

**TO:** Planning Commission

**FROM:** Kelvin Parker, Community Development Director

**DATE:** October 23, 2023

**SUBJECT:** **Navigation Center  
Special Use Permit (SUP) 2023-70013**

**APPLICANT:** **DignityMoves, Many Mansions, and Hope the Mission**

**LOCATION:** 1205 Lawrence Drive, Assessor's Parcel No. (APN):  
667-0-080-105.

**REQUEST:**

That the Planning Commission:

1. That the Planning Commission finds that the project is Categorical Exempt from the provisions of the California Environmental Quality Act (CEQA) Class 32 In-Fill pursuant to Section 15332 and Statutorily Exempt under Government Code Section 65660(b) (Low Barrier Navigation Centers Use By Right); and
2. That the Planning Commission approve Special Use Permit (SUP) 2023-70013 to allow the construction and operation of a Navigation Center for up to 50 units, support facilities, supportive services, and associated landscape, hardscape, and grading to be developed in two phases (Phase I = 30 units and Phase II = 20 units) on a portion of a 6.46-acre property in the Rancho Conejo Specific Plan (SP-7) area within the Industrial Park (M-1) zone located at 1205 Lawrence Drive (Attachment #s 1, 2, and 3).

**RECOMMENDATION:**

That the Planning Commission adopt a Resolution (Attachment # 4) based on the findings and subject to the conditions contained therein to:

1. Find that the project is Categorical Exempt from the CEQA Guideline pursuant to Class 32 Section 15332 and Statutorily Exempt under Government Code Section 65660(b); and
2. Approve SUP-2023-70013.

**PLANNING COMMISSION REVIEW:**

Section 9-4.2105 of the Thousand Oaks Municipal Code (TOMC) requires approval of a Special Use Permit for Emergency Shelters in the M-1 zone.

The Commission may grant approval of the Special Use Permit if the following findings can be made:

1. The project is consistent with the Thousand Oaks General Plan and any applicable specific plan or redevelopment plan;
2. The project complies with all applicable laws, regulations and policies, including the TOMC;
3. The project will not be detrimental to the public health, safety or general welfare;
4. The project has been reviewed in conformance with the provisions of the CEQA;
5. The proposed use at the proposed location will be compatible with land uses in the vicinity.

Staff has provided suggested findings and draft conditions of approval that ensure compliance with these findings in the attached resolution (Attachment #4).

The TOMC empowers the Planning Commission, acting as the Advisory Agency, to approve, conditionally approve, or disapprove a proposed Project.

**BACKGROUND:**

Project Site and Setting

1205 Lawrence Drive is a City-owned parcel located approximately 900 feet southwest of the intersection of Lawrence Drive and Corporate Center Drive (Figure 1). The subject property is an odd-shaped 6.46-acre lot. The Navigation Center would only utilize approximately one acre of the property abutting Lawrence Drive (eastern edge).

The property has been heavily disturbed for years and is mostly undeveloped. The Project site is accessed via an unpaved drive aisle off Lawrence Drive. The parcel is bisected in an east-west direction by existing Southern California Edison (SCE) transmission lines that connect into the adjacent Newbury Substation. Three Conex-style containers for energy storage purposes are located on approximately 0.18-acres on the project site's western edge.

Figure 1: Existing Conditions



Source: GIS 2023, 2022 Aerial Image

The project area is a highly disturbed. Most of the parcel contains barren earth and scattered patches of primarily lower-lying ruderal vegetation community dominated by non-native plants. There are no landmark trees at the site.

The entire parcel contains varied topography, with elevations ranging from approximately 688 feet above sea level in the eastern part of the parcel to roughly 740 feet above sea level in the northern portion of the parcel, but the portion that would contain the Navigation Center rises approximately 8 feet over approximately 500 feet (an approximately 1.6% slope) from Lawrence Drive towards the west (Figure 2). A stormwater channel bounds the southern edge of the parcel. A dry-blocked, manmade, concrete drainage exists along the northern property line.



Regional access to the project site would be via U.S. 101, approximately 0.75-mile to the south, with local access provided via Lawrence Drive. The nearest transit stops are approximately 1,250 feet south on Lawrence Drive (VCTC “East County” Route 73<sup>1</sup>) and approximately 2,500 feet northeast on Corporate Center Drive (Thousand Oaks “Crosstown” Route 44<sup>2</sup>, and VCTC Route 73). A Class 2 bicycle lane is on Rancho Conejo Boulevard, but Lawrence Drive does not currently have bicycle lanes or sidewalks. The project site abuts open space managed by the Conejo Open Space Conservation Agency (COSCA), and the Rancho Conejo Park is the nearest public park at 1075 Lawrence Drive, approximately 1.4 miles from the project site.

### Past Actions

#### *Property Development*

The parcel is predominately undeveloped. The parcel was previously graded in the 1990s to create buildable pads. The project site is intermittently used by the City’s Public Works Department for construction staging and laydown.

On December 26, 2019, the Community Development Director approved a Development Permit (2019-70192-DP) for the construction of a new battery energy storage facility within an approximately 0.18-acre portion on the project site’s western edge.

#### *Legislative Actions*

On October 23, 2018, the City Council (Council) approved Resolution 2018-067 declaring that a shelter crisis exists in the City pursuant to Government Code §8698.2, authorizing the City's participation in the Homeless Emergency Aid Program, and affirming that in declaring this Shelter Crisis the City does not intend to suspend any zoning or General Plan requirements nor any other local standards beyond those required to be suspended pursuant to Government Code §8698.1(b).

In 2021, Council adopted a priority to identify and advance solutions for emergency sheltering and permanent supportive housing. The City and affordable housing partners worked to identify a property that would co-locate permanent supportive

---

<sup>1</sup>Bus service to/from Newbury Park, Moorpark, and Simi Valley.

<sup>2</sup> Bus service along Hillcrest Drive, Westlake Boulevard, and to/from the Thousand Oaks Transit Center.

housing with an emergency shelter component, but efforts to identify a feasible existing building suitable for conversion into a permanent supportive housing/emergency shelter faced significant challenges including limited available real estate options and unique location preferences.

On June 14, 2022, Council reaffirmed its intention “to identify additional homeless housing” as one of its top priorities, and to being an exploration of other options for emergency shelter sites. The modular home village model emerged as a financially-prudent, dignified, and flexible alternative to the existing building acquisition and conversion approach. After much discussion, the City-owned parcel at 1205 Lawrence Drive was identified to serve as the initial location for the City’s Navigation Center.

On September 27, 2022, Council authorized staff to issue a Request for Proposals/Qualifications (RFP/Q) for the construction and operation of a Navigation Center (emergency shelter) at 1205 Lawrence Drive, approved Resolution 2022-049 declaring the Lawrence Drive property as Exempt Surplus Land pursuant to the Surplus Lands Act, and authorized the Mayor to sign a letter to County of Ventura requesting financial assistance to support the associated capital and operating costs.

