



SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY



5.2

December 1, 1992

City Council, Housing Authority,
and Redevelopment Agency
of the City of Sacramento
Sacramento, CA



APPROVED
BY THE CITY COUNCIL

DEC 8 1992

OFFICE OF THE
CITY CLERK

As amended

Honorable Members in Session:

**SUBJECT: VARIOUS PROVISIONS FOR HOUSING THE HOMELESS CAMPERS
ALONG THE AMERICAN RIVER**

LOCATION: Richards Boulevard Redevelopment Area, District 1

SUMMARY

This report provides a discussion and recommendations regarding various issues related to illegal camping along the American River by homeless individuals, the development of a designated campsite, and concerns raised by homeless advocates and campers regarding current shelter operations.

STAFF RECOMMENDATION

Staff recommends that the City Council acting variously as the Council, Housing Authority and Redevelopment Agency of the City adopt the attached resolutions which: 1) authorize the Executive Director to develop and implement several proposals to improve the provision of emergency services to the homeless of our community; 2) direct the Executive Director to allocate an additional 20 Section 8 certificates to assist eligible homeless single persons and families, and 3) affirm the current City ordinance prohibiting camping in the City of Sacramento without a permit and sustain enforcement of the ordinance in concert with the implementation of the proposed improved services.

VOTE AND RECOMMENDATION OF THE HOMELESS FAMILY TASK FORCE

At its November 18, 1992 meeting, the Homeless Family Task Force, appointed for one year by the Council in April 1992 to study the problem of homelessness in Sacramento, unanimously adopted a motion recommending the Council continue non-enforcement of the camping ordinance until after such time as the Task Force presents its final report and specific policy and programmatic recommendations to the Council in March 1993. Provided as Attachment A is a letter from the Task Force to the City Council.



(1)

VOTE AND RECOMMENDATION OF THE RICHARDS BOULEVARD PAC

This report will be presented to the Richards Boulevard Project Area Committee on November 23, 1992. The vote and recommendation of the PAC will be presented verbally at the Council meeting.

VOTE AND RECOMMENDATION OF THE COMMISSION

There was not sufficient time to formally present this staff report to the Commission for its recommendation. At its meeting of November 18, 1992, the Commission was provided with an Executive Director's report on all issues. Additionally, the Ad Hoc Committee of the Commission received a full briefing on November 30, 1992. Comments by the Commission will be verbally presented at the Council meeting.

BACKGROUND

Since the 1940s, the City of Sacramento has had in place a local ordinance, SCC 44.5, which prohibits a public camp without a proper permit. Provided as Attachment B is a copy of that ordinance. In late October of this year, responding to complaints regarding campers along the American River adjacent to the 16th Street bicycle bridge, the Police Department announced plans to enforce the ordinance, issuing warning notices to campers to vacate the property. Homeless advocates, the homeless, and community members at large expressed concerns about the enforcement given current shelter and housing opportunities available to the homeless. Permanent shelter facilities are full. However, there is currently an average of 100 beds available nightly at the Cal Expo winter overflow program.

At a meeting on November 6, 1992 held at City Hall, homeless advocates and homeless individuals who are camping along the river presented their concerns to City and Agency staff about the current shelter system. They contend that there are a number of factors which tend to inhibit individuals from using the shelter system. Issues included:

1. Shelters do not accommodate couples wishing to stay together.
2. Shelters do not accommodate pets.
3. The Cal Expo winter program operates from 6:00 p.m. to 6:00 a.m., the Salvation Army 30 day shelter operates from 4:00 p.m. to 8:00 a.m. Participants do not have access to the facilities during the day, except 30 day program participants who are ill.
4. Shelter space does not permit a participant to keep all of his/her possessions with him/her. Locked storage areas are provided outside the dorm area.

5. There is no phone access at the Cal Expo winter program.
6. Individuals desire to prepare their own meals.
7. The cost of last month's rent and security deposit often prohibits individuals from accessing housing.
8. A designated campsite was requested.
9. A client-managed and operated shelter was also requested.
10. Assessment of campers for housing assistance.

Each of these areas is addressed below. It is important to note, however, that City and Agency staff continue to recommend against either a designated campground or the suspension of the anti-camping ordinance. The issue of providing a camping area for the homeless was addressed in great detail by the Agency in the form of a staff report to the Council on May 16, 1989 (which led to the development of an additional 80 shelter beds), and again in a memorandum to the Council on May 8, 1992. It was our recommendation at those times not to support establishment of a camping area. For reasons which will be reiterated and explained in greater detail below, we continue to maintain that position and recommend against implementing this request.

Under Section 44.5 of the Sacramento City Code (SCC), a permit must be obtained from the Health Officer and approved by the City Manager in order for a person to operate a camp (or conduct camping) in the City. As stated previously, there are individuals who are camping illegally along the American River. One area which has been the center of attention is the south bank of the river adjacent to the 16th Street bicycle bridge.

The City's process for handling illegal camping is typically for the Police Department to issue warnings to the campers, advising that they are in violation of the law and giving a specified period of time to comply with the anti-camping provisions. In the event warnings are not heeded, police officers follow-up with enforcement actions which may include citations, clean-up of the campsite and storage of personal property.

The campers and advocates have requested the City not to enforce the anti-camping provisions in Chapter 44 SCC. Based on their request and the success of meetings which have been held with the homeless and their advocates, and City and Agency staff, a decision was made to delay further enforcement until the Council takes action on the issue as presented in this report.

In addition, Legal Services of Northern California has applied for a "camping permit" on behalf of the campers on the south bank. At the time this report was prepared, a determination had not been made on the request. The application is being processed through the Sacramento County Environmental Health Division and the City Manager's Office.

Staff recommend the Council affirm the prohibition against camping without a permit. Since the Council is also considering several proposals in this report to improve the provision of emergency services to the homeless of our community, staff recommend enforcement occur concurrently with the development and implementation of these services, if approved by Council.

All of this notwithstanding, we acknowledge the plight the homeless campers are facing. In the final analysis, all the issues presented by the homeless and their advocates as listed above point clearly to one ultimate desire... a home. Cooking what you want when you want, having all your possessions within reach, privacy, and sharing your living space with a loved one whether a partner, spouse, or pet are all standards of living those of us with homes enjoy. The shelters are an institutional setting, which, given the group living arrangement, necessitate rules of conduct and operation that do not afford individual privacy on the scale desired. Shelters are designed to be temporary, to assist as many individuals as possible to get off the streets, and although we encourage our providers to foster a "homelike" setting within their agency philosophy, the shelters are not a replacement for affordable housing. We have encouraged those who are homeless to access the shelters as a temporary living situation, as a means to address and resolve the circumstances that created their homelessness, and then to move beyond the shelters.

The reality persists, however, that an inadequate stock of affordable transitional and permanent housing continues to prohibit the resolution of homelessness for some. We are making all efforts possible to develop affordable housing beyond the shelter. For example, this year we sought and received approval to provide transitional housing at Mather Air Force Base, a 14 unit apartment complex for homeless families with children, 60 units of cottage housing, a 100 unit single room occupancy residence, 100 additional units of public housing, and 55 new Section 8 certificates. We continue work on the Shasta/Argus renovation, numerous rental rehabilitation projects, assistance to non-profit housing developers, the Mutual Housing Corporation, Neighborhood Housing Services, Habitat for Humanity and many other programs for permanent housing. Unfortunately, the need is still not being met.

Additionally, the reality exists that there are those individuals who will continue to need assisted housing programs, for whom the shelters will be "home". Our plans for future

housing in this area include applying to the federal government for funding under the "Shelter plus care" and "Safe Havens" programs which specifically address the intensive needs of the latter population. We are not, however, anxious to develop additional shelters beyond those already approved and do not believe that shelters are a good permanent solution.

While we recognize that shelters are not the solution, we also know that short term "coping" strategies must be offered until permanent solutions to the housing crisis can be found. Therefore, with respect to the issues outlined above, the Agency offers the following discussion and recommendations.

1. Couples.

Agency staff is currently exploring the possibility of modifying the Cal Expo facility to accommodate couples. The Cal Expo facility is two segregated dorm areas, one for women and children, and one for men. The floor plan can be modified to accommodate eight - 9 feet x 11 feet single rooms. The cost would be approximately \$10,000. Advocates have raised concerns that this number of rooms will be insufficient. We would, however, like to test utilization prior to developing more rooms. The development of additional rooms would necessitate reducing the number of single person beds.

We have coordinated with the fire marshall who has inspected planned modifications. Because of the existing sprinkler, heating and lighting systems, the walls of the individual rooms cannot be constructed to the ceiling, leaving approximately a four foot area between the ceiling and the top of the constructed room walls. This does not provide for a completely private area. The Agency, Salvation Army and advocates will work together to develop criteria for admission to the program as a couple.

It is expected that this accommodation can be completed within two weeks of approval by the Council.

2. Pets.

We have explored the cost of installing kennels at the Salvation Army facility and are prepared to do so. Although this allows pet owners to enter the shelter, some may still be dissatisfied that pets are segregated from the dorm living area. Nevertheless, we believe that this will be a fair compromise which will provide a safe place for the homeless to keep their pets while at the shelters. We recommend developing a

kennel facility which will accommodate 12 dogs. We understand this may be viewed as insufficient, but again we would like to test utilization prior to developing a larger facility. The estimated construction cost including sewer, water and electrical hook up and annual operating costs including staffing, insurance, and utilities totals approximately \$65,000.

The development of this facility will require a special use permit. It is projected that these accommodations could be completed by March 1993. It is necessary for staff to report back to the Council with design plans and an environmental review of the proposed kennel facility. In the meantime, the Agency will board pets at a local kennel. This service is expected to be on-line by mid-December. Owners will have daily access to their animals.

3. Day services.

As you will recall, on September 2, 1992 the Council authorized day services for non-shelter residents to be developed as a part of the new social services complex. It is expected that the development of the park area, indoor areas, lockers, laundry facilities, rest rooms and showers will begin after January 15, 1993 and be completed in the spring. To address the concerns above, it appears we will need to accelerate these construction activities. The Salvation Army is open to beginning day services as soon as possible. The Agency staff will be available for whatever support the Salvation Army may need. We have explored the possibility of constructing an additional room to replace the semi-protected area at the Salvation Army Lodge which borders North B Street and accommodates the daily meal for non-shelter residents. There is approximately 2,438 square feet which can be developed to accommodate a waiting room, meeting/counseling/workshop room, bathrooms and showers. Additionally, Sutter Hospital is developing a medical clinic at the Lodge which will be directly linked to the day services room. It is estimated the construction cost would be approximately \$150,000, with donated bathroom and shower installation. The annual staffing and operations cost will be approximately \$175,000, also with donated personal and educational supplies.

The construction of the addition will take approximately three months. In the meantime, we are able to immediately accommodate individuals seeking day shelter at the Salvation Army Cantina, a cafeteria style recreation room at the modulars. Operating costs until the addition is complete would total approximately \$11,000.

Building permits will be required for all construction work. In order to expedite construction, we plan to sole source all funding to the Salvation Army. Therefore,

we recommend the Council direct the Planning Department to make the permitting process for this project their highest priority, once plans are submitted by the Salvation Army.

4. Personal Property.

In past years, the Salvation Army had permitted participants in the winter overflow program to take all their possessions with them for the evening. Often this was a significant amount of property which created crowded and unsafe transportation or occupied space that would otherwise be used to transport a person. Last year we authorized and funded the lease of two walk-in storage units to which a participant could check in all but those items he/she needed for the night. This provided secured storage. The Salvation Army has since expanded the extra storage capacity for regular shelter residents also. Individuals staying in the Lodge and Modulars are also provided individual secured lockers. Again, as a part of the Council approval of the social services complex, we will provide secure storage for non-shelter residents. This was projected to be available in the spring. We are looking at storage lockers much like those used to store bicycles for bicycle commuters. Funding to provide storage units was already approved by the Council as a function of approving the complex. Therefore, no additional outlay is needed.

It is expected the storage lockers will take two months to order and install, therefore, a targeted operational date is the end of January 1993. Meanwhile, the storage at the Salvation Army will continue to be made available.

5. Phone Access.

Phone service at Cal Expo is for staff use only and consists of a cellular phone. There are no participant phone accommodations for other than emergency situations. Pay phones are available for personal use at the permanent shelter facility prior to departure to Cal Expo. The last bus to Cal Expo generally leaves the Salvation Army by 7:30 p.m. Staff phones are available during daytime working hours to pursue employment opportunities or to schedule medical appointments. We are unable to establish phone service at Cal Expo and the significant cost of personal use of the cellular phone is prohibitive.

