large construction equipment (e.g., compactors and Bobcats) as needed for cleaning encampments, removing large encampment structures, and abating environmental impacts.

The Santa Clara County Office of Supportive Housing is the lead organization for the Continuum of Care that distributes federal funding dedicated to homelessness programs and services across Santa Clara County. This office coordinates the community's strategy on permanent housing and shelter and administers the Santa Clara County coordinated entry system. This office works with the city's housing department and the homeless services providers funded by the City to find emergency shelter for encampment residents and to connect encampment residents to the coordinated entry system for permanent housing.

The Valley Homeless HealthCare Program (funded by the Santa Clara County Health System) supports a backpack medicine team consisting of a nurse, mental health clinician, and a community health worker. The team provides medical services to encampments in Santa Clara County two to three times a week. The backpack medicine team sometimes coordinates its work with the housing department's Homelessness Response Team to provide services before and during encampment clearance and closures.

### *Homeless services providers*

The City of San Jose Housing Department funds two nonprofit organizations, People Assisting the Homeless (PATH) and HomeFirst, to provide outreach services to homeless encampments. PATH conducts outreach in the downtown core and other targeted hotspots identified by the housing department. HomeFirst covers all other areas of the city and operates the low-barrier shelter that is near one of the railroad encampments. HomeFirst also responds to complaints from the city's Homeless Concerns Hotline. Residents can call the hotline or email the city to report encampments of concern. City staff then email HomeFirst to describe the situation, and HomeFirst sends an outreach team to the encampment. Outreach teams from both organizations offer food and supplies to encampment residents, conduct housing assessments, and provide referrals to shelters and other services. They also assist with securing documentation (e.g., government IDs, passports, Permanent Resident Cards) and state and federal public benefits. HomeFirst operates a homeless helpline to provide individualized referrals and connections to available services and shelter. The helpline is also used to connect encampment residents with personal belongings stored after an encampment closure.

The Downtown Streets Team (DST) is a not-for-profit community organization that recruits people with homelessness experience to pick up litter in San Jose. Valley Water funds DST to help clean litter after encampments near waterways are closed.

### *Contractors*

The city's housing department and Santa Clara Valley Water District employ contractors to help with clearance and closures of encampments. One of the contractors also operates a storage unit where personal belongings from encampments are stored after a closure.

### *Railroad companies*

Encampments in San Jose are sometimes on the property of the California Department of Transportation (Caltrans) or the Union Pacific Railroad (a private company). Caltrans coordinates with the housing department to share information about the location of encampments and on the timing of the city's clearance and closures on its property. With prior coordination, city-funded outreach teams can provide services to encampment residents on Caltrans property. The city has been working on a Memorandum of Understanding with Union Pacific for more than 2 years, but currently, no agreement is in place. According to city officials and outreach staff, when Union Pacific clears encampments on its railroad tracks, it does not follow the city's policies and procedures.

## San Jose's Encampment Response

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### *Encampment response strategy*

#### **Encampment outreach, clearance, and closures**

San Jose is one of the most expensive housing markets in the country, and according to city staff, the longer term response to encampments will be to expand the supply of permanent supportive and other housing affordable for renters with poverty-level incomes over the next several years. Meanwhile, public and political pressure has resulted in a strategy focused on mitigating environmental hazards, improving conditions in encampments, connecting encampment residents to services and housing, and addressing the concerns of residents and business owners.

**Outreach and engagement.** The city's housing department Homelessness Response Team operates a Homeless Concerns Hotline, which residents can contact to report an encampment. The Homelessness Response Team uses a database to track outreach and engagement. Not all encampments are cleared and closed; in most cases, the city response is limited to outreach and engagement.