On December 6, 2022, Council unanimously selected DignityMoves, Hope the Mission, and Many Mansions to develop, lease, and operate a Navigation Center at 1205 Lawrence Drive and authorized the City Manager to initiate the preparation of an Exclusive Negotiating Agreement (ENA) between the City of Thousand Oaks and these three parties. The purpose of the ENA was to establish procedures and standards for negotiation between the ENA signatories and to facilitate the due diligence necessary to develop the project fully; however, the ENA does not guarantee a project would be developed.

On February 28, 2023, Council approved an ENA between the City of Thousand Oaks and DignityMoves, Hope the Mission, and Many Mansions for the development and operation of a Navigation Center at 1205 Lawrence Drive.

On April 25, 2023, Council approved a fee waiver for all City Planning, Building and Impact Fees, except for wastewater connection fees.

In August 2023, the City was awarded \$5.8 million from the State of California’s Encampment Resolution Grant for the Navigation Center. This grant award requires the City to expend no less than 50% of the funds by June 30, 2024.

### Application Process

On April 21, 2023, the applicant submitted the subject formal application which is listed in this report's "Request" section.

On August 31, 2023, a Notice of Application was posted on the subject property and mailed to all property owners and occupants within a 500-foot radius of the subject property.

On October 9, 2023, the Notice of Hearing was published, mailed and posted on the subject property.

### Project Description

The following project description reflects the intent of the service-enriched emergency shelter (more accurately described as a "Navigation Center") to be built, including the operational characteristics.

The intent of the Navigation Center is to build up to 50 transitional housing units and associated support facilities for crucial supportive services along with requisite landscape, hardscape, and grading in two phases (Phase I = 30 units and Phase II = 20 units) on approximately one-acre of the parcel.

The proposed Navigation Center will not be a drop-in shelter. Instead, persons experiencing homelessness will be selected on a referral basis from local service providers, various County agencies, and/or by law enforcement. Establishment of a Navigation Center within Thousand Oaks will serve the City in three important ways:

1. The center will provide immediate interim housing for residents experiencing homelessness;
2. Its onsite support and housing navigation services will assist each person in either preparing to return to stable traditional housing or transitioning into permanent supportive housing based on their unique individual circumstances and needs; and
3. It will enhance the City's enforcement capabilities to preserve public safety and environmental quality.

Based on the above characteristics, this project qualifies as a "low barrier navigation center" under Government Code Section 65660(b) as it provides a "Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing, and providing temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing."

The operator is expected to run the Navigation Center 24 hours a day, 365 days per year, use its best efforts to maintain occupancy of 70%, reduce the overall number of persons experiencing homelessness, connect 75% of occupants with stable housing or positive exits, and increase each occupant's income as appropriate.

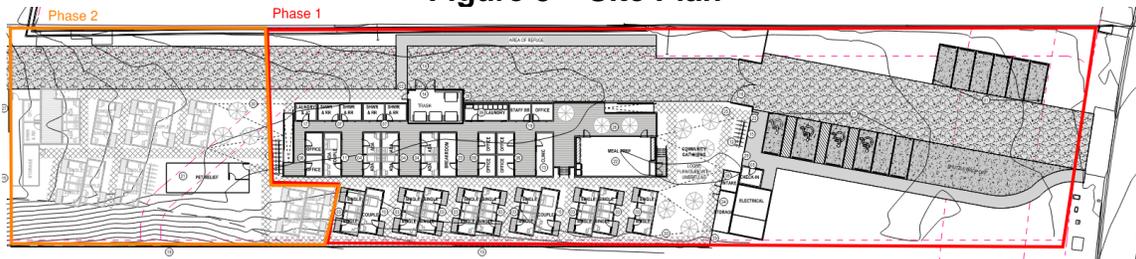
As the City is required to expend no less than 50% of the State of California's Encampment Resolution Grant for the Navigation Center by June 30, 2024, the City and applicant team have limited time to develop construction documents and start construction. While the project plans have been designed to implement the project's intent as described above, the project plans (Attachment #5) may be subject to some changes as the City and applicant team continue to evaluate operational needs and value-engineering cost savings to make the most of both the grant funding and public-private partnership. Since receiving the attached plans on September 19, 2023, staff has identified four modifications as reflected below in the Evaluation Site Modifications section of this staff report.

The attached Resolution includes an outline of operational requirements the Navigation Center will need to fulfill to satisfy minimum City, County and State requirements. The Commission is to consider the operational requirements; however, the final operational considerations are completely within the Council's purview, and the operational details would be included within a formal "Management, Operations, and Public Safety Policies and Procedures" to be approved by the Council.

Site Plan

The Navigation Center's initial phase anticipates the development of 27 units to accommodate 30 residents with a second phase to expand to 45 units to accommodate 50 residents (Figure 3).

**Figure 3 – Site Plan**



The Navigation Center is to include amenities, including, but not limited to:

1. Community gathering spaces,
2. Indoor kennels (within individual units),
3. Meal preparation facilities,
4. Restrooms, showers, and laundry facilities,
5. Medical/clinic offices,
6. Check-in facilities,
7. Staff offices and breakroom,
8. Storage enclosures,
9. Waste enclosure,
10. Security systems, gates, and fencing, and
11. Vehicle and bicycle parking.

The front of the site, nearest Lawrence Drive, is anticipated to have parking facilities for staff and service providers (i.e. shuttle services, visiting medical professionals, food delivery, police, etcetera), a check-in building and security/privacy fencing (Figure 4).

**Figure 4 – Main Entrance & Parking Lot Rendering**



Rendering 2, Attachment #5

Further into the site, indoor and outdoor community gathering areas are proposed. The indoor community gathering facility will include an area to receive food delivery and limited amounts of food preparation as a full kitchen is not proposed. Additionally, the indoor community gathering facility will include an area for dining

and gathering during inclement weather. Outdoor gathering areas will include chairs and tables with shade, and a pet relief area is also provided.

**Figure 5 – Community Gathering Area**



Rendering 3, Attachment #5

**Building Forms, Materials and Colors**

The proposed buildings are simple utilitarian modular structures built with durable materials (Figure 6). The individual units would be as small as 64 square feet each, providing a bed, desk, and a chair.

**Figure 6 – Example Elevation**



DignityMoves' Santa Barbara Facility

The larger indoor community gathering structure may be as large as 800 square and include an open floor plan to allow operational flexibility. All indoor facilities intended for habitation will be climate-controlled.

While simple in form, the architect has arranged the structures to create outdoor rooms. The buildings are to be constructed low to the ground to minimize the amount of grading and decking and to allow sunlight between and into the units.