Homeless advocates have recommended that we contact various phone companies to place on site at the winter program temporary public telephones, much like those offered at the weekend "Stand Down" event for homeless veterans. The cost to install temporary pay phones at Cal Expo is \$55.00 per every 15 minutes of labor plus

a flat \$70.00 installation fee per pay phone. The monthly operating cost is \$13.00. Given the temporary use of Cal Expo, we are recommending against this service. We feel adequate opportunity exists prior to departure to Cal Expo to make personal calls, and employment and other assistance-type phone calls are typically made during normal business hours for which phone accommodations are made. However, we are planning to provide additional pay phones to the Salvation Army day service area.

6. Preparation of Own Meals.

Health and safety codes prohibit individual preparation of meals at the shelters. We are exploring the possibility of setting up a portable kitchen unit, such as used by the National Guard in the relief efforts after the hurricane in Florida, which could be used by individual families. Assuming health code issues can be dealt with, we will endeavor to pursue kitchen facilities for families and couples within the shelter network. This, however, will not be immediately available.

7. Rent/Security Deposit Costs.

In 1991, the Agency proposed to the County Board of Supervisors the creation of a security deposit guarantee program which assisted homeless persons with last month's rent and security deposit for permanent housing. The program made no initial outlay of money but assisted the client in negotiating with the landlord for a monthly installment plan to pay initial rental costs. The program guaranteed the money to the landlord in the event of client default. We continue to see a great need for this program and have explored all avenues of federal and state funding with little success. We therefore recommend the development of this program on a pilot scale using local funds. Estimated first year cost is \$60,000. We will work with eligible families and individuals to access housing and will dedicate an additional 20 Section 8 certificates to this program. We also believe this program is an excellent candidate for church sponsorship by individual congregations and will initiate a campaign to solicit their assistance. A program description is provided as Attachment C.

It is our intention to contract with Travelers Aid-Emergency Assistance to provide this service. They have administered a similar rental assistance program on a smaller scale and have the necessary experience. We expect the program to be operational by the end of December 1992 and will outstation the program at the day service area several hours each day.

8. Campsite.

Staff has conducted a survey of other jurisdictions both in California and other states who have either established a homeless camp or "tent city" or dealt with organized encampments established by the homeless which were not sanctioned by the localities involved. The city governments of Los Angeles, San Francisco, and Phoenix, Arizona have all operated or permitted campgrounds. No matter how well run, each encountered significant management problems, and all have been disbanded. The operation of a campground, even given adequate management and health and safety code compliance, generates a substantial liability risk which the Agency is not prepared to assume. A discussion of the experiences of these cities follows.

1. City of Phoenix: In the late 1980s, Phoenix developed a camp ground or "tent city" in its downtown area across from a nonprofit shelter which receives local as well as other government funds. The land was park area owned by the City of Phoenix and was landscaped and provided with sanitation facilities, showers, tap water, and cooking areas by the city's parks department who also performed ongoing maintenance services. The city police department provided walking beats for security purposes on a 24 hour basis. This program was developed pursuant to the political will of the community and its elected officials and was viewed as a way of containing the homeless in one area. It was specifically developed as an outdoor shelter, despite extreme heat in the summer and frequent cold nights in the winter. The camp closed in 1990 for reasons having to do with overcrowding and a decision that the financial resources of the city and the nonprofit hired to operate the program could be spent more productively by offering indoor shelter with services. The tent city program offered little in the way of services, except referrals and information, and meals which were provided at a nearby shelter.

Although the city's intent was to provide shelter for everyone who wanted it, the consequences that flowed from this policy were often adverse. Police were required to provide ongoing foot patrol, and although Phoenix did not experience much in the way of violence or criminal activity in its camp, the cost was considerable in order to reduce potential liability. One completely unforeseen phenomenon that occurred with the overcrowding was the regular outbreak of measles and pink eye, which required intervention of their county health department and the provision of health services on a regular basis. In the end, it was concluded that indoor facilities are preferable; many of the homeless themselves desire security and protection from the threats of others, the elements, and the uncertainties accompanied by the total lack of structure associated with outdoor living.

2. City of Los Angeles: During 1986 and part of 1987, a homeless camp was established on approximately one acre of regional transit property on Santa Fe Street in Los Angeles. This was in violation of the city's anti-camping ordinance and essentially was a squatters camp. This situation existed for a little over one year before the city took steps to break up the camp. The city provided staff to do outreach in the camp to bring people into shelter and services before it was finally broken up by the police. This policy proved effective and is still in operation today through a homeless coordinator position with staff who work for the city to address homelessness through outreach and provision of services in the field. Today it is estimated that there are approximately 2,000 people who regularly camp out throughout the City of Los Angeles in violation of the anti-camping ordinance. The groups are small, ranging from 3 to 15 persons who camp on sidewalks, vacant lots, alleys, under bridges and freeways. Camping is not tolerated in the public parks where the anti-camping ordinance is strictly enforced. Los Angeles believes its current program of outreach is most effective in bringing in persons who want or need services. Los Angeles provides a team comprised of city employees and former homeless individuals who have demonstrated leadership qualities to work in providing outreach in the field. This is accomplished with a mobile trailer with social service personnel on board who go to various camps and are able provide immediate eligibility for entitlement programs, transportation to shelters and medical facilities, and other services.

Based on the experiences of Los Angeles, in July 1992 the Agency began funding Legal Services of Northern California (LSNC) to provide homeless outreach services to the "hidden" homeless along the river and in vacant lots. The program employs homeless and formerly homeless individuals. We are prepared to increase our client outreach efforts with an additional allocation of \$10,000 to continue this service through 1993. Additionally, we would like to increase coordination and collaboration between the outreach program, Agency housing assistance staff, and security deposit guarantee program staff at the day services area.

3. City of San Francisco: As you may know, in 1990, Mayor Art Agnos sanctioned camping by homeless individuals in the park area in front of City Hall. This action was taken in response to the lack of shelter space to assist the homeless of that city. Agnos decreed camping at that location was permissible until such time as two social service centers for the homeless were open. The centers provide day and evening shelter, support services, pet kennels, hot meals, and referrals for housing and employment. Agency staff toured these facilities when reviewing model programs in planning for our social services complex.

Initial support for the measure taken by Agnos quickly waned when the area became overcrowded and unkempt. There were continual allegations that the sanctioned camp area was a magnet for transient individuals seeking only to camp and not address their homelessness. When the new centers, called North of Market and South of Market Service Centers were opened a year later, the camp was disbanded. Since that experience, opposition on the part of citizens of San Francisco to assisting the homeless of their community has appeared to intensify. This quite frankly is a great concern to staff. It has been proven difficult enough to site shelter and housing programs for the homeless in our community. Locational issues for a campsite would pose a strong barrier. If overcome and the campsite did not succeed, the barrier to siting further housing programs could potentially be even more strenuous to overcome.

Costs to Develop a Campsite

In addition to the various operational problems inherent to a campsite, the costs are substantial. Depending on the site selected, costs for land lease and development of facilities will vary. We estimate those costs to accommodate 200 persons as follows:

One time costs

Bathroom/shower facility	\$100,000
Utilities (depending on distance from existing lines)	\$150,000 to \$300,000
Fencing	\$10.00 per foot
Ground preparation	\$3,000 to \$10,000
Toxics Investigation	\$20,000

On-going costs

Garbage removal	\$100 per month
Maintenance	\$2,000 per month

Additionally on-going costs required irrespective of location is the need to provide police protection on a 24 hour basis. This alone is estimated at a minimum to be \$500,000 annually for one dedicated officer, 24 hours per day. Advocates have stated that the homeless would monitor the campsite. This is how the site in Phoenix initially operated, but officials subsequently found it necessary to use the city police. Other costs to be included depends on the level of services to be provided, whether food services will be made available to camp residents, and operating staff apart from the police, maintenance staff, etc.

Needless to say, we would expect serious opposition to whatever locational choice might be proposed.

Staff Observations Regarding a Campsite Proposal or Suspension of the Anti-camping Ordinance

It appears that the circumstances surrounding the demands for a camping area are continuously precipitated by either the closure of the Cal Expo winter overflow program in April, or enforcement of the anti-camping ordinance. Similar reactions to the closure of the winter program have occurred in previous years the Agency has administered this program and are expected again this April. The Agency is acutely aware that our services and housing programs for the homeless do not fully address the need. Over the eight years that we have administered homeless programs in Sacramento, staff has expanded services and housing opportunities in a coherent and responsible way. We continue to do that on a daily basis, seeking out new funding opportunities, innovative approaches and systems that will have long-term effects on the resolution of homelessness in our community. But in so doing, we remain adamant in providing shelter and services consistent with housing standards which have been developed in this country over the past century, and particularly since the 1930s, when, on a federal level, public housing authorities were established nationwide.

We believe that to endorse and implement outdoor camp areas for the homeless is to turn our backs on one of our most needy population groups and to essentially say that substandard conditions are good enough for these individuals. We realize that much still needs to be done, but as both the Housing Authority and Redevelopment Agency for the City and County, we believe that we must continue to provide housing within established decent, safe, and sanitary community standards. The essence of our programs has been to provide decent shelter and supportive services necessary to assist individuals and families to resolve their homelessness. To do otherwise would, we believe, run counter to our attempts to find acceptable solutions to this problem. When viewed in these terms, with the resultant long-range social impacts, we do not believe this course would be in the best interests of the community as a whole.

Finally, liability issues of potentially great magnitude must be considered when a government or other agency develops a facility and, in essence, invites a population group to use it. Lack of or difficulty in screening camp users requires that all be protected from potential harm and exploitation from others and that the government entity insure itself against claims of negligence, personal injury, property damage

and/or violations of public health standards. In the final analysis, officials in Phoenix, Los Angeles, and San Francisco found that indoor shelter was the best and most humane service the public could provide for the homeless.

9. Client Operated Shelter.

As you well know, neighborhood reaction to locating homeless shelters is often contentious, even when we can demonstrate the successful and safe operation of existing facilities. We know that the locational issues for siting a client operated shelter would be very difficult to overcome. It has been our position for the past several years, that after consolidating services into the complex at 12th and North B Streets, we do not wish to develop more shelters. Our emphasis and financing since 1991 has been directed towards the development of transitional and permanent housing. Another shelter, even client operated, is not the answer.

10. Housing Assistance Assessments.

On Monday November 9, five Agency staff went to Camp Hope and assessed 15 individuals for housing assistance. Based on that experience, we will be able to assist two senior individuals directly into public housing. Other individuals were present with situations for which staff would like to make recommendations/referrals to various programs. Only two individuals expressed no interest in seeking and securing housing. Some would benefit from assistance with last month's rent and security deposit, plus furnishings and other support services. Two staff will continue making regular visits to the camps and will coordinate this through staff at Brother Martin's Ministries. Additionally, once the day service area is constructed, a Homeless Program staff person will conduct regular business hours at the site.

Summary of Costs of Recommended Options Outlines Above

Couple Accommodations at Cal Expo	\$ 10,000
Pet Accommodations at Shelter	\$ 65,000
Day service area construction	\$ 150,000
Day service area operation	\$ 175,000*
Interim day services until constructed	\$ 11,000

Storage capacity	\$ 0**
Security Deposit Guarantee Program	\$ 60,000
Homeless Outreach Program	\$ 10,000
Contingency	\$ 19,000
TOTAL	\$ 500,000

* This will be an annualized expense.

** Budgeted within recently approved social services complex.

Finally, as we have stated previously, we wish to establish a working relationship with the Police Department that coordinates enforcement efforts with the time we need to develop and bring on-line the programs described above. After the enforcement efforts of 1989, we established an arrangement, whereby the Agency would receive advance notice of such enforcement in order to prepare our programs and facilities for increased demand. We wish to renew that arrangement. Since neither the Agency or the City has the fiscal resources to react to the crises generated by episodic enforcement of this anti-camping, if enforcement is to occur we recommend it be routinely applied and in concert with our ability to develop the emergency services necessary, as well as affordable housing, to facilitate the humane enforcement of the ordinance.