Over time, the City of San Jose has had to modify its approach to homelessness outreach services. Outreach teams originally had the luxury of building strong relationships through proactive and repetitive engagement. Then, as a result of the increase of encampments and their visibility, the outreach teams had the capacity only to react to complaints from residents that contact the Homeless Concerns Hotline. The city is now proactive in its outreach strategy: one of the two contracted providers visits encampments that are not reported to the Homeless Concerns Hotline because of the nature of their location in remote or secluded areas near creeks and waterways.

The city dispatches outreach teams to each location reported to the Homeless Concerns Hotline, regardless of whether the encampment will be cleared and closed. Outreach teams engage encampment residents, conduct assessments for the community's coordinated entry system, and connect encampment residents to emergency or permanent housing when it is available.

**Clearance and closures.** The City of San Jose prioritizes clearing and closing encampments that have one or more of the following characteristics:

- Are located next to fragile creeks or waterways.
- Present health or safety concerns.
- Block a passageway (street, sidewalk, or driveway).
- Are highly visible.
- Receive a significant amount of public complaints.
- Have large amounts of trash and debris.

During fiscal year 2018–2019, the City of San Jose and the Santa Clara Water District together cleared and closed about 300 encampments adjacent to city waterways.<sup>5</sup> The Homelessness Response Team also cleared and closed encampments in other locations throughout the city.

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<sup>5</sup> City of San Jose, "The City of San Jose Stormwater Management Annual Report 2018–2019," September 2019. <https://www.sanjoseca.gov/home/showdocument?id=39180>.

If the city decides to clear and close an encampment, it begins with a notification that is posted at the encampment site at least 72 hours in advance. One or two days before the clearance, outreach teams and housing department staff remind encampment residents of what is about to happen and provide garbage bags and shelter and service referrals. Although emergency shelter capacity is limited in San Jose, outreach teams said that they can usually find an emergency bed if someone is willing to accept it; however, only about 20 percent of encampment residents accept shelter referrals before a clearance and closure. Encampment residents often decline emergency shelter because of shelter rules (e.g., no partners or pets allowed), ongoing substance use, and safety and theft concerns. Often, encampment residents prefer to move to another encampment location or to establish a new encampment with their partners, pets, and personal belongings.

Outreach teams visit the encampment on the days before the clearance but are not present when the clearance occurs. If encampment residents are still on site when the clearance begins, they have 15 minutes to collect their belongings and leave the site. Items of value that are left behind (e.g., tents, bicycles, and personal documents) are labeled and placed into storage for up to 90 days for encampment residents to retrieve. The team on site during a clearance includes housing department and Valley Water staff, employees from the contractors hired to clean up the site, and San Jose police officers. In total, approximately 20 people manage the process and conduct the clearing and closing activities. A scheduled clearance is canceled if the temperature is forecasted to be lower than 40 degrees or higher than 88 degrees or if there is persistent rainfall.

### ***Hope Village temporary emergency shelter***

In 2018, the City of San Jose leased land to Santa Clara County for a tent village for people experiencing unsheltered homelessness. The site, known as Hope Village, was created in because finding permanent housing in San Jose for people experiencing unsheltered homelessness takes such a long time. The goal was to demonstrate that a “sanctioned” encampment could be created to provide people experiencing unsheltered homelessness a safe place to stay at a relatively low cost to the city and the county. Hope Village operated for 6 months under the leadership of a faith-based group of homeless advocates and volunteers. At its peak, Hope Village had 20 residents living in insulated tents with access to bathrooms, showers, and regular garbage collection that the county funded. Most meals were donated by local churches and schools. In March 2019, the city did not renew the lease to the county because of federal aviation regulatory issues, noting that Hope Village was too close to the airport. County officials were unable to identify an alternative location for Hope Village. When Hope Village closed, all residents received 30-day motel vouchers. Local government officials are currently focusing their efforts on expanding permanent housing capacity and do not plan to support another such tent village or “sanctioned” encampment.