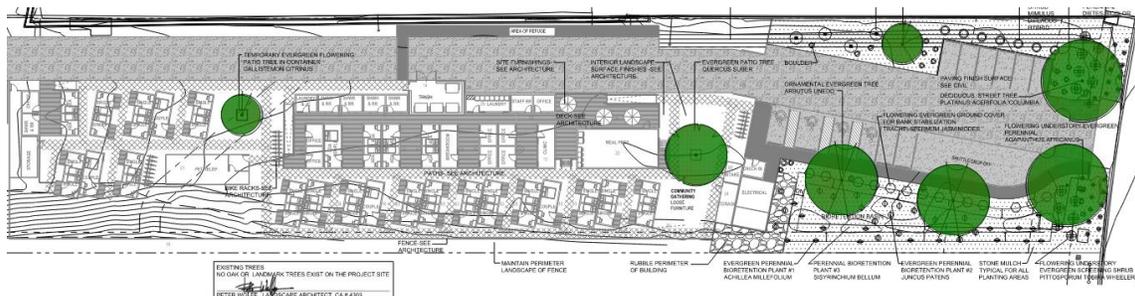
The Navigation Center's structures would have a unified color palette.

### Landscaping

There are no protected trees currently onsite.

A conceptual landscape plan has been submitted that demonstrates landscaping would be provided along the Lawrence Drive frontage, in the parking lot, and in outdoor gathering areas. Landscaping would also include a variety of trees, shrubs, perennials and species appropriate for stormwater systems (Figure 7). A Final Landscape Plan, consistent with the City's and Fire's regulations would be processed while the project's construction plans are being reviewed.

**Figure 7 – Conceptual Landscape Plan**



Conceptual Landscape Sheet L1.01, Attachment #5

### Lighting

A combination of wall-mounted, string lights, and emergency light fixtures would be installed throughout the Navigation Center to provide lighting in the outdoor areas and at entrances. The lighting fixtures are intended to provide ample light for residents and for safety, but the lighting is not intended to spill over property

lines. Aside from the string lights, all lighting would be shielded and directed downwards.

### Access and Parking

Access to the site would continue to be provided from the Lawrence Drive on the east side of the property. The drive aisle will also provide access to the rear portions of the parcel for the energy storage facility and other uses coordinated by the City's Department of Public Works. Additionally, the access would be constructed in compliance with the Fire Department's access and load requirements.

A minimum of 14 vehicle parking spaces would be provided consistent with City's emergency shelter requirements. Bicycle racks to accommodate 16 bicycles in phase one and 24 bicycles in phase two are proposed.

### Grading

The project site is comprised of a previously graded area with a slope of approximately 1.6%. Grading would be necessary for infrastructure improvements. The exact grading cut and fill quantities are not yet known; however, the grading is expected to substantially retain the existing topography. All excavations required for underground components of the project would be backfilled and properly compacted.

### Drainage

The proposed project is anticipated to have less than 10,000 square feet of impervious surface area and will require minimal drainage improvements, such as upgraded filtration, to be consistent with the City's stormwater regulations. Drainage patterns are expected to be similar to the existing conditions.

### Construction

Implementation of the project would occur over the course of approximately 5 months. Building activities are anticipated to begin as soon as possible with an anticipated opening in 2024.

*Navigation Center Operations*

Executive Operations Summary

The City and County have selected DignityMoves<sup>1</sup>, Hope the Mission (HTM)<sup>2</sup>, and Many Mansions<sup>3</sup> to develop and operate the Navigation Center. Collectively, DignityMoves, HTM, and Many Mansions have demonstrated expertise and experience designing, constructing, and operating interim housing and the capacity to successfully complete the project in a timely manner. DignityMoves will serve as a developer of the site. Many Mansions will lease the site from the City and serve as primary operator of the Navigation Center. HTM will serve a critical component in the operation of the Navigation Center as the primary service provider to the occupants (or “participants”). Many Mansions and HTM are collectively referred to as the “Operator”.

The Navigation Center is a temporary emergency shelter which provides 24-hour, year-round wraparound services, including housing navigation and case management services for homeless individuals in up to 50 units with a primary objective to exit participants to long-term permanent housing as soon as possible.

Upon entering the Navigation Center, each participant would be assigned to a Housing Navigator and Case Manager. Participants will receive individualized support intended to lead to housing stability. The timing of each individual’s journey will be different depending on their circumstances. Progress and engagement towards housing goals must be regularly documented and reviewed for the participant to be eligible for an extension. On average, the Ventura County Continuum of Care’s (VC CoC) success rate in moving participants into permanent housing is 180 days due to the limited number of available permanent and permanent supportive housing units.

---

<sup>1</sup> DignityMoves, a 501(c)(3) nonprofit organization, has over 150 years of combined experience in finance, technology, nonprofit fundraising, and construction development. DignityMoves’ experience includes board of director and executive level management of interim housing projects, large-scale residential housing, mixed-use development, and human services related explicitly to homelessness, street-based outreach, street medicine, encampment resolution, interim housing development, shelter operations, mental health, and substance abuse treatment services. Since 2021, DignityMoves has developed three interim housing projects comprised of 165 units serving 225 chronically homeless individuals and has 141 units in the planning approval process.

<sup>2</sup> Hope the Mission is an independent 501(c)(3) faith-based nonprofit organization. HOTV has extensive experience operating tiny home villages, and through its partnership with the City of Los Angeles, operates the first tiny home village ever built in Los Angeles County, which is also the largest tiny home village in the country. With nearly 900 beds in the tiny home villages, Hope of the Valley Rescue Mission continuously works towards operationalizing an innovative, effective program model.

<sup>3</sup> Many Mansions has served the City of Thousand Oaks since 1979. As a 501(c)(3) affordable housing nonprofit, Many Mansions is Thousand Oaks’ and Ventura County’s leading developer and operator of permanent supportive housing. Over 1,400 residents live at one of 18 affordable housing communities developed and managed by Many Mansions.

The Navigation Center will provide site supervision, meals, supportive services and expected maintenance needs. The goal is to provide as many services as possible on-site, directly to participants.

Participants are to be taken in on a referral basis from the County's Continuum of Care or the Sheriff's Department. A priority will be given for Thousand Oaks based residents. Walk-in participants will not be accepted.

The Navigation Center has a bed reservation policy that requires participants to follow specific procedures to ensure their bed is reserved for the night. There will be limitations placed upon participants' arriving and departing from the Navigation Center. Participants will be required to work with shelter staff on coordinating transportation to any offsite appointments, employment, and other personal business. Alcohol and drug consumption or possession is not allowed within the Navigation Center.

A minimum of one staff member is required per 15 participants. The Operator is required to have 24-hour security measures including, but not limited to: fencing, cameras, security patrol of the facility, the implementation of a Good Neighbor Policy which sets forth minimum guidelines aimed at supporting an amicable relationship between the Navigation Center and the surrounding community.