FINANCIAL CONSIDERATIONS

On September 30, 1992, your Council, acting on its own behalf and as the Housing Authority and the Redevelopment Agency for the City of Sacramento, approved staff recommendations to address the more than \$3 million in revenue losses resulting from State and County budget cuts affecting the 1992 and 1993 Agency budget years.

At that time, the Agency was authorized to reduce the budget allocation for the Memorial Auditorium by \$2 million, and to allocate \$160,000 in funds generated from the sale of assets in one of our mortgage revenue bonds to programs for the homeless. Staff was directed to reinstate the \$2 million for Memorial Auditorium by 1995.

Although the Agency receives revenues from more than 120 federal, state, and local sources, the use of funds from most of these sources are restricted by activity and jurisdiction. These constraints, along with our revenue shortfalls, make it especially difficult to fund the

accelerated development of unplanned capital projects such as the ones identified in this report.

Given this environment, staff recommends the following funding strategy:

1. Reduce and reappropriate funding for the restoration of the Memorial Auditorium by an additional \$300,000 to cover all capital improvements and interim day services.

(Unlike the \$2 million reduction in funding above, we will not be able to reestablish this appropriation.)

2. Based on increased projections of proceeds to be received from the sale of excess assets resulting from the defeasance of our 1988 and 1989 mortgage revenue bond issues, use up to \$200,000 from that source to fund day service area operations, the Security Deposit Guarantee Program, and the Homeless Outreach Program.

Favorable conditions in the credit and financial markets have prompted the revision of our 1993 revenue projections in this area.

Total Costs

Couple Accommodations at Cal Expo	\$ 10,000
Pet Accommodations at Shelter	\$ 65,000
Day service area construction	\$ 150,000
Day service area operation	\$ 175,000
Interim day services until constructed	\$ 11,000
Storage capacity	\$ 0*
Security Deposit Guarantee Program	\$ 60,000
Homeless Outreach Program	\$ 10,000
Contingency	\$ 19,000
TOTAL	\$ 500,000

Total Funding

Memorial Auditorium Funding	\$ 300,000
Mortgage Revenue Bond proceeds	\$ 200,000
TOTAL	\$ 500,000

POLICY CONSIDERATIONS

The proposed actions to develop and implement additional emergency services are consistent with previously approved Agency and Council policies to assist the homeless. There are several major policy considerations relative to suspending or amending the anti-camping provisions in Section 44.5. Included are several concerns which have been raised by the Police Department as listed in Attachment D. Other major issues have been addressed throughout this report, and include: 1) site concerns; 2) liability issues; and 3) funding issues.

Finally, the Council is being asked to address whether the policy of this City is to encourage camping by individuals who are homeless or continue with the policy of directing people to utilize temporary shelters or other transitional housing.

ENVIRONMENTAL REVIEW

The social services activities proposed in this report do not constitute a project under CEQA guidelines per Section 15378 (b)(3), nor an undertaking under NEPA. The day services area construction is exempt under CEQA guidelines per Section 15301, and is not an undertaking under NEPA. Staff will return to Council with a complete report on design plans and environmental review as it relates to the construction of the pet kennel.

City Council, Housing Authority, and
Redevelopment Agency of the
City of Sacramento
December 1, 1992
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M/WBE REVIEW

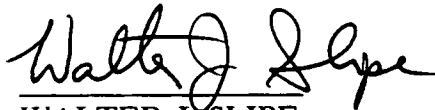
Operation activities which provide social services to the homeless will be sole sourced to non-profit social services agencies and M/WBE requirements do not apply. Construction activities under this report will also be sole sourced to a non-profit social service agency. However, M/WBE requirements will apply for all subcontracts for that work.

Respectfully submitted,


JOHN E. MOLLOY
Executive Director

Transmittal approved by:

For Council Meeting of
December 1, 1992


WALTER J. SLIPE
City Manager

Contact person: Cheryl Stankiewicz, Director, Community/Social Services
440-1360

5.9

RESOLUTION NO. 92-891

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF DEC 08 1992

VARIOUS PROVISIONS FOR HOUSING THE HOMELESS CAMPERS ALONG THE AMERICAN RIVER

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF
SACRAMENTO:

Section 1: Sacramento City Code, Trailer camps and public parks
commencing at Section 44.1 shall remain in effect.

Section 2: The Director of the City Planning Department is hereby directed
to review all plans for the construction of the day services area and pet kennel on a priority
status.

JOE SERNA, JR.

MAYOR

ATTEST:

VALERIE BURROWES

CITY CLERK

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FOR CITY CLERK USE ONLY

RESOLUTION NO.: 92-891
DATE ADOPTED: DEC 08 1992

RESOLUTION NO. 92-113

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO

ON DATE OF DEC 08 1992

VARIOUS ISSUES RELATED TO THE ANTI-CAMPING ORDINANCE, INCLUDING EMERGENCY ADDITIONAL HOMELESS SERVICES

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

Section 1: The Executive Director is authorized to develop and
implement:

- a) couples quarters at the Cal Expo winter overflow program;
- b) temporary day services at the Salvation Army facilities until such time as a permanent day service area can be constructed on-site at the Salvation Army Lodge;
- c) a permanent day service area;
- d) secured storage facilities for shelter and non-shelter residents;
- e) a security deposit guarantee program; and
- f) continued homeless outreach program services.

Section 2: The Executive Director is directed to report back no later than the end of January 1993 with results of attempts to place homeless campers, from the area between the east boundary of Discovery Park and 16th Street bicycle bridge within the American River Parkway, in housing and other appropriate services.

Section 3: The Executive Director is directed to report back no later than the end of January 1993 with design plans and an environmental review of the proposed permanent kennel facility at the Salvation Army facilities.

FOR CITY CLERK USE ONLY

RESOLUTION NO.: 92-113
DATE ADOPTED: DEC 08 1992

Section 4: The Executive Director is authorized to allocate \$300,000 from the Memorial Auditorium funding appropriation, and \$200,000 in proceeds from the sale of mortgage revenue bonds for the activities herein authorized. The funding allocation from the Memorial Auditorium will not be reestablished by the Agency, and the Agency budget is hereby amended in accordance with this Section.

Section 5: The Executive Director is authorized to enter into necessary contracts, develop necessary operating procedures and to take all other steps necessary to insure the timely completion of the work herein authorized.

Section 6: The Executive Director is granted an extension on the Council's previous direction to report back on various issues related to the social services complex, and is hereby directed to report back no later than February 15, 1993.

JOE SERNA, JR.

CHAIR

ATTEST:

VALERIE BURROWES

SECRETARY

f:\vac\staffres\swccps

FOR CITY CLERK USE ONLY

RESOLUTION NO.: 92-113
DATE ADOPTED: DEC 08 1992

RESOLUTION NO. 92-030

ADOPTED BY THE HOUSING AUTHORITY OF THE CITY OF SACRAMENTO

ON DATE OF _____

**ALLOCATION OF SECTION 8 CERTIFICATES FOR SECURITY DEPOSIT
GUARANTEE PROGRAM**

BE IT RESOLVED BY THE HOUSING AUTHORITY OF THE
CITY OF SACRAMENTO:

Section 1: The Executive Director is authorized to allocate an
additional 20 Section 8 certificates as a component of the Security Deposit Guarantee
Program to assist eligible homeless individuals and families.

CHAIR

ATTEST

SECRETARY



FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

RESOLUTION NO.

92-891 as amended

ADOPTED BY THE SACRAMENTO CITY COUNCIL

APPROVED
BY THE CITY COUNCIL

DEC 8 1992

OFFICE OF THE
CITY CLERK

ON DATE OF _____

**VARIOUS ISSUES RELATED TO THE ANTI-CAMPING ORDINANCE
INCLUDING EMERGENCY ADDITIONAL HOMELESS SERVICES**

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF
SACRAMENTO:

Section 1: Local ordinance SSC 44.5 shall remain in effect.

Section 2: Enforcement of said ordinance shall occur concurrently with the development and implementation of various emergency additional homeless services by the Redevelopment Agency of the City of Sacramento and the Housing Authority of the City of Sacramento, namely:

- a) couples quarters at the Cal Expo winter overflow program;
- b) temporary boarding accommodations for pets of shelter program recipients until such time as permanent kennel facilities are developed on-site at the Salvation Army facilities;
- c) temporary day services at the Salvation Army facilities until such time as a permanent day service area can be constructed on-site at the Salvation Army Lodge;
- d) a permanent day service area;
- e) secured storage facilities for shelter and non-shelter residents;
- f) a security deposit guarantee program; and
- g) continued homeless outreach program services.

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

Section 3: The Director of the City Planning Department is hereby directed to review all plans for the construction of the day service area and pet kennel on a priority status.

ATTEST:

MAYOR

CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

RESOLUTION NO.

92-113 as amended

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO

ON DATE OF _____

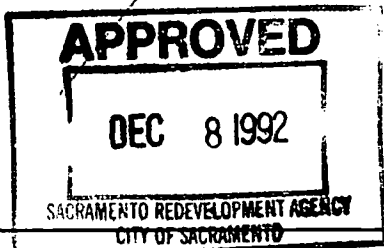
VARIOUS ISSUES RELATED TO THE ANTI-CAMPING ORDINANCE, INCLUDING EMERGENCY ADDITIONAL HOMELESS SERVICES

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

Section 1: The Executive Director is authorized to develop and implement:

- a) couples quarters at the Cal Expo winter overflow program;
- b) temporary boarding accommodations for pets of shelter program recipients;
- c) temporary day services at the Salvation Army facilities until such time as a permanent day service area can be constructed on-site at the Salvation Army Lodge;
- d) a permanent day service area;
- e) secured storage facilities for shelter and non-shelter residents;
- f) a security deposit guarantee program; and
- g) continued homeless outreach program services.

Section 2: The Executive Director is directed to report back no later than the end of January 1993 with design plans and an environmental review of the proposed permanent kennel facility at the Salvation Army facilities.



FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

Section 3: The Executive Director is authorized to allocate \$300,000 from the Memorial Auditorium funding appropriation, and \$200,000 in proceeds from the sale of mortgage revenue bonds for the activities herein authorized. The funding allocation from the Memorial Auditorium will not be reestablished by the Agency, and the Agency budget is hereby amended in accordance with this Section.

Section 4: The Executive Director is authorized to enter into necessary contracts, develop necessary operating procedures and to take all other steps necessary to insure the timely completion of the work herein authorized.

Section 5: The Executive Director is granted an extension on the Council's previous direction to report back on various issues related to the social services complex, and is hereby directed to report back no later than February 15, 1993.

ATTEST:

CHAIR

SECRETARY

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____



Homeless Family Task Force

630 I Street P.O. Box 1834 Sacramento, CA 95814 (916) 440-1327

Executive Committee

Bill White,
Chairperson

Virginia Moose,
Vice Chairperson

Tim Brown

Verma J. Hall

Carolyn Hunter

Lynn Lewis

November 20, 1992

Mayor Joe Serna
Members of the City Council

RE: RECOMMENDATIONS OF THE SACRAMENTO HOMELESS FAMILY TASK FORCE ON CAMPSITES

Members

Sara C. Benson*

Betty Brill

Joan Burke*

Michele Clark*

Jill Crawford

Frances Fraites*

Joe P. Garcia

Liza Hartford*

James C. Hobin*

William Kennedy*

Gene Kulik

Cassandra Lewis

Larry Lobree

Ree McLaughlin

Sr. Mary Monica*

Julia Adele Noto

Merle Padilla

Val Peres*

Yvonne Schaefer*

Andrea S. Temkin

Elnor Tilson

Grace M. White

Diana C. Wood

Dear Mayor and Members of the City Council:

In April of 1992 the City Council and the Board of Supervisors created the Homeless Family Task Force to study the problem of homelessness in the City and County and to make recommendations to end the misery it causes. Our task force has met diligently since its inception and is well on its way to making specific policy and program recommendations to the City and the County Board of Supervisors. Draft reports from the Task Force committees will be completed in February and our Final Report is due next April.

We are acutely aware of the issues surrounding the proposed sweeps of Camp Hope and Peace Camp along the American River, and we feel this situation falls within the Task Force's charge of addressing the issues of homeless families. We are also aware that the Sacramento Housing and Redevelopment Agency has proposed a series of steps to take in response to the current "crisis" and that you will be considering approval of those proposals on December 1, 1992. Many of these proposals have considerable merit, and other proposals, such as the campers' request for a permit, should, in our opinion, be considered in the context of an overall strategy to combat homelessness in our community. The current debate arose in response to a crisis and lacks the needed context.