### ***Changes to the homeless system in response to encampments***

San Jose’s 900 emergency shelter beds are in 49 shelters cross Santa Clara County. Only one year-round shelter, operated by HomeFirst, is a low-barrier shelter. Advocates are pressuring the city to open a second low-barrier shelter, but housing department staff explained that they would rather focus resources on permanent housing solutions. Based on outreach teams’ experience, encampment residents rarely accept the offer of emergency shelter. At the same time, city staff are concerned that building permanent housing is taking too long, and the needs of people experiencing unsheltered homelessness must be addressed immediately. City staff recently implemented several programs to assist people experiencing unsheltered homelessness (e.g., setting up overnight warming locations and creating a safe-parking program) and continue to think creatively about how to leverage existing resources to improve homeless prevention and crisis response.

Outreach and engagement of encampment residents includes referrals to the Santa Clara County’s coordinated entry system, but encampment residents do not receive any special priority for access to permanent supportive housing or other affordable housing programs.

## Public Response to Encampments

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### *Resident and business reactions*

City staff and outreach workers described public exasperation with the increasing numbers and visibility of homeless encampments in San Jose. In fiscal year 2018–2019, the Homeless Concerns Hotline and email address received 6,500 complaints. Complaints from neighborhood residents relate to the impacts of unsheltered homelessness and encampments on property values, safety, and cleanliness. Business owners are concerned about the effect of encampment residents loitering near their stores. Reports to the Santa Clara Valley Water District resident complaint hotline primarily point out the environmental damage caused by homeless encampments in natural areas. Valley Water forwards the complaints it receives to the housing department staff, who bundle all complaints together and prioritize responses. Sometimes pressure to respond to specific encampments comes from the city council or the mayor.

### *City ordinances*

The City of San Jose does not have any ordinance prohibiting the establishment of encampments on city property; however, the MOA between Valley Water and the city provides the justification for clearing and closing encampments, including those that are not near creeks or waterways. At the same time, San Jose does not criminalize people residing in encampments. The San Jose Police Department does not arrest encampment residents for sleeping outdoors, but it will arrest encampment residents engaging in criminal activity.

## Encampment Costs in San Jose

This section summarizes the costs associated with San Jose’s response to encampments, including overall spending, spending across implementation partners, spending by type of activity, and spending by source of funding.<sup>6</sup> San Jose’s comprehensive encampment response requires significant resources, even though it does not yet include the cost of expanding the supply of permanent and deeply affordable housing.

### Overall spending

Based on the data we collected, the total reported cost of San Jose’s encampment response for 1 year<sup>7</sup> was about \$8.6 million (in 2019 dollars). To put this in context, the expenditure amounted to \$8.26 per resident of San Jose and \$1,080 per unsheltered person in HUD’s 2019 point-in-time (PIT) count for the City of San Jose (see Exhibit 1). It is *not* the cost per encampment resident, as the unsheltered count includes encampment residents as well as people staying by themselves or in locations other than encampments.<sup>8</sup>

**Exhibit 1. Total estimated spending on San Jose’s encampment response in FY 2019**

Total spending on encampment activities	Population of San Jose	Cost per capita	Unsheltered homeless per 2019 PIT	Cost per unsheltered homeless in 2019 PIT
\$ 8,556,591	1,035,317	\$8.26	7,922	\$1,080

PIT = point-in-time.

### Spending by activity

Of the roughly \$8.6 million in reported spending on responding to encampments, all but about \$170,000 was for labor costs (Exhibit 2). Labor costs include outreach and engagement services, encampment cleanup, clearance, and closure; encampment prevention; and coordination and management of the encampment response—much of that the time of the San Jose Police Department’s Street Crimes Unit, operation of the Homeless Concerns Hotline, provision of health care to encampment residents, and other encampment support activities, such as sorting and storing residents’ personal belongings.<sup>9</sup>

Nonlabor expenses represent a small fraction of total costs associated with the response to encampments and include costs for outreach workers to travel to encampments, financial assistance to encampment

<sup>6</sup> For details on the methodology used to gather and analyze these costs, please see the methodology discussion in Appendix A of the study’s final report, *City Approaches to Encampments and What They Cost*.