#### Housing First Model

As required by State grant funding, HTM follows a Housing First Model to quickly move individuals through the housing continuum. HTM staff are trained in the Housing First Model, low barrier principles and other evidence-based practices such as motivational interviewing to engage participants in their housing goals and encourage them to access the needed services to meet their goals. HTM prioritizes placement in permanent housing and utilizes case management and housing navigation services to prepare individuals for housing, identify appropriate permanent housing, and ensure that participants have the resources to retain permanent housing.

#### Low Barrier Principles

Low Barrier Principles allow participants to access and receive services without having to meet an extensive number of requirements. HTM efforts to incorporate Low Barrier Principles in their services include:

1. Accepting all referrals, if possible,
2. Accepting all participants who meet eligibility requirements and not imposing additional expectations on the participants,
3. Assuring participants are document-ready,
4. Connecting participants to Housing Navigation Services,
5. Working with participants on Housing & Services Plans,
6. Tailoring services that focus on securing permanent housing,
7. Providing warm-hand offs to other providers, and
8. Developing a network of landlords and property management companies that are willing to rent to their participants.

HTM also connects individuals to services that will provide financial assistance resources to support in securing housing or provide interventions that will assist in quickly self-resolving a housing crisis.

#### Harm Reduction Policy

HTM implements a Harm Reduction Policy to ensure that staff are engaging in non-judgmental communication with participants who use alcohol and/or other substances. HTM staff are trained to:

1. Offer support to participants' understanding of potential risks associated with substance use, and
2. Work towards reducing any dangerous behaviors.

HTM does not allow any alcohol or illegal substances on the site. HTM provides appropriate resources to participants who use substances and encourage them to access services.

#### Trauma-Informed Care

Trauma-Informed Care (TIC) is also an important component of the service delivery model. HTM recognizes that a majority of individuals experiencing homelessness have experienced some level of trauma as a result of their homelessness or other life experiences. HTM staff receives ongoing training on TIC to:

1. Understand trauma,
2. Recognize the impact it has on an individual,
3. Appropriately respond to behavioral reactions as a result of trauma, and
4. Prevent re-traumatization.

HTM implements TIC in their practices by creating a physically and psychologically safe environment where individuals can feel comfortable and encouraged to seek support to process their trauma. HTM staff are trained in:

1. Motivational interviewing to engage participants in services,
2. Assess individuals through a sensitivity lens,
3. Connect individuals to services that will help them process and heal from trauma, and
4. Empower their participants.

HTM staff meet individuals where they are, and participants guide their case plans and choose the services they are willing to access.

### Cultural Competency

Cultural Competency is a vital component in the HTM methodology to ensure authentic relationships are built between staff and participants. HTM provides ongoing training to ensure staff are aware of the importance of cultural competency and provides annual training for ongoing focus. HTM takes a holistic approach to full rehabilitation based on the emotional, physical, relational, occupational, spiritual, and financial needs of their participants. HTM services are grounded in a deep respect for the dignity inherent in every human being. HTM provides access to services in different languages, employs staff that speak additional languages aside from English, and provides access to translation services if needed.

### Program Eligibility

Qualifications for participation require that incoming individuals are chronically or recently homeless and at least 18 years of age. Program participants must be able to complete their Activities of Daily Living. HTM will ensure that all participants in the program meet the eligibility requirements set forth in the service agreement and will ensure continuous assessment of eligibility. Individuals who are registered sex offenders or have an active felony warrant are not eligible. HTM is well experienced in assessing and verifying homelessness status, income status, and level of need to ensure the appropriate participants enter the program and needs are always met.

## Referrals Process

HTM will be integrated into the Coordinated Entry System (CES) and will receive referrals based on the current expectations set forth by Ventura County's Continuum of Care. HTM expects for all participants to be referred to the program and will operationalize policies and procedures to ensure alignment with current best practices in the area. In addition, HTM will partner with the City of Thousand Oaks to ensure that the City, local partners, and law enforcement needs are being supported and met while abiding by the CES expectations.

## Program Intake

Individuals experiencing homelessness that have been matched to the program site will undergo a program intake. Program intakes will be completed throughout the week and on weekends to ensure the site is always at full capacity.

Upon entry, participants will be searched by a security guard for weapons, drugs/alcohol, and/or any other banned substances/belongings. New participants will meet with a Housing Focused Case Manager (HFCM) to complete an intake packet, enter their information into the Ventura County Homeless Management Information System (HMIS), and conduct a needs assessment. During intake, the participant is assigned a unit, and given a tour of the site.

## Housing and Services Plan (HSP)

Program participants are expected to meet with their assigned HFCM during their first week in the program and create an HSP, specific to each individual, that identifies the participant's strengths and summarizes their housing goals for permanent housing. This can include accessing needed services, obtaining vital documentation, employment goals, and life skills needed to be self-sufficient.

HFCMs meet with their participants on a weekly basis to monitor status, adjust goals, ensure progress, and/or re-evaluate participant needs and eligibility for housing-specific programs.

## Program Exit

HTM will work in connecting participants to needed housing resources to minimize the length of stay for the participants.

HFCMs are expected to help their clients in achieving permanent housing. HFCMs work with their clients to problem solve and identify any viable option of housing, which can include family reunification, relocation, or connecting participants to rapid rehousing or permanent supportive housing.

At times, program participants may be exited from the program due to safety concerns. HFCMs will do everything they can to find alternative housing options that meet the needs of the participant. HFCMs are expected to document in detail the reason for exit in HMIS to adhere to the established HMIS expectations. This will also include an exit form to document exit details.

## Safety Concerns

In instances where a program participant poses a risk to the safety of themselves and/or others, a trauma-informed approach will be taken to de-escalate, plan for safety and identify how to move forward.

Threats and/or acts of violence will not be tolerated under any circumstances, and any participant engaging in such behavior may be exited. Depending on the severity of the case a possible behavior plan can be completed to mitigate concerns and maintain the participant in the program. In more severe incidents, a participant will be informed of the reason for termination and complete a reinstatement plan for future use to track concerns and work towards positive change (Safe Behaviors).

HTM has established protocols for packing participant's belongings in instances that participants are not present. Participant's personal belongings are held for 30 days before they are disposed.

## Site Management and Oversight

HTM staff includes:

1. Program Manager
2. Housing Focused Case Managers
3. Client Service Monitors
4. HTM will outsource security personnel to increase site supervision and safety, security will always be on site.

The site will operate 24 hours a day, year-round including all expected holidays.

Meals will be provided three times each day. At minimum, two hot meals will be provided.

HTM will work with participants to coordinate transportation to all appointments associated with improving the likelihood of permanent housing placements, this includes medical, dental, and vision appointments, support with obtaining vital documents, and unit viewings.