We are not prepared to say, at this point in our deliberations, that camping should or should not be an element of this community's strategy to combat homelessness. We expect to make specific recommendations on this issue when the Task Force's full report is finalized. Furthermore, we are not prepared to say at this point that each of SHRA's proposals is the best use of the substantial funds SHRA is

* Steering Committee

Mayor Joe Serna/City Council
November 2, 1992
Page 2

committed to spend in its response. We are struggling to create a comprehensive strategy which will suggest the best ways in which the City can address the problems associated with homelessness. More work needs to be done.

We urge the City to continue its policy of non-enforcement of the anti-camping ordinance until viable alternatives are in place. Those alternatives must address the serious gaps in service to the homeless which are discussed in the SHRA staff report. We further urge the Council not to launch new and potentially costly initiatives until our Task Force has had an opportunity to complete its work and provide the City with its recommendations for a comprehensive approach to the problems of homelessness.

Sincerely,

Bill White

Bill White
Chairperson

Virginia Moose

Virginia Moose
Vice Chairperson

BW/VM:jc

(23)

Homeless Family Task Force



SACRAMENTO CITY CODE
TRAILER CAMPS AND PUBLIC CAMPS

Article I. In General

§ 44.1 Definitions.

The following words and phrases when used in this chapter shall, for the purposes of this chapter, have the meanings respectively ascribed to them in this section:

Auto and trailer camp: "Auto and trailer camp" shall mean any area or tract of land where space is rented or held out for rent to owners or users of trailer coaches or tent campers furnishing their own camping equipment, or where free camping is permitted owners or users of trailer coaches.

Camping party: "Camping party" shall mean a person, or two or more persons together, using at the same time a tent, automobile or automobile camping outfit, a camp wagon or such other camping facilities for living or sleeping purposes.

Public camps: "Public camps" shall mean any place, area or tract of land upon which are located two or more camping parties, all camping parties located on such area or tract of land having a common use of any part thereof, or any convenience thereon.

Trailer coach: "Trailer coach" shall mean any camp car, trailer or other vehicle, with or without motive power, designed and constructed to travel on the public thoroughfares at the maximum allowable speed limit and in accordance with the provisions of the Vehicle Code of the state, and designed or used for human habitation. (Ord. No. 167, §1; Ord. No. 1436, §1)

§ 44.1-1 Violations.

Any person violating any provision of this chapter is guilty of an infraction. (Ord. No. 83-153, §39)

SACRAMENTO CITY CODE**TRAILER CAMPS AND PUBLIC CAMPS****Article II. Trailers and Trailer Camps****§ 44.2 Location of trailers in places other than authorized camp.**

- (a) Except as otherwise provided in this subsection, it shall be unlawful and a public nuisance for any person to establish, keep or maintain upon any lot or other place within the city, any trailer, auto coach or trailer coach primarily designed for transportation purposes upon a public highway, for occupancy as living quarters for a longer period than forty-eight hours, unless the same is kept and maintained on a regularly established auto and trailer camp operated under permits from the State of California and city-county health department.
- (1) Nothing contained in this Subsection (a) shall prohibit the health department from issuing a temporary permit for such trailer occupancy for a period of not to exceed seventy-two hours, provided that no temporary permit shall be issued for any occupancy or camp which will constitute a nuisance or health menace.
- (2) Nothing contained in this Subsection (a) shall prohibit the health department from issuing a temporary permit for such trailer occupancy for a period of not to exceed one hundred twenty days, provided that the following conditions are met:
- (i) The temporary use of such trailer shall be as living quarters for the owner, and his immediate family, of the property upon which such trailer is located and shall be for emergency purposes only when the existing or former living quarters on the same premises have been damaged or destroyed by fire or other disaster. The planning director shall determine whether the provisions of this Subdivision (i) are met.
- (ii) The planning director shall determine that the property in question contains sufficient area so that temporary placement of said trailer on the property will permit reconstruction of the dwelling unit without undue complications or adverse effect on the surrounding property.

SACRAMENTO CITY CODE**TRAILER CAMPS AND PUBLIC CAMPS**

(iii) The applicant shall obtain or cause to be obtained valid construction permits for the dwelling unit to be constructed and shall initiate construction of the dwelling within thirty days following the granting of a permit for temporary occupancy of such trailer.

(iv) The proposed occupancy shall not constitute a nuisance or health menace as determined by appropriate authorities in the health department.

(3) Nothing contained in this subsection shall apply to a mobilehome installed after issuance of a permit as required by Section 9.501 of this Code.

(4) Upon good cause shown, a temporary permit granted under Subdivision (2) of this Subsection (a), may be extended for periods of up to thirty days, provided that no such permit including any extensions thereof shall be valid for a period of more than six months.

(b) Except for loading and unloading:

(1) No trailer coach shall be parked within the setback area of a dwelling; and

(2) No trailer coach shall be parked on residential property within five feet of the adjoining real property line. (Ord. No. 2875, §1; Ord. No. 81-151, §1)

§ 44.3 Permit to establish an auto and trailer camp—Application.

All persons desiring to establish and operate an auto and trailer camp within the city limits shall request and obtain a permit from the health department before maintaining or operating any such auto or trailer camp. All applications shall be upon a form as may be prescribed by the health officer, and, among other things, shall set forth the following:

(a) That no dangerous conditions, either to life or health, will be allowed to exist.

(b) That no overcrowding at any camp will be allowed.

SACRAMENTO CITY CODE**TRAILER CAMPS AND PUBLIC CAMPS**

- (c) That adequate plumbing and waste and sewage disposal facilities will be built and properly maintained.
- (d) That the camp will be operated in a clean and sanitary manner. (Ord. No. 1436, §3)

§ 44.4 Same--Issuance.

Upon receipt of the application, and after consideration of the same, if the requirements as set out in Section 44.3 shall be complied with, the health officer shall thereupon issue the permit required by Section 44.3 to the applicant. (Ord. No. 1436, §3)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

Article III. Public Camps and Camping Parties

§ 44.5 Permit required.

It shall be unlawful for any person to establish, maintain, operate, conduct or carry on, or to cause or permit to be established, maintained, operated, conducted or carried on in the city any public camp, unless under and by authority of a written permit from the health officer and approved by the city manager, permitting the establishment, maintenance, operation, conducting or carrying on of such public camp, issued by the health officer upon the written application of any person for himself or on behalf of any corporation or association of persons. The health officer may consider any facts or evidence bearing on the sanitary conditions surrounding the area or tract of land upon which the proposed public camp is to be located. (Ord. No. 167, §2)

§ 44.6 Posting copy of permit.

It shall be unlawful for any person to establish, maintain, conduct or carry on any public camp, unless there shall be at all times posted in a conspicuous place upon the area or tract of land upon which the public camp is located a permit obtained from the health officer in accordance with the provisions of Section 44.5. (Ord. No. 167, §3)

§ 44.7 Power of health officer to make rules and regulations.

The health officer is hereby further empowered to ascertain that the operation or maintenance of any public camp will in no way jeopardize the public health and for this purpose may make additional rules and regulations bearing on the sanitary conditions of such public camp. When the health officer shall issue any permit under the terms of Section 44.5, the same may be revoked at any time thereafter by the health officer if the health officer becomes satisfied that the maintenance of the public camp is a menace to the public health for any reason. (Ord. No. 167, §2)

§ 44.8 Resident caretaker; register of parties.

It shall be unlawful for any person to maintain, conduct or carry on, or to cause or permit to be maintained, conducted or carried on any public camp, unless the public camp shall be provided at all times with a resident caretaker whose duty it shall be to enforce all rules and regulations and to see that no law or ordinance is violated by any person camping thereon. It shall be the duty of

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

the manager or caretaker to keep a record of all camping parties, which register shall specify the date of arrival of the camping party, the full name and permanent address of each person in the camping party, and in the event the camping party is traveling by means of an automobile, the register shall further specify the name of the owner of the automobile, the city and state in which the owner is a resident, the make of the automobile, the state in which the automobile is registered, the number of the license thereof and the year of its issuance. The register shall at all times be open for inspection to all police officers of the city or county or to the health officer or to any of his deputies. (Ord. No. 167, §4)

§ 44.9 Abatement of nuisance by health officer.

Use of any premises in violation of the provisions of this article as a public camp shall be immediately abated by the health officer as a public nuisance at his option under the provisions of Section 370 of the Penal Code of the state. (Ord. No. 167, §13)

§ 44.10 Posting copy of article in camp.

A printed copy of this article shall be kept posted in a conspicuous place in every public camp in the city. (Ord. No. 167, §14)

Division 2. Rules and Regulations—Generally

§ 44.11 Applicability of division.

The rules and regulations set out in this division shall be applicable to every public camping ground as defined by Section 44.1, and it shall be unlawful for any person maintaining, operating, conducting or carrying on any such public camp to violate, or cause or permit to be violated, any of such rules or regulations. (Ord. No. 167, §5)

§ 44.12 Responsibility of management.

The management of every public camp or picnic ground shall assume responsibility for maintaining in good repair all sanitary appliances on the ground, and shall promptly bring such action as may be necessary to prosecute or eject from such ground any person who wilfully or maliciously damages such appliances or any person who in any way fails to comply with the regulations of this division. (Ord. No. 167, §5)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

§ 44.13 Responsibility of owner or lessee.

Each and every owner and lessee of any public camp or picnic ground shall be held responsible for full compliance with the regulations in this division. (Ord. No. 167, §5)

§ 44.14 Rubbish and garbage depositories.

Supervision and equipment sufficient to prevent littering of the ground with rubbish, garbage or other refuse shall be provided and maintained. Fly-tight depositories for such materials shall be provided and conspicuously located. Each and every camp or picnic spot on the ground shall be within a distance of not over two hundred feet from such a depository. These depositories shall not be permitted to become foul smelling or unsightly or breeding places for flies. (Ord. No. 167, §5)

§ 44.15 Allotting camping space.

Each camping party shall be allotted usable space of not less than three hundred fifty square feet. (Ord. No. 167, §5)

§ 44.16 Posting water unsafe for human consumption.

Any water in the vicinity of public camping grounds, which may be unsafe for human consumption, to which campers or picnickers may have access, shall be either eliminated or purified, or shall be kept posted with placards definitely warning persons against its use. (Ord. No. 167, §6)

§ 44.17 Location of fires.

No fires shall at any time be so located as to endanger automobiles or other property in the camping ground. No fires shall be left unattended at any time and all fires shall be completely extinguished before leaving. (Ord. No. 167, §7)

§ 44.18 Method of final sewage and refuse disposal.

The method of final sewage or refuse disposal utilized in connection with the operation of any camp or picnic ground shall be such as to create no nuisance. (Ord. No. 167, §8)

§ 44.19 Privies and toilets.

Fly-tight privies or water-flushed toilets shall be provided and

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

shall be maintained in a clean and sanitary condition. Separate toilets for men and women shall be provided, one for each twenty-five men and one for each twenty-five women, or fraction thereof, of the maximum number of persons occupying such camping ground at any time. No camp or picnic spot within such ground shall be at a greater distance than four hundred feet from both a men's and a women's toilet. The location of all toilets shall be plainly indicated by signs. Toilet buildings shall at all times be lighted properly and from sunset to sunrise proper lights shall be kept burning. (Ord. No. 167, §9)

§ 44.20 Hoppers and basins.

A sufficient number of iron hoppers or basins shall be provided in public camping grounds, and each shall be connected with a sewerage system or covered cesspool. These are to be used for the disposal of domestic waste waters. (Ord. No. 167, §10)

§ 44.21 Dogs running at large prohibited.

Dogs shall be tied up and at no time shall be permitted to run at large in any public camp. (Ord. No. 167, §11)

Division 3. Rules and Regulations for Cottages, Cabins or Buildings

§ 44.22 Applicability of division.

If cottages, cabins, dwelling houses or other buildings to be used for human habitation are erected in any public camping ground, the minimum requirements set forth in this division for their construction, in addition to the requirements of the building laws of the state, the provisions of this code and other ordinances of the city, shall be observed. (Ord. No. 167, §12)

§ 44.23 Minimum height for floors.

All floors in cottages, cabins, dwelling houses and other buildings shall be raised at least eighteen inches above the ground and space underneath shall be kept free from obstruction. (Ord. No. 167, §12)

§ 44.24 Floors.