<sup>7</sup> The City of San Jose’s FY 2019 was from July 1, 2018, to June 30, 2019. Most of San Jose’s implementation partners reported data for the same period. A few implementation partners reported data from slightly different periods. In all cases, we have included costs for only the most recent year available.

<sup>8</sup> The city does not count the number of people living in encampments, so we could not provide an estimate for the cost per encampment resident.

<sup>9</sup> Costs of emergency medical responses by the San Jose Fire Department are not included. The fire department reported responding to about 2,500 911 emergency medical calls from encampment residents in one year (about 5,000 total in FY 2018-2019). The average cost per call (total EMS budget divided by total calls) was about \$1,900. The cost of calls varies depending on whether transport is needed or not, among other factors. These details were not available.

residents (cash and hotel vouchers), medical supplies, and tools and construction equipment for encampment cleanup, clearance, and closures.<sup>10</sup>

**Exhibit 2. Total estimated spending on San Jose’s encampment response in FY 2019**

	Labor	Nonlabor	Total
Encampment clearance and closures	\$4,865,945	\$ 6,262	\$4,872,207
Encampment prevention	\$1,420,104	\$ 75,000	\$1,495,104
Outreach and engagement	\$ 740,174	\$ 59,850	\$ 800,024
Coordination and management	\$ 709,198	\$ 0	\$ 709,198
San Jose Police Department’s Street Crimes Unit	\$ 555,200	\$ 0	\$ 555,200
Health care in encampments	\$ 42,384	\$ 10,664	\$ 53,048
Financial assistance to encampment residents	\$ 0	\$ 17,476	\$ 17,476
Encampment supports	\$ 16,533	\$ 0	\$ 16,533
Site reclamation	\$ 37,801	\$ 0	\$ 37,801
<b>Total</b>	<b>\$8,387,339</b>	<b>\$169,252</b>	<b>\$8,556,591</b>

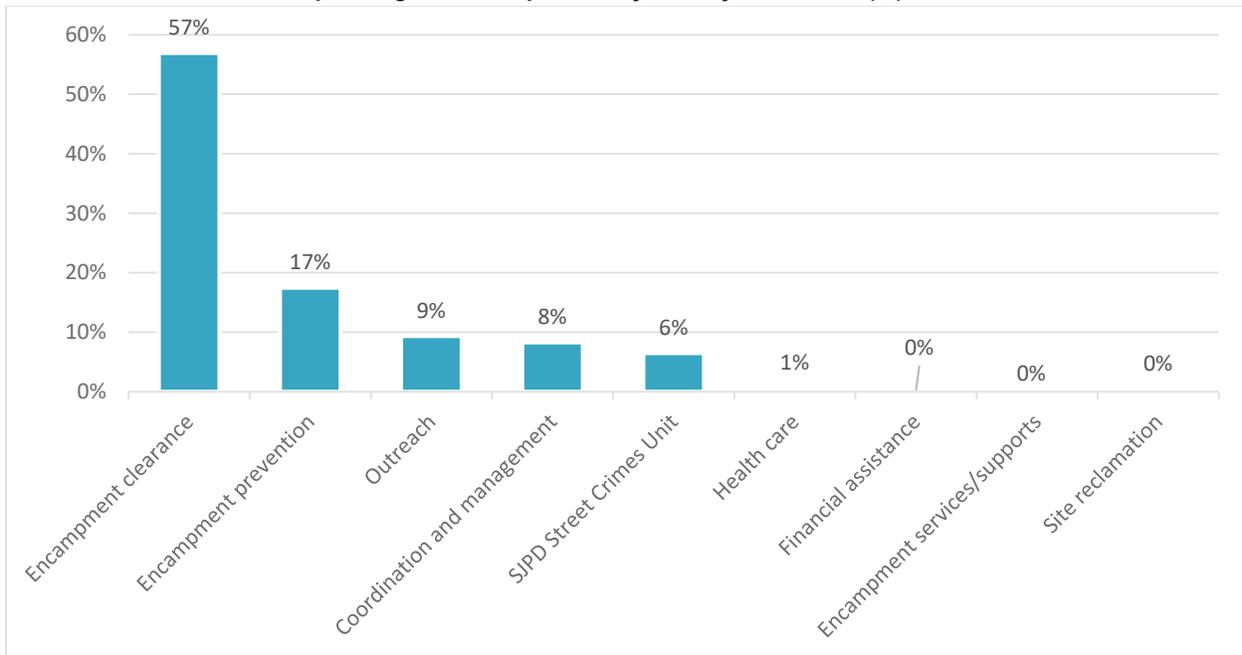
Encampment clearance was the largest category of spending, at 57 percent of all expenditures (Exhibit 3). Encampment prevention was the next-largest share of expenditures, at 17 percent of the total. Most of that expenditure was by the Santa Clara County Water District.<sup>11</sup> According to information provided, the public utility spent almost \$1.2 million in FY 2019 alone on repairing fences to prevent encampments in areas where they could contaminate the water supply. Valley Water’s encampment prevention also included policy officer patrols to enforce no-camping regulations.

