



Agency Rpt

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APPROVED
SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY
CITY OF SACRAMENTO **APPROVED**
BY THE CITY COUNCIL

MAY 31 1983

MAY 31 1983

OFFICE OF THE
CITY CLERK

CITY MANAGER'S OFFICE

RECEIVED

APR 27 1983

TO: Redevelopment Agency of the **FILED**
City of Sacramento
Sacramento City Council
Sacramento, California
SACRAMENTO REDEVELOPMENT AGENCY
CITY OF SACRAMENTO

Cont 40
5-31-83

Honorable Members in Session:

SUBJECT: Final Report of the Downtown Elderly and Transient
Housing Task Force
MAY 3 1983

SUMMARY

The attached report contains the findings and recommendations of the Downtown Elderly and Transient Housing Task Force. The accompanying resolutions recommend 1) approving the recommendations of the Downtown Elderly and Transient Housing Task Force, including the allocation of \$500,000 in tax increment and \$15,000 in Community Development Block Grant (CDBG) funds for assistance to and inspections of the downtown single-room occupancy hotels; 2) directing the appropriate City agencies to initiate programs to implement the recommendations; 3) directing the City Attorney to investigate the validity of a one-year moratorium on conversion; and 4) commending members of the Task Force for their efforts in this program.

BACKGROUND

The Downtown Elderly and Transient Housing Task Force was established by your actions on December 16, 1982. A roster of Task Force members is included in the report. Your charge to the Task Force was to study housing problems in the downtown area and to recommend potential short- and long-range solutions.

During its tenure, the Task Force met bi-weekly, received input from many agencies and interested parties, and co-sponsored two public forums. Task Force findings are included in the final report.

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Initially, the Task Force investigated a full range of issues related to downtown residency, including housing conditions, support services and crime. There was consensus that the full spectrum of interrelated issues could not be addressed within the time constraints and expertise of the Task Force. It was determined, therefore, that the focus of its efforts should be on housing, and particularly on the downtown single room occupancy resident hotels (SRO's). It was the belief of Task Force members that if the physical living conditions could be improved, the stage could be set for addressing other, related problems.

The Task Force further determined that it should focus attention on the downtown hotels which provide more or less permanent residences for approximately 1,000 persons. The Task Force members recognized the need to address emergency housing needs of indigent persons and families, but, again, concluded that it was beyond their scope. It is hoped that this issue can be addressed in the near future by a coalition of private and public agencies.

A draft of this report was presented at a public forum on April 6, 1983. Testimony received is appended to the report.

This report contains recommendations for both City and County actions. Those recommendations which involve direct initiative and/or funding by the City of Sacramento are numbers I-1, I-2, I-3, I-4, I-5, II-1, II-2, III-1, III-2, IV-3, V-1, V-2, VI-1, VI-2, VII-1, VII-4, and IX-1.

Those which involve direct initiative and/or funding by the County of Sacramento are numbers II-1, IV-3, VI-1, VIII-1, VIII-2, VIII-3, and IX-1.

FINANCIAL DATA

City of Sacramento:

- \$500,000 in downtown area tax increment funds are recommended for assistance in acquiring, rehabilitating or otherwise improving the quality of downtown hotels.
- \$50,000 in City of Sacramento Community Development Block Grant (CDBG) funds are recommended for assistance in developing a non-profit organization hotel management program.

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- \$15,000 in City of Sacramento CDBG funds are recommended for a quarterly hotel inspection program.
- Additional funding may be necessary as programs are developed.

County of Sacramento:

- Additional funding may be necessary as programs are developed.

POLICY IMPLICATIONS

There are myriad policy implications involved with the Task Force recommendations. The most significant are:

- 1) The moratorium, which will constrain owners from developing their properties in other ways.
- 2) Use of tax increment funds to assist SRO operators.
- 3) The concept of placing the burden of replacement housing on those in the private sector who remove existing units.
- 4) Special targeting of more frequent code inspections.
- 5) The establishment of follow-on task forces for the social service related needs of the downtown residents and for the homeless.