All floors in cottages, cabins, dwelling houses and other buildings shall be constructed of tongue and groove material. (Ord. No. 167, §12)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

§ 44.25 Walls.

Interior walls in cottages, cabins, dwelling houses and other buildings shall be of surfaced lumber or other material that may easily be kept clean and shall be constructed so that they may always be kept in a thoroughly clean condition. (Ord. No. 167, §12)

§ 44.26 Minimum air space for sleeping rooms.

No room used for sleeping purposes in any cottage, cabin, dwelling house or other building shall have less than five hundred cubic feet of air space for each occupant. (Ord. No. 167, §12)

§ 44.27 Window space in sleeping rooms.

The area of window space in each sleeping room in any cottage, cabin, dwelling house or other building shall be equal to at least one eighth of the floor area of the room. (Ord. No. 167, §12)

§ 44.28 Construction of windows.

Windows of sleeping rooms in cottages, cabins, dwelling houses and other buildings shall be so constructed that at least half of each window can be opened. (Ord. No. 167, §12)

§ 44.29 Cooking prohibited in sleeping rooms.

Cooking shall not be permitted in any sleeping room in any cottage, cabin, dwelling house or other building. (Ord. No. 167, §12)

§ 44.30 Kitchens.

If a kitchen is provided in any cottage, cabin, dwelling house or other building, it must be equipped with running water and a sink connected with a sewerage system, septic tank or a covered cesspool. A kitchen must be screened against flies and mosquitoes. (Ord. No. 167, §12)

§ 44.31 Private toilets.

If a private toilet is provided in any cottage, cabin, dwelling house or other building, it must be water-flushed and connected with a sewerage system or septic tank. The room containing such toilet must have a window opening to the outside air and its floor must be constructed of impervious material. (Ord. No. 167, §12)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

§ 44.32 Bathrooms.

If a bathroom is provided in any cottage, cabin, dwelling house or other building, it must have an impervious floor and must have a window opening to the outside air. The bath and lavatory must be connected with the sewerage system, septic tank or cesspool. (Ord. No. 167, §12)

§ 44.33 Garbage containers.

Covered metal garbage containers must be provided, at least one for every two buildings, in the places mentioned in this division. (Ord. No. 167, §12)

§ 44.34 Buildings to be kept clean.

All buildings mentioned in this division shall be cleaned daily and after each occupancy shall be thoroughly cleaned. If bedding is provided, it must be kept in a clean condition. (Ord. No. 167, §12)

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

SECURITY DEPOSIT GUARANTEE ASSISTANCE PILOT (GAP) PROGRAM

Eligibility Criteria and Program Procedures

Statement of Intent

The Sacramento Housing and Redevelopment Agency (SHRA) has established the Security Deposit Guarantee Assistance Pilot (GAP) Program to assist qualified homeless single men and women move from their state of homelessness, whether on the streets, in emergency shelters, or transitional housing, into permanent housing.

The Security Deposit Guarantee Assistance Pilot (GAP) Program is designed to provide individuals with temporary assistance to help cover housing expenses by:

- Issuing a guarantee certificate to the participating landlord equal to the value of the security deposit owed by the tenant.

- Providing that the landlord and tenant enter into an agreement whereby the tenant agrees to pay a monthly sum toward his/her owed expenses. For example, if a tenant's security deposit is equal to \$300, he/she may agree to pay \$25 a month for 12 months to the landlord in order to repay the outstanding debt.

- Reimbursing the landlord for the outstanding debt (in the event of tenant default) not to exceed the total amount of the guarantee certificate.

- Providing on-going support, information and referral, and mediation services to the landlord and tenant until the guarantee is repaid.

PLEASE NOTE that no money is actually "loaned" to the tenant; rather the program provides a guarantee to the landlord against tenant default. The monthly repayment amount is determined by the landlord, tenant and the GAP Program.

I. General Provisions.

A. Not an Entitlement Program. Nothing in the administration of this program should be construed to create an entitlement in any person for the services of the GAP Program.

B. Unrelated To Any Other Program. The program is entirely unrelated and separate from any other program of the SHRA, the City of Sacramento, the County of Sacramento, the Housing Authority of the City of Sacramento, the Housing Authority of the County of Sacramento, the Redevelopment Agency of the City of Sacramento, the Redevelopment Agency of the County of Sacramento, the State of California, the United State of America, and/or any division, department or unit of any of the foregoing. Accordingly, the requirements of these criteria and procedures are not to be interpreted by reference to the requirements, standards and/or procedures of any other program or unit of government. No other requirements, standards or procedures are intended to be incorporated by reference to the program.

C. Definitions.

1. "Homeless Person." "Homeless Person" as used in these Procedures means an individuals who lacks a fixed, regular, and adequate nighttime residence; or has a primary nighttime residence that is:

(i) a supervised publicly or privately operated shelter designed to provide temporary living accommodations, including, by way of illustration, welfare hotels, congregate shelters and transitional housing programs;

(ii) an institution that provides a temporary residence for individuals intended to be institutionalized;

(iii) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings;
or

(iv) in the streets, doorways, riverbanks, train stations, bus termianls, public plazas or parks, abandoned buildings, loading docks, hobo camps, cars or other motor vehicles whose primary purpose is for trnasportation, tents or other similar sites or living arrangements.

The term "homeless" does not include any individual imprisoned or otherwise detained under an Act of Congress or State Law.

2. "Qualified Shelter." "Qualified Shelter" as used in these Procedures means a SHRA/City/County-funded single-person shelter. Such shelters are:
 - a. The Salvation Army Men's Lodge,
 - b. The Salvation Army Modular Emergency Shelter Program for Single Men and Women,
 - c. Volunteers of America Residence Program,
 - d. The Salvation Army Aid-In-Kind Annex,
 - e. South Area Emergency Housing Center Women's Shelters, and
 - f. Transitional Living and Community Support, Inc.
 - g. Such other shelters as shall from time to time be designated as such by the Sacramento Housing and Redevelopment Commission.

3. "Qualified Transitional Housing Program." "Qualified Transitional Housing Program" as used in these Procedures means a SHRA/City/County-funded transitional housing program for single persons. Such programs are:
 - a. Shared Housing and Resources Empowerment (SHARE) Program;
 - b. Independent Living Readiness Pilot Program; and
 - c. Transitional Living and Community Support, Inc.
 - d. Such other programs as shall from time to time be designated as such by the Sacramento Housing and Redevelopment Commission

4. "Security Deposit Guarantee Assistance." "Security Deposit Guarantee Assistance" as used in these Procedures means assistance to cover the move-in security deposit cost up to a maximum limit set annually by the Sacramento County Board of Supervisors for individuals who are able to pay monthly rent but unable to pay move-in requirements.

II. Eligible Applicants.

A. Minimum Eligibility Requirements. Persons meeting the following minimum eligibility requirements are eligible to apply for assistance under the GAP Program.

1. Homeless Single Person. The applicant must be homeless as defined in Section II., subpart C.1 at the time of application and must continue to be homeless throughout the pendency of his/her application.

or

Shelter Resident. The applicant must be a resident of a Qualified Shelter at the date of his/her application and continue to reside therein throughout the pendency of his/her application.

or

Successful Transitional Housing Program Participant. The applicant must be a current participant in a Qualified Transitional Housing Program. The applicant must continue to participate successfully in the program and continue to reside at the program facility throughout the pendency of his/her application. Successful participation in these Procedures is defined as a continued timely payment of program fees and other related program financial requirements.

2. Residency. The applicant must have located and qualified for rental property in the Sacramento County area.
3. Completed Application. The applicant must complete the required application, provide all requested authorizations for release of otherwise confidential information, and attend all scheduled interviews, hearings, reviews and appointments. Moreover, the applicant must sign all requested agreements and documents related to receipt of assistance in a form approved by SHRA.

B. Factors Meriting Disqualification. Notwithstanding the eligibility of the applicant under subpart A above, the applicant shall be disqualified from participation in the program if any of the following conditions exist.

1. The applicant fails to complete the application process or otherwise fails to cooperate with SHRA in that process.

2. The applicant makes any misrepresentation of material information in connection with application process, including any such statement in any interview relating thereto.
 3. The applicant has an outstanding debt to SHRA for previous participation in a SHRA program including but not limited to Section 8 housing, Conventional Housing, or SHRA transitional housing programs.
 4. The applicant has defaulted on a previous SHRA Security Deposit Guarantee Assistance Pilot Program loan and continues to have the outstanding debt.
 5. The applicant's financial resources are inadequate to support his/her obligations including the monthly security deposit installment to the landlord.
 6. The amount of the applicant's request for assistance exceeds the limit allowable under the GAP Program.
 7. Any other condition or reason which indicate the applicant's to repay the loan.
- C. Applicability of Criteria. Each criterion for eligibility and/or disqualification set forth in subpart A and B above shall be applicable at all stages of the application process, including the period between the date of application and the move-in date, and throughout the period of any appeal by applicant under the procedures set forth herein.
- D. Reliance on Third Party Information. In making any determination relating to the program, SHRA may rely upon evidence, including without limitation interviews, reports, correspondence or other written information, received from staff of any Qualified Shelter, Qualified Transitional Housing Program and/or personnel of any federal, state or local agency including any law enforcement agency. SHRA shall not be required to review the accuracy, correctness or validity of any such evidence prior to considering it in connection with determinations under the program. However, whenever the program procedures require or permit verification of information by SHRA, shall exercise reasonable efforts in good faith to obtain such verification.

Individuals requesting to participate in the GAP Program must:

1. Be homeless, whether living on the streets, in SHRA/City/County-funded emergency shelters, or SHRA/City/County-funded transitional housing programs;

2. Have a verifiable source of income;
3. Have applied for and been accepted for a rental housing unit in Sacramento County;
4. Complete the GAP Program application and interview session;
5. meet eligibility and qualifying criteria as established for program operation.

Upon successfully completing the pre-screening and interview segment, the application is reviewed for final determination.

Once accepted, the applicant:

1. Executes a GAP Program Agreement with the GAP Program and landlord;
2. Conducts a move-in inspection of the housing unit with the GAP staff and landlord; and
3. Receives a housing resource packet and payment card on which the landlord records the payment of monthly installments.

After successfully completing the guarantee agreement, the GAP Program will issue a letter of credit reference on behalf of the client to the local credit bureau.

If denied assistance through the GAP Program, the applicant may appeal the determination.



ATTACHMENT D

DEPARTMENT OF
POLICECITY OF SACRAMENTO
CALIFORNIAHALL OF JUSTICE
813 SIXTH STREET
SACRAMENTO, CA
95814 2495

November 3, 1992

PH 916-264-3121

REF: 11-4

JERRY V. FINNEY
INTERIM CHIEF
OF POLICE

Mayor Anne Rudin
City of Sacramento
City Hall
915 I Street
Sacramento, CA 95814

Dear Mayor Rudin

SUBJECT: ILLEGAL CAMPING

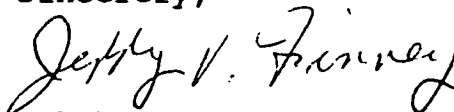
As we discussed yesterday, the following are reasons why I believe that we cannot allow illegal homeless camps:

- . They are unsanitary and a health hazard, as well as being dangerous because they have no access to emergency services due to their isolation.
- . If you allow an illegal camp in one location, you allow them in all locations. There is no way to limit the size or number of people in an encampment nor is there any way to control the danger to the environment. These camps will have no rules of behavior.
- . Los Angeles and San Francisco both tried to allow camps of different types to exist and they both proved to be unworkable. We did have camping existing for a period of time in back of the Bannon Street Mission. The providers had to terminate it because of the violence that began to occur at that location.
- . A legal camp ground with proper facilities, security, and rules is not something that the Sacramento Police Department would be against.

Letter to Mayor Rudin
Page 2

Attached is the Roll Call Training Bulletin which we have distributed to all officers, which clearly states the policy we will enforce on illegal camping. As you can see, our desire is not to have to arrest anyone and so far, we have been successful.

Sincerely,



JERRY V. FINEY
INTERIM CHIEF OF POLICE

JVF:jt

Attachment: RCTB 16 (3 Pgs)

CC: All Councilmembers
Walter J. Slipes, City Manager
Gary Little, Citizens Assistance Officer



Roll Call

TRAINING BULLETIN



OFFICER:

SACRAMENTO POLICE DEPARTMENT
VOLUME XXXVI, BULLETIN #16

JOHN P. KEARNS, CHIEF OF POLICE
November 16, 1989

ENFORCEMENT OF LAWS PERTAINING TO CAMPING AND LODGING

At a time when the issue of "the homeless" seems to be a controversial topic, it is imperative that members of the Sacramento Police Department make every effort to be temperate in the interpretation and application of all applicable laws and ordinances relevant to the unauthorized use and occupying of open lands and real property.