Outreach, conducted by homeless services providers through contracts with the housing department, accounted for 9 percent of costs. Coordination and management of the city’s response to encampments was 8 percent of costs and includes the Homeless Concerns Hotline. The San Jose Police Department’s Street Crimes Unit accounted for another 6 percent of costs. Health care, financial assistance to encampment residents, site reclamation, and encampment services/supports each accounted for 1 percent or less of costs. Encampment services/supports consisted of storage for encampment residents’ personal belongings.

<sup>10</sup> The value of meals donated to encampments is not included; those data were not available.

<sup>11</sup> The San Jose Public Works Department also conducts and contracts for preventative activities; those data were not available.

**Exhibit 3. Total estimated spending on encampments by activity in FY 2019 (%)**

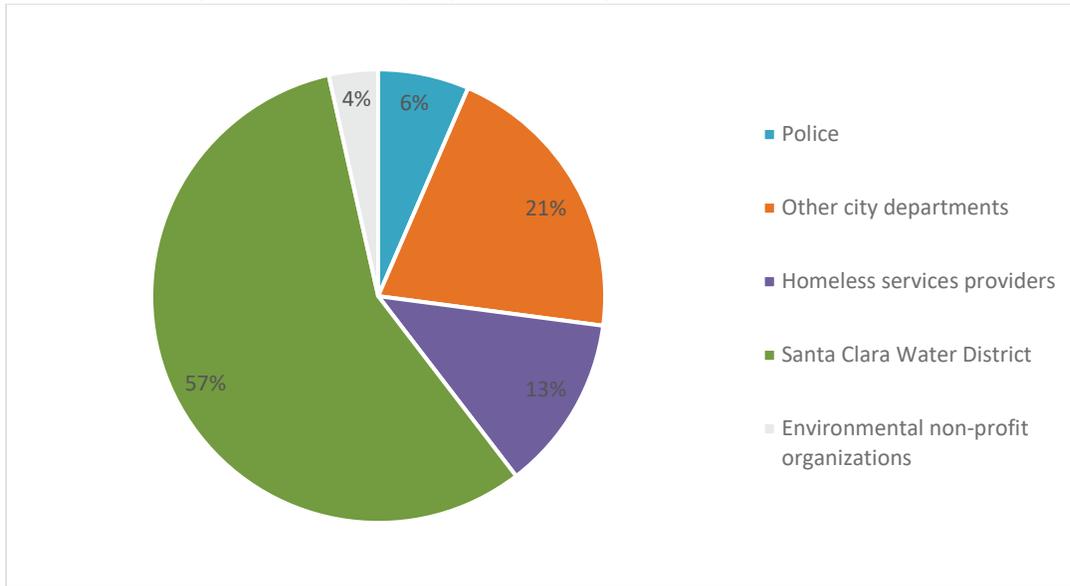


Note: Numbers may not add to 100 percent due to rounding.