VOTE AND RECOMMENDATION OF COMMISSION

It is anticipated that at its regular meeting of May 2, 1983, the Sacramento Housing and Redevelopment Commission will adopt a motion recommending that you take the above mentioned action. In the event they fail to do so, you will be advised prior to your meeting of May 3, 1983.

RECOMMENDATION

The staff recommends adoption of the attached resolutions 1) approving the recommendations of the Downtown Elderly and Transient Housing Task Force, including the allocation of \$500,000 in tax increment and \$15,000 in CDBG funds for assistance to and inspections of the downtown SRO hotels; 2) directing the appropriate City agencies to initiate programs to implement the recommendations; 3) directing the City Attorney to investigate the validity of a one-year moratorium on conversion; and 4) commending members of the Task Force for their efforts in this program.

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

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Sacramento City Council

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Respectfully submitted,

William H. Edgar

WILLIAM H. EDGAR
Executive Director

TRANSMITTAL TO COUNCIL

Walter J. Slipe
WALTER J. SLIPE
City Manager

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RESOLUTION NO. 83-479

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

APPROVED
BY THE CITY COUNCIL

RESOLUTION ADOPTING AND TAKING ACTION TO
IMPLEMENT THE RECOMMENDATIONS OF THE DOWNTOWN
ELDERLY AND TRANSIENT HOUSING TASK FORCE

MAY 31 1983

OFFICE OF THE
CITY CLERK

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRA-
MENTO:

SECTION 1. The City Council hereby adopts the recom-
mendations of the final report of the Downtown Elderly and Tran-
sient Housing Task Force.

SECTION 2. The City Council hereby approves an amend-
ment to the City's Community Development Block Grant Program trans-
ferring \$15,000 from the 1983 Contingency Fund to a new 1983 proj-
ect to be entitled Elderly and Transient Housing Implementation.
Funds shall be used for the purpose of implementing the recommenda-
tions of the Downtown Elderly and Transient Housing Task Force
final report.

SECTION 3. City staff is hereby directed to implement
to the greatest extent possible the Task Force recommendations,
including participation, as required, in follow-up task forces.

SECTION 4. The City Attorney is directed to investigate
and report back within thirty days on the validity of imposing
a one-year moratorium on the conversion to other uses or demoli-
tion of single room occupancy hotels.

SECTION 5. The following persons are commended for
their efforts on the Task Force:

Carl Overmier
Ted Ruhig
Lesley Luevano
Gary Gomez
Mohamed Khan
Robert Stone
Michael Kime

Mac Mailes
Merry Geil
Frank Griswold
Mildred Becker
Mehl Simmons
John Ellis
Butch Corum

Jim Mills
John Molloy
Bruce Pope
George Cope
Russell Schmunk
Natalie D'Agostini

ATTEST:

MAYOR

CITY CLERK

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RESOLUTION NO. 83-044

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO
ON DATE OF

RESOLUTION IMPLEMENTING THE RECOMMENDATIONS OF THE DOWNTOWN ELDERLY AND TRANSIENT HOUSING TASK FORCE

BE IT RESOLVED BY THE REDEVELOPMENT AGENCY OF THE CITY
OF SACRAMENTO:

Section 1. Redevelopment Agency staff is hereby directed to implement to the greatest extent possible the recommendations in the Final Report of the Downtown Elderly and Transient Housing Task Force, including participation as required in follow-up task forces.

Section 2. The Agency's Community Development Block Grant Program and 1983 Budget is amended by appropriating \$15,000 from the Contingency Fund to be used for the purpose of implementing the recommendations of the Downtown Elderly and Transient Housing Task Force Final Report.

Section 3. The Agency Budget for 1983 is hereby amended by appropriating \$500,000 from the Replacement Housing Fund to be used to implement the recommendations of the Downtown Elderly and Transient Housing Task Force Final Report.