Client Service Monitors will be on site at all times and will monitor participant wellness and safety. They will provide crisis intervention and de-escalation when a participant needs support, serve meals, support with hygiene needs, and complete the janitorial duties. Attendance is taken each night so HTM is aware of when a participant is missing and to track bed utilization.

HTM's Operations Department provides for maintenance needs and supplies. The site will be serviced with monthly pest services, first aid kit refills, and vehicle maintenance to ensure a healthy work environment.

In an emergency, HFCMs will utilize local law enforcement and/or the Fire Department to ensure safety for all. This may include administering First Aid, CPR or NARCAN to ensure proper care of residents.

HTM Development Department collaborates with the site manager to schedule volunteer opportunities. Volunteer groups provide support with movie night, distributing meals, the assembly of first aid kits, etc. HTM will partner with Many Mansions to ensure all volunteer opportunities are utilized and donations are provided to participants.

#### Case Management, Housing Navigation Connection of Existing Services

HTM HFCMs provide housing-focused case management to clients. This approach is centered on the shared ultimate goals of finding permanent housing and becoming stable in their home. This is completed by building individualized relationships with participants that can help participants communicate their current barriers to obtaining housing. This allows the HFCMs to provide needed services directly, link participants to appropriate community resources, and submit referrals to outside services on behalf of the participant that can increase the participant's likelihood of obtaining permanent housing.

Case Management is provided on, at least, a weekly basis to ensure a participant's needs are being met through services offered on-site or through partnerships with local service providers. This can include, but is not limited to:

1. Physical Health Care
2. Mental Health Care
3. Employment Services
4. Mainstream Benefits
5. Substance Use Treatment
6. Education
7. Life Skills
8. Legal Services
9. Financial Literacy
10. Tenancy Rights and Responsibilities

HTM has established relationships with other agencies to be able to link and submit referrals for the above-listed needs.

A vital part of housing a participant is the housing search and placement component commonly known as housing navigation. HFCMs integrate this into their case management. This includes the following:

1. Unit Acquisition
2. Unit Viewing
3. Rental application support
4. Landlord Negotiations
5. Lease Review
6. Move-in Support

HFCMs partner with their participants in finding the ideal rental unit that meets their needs, this can include ADA needs, pet needs, location, size, and, most commonly, price. HFCMs support participants with unit viewings and completing rental applications to ensure they are completed correctly and in a timely manner. Landlord negotiations are a vital part of the work. This is usually conducted directly with the landlord or management service company to ensure both the landlord's needs and the participant's needs are met. HFCMs work towards negotiating utilities and rent amounts and breaking barriers that may disqualify the participant as a tenant. A major factor of landlord negotiations is introducing the landlord to the potential resources a participant may be utilizing and the benefits they provide. Resources may include short-term rental assistance programs, emergency housing vouchers, and long-term rental assistance, and permanent supportive housing.

Many Mansions is an experienced owner and operator of affordable housing in Thousand Oaks and will be the long-term ground lessee with operational responsibilities. Many Mansions will ensure that all codes, laws, and regulatory requirements from the City and any other funding sources are adhered to. In addition, as a local nonprofit, Many Mansions will be responsive to the neighbors, the City, and the entire community.

#### System Level Partnership and Collaboration

The proposed Navigation Center would utilize local and regional resources, including local nonprofits, faith-based organizations, and service providers. HTM would use the CES for referrals for housing. Participants would also come from the Ventura County Sheriff's Department, Lutheran Social Services, Harbor Housing, Interface, the Samaritan Center, the Ventura County Human Services Agency, Senior Concerns, Gold Coast Veterans, and other social service agencies.

Support for the operations would also come from local and community involvement. HTM would utilize the existing interfaith network, especially those already involved in the Nightly Feeding Program and the former overnight Winter Shelter, to assist the participants with food, clothing, transportation, on site programs, in-kind donations, and other support. The local food banks (Manna, Foodshare, and Food Forward) would assist with food and meals. To the extent volunteers are used in the operations and programs, HTM would draw upon this network.

Placement of the participants into permanent supportive housing would also involve local affordable housing developers, housing authorities, and private property owners. Organizations such as Many Mansions, Cabrillo Economic Development Corporation, Peoples' Self-Help Housing, the Housing Authority of Ventura County, the Housing Authority of Oxnard, the Housing Authority of San Buenaventura, the United Way (Landlord-Engagement Program), and others would be used for such permanent placement into affordable and supportive housing.

**EVALUATION:**

*Consistency with the General Plan*

The General Plan land use designation for the subject property is Institutional which encourages coordinating planning goals with those of other governmental entities having jurisdiction in the Conejo Valley. The Project Site is located within the Rancho Conejo Specific Plan (SP-7) area, and SP-7 directs for projects on this property to be reviewed for consistency with the Industrial Park (M-1) zone standards. The M-1 zone allows for an Emergency Shelter subject to approval of a Special Use Permit. The Navigation Center project is consistent with the General Plan as the development and operation of the Navigation Center provides housing navigation services coordinated with a coalition of government agencies to assist homeless persons to return to stable traditional housing or transitioning into permanent supportive housing and to enhance the City's enforcement capabilities to preserve public safety and environmental quality.

Additionally, the Navigation Center project is consistent with the General Plan's Social Policy "The City shall serve as a catalyst to encourage the provision of necessary social services within the community" and broad residential policy to "Strive to provide a balanced range of adequate housing for Thousand Oaks Planning Area residents in a variety of locations for all individuals regardless of age, income, ethnic background, marital status, physical or developmental disability" as the proposed Navigation Center use provides immediate interim housing for residents experiencing homelessness and provides case management and housing navigation services to prepare individuals for housing, identify appropriate permanent housing, and ensure that individuals have the resources to retain housing.

*Consistency with the Zoning*

The project, as designed, was reviewed for consistency with the TOMC development standards including, but not limited to, setbacks, building coverage, height, landscaping, parking, and the Emergency Shelter development and operational standards (Section 9-4.2525). Tables 1 and 2 provides a summary of these development standards and the Project's compliance with these requirements.