### ***Activities by implementation partners***

At least 11 public agencies and community organizations participated directly in San Jose’s response to encampments during FY 2019, including city departments (the San Jose Housing Department, Parks and Recreation Department, and Police Department), a local public utility (Santa Clara Valley Water District), four homeless services providers, and two nonprofit environmental organizations. The participating partners in San Jose’s encampment response were not necessarily the same entities that funded those efforts (costs by funder are shown in Exhibit 5). As shown in Exhibit 4, the Santa Clara Valley Water District incurred 57 percent of expenditures, at about \$4.9 million. City departments other than the police incurred about one-fifth (21 percent) of the expenses related to encampment activities, at about \$1.8 million. Homeless services providers incurred 13 percent of expenditures, at about \$1 million. The San Jose Police Department accounted for almost \$600,000 in costs, about 6 percent of the total. The final 4 percent was incurred by nonprofit environmental organizations.

#### Exhibit 4. Encampment activities by implementation partners



Note: Numbers may not add to 100 percent due to rounding.

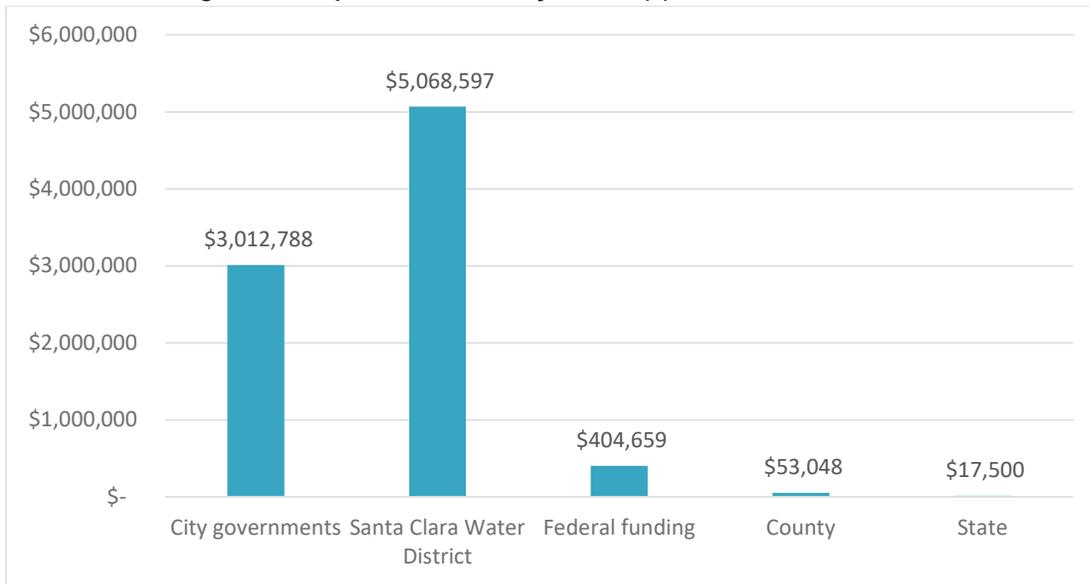
#### *Funding for encampment activities*

The Santa Clara Valley Water District was the largest funder of the encampment response, spending more than \$5 million (57 percent of the total) on its own activities, as well as funding the activities of one community organization (Downtown Streets Team). The City of San Jose funded almost all of the remaining activities, spending more than \$3 million, or about 40 percent of the total (Exhibit 5). In addition to its own activities, the city also funded some of the activities of both the environmental nonprofit organizations and the homeless services providers. Federal funding (from HUD) covered 5 percent of the total, covering a portion of the activities of two of the homeless services providers. Less than 1 percent of funding came directly from Santa Clara County and the State of California, in both cases to fund the activities of homeless services providers.<sup>12</sup> The county provided \$53,000 during the year in funding to the Valley Homeless HealthCare Program backpack medicine team.