CHAIRMAN

ATTEST:

SECRETARY

APPROVED
SACRAMENTO REDEVELOPMENT AGENCY
CITY OF SACRAMENTO

MAY 31 1983

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

04/19/83

TASK FORCE ON DOWNTOWN ELDERLY AND TRANSIENT HOUSING

PROBLEM AND SOLUTION STATEMENTS

INTRODUCTION

The Task Force on Downtown Elderly and Transient Housing was established by the Sacramento City Council and the County Board of Supervisors. Both bodies directed the Task Force to study the problems of elderly and transient persons in the downtown area and to develop possible long and short range solutions.

This report on problems and solutions is divided into two sections, reflecting two somewhat different situations investigated by the Task Force. The first section specifically addresses the downtown area, its hotels and their, more or less, permanent residents, the vast majority of whom are single persons. The second section focuses on the problems and needs of homeless persons, generally, in the County. The needs of this group, including both single persons and families, transcend the downtown area.

Many of the proposed solutions are specific and action oriented. Where possible, specific public funding sources are identified. Other solutions are more in the nature of policy recommendations and guides for future activities. In either instance, however, detailed feasibility analyses will be necessary prior to implementation activities.

DOWNTOWN HOUSING

Overview

In 1980, there were approximately 1,800 persons living in the downtown area (defined as that area between "H" and "L" Streets and 4th and 16th Streets). Approximately one-half of these individuals live in fifteen residential hotels located within the designated area. Contrary to popular myth, most of these hotels residents are not transient. In fact, forty percent have lived at the same address since 1975. Most of the remaining sixty percent are long-term Sacramento County residents. Demographically, almost 50 percent of the downtown population is elderly; 80 percent is male; virtually all receive either Social Security or some form of public assistance; their median income is less than \$4,600 per year; and most pay over 30 percent of their rather meager incomes for rent.

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The dominant forms of housing in the downtown area are: 1) approximately 450 units of federally subsidized apartments, primarily for the elderly and 2) approximately 1,000 single room occupancy (SRO) units in fifteen hotels. Some have full private baths, a few have a kitchen.

The quality of hotels varies greatly from good to deplorable. During this past November and December, all hotels were inspected by teams of City Fire and Building Inspectors, and County Health officials. Their findings (which include numerous health and building code violations) have been submitted to the City Council. It is the consensus of the Task Force members that means must be found to upgrade the quality of these hotels and to permit them to continue as a source of relatively low-rent housing for those individuals who wish to live independently downtown in a non-institutionalized setting.

Six hotels with over 300 rooms have closed since 1979. Most displaced persons moved to other hotels or to small apartments; however, the City's cheap housing supply is running out. It can be anticipated that there will be plans for additional closures in the future, particularly if the overall economic picture in downtown Sacramento improves and conversion to other uses becomes financially more attractive. The current program to update the Downtown Redevelopment Plan should provide a basis for determining this potential.

The following section is devoted to a series of possible solutions which the Task Force endorses. As noted above, each will require further development prior to implementation.

I. PROBLEM

Resident hotels provide the principal supply of low-rent housing in the Central City for single persons. Numerous hotels have been converted to office or other commercial uses over the past two decades, including five within the last several years. Fifteen hotels remain. Additional conversions are probable as a result of downtown market forces.

Solutions

1. The City Council should impose a moratorium on the conversion of residential portions of hotels to other uses, or on the demolition of hotels until the Downtown Redevelopment Plan Update is approved, or June 30, 1984, whichever is earlier. Hotels with conversion plans submitted to the City Council prior to March 1, 1983 should be excluded from the moratorium.

Funding: None Required.

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- 2. Sacramento Housing & Redevelopment Agency (SHRA) should develop a funding program to assist either non-profit or for-profit organizations in acquiring, rehabilitating and preserving hotels for permanent single room occupancy (SRO) use. At least one demonstration project should be selected during the course of development of the redevelopment plan. A sponsor, project, syndicator and other program participants will be selected via an acceptable publicly disclosed selection process.

Funding: Potential public funding sources include redevelopment area tax increment funds, tax exempt mortgages, State deferred interest loans, Section 8 moderate rehabilitation funds and tax exempt bonds. For the first year, \$300,000 - \$500,000 of downtown tax increment funds are proposed.