As professionals in the field of law enforcement we must ensure that our contacts with both citizen complainants and potential violators are both professional and ethical in all regards. Anything short of a professional demeanor on the part of Sacramento Police Department employees during public contacts is detrimental to the interests of all parties.

Officers shall be guided in their application of enforcement laws by the following policies:

1. Homeless persons camping in remote areas:
 - a. Violators shall be warned of appropriate violation and be given 24 hours to conform to the warnings.
 - b. Sacramento County Park Ordinance, Section 9.36.067 forbids camping in or on any park facility when said facility is closed.

The American River Parkway encompasses both sides of the river from Discovery Park to the east city limits, excluding the private property owned by the North Sacramento Land Company.

Sacramento City Code 27.200 provides that the provisions of Chapter 9.36 County Code apply within the City of Sacramento; therefore, violators should be cited for the County Ordinance 9.36.067.

2. SCC 27.50 states that no person shall camp in any city park without a park permit. Offenders should be cited and/or ordered to leave immediately.
3. SCC 44.5 prohibits persons from creating a camp ground without a permit upon property they own or operate. It is not a proper section to cite transient campers, but should be directed at the person creating or maintaining a camp.

If an owner of a lot allows persons to camp on it and he/she had no permit allowing the establishment of a public camp, that person would be in violation of SCC 44.5.

4. 647(3)(i) PC covers persons who lodge any place without permission of the owner or person in control. The definition of lodging is: "to live in a certain place for a time; a temporary dwelling."

Officers should question the individual about permission to use the property. If in doubt, contact the owner of said property.

Arrests can be made for violations of this section without warning the violator, except as described in Item #1.

5. Persons can be arrested for 602(j) PC when they trespass on any private property and interfere with any property rights. This arrest must be by the citizen who is aggrieved and can be accomplished upon demand.
6. Persons can be arrested for loitering or prowling on private property under Section 647(3)(g) PC. A citizen's arrest is not necessary, but officers must have knowledge that the property owner has not given the person permission to be on the property.
7. Trespassers can be removed from posted (602(k) PC) properties where the SPD has been made the agent for enforcement. Per 602(k) PC, persons must leave immediately upon being requested to do so by the owner or agent. NOTE! Verify that the letter of authorization is in file by checking the address in the CAD premise history file.
8. Trespassers on municipal parking facilities can be cited unless they are parking or retrieving a vehicle.

No warning is necessary. Violators are to be cited for SCC 26.77.

9. Persons who remain upon the exterior premises of any business, including the parking lot when the business is closed, can be cited for SCC 26.78, if the property is posted.

Posting must be with at least one sign stating:

"PRIVATE PROPERTY"
Permission to enter limited to
patrons during business hours
(insert hours)

No arrests shall be made between 0600 hours-2400 hours unless the person has been requested to leave by a police officer and given a reasonable opportunity to do so.

It is the intent of the Sacramento Police Department to protect public and private property from damage that can occur when unauthorized persons occupy a property. Officers have discretion in enforcing misdemeanors and city ordinances. If the problem can be eliminated without enforcement action, the interest of justice may be better served.

It should be noted that there is no place within the City of Sacramento, whether it be on private or public property, where camping is allowed without a permit issued by the municipality.

When campers are dispersed from private property and that property is left with trash and other debris, officers should notify the Neighborhood Services Division, Planning and Development Department, 449-5948. This department will handle the clean up of private property.

If the property is a City Park, notify the Parks Department at 449-5257.

If the property involved is the American River Parkway, the County Department of Parks should be notified by calling 366-2072.

Officers who have questions pertaining to the enforcement of any statutes relative to land use or "the homeless" should direct their inquiries to their immediate supervisors.

(Prepared by the Personnel and Training Section from information submitted by Commander Carroll Johnson and Captain Richard Gregson, Office of Operations, Sacramento Police Department)



**SACRAMENTO
HOUSING AND REDEVELOPMENT
AGENCY**



5.3
5.2

December 1, 1992

City Council, Housing Authority,
and Redevelopment Agency
of the City of Sacramento
Sacramento, CA

*Per Joan Roberts there
will be a whole new
report coming with
replacement attachments*

Honorable Members in Session:

SUBJECT: VARIOUS ISSUES RELATED

*She stated that Joe
Serna wanted the
title changed to what
is showing on 12/8/92
title.*

LOCATION: Richards Boulevard Redevelop

SUMMARY

This report provides a discussion and recommendations regarding various issues related to illegal camping along the American River by homeless individuals, the development of a designated campsite, and concerns raised by homeless advocates and campers regarding current shelter operations.

STAFF RECOMMENDATION

Staff recommends that the City Council acting variously as the Council, Housing Authority and Redevelopment Agency of the City adopt the attached resolutions which: 1) authorize the Executive Director to develop and implement several proposals to improve the provision of emergency services to the homeless of our community; 2) direct the Executive Director to allocate an additional 20 Section 8 certificates to assist eligible homeless single persons and families, and 3) affirm the current City ordinance prohibiting camping in the City of Sacramento without a permit and sustain enforcement of the ordinance in concert with the implementation of the proposed improved services.

VOTE AND RECOMMENDATION OF THE HOMELESS FAMILY TASK FORCE

At its November 18, 1992 meeting, the Homeless Family Task Force, appointed for one year by the Council in April 1992 to study the problem of homelessness in Sacramento, unanimously adopted a motion recommending the Council continue non-enforcement of the camping ordinance until after such time as the Task Force presents its final report and specific policy and programmatic recommendations to the Council in March 1993. Provided as Attachment A is a letter from the Task Force to the City Council.

(1)

CONTINUED

FROM 12-1-92
TO 12-8-92

VOTE AND RECOMMENDATION OF THE RICHARDS BOULEVARD PAC

This report will be presented to the Richards Boulevard Project Area Committee on November 23, 1992. The vote and recommendation of the PAC will be presented verbally at the Council meeting.

VOTE AND RECOMMENDATION OF THE COMMISSION

There was not sufficient time to formally present this staff report to the Commission for its recommendation. At its meeting of November 18, 1992, the Commission was provided with an Executive Director's report on all issues. Additionally, the Ad Hoc Committee of the Commission received a full briefing on November 30, 1992. Comments by the Commission will be verbally presented at the Council meeting.

BACKGROUND

Since the 1940s, the City of Sacramento has had in place a local ordinance, SCC 44.5, which prohibits a public camp without a proper permit. Provided as Attachment B is a copy of that ordinance. In late October of this year, responding to complaints regarding campers along the American River adjacent to the 16th Street bicycle bridge, the Police Department announced plans to enforce the ordinance, issuing warning notices to campers to vacate the property. Homeless advocates, the homeless, and community members at large expressed concerns about the enforcement given current shelter and housing opportunities available to the homeless. Permanent shelter facilities are full. However, there is currently an average of 100 beds available nightly at the Cal Expo winter overflow program.

At a meeting on November 6, 1992 held at City Hall, homeless advocates and homeless individuals who are camping along the river presented their concerns to City and Agency staff about the current shelter system. They contend that there are a number of factors which tend to inhibit individuals from using the shelter system. Issues included:

1. Shelters do not accommodate couples wishing to stay together.
2. Shelters do not accommodate pets.
3. The Cal Expo winter program operates from 6:00 p.m. to 6:00 a.m., the Salvation Army 30 day shelter operates from 4:00 p.m. to 8:00 a.m. Participants do not have access to the facilities during the day, except 30 day program participants who are ill.
4. Shelter space does not permit a participant to keep all of his/her possessions with him/her. Locked storage areas are provided outside the dorm area.

5. There is no phone access at the Cal Expo winter program.
6. Individuals desire to prepare their own meals.
7. The cost of last month's rent and security deposit often prohibits individuals from accessing housing.
8. A designated campsite was requested.
9. A client-managed and operated shelter was also requested.
10. Assessment of campers for housing assistance.

Each of these areas is addressed below. It is important to note, however, that City and Agency staff continue to recommend against either a designated campground or the suspension of the anti-camping ordinance. The issue of providing a camping area for the homeless was addressed in great detail by the Agency in the form of a staff report to the Council on May 16, 1989 (which lead to the development of an additional 80 shelter beds), and again in a memorandum to the Council on May 8, 1992. It was our recommendation at those times not to support establishment of a camping area. For reasons which will be reiterated and explained in greater detail below, we continue to maintain that position and recommend against implementing this request.

Under Section 44.5 of the Sacramento City Code (SCC), a permit must be obtained from the Health Officer and approved by the City Manager in order for a person to operate a camp (or conduct camping) in the City. As stated previously, there are individuals who are camping illegally along the American River. One area which has been the center of attention is the south bank of the river adjacent to the 16th Street bicycle bridge.

The City's process for handling illegal camping is typically for the Police Department to issue warnings to the campers, advising that they are in violation of the law and giving a specified period of time to comply with the anti-camping provisions. In the event warnings are not heeded, police officers follow-up with enforcement actions which may include citations, clean-up of the campsite and storage of personal property.

The campers and advocates have requested the City not to enforce the anti-camping provisions in Chapter 44 SCC. Based on their request and the success of meetings which have been held with the homeless and their advocates, and City and Agency staff, a decision was made to delay further enforcement until the Council takes action on the issue as presented in this report.

In addition, Legal Services of Northern California has applied for a "camping permit" on behalf of the campers on the south bank. At the time this report was prepared, a determination had not been made on the request. The application is being processed through the Sacramento County Environmental Health Division and the City Manager's Office.

Staff recommend the Council affirm the prohibition against camping without a permit. Since the Council is also considering several proposals in this report to improve the provision of emergency services to the homeless of our community, staff recommend enforcement occur concurrently with the development and implementation of these services, if approved by Council.

All of this notwithstanding, we acknowledge the plight the homeless campers are facing. In the final analysis, all the issues presented by the homeless and their advocates as listed above point clearly to one ultimate desire... a home. Cooking what you want when you want, having all your possessions within reach, privacy, and sharing your living space with a loved one whether a partner, spouse, or pet are all standards of living those of us with homes enjoy. The shelters are an institutional setting, which, given the group living arrangement, necessitate rules of conduct and operation that do not afford individual privacy on the scale desired. Shelters are designed to be temporary, to assist as many individuals as possible to get off the streets, and although we encourage our providers to foster a "homelike" setting within their agency philosophy, the shelters are not a replacement for affordable housing. We have encouraged those who are homeless to access the shelters as a temporary living situation, as a means to address and resolve the circumstances that created their homelessness, and then to move beyond the shelters.

The reality persists, however, that an inadequate stock of affordable transitional and permanent housing continues to prohibit the resolution of homelessness for some. We are making all efforts possible to develop affordable housing beyond the shelter. For example, this year we sought and received approval to provide transitional housing at Mather Air Force Base, a 14 unit apartment complex for homeless families with children, 60 units of cottage housing, a 100 unit single room occupancy residence, 100 additional units of public housing, and 55 new Section 8 certificates. We continue work on the Shasta/Argus renovation, numerous rental rehabilitation projects, assistance to non-profit housing developers, the Mutual Housing Corporation, Neighborhood Housing Services, Habitat for Humanity and many other programs for permanent housing. Unfortunately, the need is still not being met.

Additionally, the reality exists that there are those individuals who will continue to need assisted housing programs, for whom the shelters will be "home". Our plans for future

housing in this area include applying to the federal government for funding under the "Shelter plus care" and "Safe Havens" programs which specifically address the intensive needs of the latter population. We are not, however, anxious to develop additional shelters beyond those already approved and do not believe that shelters are a good permanent solution.

While we recognize that shelters are not the solution, we also know that short term "coping" strategies must be offered until permanent solutions to the housing crisis can be found. Therefore, with respect to the issues outlined above, the Agency offers the following discussion and recommendations.