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<sup>12</sup> As a public utility, the Santa Clara Valley Water District has taxing authority that is separate from the county government.

**Exhibit 5. Funding for encampment activities by source (\$)**

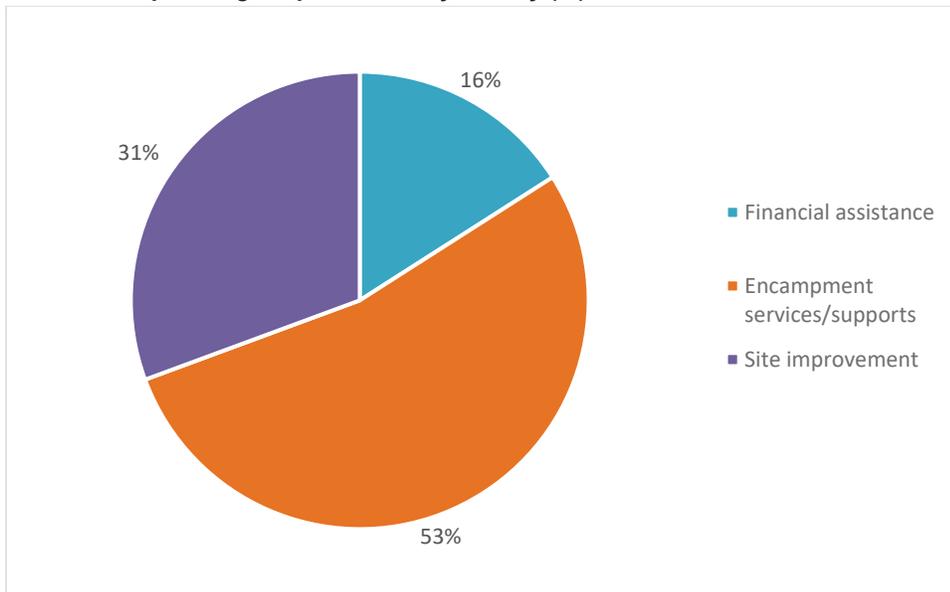


No data on in-kind or private contributions were available, although staff members from nonprofit environmental organizations described volunteers as playing an important role in helping the cleanups that follow encampment closures. Other donations, such as meals for encampment residents, are also not included.

***One-time expenditures***

In addition to the costs incurred in 2019, Santa Clara County made a one-time expenditure in 2018 that provides additional perspective on the efforts to respond to encampments in San Jose. Santa Clara County provided \$215,000 in 2018 to fund Hope Village, a temporary “sanctioned” encampment in San Jose that operated for 6 months. Most of the labor for operating Hope Village was donated (other than site improvement work), and many supplies were donated, including meals, solar power, furniture and carpets, clothing, sleeping bags, and blankets; the donated costs are not shown in Exhibit 6.

**Exhibit 6. Hope Village expenditures by activity (%)**



The \$215,000 spent on operating Hope Village during its 6-month tenure serving about 20 residents at a time translates to about \$10,750 per person, or an annualized cost of \$21,500. As a point of comparison, the Fair Market Rent for a one-bedroom unit in Santa Clara County is \$2,316 per month, or \$27,792 per year.

Most of the cost of Hope Village was for encampment services/supports, which accounted for 53 percent of the total (\$114,000). The large majority of that cost was \$101,000 for a portable laundry/shower unit, but it also included storage, tents, tent pallets, and a tent canopy, among other things. Site improvement accounted for about 31 percent of the total. Santa Clara County also offered financial assistance in the form of hotel vouchers to residents when the encampment closed, and that accounts for the final 16 percent of expenditures.

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