- 3. SHRA should continue to act as a catalyst and provide technical assistance to organizations interested in acquiring, rehabilitating and/or managing SRO's, and should assist, where possible, in obtaining financing for these purposes.

Funding: No new funds are necessary.

- 4. SHRA should consider proposals for construction of new single room occupancy facilities, including proposals in areas outside of downtown. Private sector involvement should be solicited and, where appropriate, the participation of the Capitol Area Development Authority (CADA). This solution should be considered as an adjunct to those recommendations concerning existing facilities. As a package they would provide downtown residents with opportunities for alternative living environments. CADA is mentioned specifically because of its role in the downtown area and because SHRA has already participated with them in several successful residential proposals (e.g., 15 unit SRO on "Q" Street and a 36 unit elderly complex at 15th and "O" Street).

Funding: Potential funding sources include downtown redevelopment tax increment, tax exempt mortgages and bonds, and private investment capital through syndication.

- 5. The Downtown Redevelopment Plan update should include consideration of a requirement that any firm which demolishes or converts existing residential hotels for non-residential purposes, be required to develop an equal number of new low income single room occupancy units in the plan area.

Funding: No public funding required at this time.

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II. PROBLEM

Current hotels, generally, are inadequately maintained. There have been repeated violations of City and County code requirements for safe and sanitary housing.

Solutions

1. The City and County should jointly establish a combined quarterly inspection program to include fire, health and building inspection functions. The program will be selectively relaxed for those hotels where conditions improve substantially, pursuant to a report back to the City Council and the Board of Supervisors in twelve months.

Funding: Up to \$15,000/year of City Community Development Block Grant (CDBG) funds should be allocated to cover costs in excess of the current inspection program.

2. SHRA should establish a repair assistance loan program for owners and/or operators of existing hotels. The program would not be available for normal, ongoing maintenance or minor items. Special terms could be arranged for installation of security devices. The objectives of this program would be to improve hotel conditions, at minimal costs, and to assure an opportunity for the present stock to remain as hotels in private ownership.

Funding: The City Redevelopment Agency should allocate \$200,000 in Downtown Tax Increment money for a revolving loan fund for rehabilitation loan purposes. The Agency will also assist owners in applying for State SRO rehabilitation funding. Some Section 8 Moderate Rehabilitation certificates may also be available.

III. PROBLEM

For-profit management, generally, is neither structured nor motivated to serve the multi-faceted need of low income persons, many of whom need support services to maintain an independent life style.

Solutions

1. A non-profit management structure, with the objective of purchasing or leasing one or more single room occupancy residential facilities and providing services necessary for residents, should be supported.

Funding: No public funds required.

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2. SHRA should develop a public technical assistance program to aid non-profit organizations to develop management programs in conjunction with specific development projects.

Funding: Allocate \$50,000 from Downtown Redevelopment Tax Increment, CDBG, or other appropriate sources.

IV. PROBLEM

The downtown population is diverse. The mixture of persons with different characteristics and needs within the same structure is threatening to many, particularly those most vulnerable (e.g., elderly, mentally ill). At the same time, there is need to accommodate all persons who desire to or must live in the area.

Solutions

1. As a policy matter, housing to be supported with public funds should be open and available to all persons, but should include physical and operational measures for elimination of threatening environments caused by such mixtures.

Funding: None required.

2. Social agencies should carefully screen referrals to hotels and other SRO's to insure their compatibility with existing resident characteristics and management objectives.

Funding: None required.

3. The City Council and Board of Supervisors should research development of specialized housing facilities for those persons who cannot function in a mixed environment and who need unique supportive services.

Funding: No estimates at this time.

V. PROBLEM

Most downtown residents have very low incomes. The median for single persons living in downtown is less than \$4,600 per year. Many are paying substantially more than 30% of their incomes for rent. This level of income will not support greatly improved housing conditions without substantial public subsidies.