**Table 1: Project Compliance with M-1 Development Standards**

| <b>Development Standard</b>                                   | <b>Required</b>   | <b>Proposed</b>   | <b>Complies</b> |
|---|---|---|-----------------|
| <b>Front Setback</b>  | 100 feet from the centerline of Lawrence Drive.   | Front = 100+ feet from the centerline of Lawrence Drive.  | Yes.            |
| <b>Side Setback</b>   | None, except 10 feet when abutting R or C zones, and 20 feet minimum from all property lines if the building exceeds 25 feet.   | Side (north) = ~30+ feet from the property line.<br><br>Side (south) = ~10+ feet from the property line.  | Yes.            |
| <b>Rear Setback</b>   | None, except 10 feet when abutting R or C zones, and 20 feet minimum from all property lines if the building exceeds 25 feet.   | ~430+ feet from the property line.  | Yes.            |
| <b>Building and Structure Coverage</b>                        | 50% maximum building and structure coverage.  | Less than 50% building and structure coverage.  | Yes.            |
| <b>Height, Maximum (ft.)</b>                                  | 35 to top of parapet.   | ~8-10 feet.   | Yes.            |
| <b>Landscaping Quantity within Parking and Driveway Areas</b> | A 10-foot-wide landscape strip shall be provided along the property lines adjacent to any public or private street or alley.<br><br>A 4-foot-wide landscape strip shall be provided along the interior property lines.<br><br>10% percent of any open parking and driveway areas shall be landscaped. This shall be in addition to landscape requirements for setback areas, perimeter property line landscaping and landscape planters located adjacent to structures. | A landscape strip ~10+ feet is provided along Lawrence Drive.<br><br>A landscape strip ~4+ feet is provided along the interior property lines.<br><br>A 4-foot-wide landscape strip is provided along the eastern property line.<br><br>10+% percent of the open parking and driveway areas outside the required setback areas will be landscaped. This will be verified during plan check. | Yes.            |

As seen above in Table 1, the project is compliant with all development standards of the M-1 zone.

**Table 2: Project Compliance with Emergency Shelter Development and Operational Standards**

| <b>Development Standard</b>        | <b>Required</b>   | <b>Proposed</b>  | <b>Complies</b>   |
|------------------------------------|---|--|---|
| <b>Vehicle Parking</b>             | <p>One off-street automobile parking space shall be provided per staff person during the largest shift, plus 1/5 of a parking space for each resident.</p> <p>14 parking spaces are required for a 50-resident project:</p> <p>Requirements:</p> <ul style="list-style-type: none"> <li>Resident = <math>50 \times 1/5 = 10</math></li> <li>Staff = 1 staff for each 15 residents = 3.33 rounded up to 4</li> </ul> | 12 parking stalls are proposed.  | Yes, the project is conditioned to provide a minimum of 14 parking spaces.  |
| <b>Bicycle Parking</b>             | Bicycle racks shall be provided.  | Racks to accommodate 16 bikes for phase one and 24 bikes for phase two are included. | Yes.  |
| <b>Client Intake Area</b>          | A client intake area shall be provided at the building entrance and shall include a service counter and a reception area with seating and work space.   | A client intake area is provided.  | Yes, the project is conditioned to provide a floor plan that includes a service counter, reception area and work space. |
| <b>Emergency Shelter Proximity</b> | No emergency shelter shall be located less than three hundred (300') feet from another emergency shelter.   | No emergency shelter is located within 300 feet.                                     | Yes.  |
| <b>Onsite Management</b>           | Each emergency shelter shall provide on-site management at all times while the shelter remains open, consisting of a minimum of one staff person per 15 clients.  | Staffing is proposed to consist of a minimum of one staff person per 15 clients.     | Yes, the project is conditioned to provide this level of staffing.  |

**Navigation Center (SUP) 2023-70013**

**October 23, 2023**

**Page 25**

| <b>Development Standard</b>    | <b>Required</b>  | <b>Proposed</b>  | <b>Complies</b>  |
|--------------------------------|--|--|--|
| <b>Staff Training</b>          | Shelter staff shall receive training in emergency evacuation procedures, shelter operating procedures, first-aid and non-violent crisis intervention.      | Hope the Mission provides these trainings to their staff.  | Yes, the project is conditioned to provide this training.                    |
| <b>Sanitation</b>              | Shelter clients shall be provided with clean sanitary beds and sanitation facilities, including toilets, showers, bedding, soap, towels and toilet tissue. | Sanitation facilities and services are to be provided by the operator.   | Yes, the project is conditioned to provide these facilities and services.    |
| <b>Laundry Facilities</b>      | Laundry facilities shall be provided for clients to wash their clothes or shelter staff shall help clients make arrangements for laundry services.         | Laundry facilities are to be provided by the operator.   | Yes, the project is conditioned to provide these facilities.                 |
| <b>Services</b>                | According to their needs, clients shall be referred to appropriate medical, psychiatric, housing, educational, social and nutritional services.            | These services are to be provided by or coordinated through the operator.                                      | Yes, the project is conditioned to provide these services.                   |
| <b>Client Inability to Pay</b> | No individual shall be denied shelter because of an inability to pay.  | No individual who is referred to the Navigation Center shall be denied shelter because of an inability to pay. | Yes, the project is conditioned to abide by this standard.                   |
| <b>Shelter Rules Posted</b>    | Shelter rules shall be posted and made known to all clients.   | Shelter rules shall be posted. Clients will go over the rules at intake.                                       | Yes, the project is conditioned to post the rules and review them at intake. |
| <b>Shelter Rules Enforced</b>  | Management shall establish and enforce rules prohibiting the use of alcohol, illegal use of controlled substances, violent or illegal behavior.            | The operator has established these rules.  | Yes, the project is conditioned to enforce these rules.                      |

**Navigation Center (SUP) 2023-70013**

**October 23, 2023**

**Page 26**

| <b>Development Standard</b> | <b>Required</b>  | <b>Proposed</b>  | <b>Complies</b>   |
|-----------------------------|--|--|---|
| <b>Attendance Log</b>       | Management shall maintain an attendance log to document the demographic characteristics of the clients served and provide an annual report to the City describing the demographics of shelter users and the services provided. | An attendance log shall be maintained.   | Yes, the project is conditioned to maintain an attendance log.                          |
| <b>Litter</b>               | Management shall promptly remove any litter in the vicinity attributable to use of the shelter.  | The operator is to promptly remove litter.   | Yes, the project is conditioned to promptly remove litter.                              |
| <b>Outdoor Storage</b>      | No items, including, but not limited to, possessions brought to the shelter by clients, shall be stored outdoors.  | Storage is proposed in an enclosure.   | Yes, the project is conditioned to provide storage facilities.                          |
| <b>Length of Stay</b>       | The length of stay for any shelter resident shall not exceed 6 months.   | The operator is to operate consistent with the TOMC's time limitations.  | Yes, the project is conditioned to operate consistent with the TOMC's time limitations. |
| <b>Indoor Kennels</b>       | No pets shall be allowed in the shelter unless separate indoor kennel facilities are provided for pets.  | Animal crates will be placed in individual units. The units will have both heating and air conditioning systems. | Yes.  |
| <b>Outdoor Smoking Area</b> | Each shelter shall provide an outdoor smoking area(s) on the premises.   | An outdoor smoking area is to be provided.   | Yes, the project is conditioned to provide an outdoor smoking area.                     |

| Development Standard     | Required   | Proposed   | Complies  |
|--------------------------|--|--|---|
| <b>Security Measures</b> | Each shelter shall provide the following basic security measures: <ol style="list-style-type: none"> <li>1. Entrances and exits shall be clearly marked and well-lighted.</li> <li>2. Adequate external and internal security lighting shall be provided.</li> <li>3. Individual lockers shall be provided to allow clients to secure their private possessions while using the shelter.</li> <li>4. Separate sleeping areas shall be provided for men, women and families.</li> <li>5. Separate bathing facilities shall be provided for men and women.</li> <li>6. No person shall be allowed to camp on the premises or sleep on the premises outside of the shelter building.</li> </ol> | The operator's plan is consistent with each of these standards and a Good Neighbor Policy. | Yes, the project is conditioned to comply with these security measures. |

As seen above in Table 2, the project, as proposed and conditioned, is compliant with all Emergency Shelter development standards. For more details on the project's compliance with these standards, see the Navigation Center Operational Standards Conditions of Approval #21-25 within the Resolution (Attachment #4).