1. Couples.

Agency staff is currently exploring the possibility of modifying the Cal Expo facility to accommodate couples. The Cal Expo facility is two segregated dorm areas, one for women and children, and one for men. The floor plan can be modified to accommodate eight - 9 feet x 11 feet single rooms. The cost would be approximately \$10,000. Advocates have raised concerns that this number of rooms will be insufficient. We would, however, like to test utilization prior to developing more rooms. The development of additional rooms would necessitate reducing the number of single person beds.

We have coordinated with the fire marshall who has inspected planned modifications. Because of the existing sprinkler, heating and lighting systems, the walls of the individual rooms cannot be constructed to the ceiling, leaving approximately a four foot area between the ceiling and the top of the constructed room walls. This does not provide for a completely private area. The Agency, Salvation Army and advocates will work together to develop criteria for admission to the program as a couple.

It is expected that this accommodation can be completed within two weeks of approval by the Council.

2. Pets.

We have explored the cost of installing kennels at the Salvation Army facility and are prepared to do so. Although this allows pet owners to enter the shelter, some may still be dissatisfied that pets are segregated from the dorm living area. Nevertheless, we believe that this will be a fair compromise which will provide a safe place for the homeless to keep their pets while at the shelters. We recommend developing a

kennel facility which will accommodate 12 dogs. We understand this may be viewed as insufficient, but again we would like to test utilization prior to developing a larger facility. The estimated construction cost including sewer, water and electrical hook up and annual operating costs including staffing, insurance, and utilities totals approximately \$65,000.

The development of this facility will require a special use permit. It is projected that these accommodations could be completed by March 1993. It is necessary for staff to report back to the Council with design plans and an environmental review of the proposed kennel facility. In the meantime, the Agency will board pets at a local kennel. This service is expected to be on-line by mid-December. Owners will have daily access to their animals.

3. Day services.

As you will recall, on September 2, 1992 the Council authorized day services for non-shelter residents to be developed as a part of the new social services complex. It is expected that the development of the park area, indoor areas, lockers, laundry facilities, rest rooms and showers will begin after January 15, 1993 and be completed in the spring. To address the concerns above, it appears we will need to accelerate these construction activities. The Salvation Army is open to beginning day services as soon as possible. The Agency staff will be available for whatever support the Salvation Army may need. We have explored the possibility of constructing an additional room to replace the semi-protected area at the Salvation Army Lodge which borders North B Street and accommodates the daily meal for non-shelter residents. There is approximately 2,438 square feet which can be developed to accommodate a waiting room, meeting/counseling/workshop room, bathrooms and showers. Additionally, Sutter Hospital is developing a medical clinic at the Lodge which will be directly linked to the day services room. It is estimated the construction cost would be approximately \$150,000, with donated bathroom and shower installation. The annual staffing and operations cost will be approximately \$175,000, also with donated personal and educational supplies.

The construction of the addition will take approximately three months. In the meantime, we are able to immediately accommodate individuals seeking day shelter at the Salvation Army Cantina, a cafeteria style recreation room at the modulars. Operating costs until the addition is complete would total approximately \$11,000.

Building permits will be required for all construction work. In order to expedite construction, we plan to sole source all funding to the Salvation Army. Therefore,

we recommend the Council direct the Planning Department to make the permitting process for this project their highest priority, once plans are submitted by the Salvation Army.

4. Personal Property.

In past years, the Salvation Army had permitted participants in the winter overflow program to take all their possessions with them for the evening. Often this was a significant amount of property which created crowded and unsafe transportation or occupied space that would otherwise be used to transport a person. Last year we authorized and funded the lease of two walk-in storage units to which a participant could check in all but those items he/she needed for the night. This provided secured storage. The Salvation Army has since expanded the extra storage capacity for regular shelter residents also. Individuals staying in the Lodge and Modulars are also provided individual secured lockers. Again, as a part of the Council approval of the social services complex, we will provide secure storage for non-shelter residents. This was projected to be available in the spring. We are looking at storage lockers much like those used to store bicycles for bicycle commuters. Funding to provide storage units was already approved by the Council as a function of approving the complex. Therefore, no additional outlay is needed.

It is expected the storage lockers will take two months to order and install, therefore, a targeted operational date is the end of January 1993. Meanwhile, the storage at the Salvation Army will continue to be made available.

5. Phone Access.

Phone service at Cal Expo is for staff use only and consists of a cellular phone. There are no participant phone accommodations for other than emergency situations. Pay phones are available for personal use at the permanent shelter facility prior to departure to Cal Expo. The last bus to Cal Expo generally leaves the Salvation Army by 7:30 p.m. Staff phones are available during daytime working hours to pursue employment opportunities or to schedule medical appointments. We are unable to establish phone service at Cal Expo and the significant cost of personal use of the cellular phone is prohibitive.

Homeless advocates have recommended that we contact various phone companies to place on site at the winter program temporary public telephones, much like those offered at the weekend "Stand Down" event for homeless veterans. The cost to install temporary pay phones at Cal Expo is \$55.00 per every 15 minutes of labor plus

a flat \$70.00 installation fee per pay phone. The monthly operating cost is \$13.00. Given the temporary use of Cal Expo, we are recommending against this service. We feel adequate opportunity exists prior to departure to Cal Expo to make personal calls, and employment and other assistance-type phone calls are typically made during normal business hours for which phone accommodations are made. However, we are planning to provide additional pay phones to the Salvation Army day service area.

6. Preparation of Own Meals.

Health and safety codes prohibit individual preparation of meals at the shelters. We are exploring the possibility of setting up a portable kitchen unit, such as used by the National Guard in the relief efforts after the hurricane in Florida, which could be used by individual families. Assuming health code issues can be dealt with, we will endeavor to pursue kitchen facilities for families and couples within the shelter network. This, however, will not be immediately available.

7. Rent/Security Deposit Costs.

In 1991, the Agency proposed to the County Board of Supervisors the creation of a security deposit guarantee program which assisted homeless persons with last month's rent and security deposit for permanent housing. The program made no initial outlay of money but assisted the client in negotiating with the landlord for a monthly installment plan to pay initial rental costs. The program guaranteed the money to the landlord in the event of client default. We continue to see a great need for this program and have explored all avenues of federal and state funding with little success. We therefore recommend the development of this program on a pilot scale using local funds. Estimated first year cost is \$60,000. We will work with eligible families and individuals to access housing and will dedicate an additional 20 Section 8 certificates to this program. We also believe this program is an excellent candidate for church sponsorship by individual congregations and will initiate a campaign to solicit their assistance. A program description is provided as Attachment C.

It is our intention to contract with Travelers Aid-Emergency Assistance to provide this service. They have administered a similar rental assistance program on a smaller scale and have the necessary experience. We expect the program to be operational by the end of December 1992 and will outstation the program at the day service area several hours each day.

8. Campsite.

Staff has conducted a survey of other jurisdictions both in California and other states who have either established a homeless camp or "tent city" or dealt with organized encampments established by the homeless which were not sanctioned by the localities involved. The city governments of Los Angeles, San Francisco, and Phoenix, Arizona have all operated or permitted campgrounds. No matter how well run, each encountered significant management problems, and all have been disbanded. The operation of a campground, even given adequate management and health and safety code compliance, generates a substantial liability risk which the Agency is not prepared to assume. A discussion of the experiences of these cities follows.

1. City of Phoenix: In the late 1980s, Phoenix developed a camp ground or "tent city" in its downtown area across from a nonprofit shelter which receives local as well as other government funds. The land was park area owned by the City of Phoenix and was landscaped and provided with sanitation facilities, showers, tap water, and cooking areas by the city's parks department who also performed ongoing maintenance services. The city police department provided walking beats for security purposes on a 24 hour basis. This program was developed pursuant to the political will of the community and its elected officials and was viewed as a way of containing the homeless in one area. It was specifically developed as an outdoor shelter, despite extreme heat in the summer and frequent cold nights in the winter. The camp closed in 1990 for reasons having to do with overcrowding and a decision that the financial resources of the city and the nonprofit hired to operate the program could be spent more productively by offering indoor shelter with services. The tent city program offered little in the way of services, except referrals and information, and meals which were provided at a nearby shelter.

Although the city's intent was to provide shelter for everyone who wanted it, the consequences that flowed from this policy were often adverse. Police were required to provide ongoing foot patrol, and although Phoenix did not experience much in the way of violence or criminal activity in its camp, the cost was considerable in order to reduce potential liability. One completely unforeseen phenomenon that occurred with the overcrowding was the regular outbreak of measles and pink eye, which required intervention of their county health department and the provision of health services on a regular basis. In the end, it was concluded that indoor facilities are preferable; many of the homeless themselves desire security and protection from the threats of others, the elements, and the uncertainties accompanied by the total lack of structure associated with outdoor living.

2. City of Los Angeles: During 1986 and part of 1987, a homeless camp was established on approximately one acre of regional transit property on Santa Fe Street in Los Angeles. This was in violation of the city's anti-camping ordinance and essentially was a squatters camp. This situation existed for a little over one year before the city took steps to break up the camp. The city provided staff to do outreach in the camp to bring people into shelter and services before it was finally broken up by the police. This policy proved effective and is still in operation today through a homeless coordinator position with staff who work for the city to address homelessness through outreach and provision of services in the field. Today it is estimated that there are approximately 2,000 people who regularly camp out throughout the City of Los Angeles in violation of the anti-camping ordinance. The groups are small, ranging from 3 to 15 persons who camp on sidewalks, vacant lots, alleys, under bridges and freeways. Camping is not tolerated in the public parks where the anti-camping ordinance is strictly enforced. Los Angeles believes its current program of outreach is most effective in bringing in persons who want or need services. Los Angeles provides a team comprised of city employees and former homeless individuals who have demonstrated leadership qualities to work in providing outreach in the field. This is accomplished with a mobile trailer with social service personnel on board who go to various camps and are able provide immediate eligibility for entitlement programs, transportation to shelters and medical facilities, and other services.

Based on the experiences of Los Angeles, in July 1992 the Agency began funding Legal Services of Northern California (LSNC) to provide homeless outreach services to the "hidden" homeless along the river and in vacant lots. The program employs homeless and formerly homeless individuals. We are prepared to increase our client outreach efforts with an additional allocation of \$10,000 to continue this service through 1993. Additionally, we would like to increase coordination and collaboration between the outreach program, Agency housing assistance staff, and security deposit guarantee program staff at the day services area.

3. City of San Francisco: As you may know, in 1990, Mayor Art Agnos sanctioned camping by homeless individuals in the park area in front of City Hall. This action was taken in response to the lack of shelter space to assist the homeless of that city. Agnos decreed camping at that location was permissible until such time as two social service centers for the homeless were open. The centers provide day and evening shelter, support services, pet kennels, hot meals, and referrals for housing and employment. Agency staff toured these facilities when reviewing model programs in planning for our social services complex.

Initial support for the measure taken by Agnos quickly waned when the area became overcrowded and unkempt. There were continual allegations that the sanctioned camp area was a magnet for transient individuals seeking only to camp and not address their homelessness. When the new centers, called North of Market and South of Market Service Centers were opened a year later, the camp was disbanded. Since that experience, opposition on the part of citizens of San Francisco to assisting the homeless of their community has appeared to intensify. This quite frankly is a great concern to staff. It has been proven difficult enough to site shelter and housing programs for the homeless in our community. Locational issues for a campsite would pose a strong barrier. If overcome and the campsite did not succeed, the barrier to siting further housing programs could potentially be even more strenuous to overcome.

Costs to Develop a Campsite

In addition to the various operational problems inherent to a campsite, the costs are substantial. Depending on the site selected, costs for land lease and development of facilities will vary. We estimate those costs to accommodate 200 persons as follows:

One time costs

Bathroom/shower facility	\$100,000
Utilities (depending on distance from existing lines)	\$150,000 to \$300,000
Fencing	\$10.00 per foot
Ground preparation	\$3,000 to \$10,000
Toxics Investigation	\$20,000

On-going costs

Garbage removal	\$100 per month
Maintenance	\$2,000 per month

Additionally on-going costs required irrespective of location is the need to provide police protection on a 24 hour basis. This alone is estimated at a minimum to be \$500,000 annually for one dedicated officer, 24 hours per day. Advocates have stated that the homeless would monitor the campsite. This is how the site in Phoenix initially operated, but officials subsequently found it necessary to use the city police. Other costs to be included depends on the level of services to be provided, whether food services will be made available to camp residents, and operating staff apart from the police, maintenance staff, etc.

Needless to say, we would expect serious opposition to whatever locational choice might be proposed.