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Solutions

1. Provide public subsidies for new and/or rehabilitated housing facilities.

Funding: See proposed funding above.

2. As an alternative to single room occupancy, SHRA should promote the availability of Section 8 Existing housing certificates which may be used for studio apartments. (Note: SRO's are not acceptable for Section 8 Existing contracts since they do not have both kitchens and private baths). Encourage eligible persons (elderly, handicapped, and displaced) to apply for Section 8 Existing certificates.

Funding: SHRA administered HUD Section 8 Existing Program.

VI. PROBLEM

Downtown residents need a wide variety of supportive services. Improved housing conditions will address only a part of their problems and needs. The social services delivery system is fragmented and generally is at an insufficient level to meet the many and varied requirements.

Solutions

1. A full analysis of social service needs and the delivery system was beyond the scope and capabilities of the Task Force as presently constituted. If it is determined by the Governing Boards that more input is required in these areas, a new task force should be commissioned under the auspices of SETA, comprised primarily of social services providers. Membership should include agencies such as the County Health and Welfare Departments, Area 4 Agency on Aging, or its designee, City Police Department, United Way, Camellia City Center, The Housing Authority, Community Service Planning Council, Chamber of Commerce, landlords, tenants and those agencies providing services to downtown residents. The Task Force should be instructed to act as an advisory body to the downtown planning process.

As part of its charge, the new task force should consider means for improved outreach programs to provide support services within hotels.

Funding: Community Development Block Grant.

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2. Informational materials should be prepared and made available to hotel tenants and managers on SRO tenant-landlord rights and responsibilities; State, City and County regulations; relocation programs and Section 8 availability. The Fair Housing Commission should be requested to prepare these materials.

Funding: City Community Development Block Grant.

VII. PROBLEM

Crime in and around hotels is a common occurrence. Many, particularly elderly and mentally ill, live in fear, often afraid to leave their rooms, or to be out after dark.

Solutions

1. The City Council and Board of Supervisors should encourage a voluntary evening escort service so that downtown residents can utilize neighborhood facilities without fear.

Funding: No public funds required.

2. A voluntary program to assist downtown residents to manage their funds and to provide limited banking services in a non-institutional setting (short of conservatorship) should be encouraged through existing non-profit groups serving downtown residents.

Funding: No public funds required.

3. An expanded check cashing and identification system for downtown residents who do not have bank accounts should be jointly explored by existing non-profits, (such as Camellia City Center) the County Welfare Department and local banks.

Funding: No public funds required.

4. SHRA in conjunction with the City Police Department, should explore and, if feasible, implement a "safe house" program in the downtown area to provide temporary refuge for persons who feel threatened or have been victimized.

Funding: No public funds required.

5. Hotel rehabilitations should include internal design, environmental and operational features which would tend to increase the safety and lessen the fears of residents. The Police Department, Camellia City Center and other knowledgeable persons and organizations should be consulted in the design phase.

Funding: No public funds required.

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HOUSING THE HOMELESS

OVERVIEW

The plight of the homeless has become a national issue. Locally, there are no statistics on the magnitude of the problem. Estimates for Sacramento County range from five hundred to a thousand at any given time.

To a great extent the current situation is a result of general economic conditions and high unemployment rates. Many homeless persons are only recently out of work and have no financial resources. For these, their present situation is temporary, pending employment and an opportunity to reestablish themselves in their own homes. Families as well as single persons are included.

The homeless problem transcends the downtown area. Although downtown hotels are one source of temporary shelter, many homeless persons cannot afford even these nominal rates.

VIII. PROBLEM

Sacramento has an unknown number of homeless persons. The magnitude of the problem has not been determined.

Solutions

1. The Sacramento County Welfare Department should assume a lead role in developing a system of standardized reporting procedures to be used by the several emergency housing providers in the County, by means of convening a group of interested parties and agencies, including users of the service. This group shall be entitled the City/County Homeless Task Force.

Funding: No new public funds required.

2. The City/County Homeless Task Force shall review the availability of emergency housing facilities and the need for additional resources. If the need exists, the Task Force shall seek measures to increase resources.