*Site Plan Modifications*

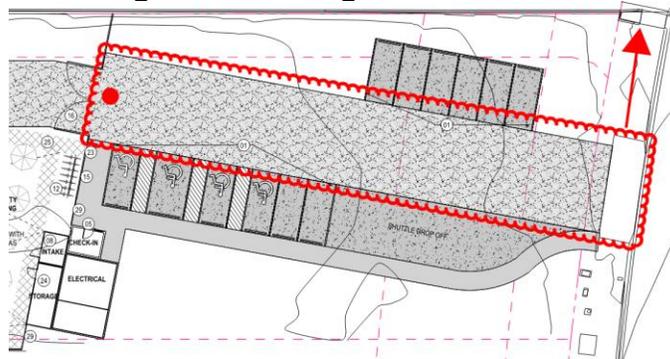
Staff has identified four potential site plan modifications that are being studied by the applicant team, and the attached Resolution includes options for the applicant to make these modifications. The Modifications may allow for up to 50 units to be provided within the Project area.

Possible Modification One: Realigned Drive Aisle

As shown below in Figure 6, realign the drive aisle towards the northern property line with an intent to create additional developable area towards the front of the site. The red circle indicates a fixed location where the drive aisle would pivot and

the arrow shows the location the drive would move. This realignment would result in a straight drive aisle, relocated parking, and a rectangular area that could be large enough to relocate significant portions of the Navigation Center's buildings closer to the street.

**Figure 6 – Realigned Drive Aisle**



Sheet A1.01, Attachment #5

Possible Modification Two: Locate Facilities Nearer to Lawrence Drive

As shown below in Figure 7, locating the Navigation Center facilities towards the front of the property up to the front setback line (the red line) would result in the Navigation Center's entry being in alignment with the properties to the north and south of the Navigation Center and having a better relationship with the street. Additionally, relocating the structures could significantly reduce infrastructure costs associated with bringing utilities onto the property.

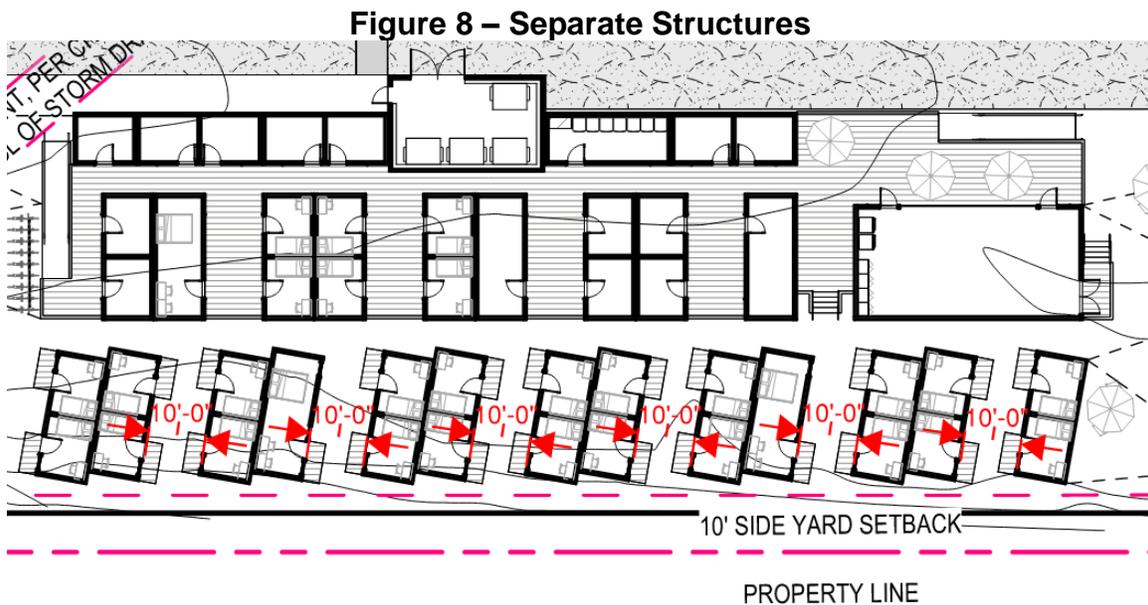
**Figure 7 – Facilities Nearer to Lawrence Drive**



Source: GIS 2023 & A1.01, Attachment #5

Possible Modification Three: Separate Structures

As shown below in Figure 8, the Navigation Center units are located 10 feet apart from one another on their entry side and abut one another on their back side. While this layout creates small gathering areas between the units, it also requires the Navigation Center to construct buildings to higher Fire Code and Building Code standards at a higher cost. If the units were separated to a minimum of 5 feet apart from one another, they could still be safely constructed but at a lower cost. The residential units could be separated without enlarging the Navigation Center’s area if the front and rear of the units were separated by 5 feet on both the entry and rear sides.



Source: GIS 2023 & A1.01, Attachment #5

Possible Modification Four: Remove Duplicative Support Facilities and/or Infrastructure

The operator has indicated they may be able to deliver on their operational goals with fewer structures. For instance, the operator indicated they may be able to remove one or more staff offices. Each structure removed would result in lower project costs and provide additional outdoor community gathering spaces.

*Building Architecture*

The project's architectural design is not a defined style (Figures 4, 5, & 6); however, the utilitarian architectural design of the building blends in with the industrial vernacular of the Rancho Conejo area. The simple forms and the open interior spaces of the communal facilities provides for maximum flexibility for operational needs. The project was reviewed for and found to be consistent with the City's Guidelines for Residential, Industrial and Institutional Projects (Resolution 2006-108).

*Landscape Architecture*

No landmark trees occur on-site. The Navigation Center's proposed location is mostly devoid of landscaping. However, a conceptual landscape plan has been submitted that demonstrates landscaping would be provided along the Lawrence Drive frontage, in the parking lot, and in outdoor gathering areas. Landscaping would also include a variety of trees, shrubs, perennials and species appropriate for stormwater systems (Figure 7). A Final Landscape Plan, consistent with the City's and Fire's regulations would be processed while the project's construction plans are being reviewed.

*Compatibility with Surrounding Uses*

Staff finds the utilitarian architectural design of the building blends in with the industrial vernacular of the Rancho Conejo area. The one-story project would fit within the existing urbanized area which consists of industrial buildings with one- to three-story massing within the immediate vicinity.

The project is consistent with the City's Commercial Architectural Design Guidelines and Standards (Resolution 2006-108) by using unified design elements throughout the development. The proposed project includes community gathering areas that would create a sense of place that is unified, attractive, and provides a place of belonging as participants proceed on their journey to permanent housing. As such, the project meets the intent of the aesthetic character/quality for the site per the City's General Plan policies and Municipal Code regulations governing scenic quality.

Staff has conducted community outreach for the project and has heard general questions about the Navigation Center use, potential concerns regarding unintended deleterious effects stemming from the operation of the Navigation Center, security concerns related to the homeless rejected from the facility or not eligible for entry staying around in the area, coordination regarding non-compliant patrons, and proximity to a cannabis dispensary.

To address these concerns staff developed a series of conditions of approval with the operator to proactively address potential issues before they begin. Specifically, a “Good Neighbor Policy” condition has been included to require neighborhood patrols of the project vicinity, by the Navigation Center staff. The intent is to proactively work together with the community stakeholders to build community trust and strengthen the dialogue between residents, businesses, and service providers.

The conditions of approval, also, include a “Management, Operations, and Public Safety Policies and Procedures” manual that shall include policies and procedures that go beyond the explicit standards contained in the Thousand Oaks Municipal Code, VC CoC standards, and federal Housing and Urban Development (HUD) requirements. The Policies and Procedures are also to align with and, while simultaneously considering the City’s unique conditions and needs with respect to the City of Thousand Oaks’ unhoused population. The operational plan will be an evolving document, with the ability for the City to review and request revisions to the plan should they be needed.

Staff finds, with implementation of the conditions of approval, the Navigation Center use:

1. Will not be detrimental to the public health, safety, or general welfare as the project does not involve the use of substances that may become obnoxious, dangerous, offensive, or injurious to the public health, safety, or welfare;
2. Will be limited within the confines of the Navigation Center boundaries; and
3. Has been reviewed by other City departments and agencies which provided appropriate conditions of approval to ensure conformance with applicable laws, regulations, and policies.

### Access and Traffic

The project is to utilize an existing drive aisle, re-engineered to comply with standards from both the Public Works Department and Fire Department.

The City’s Traffic Division analyzed the project and provided a Traffic Impact/Trip Generation Analysis Memorandum and found the proposed Project would generate a net increase of 11 PM peak-hour trips. The Project meets the City’s trip generation screening criterion because it generates less than 100 PM peak-hour trips; therefore, the Project does not require a Project-specific VMT analysis.

### Grading

Grading would be necessary for infrastructure improvements. The exact grading cut and fill quantities are not yet known; however, the grading is expected to substantially retain the existing topography. All excavations required for underground components of the project would be backfilled and properly compacted. If approved, the applicant will be required to provide a haul route to the Public Works Department for review and approval prior to commencing grading activities pursuant to the conditions of approval. Additionally, the TOMC limits construction hours between the hours of 7:00 a.m. and 7:00 p.m., Monday through Saturday with no work allowed on Sunday, so no grading activities or truck trips are permitted to occur outside these hours.

### Solid Waste Collection

The project includes a new waste enclosure as part of the Navigation Center. The applicant has received preliminary approval from the solid waste management company and Public Works Department for the waste enclosure design and placement of the containers and bulky item pick-up area.

### **ENVIRONMENTAL REVIEW:**

The project has been reviewed in conformance with the provisions of the California Environmental Quality Act. The project qualifies for Class 32 (Section 15332) Categorical Exemptions under the California Environmental Quality Act. Class 32 consists of in-fill projects within city limits on a project site of no more than 5 acres that is substantially surrounded by urban uses, has no value as habitat for endangered, rare or threatened species, would not result in any significant effects relating to traffic, noise, air quality, or water quality and can be adequately served by all required utilities and public services. Furthermore, it has been determined that none of the six exceptions to the use of a Categorical Exemption applies to this project (CEQA Guidelines Section 15300.2). The project is also Statutorily Exempt under Government Code Section 65660(b) (Low Barrier Navigation Centers Use By Right).

### **COMMUNITY ENGAGEMENT**

Since the September 27, 2022, staff has participated in various community engagement efforts to further engage and educate the community on the proposed navigation center. These efforts included:

1. Recording a podcast on the City's efforts to address homelessness with the Acorn Newspapers;
2. Attending the Rancho Conejo Homeowner Association Meeting and answering questions from the residents;
3. Hosting a community webinar "Addressing the Needs of the Unhoused in Thousand Oaks" with a panel of industry experts;
4. Presenting to the Council on Aging;
5. Presenting to the Youth Commission;
6. Social media engagement on Twitter, Facebook, and Instagram;
7. Meeting with a broker representing several businesses and a property owner of several properties in the Rancho Conejo industrial area.

### **PUBLIC CORRESPONDENCE**

Following the mailing and posting of the Notice of Application on August 31, 2023, staff received and responded to several phone calls about the Navigation Center use, potential concerns regarding unintended deleterious effects of stemming from the operation of the Navigation Center, security concerns related to the homeless rejected from the facility or not eligible for entry staying around in the area, coordination regarding non-compliant patrons, and proximity to a cannabis dispensary.

Following the publication of the Notice of Hearing on October 9, 2023, as of the publication of this staff report, staff has not received any phones or written correspondence regarding this project. Should any correspondence be received after the publication of the report, it will be provided to the Commission via a supplemental packet.

### **CONCLUSION:**

The proposed project has been designed to meet the intent of the City's General Plan, standards, codes, and policies. The proposed building design and site layout integrates well with surrounding development and has a cohesive architectural and landscape design which provides a financially-prudent, dignified, and flexible approach to providing an emergency shelter. Based on the analysis and findings contained in this report, staff recommends approval of this project, subject to the conditions of approval in the attached Resolution (Attachment #4).

**PREPARED BY:** Scott Kolwitz, Senior Planner

**Navigation Center (SUP) 2023-70013**  
**October 23, 2023**  
**Page 34**

Attachments:

- Attachment #1 – Vicinity Map
- Attachment #2 – Location Map
- Attachment #3 – Aerial Photo
- Attachment #4 – Resolution for SUP-2023-70013
- Attachment #5 – Project Plans, dated September 19, 2023

cdd:420-78/sk/H:COMMON/Planning Commission/Agenda Packet/2023/2023-10-23/Navigation Center/07A Navigation Ctr  
SUP-2023-70013 Staff Report/pz (FILE ID: SUP-2023-70013)