Funding: Additional public funding may be necessary.

3. Additionally, the Homeless Task Force shall establish a central clearinghouse and referral program to assist private and public agencies to find temporary or permanent homes for those in need. To the extent possible, use existing referral agencies.

Funding: No new funds are necessary at this time.

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IX. PROBLEM

Sacramento County has a disproportionate number of persons on general assistance compared to statewide averages.

Solution

1. The City Council and Board of Supervisors should support State legislative adoption of a statewide uniform general assistance program.

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

TASK FORCE ON DOWNTOWN ELDERLY & TRANSIENT HOUSING

Roster of Members

Carl Overmier
Sacramento County Health
Department

Lesley Luevano
Sacramento Housing and Redevelop-
ment Commission

Mac Mailes
Assistant City Manager

Frank Griswold
Catholic Social Services

Jim Mills
Community Services Planning
Council

Bruce Pope
Sacramento Housing and Redevelop-
ment Agency

Merry Geil
Area 4 Agency on Aging

Mildred Becker
Grey Panthers

John Molloy
Sacramento Housing and Rede-
velopment Agency, Chairman

George Cope
Sacramento Metropolitan Chamber
of Commerce

Mehl Simmons
Sacramento County Welfare
Department

Natalie D'Agostini
Sacramento Housing and Redevelop-
ment Agency

Gary Gomez
Sacramento Employment and
Training Agency

Robert Stone
State Department of Housing &
Community Development

Ted Ruhig
Sacramento Commission on
Aging

Butch Corum
Downtown Merchants Association

Mohammed Khan
Downtown Hotel Owner

Michael Kime
Sacramento Police Department

John Ellis
Downtown Resident

Staff

Lester Smith, Sacramento Housing and Redevelopment Agency

Advisors

Russell Schmunk, State Dept. Housing & Community Development

Betty Turner, Sacramento Commission on Aging

Cathy Cassing, Camellia City Center

Geri Esposito, Catholic Social Services

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SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

April 6, 1983

TO: Downtown Elderly & Transient Housing Task Force
FROM: Lester Smith, Programs Analyst
SUBJECT: Synopsis of Community Forum, April 6, 1983

The second Community Forum, "Problems of the Downtown Elderly" was convened to provide citizens an opportunity to hear and respond to the recommendations of the Task Force. Approximately 50 persons attended. The following is a summary of testimony received.

Dr. David Milton, Hotel Resident

- City codes should be revised to allow heaters and hot plates in hotel rooms. Many residents do not want congregate kitchen facilities.
- Inspectors should be more cognizant of the feelings of residents and should have sensitivity training. Peer persons should be a part of all inspection teams.

Alex Defields, Hotel Resident

- Expressed concern that upgrading of hotels will result in increased rents. Sought means for protesting rent increases.
- Can survive only with a hot plate.

Ted Walker, Architect

- The City should seek to decentralize low income persons. Their concentration is affecting downtown revitalization.
- A moratorium is a mistake.

Marty McCarthy, Transitional Living Choices

- Supports concept of mixing residents, but is concerned about efforts to screen referrals and the development of specialized facilities.
- Separation should be based on behavior, not on stereotypes.

Cathy Cassing, Camellia City Center

- Supports recommendations. The downtown elderly feel there is hope.
- Is receptive to idea of expansion of their current check cashing program.

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Downtown Elderly & Transient Housing Task Force
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Bob Sieber, Catholic Charities Housing Coalition

- The most immediate need is for people with no income and no government assistance.
- Long range solutions are irrelevant when there is no place to sleep tonight.
- Could easily fill 200 beds tonight.
- Need physical facility, staffing (volunteers are available), transportation, funding and food (with fewer Health Department regulations).

Ray Hackett, County Health Department

- Upon reinspection of hotels, nine are in full compliance, two are in substantial compliance, two are closed, one may close.

Tom Willis, Hotel Resident

- Supports moratorium.
- Supports kitchen facilities in hotels.