Staff Observations Regarding a Campsite Proposal or Suspension of the Anti-camping Ordinance

It appears that the circumstances surrounding the demands for a camping area are continuously precipitated by either the closure of the Cal Expo winter overflow program in April, or enforcement of the anti-camping ordinance. Similar reactions to the closure of the winter program have occurred in previous years the Agency has administered this program and are expected again this April. The Agency is acutely aware that our services and housing programs for the homeless do not fully address the need. Over the eight years that we have administered homeless programs in Sacramento, staff has expanded services and housing opportunities in a coherent and responsible way. We continue to do that on a daily basis, seeking out new funding opportunities, innovative approaches and systems that will have long-term effects on the resolution of homelessness in our community. But in so doing, we remain adamant in providing shelter and services consistent with housing standards which have been developed in this country over the past century, and particularly since the 1930s, when, on a federal level, public housing authorities were established nationwide.

We believe that to endorse and implement outdoor camp areas for the homeless is to turn our backs on one of our most needy population groups and to essentially say that substandard conditions are good enough for these individuals. We realize that much still needs to be done, but as both the Housing Authority and Redevelopment Agency for the City and County, we believe that we must continue to provide housing within established decent, safe, and sanitary community standards. The essence of our programs has been to provide decent shelter and supportive services necessary to assist individuals and families to resolve their homelessness. To do otherwise would, we believe, run counter to our attempts to find acceptable solutions to this problem. When viewed in these terms, with the resultant long-range social impacts, we do not believe this course would be in the best interests of the community as a whole.

Finally, liability issues of potentially great magnitude must be considered when a government or other agency develops a facility and, in essence, invites a population group to use it. Lack of or difficulty in screening camp users requires that all be protected from potential harm and exploitation from others and that the government entity insure itself against claims of negligence, personal injury, property damage

and/or violations of public health standards. In the final analysis, officials in Phoenix, Los Angeles, and San Francisco found that indoor shelter was the best and most humane service the public could provide for the homeless.

9. Client Operated Shelter.

As you well know, neighborhood reaction to locating homeless shelters is often contentious, even when we can demonstrate the successful and safe operation of existing facilities. We know that the locational issues for siting a client operated shelter would be very difficult to overcome. It has been our position for the past several years, that after consolidating services into the complex at 12th and North B Streets, we do not wish to develop more shelters. Our emphasis and financing since 1991 has been directed towards the development of transitional and permanent housing. Another shelter, even client operated, is not the answer.

10. Housing Assistance Assessments.

On Monday November 9, five Agency staff went to Camp Hope and assessed 15 individuals for housing assistance. Based on that experience, we will be able to assist two senior individuals directly into public housing. Other individuals were present with situations for which staff would like to make recommendations/referrals to various programs. Only two individuals expressed no interest in seeking and securing housing. Some would benefit from assistance with last month's rent and security deposit, plus furnishings and other support services. Two staff will continue making regular visits to the camps and will coordinate this through staff at Brother Martin's Ministries. Additionally, once the day service area is constructed, a Homeless Program staff person will conduct regular business hours at the site.

Summary of Costs of Recommended Options Outlines Above

Couple Accommodations at Cal Expo	\$ 10,000
Pet Accommodations at Shelter	\$ 65,000
Day service area construction	\$ 150,000
Day service area operation	\$ 175,000*
Interim day services until constructed	\$ 11,000

Storage capacity	\$ 0**
Security Deposit Guarantee Program	\$ 60,000
Homeless Outreach Program	\$ 10,000
Contingency	\$ 19,000
TOTAL	\$ 500,000

* This will be an annualized expense.

** Budgeted within recently approved social services complex.

Finally, as we have stated previously, we wish to establish a working relationship with the Police Department that coordinates enforcement efforts with the time we need to develop and bring on-line the programs described above. After the enforcement efforts of 1989, we established an arrangement, whereby the Agency would receive advance notice of such enforcement in order to prepare our programs and facilities for increased demand. We wish to renew that arrangement. Since neither the Agency or the City has the fiscal resources to react to the crises generated by episodic enforcement of this anti-camping, if enforcement is to occur we recommend it be routinely applied and in concert with our ability to develop the emergency services necessary, as well as affordable housing, to facilitate the humane enforcement of the ordinance.

FINANCIAL CONSIDERATIONS

On September 30, 1992, your Council, acting on its own behalf and as the Housing Authority and the Redevelopment Agency for the City of Sacramento, approved staff recommendations to address the more than \$3 million in revenue losses resulting from State and County budget cuts affecting the 1992 and 1993 Agency budget years.

At that time, the Agency was authorized to reduce the budget allocation for the Memorial Auditorium by \$2 million, and to allocate \$160,000 in funds generated from the sale of assets in one of our mortgage revenue bonds to programs for the homeless. Staff was directed to reinstate the \$2 million for Memorial Auditorium by 1995.

Although the Agency receives revenues from more than 120 federal, state, and local sources, the use of funds from most of these sources are restricted by activity and jurisdiction. These constraints, along with our revenue shortfalls, make it especially difficult to fund the

accelerated development of unplanned capital projects such as the ones identified in this report.

Given this environment, staff recommends the following funding strategy:

1. Reduce and reappropriate funding for the restoration of the Memorial Auditorium by an additional \$300,000 to cover all capital improvements and interim day services.

(Unlike the \$2 million reduction in funding above, we will not be able to reestablish this appropriation.)

2. Based on increased projections of proceeds to be received from the sale of excess assets resulting from the defeasance of our 1988 and 1989 mortgage revenue bond issues, use up to \$200,000 from that source to fund day service area operations, the Security Deposit Guarantee Program, and the Homeless Outreach Program.

Favorable conditions in the credit and financial markets have prompted the revision of our 1993 revenue projections in this area.

Total Costs

Couple Accommodations at Cal Expo	\$ 10,000
Pet Accommodations at Shelter	\$ 65,000
Day service area construction	\$ 150,000
Day service area operation	\$ 175,000
Interim day services until constructed	\$ 11,000
Storage capacity	\$ 0*
Security Deposit Guarantee Program	\$ 60,000
Homeless Outreach Program	\$ 10,000
Contingency	\$ 19,000
TOTAL	\$ 500,000

Total Funding

Memorial Auditorium Funding	\$ 300,000
Mortgage Revenue Bond proceeds	\$ 200,000
TOTAL	\$ 500,000

POLICY CONSIDERATIONS

The proposed actions to develop and implement additional emergency services are consistent with previously approved Agency and Council policies to assist the homeless. There are several major policy considerations relative to suspending or amending the anti-camping provisions in Section 44.5. Included are several concerns which have been raised by the Police Department as listed in Attachment D. Other major issues have been addressed throughout this report, and include: 1) site concerns; 2) liability issues; and 3) funding issues.

Finally, the Council is being asked to address whether the policy of this City is to encourage camping by individuals who are homeless or continue with the policy of directing people to utilize temporary shelters or other transitional housing.

ENVIRONMENTAL REVIEW

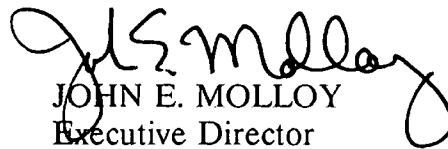
The social services activities proposed in this report do not constitute a project under CEQA guidelines per Section 15378 (b)(3), nor an undertaking under NEPA. The day services area construction is exempt under CEQA guidelines per Section 15301, and is not an undertaking under NEPA. Staff will return to Council with a complete report on design plans and environmental review as it relates to the construction of the pet kennel.

City Council, Housing Authority, and
Redevelopment Agency of the
City of Sacramento
December 1, 1992
Page 17

M/WBE REVIEW

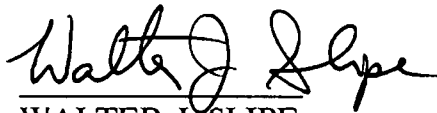
Operation activities which provide social services to the homeless will be sole sourced to non-profit social services agencies and M/WBE requirements do not apply. Construction activities under this report will also be sole sourced to a non-profit social service agency. However, M/WBE requirements will apply for all subcontracts for that work.

Respectfully submitted,


JOHN E. MOLLOY
Executive Director

Transmittal approved by:

For Council Meeting of
December 1, 1992


WALTER J. SLIPE
City Manager

Contact person: Cheryl Stankiewicz, Director, Community/Social Services
440-1360

RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

VARIOUS ISSUES RELATED TO THE ANTI-CAMPING ORDINANCE INCLUDING EMERGENCY ADDITIONAL HOMELESS SERVICES

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF
SACRAMENTO:

Section 1: Local ordinance SSC 44.5 shall remain in effect.

Section 2: Enforcement of said ordinance shall occur concurrently with the development and implementation of various emergency additional homeless services by the Redevelopment Agency of the City of Sacramento and the Housing Authority of the City of Sacramento, namely:

- a) couples quarters at the Cal Expo winter overflow program;
- b) temporary boarding accommodations for pets of shelter program recipients until such time as permanent kennel facilities are developed on-site at the Salvation Army facilities;
- c) temporary day services at the Salvation Army facilities until such time as a permanent day service area can be constructed on-site at the Salvation Army Lodge;
- d) a permanent day service area;
- e) secured storage facilities for shelter and non-shelter residents;
- f) a security deposit guarantee program; and
- g) continued homeless outreach program services.

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

Section 3: The Director of the City Planning Department is hereby directed to review all plans for the construction of the day service area and pet kennel on a priority status.

MAYOR

ATTEST:

CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

RESOLUTION NO.

ADOPTED BY THE HOUSING AUTHORITY OF THE CITY OF SACRAMENTO

ON DATE OF _____

**ALLOCATION OF SECTION 8 CERTIFICATES FOR SECURITY DEPOSIT
GUARANTEE PROGRAM**

BE IT RESOLVED BY THE HOUSING AUTHORITY OF THE
CITY OF SACRAMENTO:

Section 1: The Executive Director is authorized to allocate an
additional 20 Section 8 certificates as a component of the Security Deposit Guarantee
Program to assist eligible homeless individuals and families.

CHAIR

ATTEST

SECRETARY

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

RESOLUTION NO.

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO

ON DATE OF _____

VARIOUS ISSUES RELATED TO THE ANTI-CAMPING ORDINANCE, INCLUDING EMERGENCY ADDITIONAL HOMELESS SERVICES

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

Section 1: The Executive Director is authorized to develop and
implement:

- a) couples quarters at the Cal Expo winter overflow program;
- b) temporary boarding accommodations for pets of shelter program recipients;
- c) temporary day services at the Salvation Army facilities until such time as a permanent day service area can be constructed on-site at the Salvation Army Lodge;
- d) a permanent day service area;
- e) secured storage facilities for shelter and non-shelter residents;
- f) a security deposit guarantee program; and
- g) continued homeless outreach program services.

Section 2: The Executive Director is directed to report back no later than the end of January 1993 with design plans and an environmental review of the proposed permanent kennel facility at the Salvation Army facilities.

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

Section 3: The Executive Director is authorized to allocate \$300,000 from the Memorial Auditorium funding appropriation, and \$200,000 in proceeds from the sale of mortgage revenue bonds for the activities herein authorized. The funding allocation from the Memorial Auditorium will not be reestablished by the Agency, and the Agency budget is hereby amended in accordance with this Section.

Section 4: The Executive Director is authorized to enter into necessary contracts, develop necessary operating procedures and to take all other steps necessary to insure the timely completion of the work herein authorized.

Section 5: The Executive Director is granted an extension on the Council's previous direction to report back on various issues related to the social services complex, and is hereby directed to report back no later than February 15, 1993.

ATTEST:

CHAIR

SECRETARY

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____



Homeless Family Task Force

630 I Street P.O. Box 1834 Sacramento, CA 95814 (916) 440-1327

Executive Committee

Bill White,
Chairperson

November 20, 1992

Virginia Moosa,
Vice Chairperson

Tim Brown

Velma J. Hall

Mayor Joe Serna
Members of the City Council

Carolyn Hunter

Lynn Lewis

RE: RECOMMENDATIONS OF THE SACRAMENTO HOMELESS FAMILY TASK
FORCE ON CAMPSITES

Members

Sara C. Benson*

Dear Mayor and Members of the City Council:

Betty Brill

Joan Burke*

Michele Clark*

Jill Crawford

Frances Fratias*

Joe P. Garcia

Liza Hartford*

James C. Hobin*

William Kennedy*

Gene Kulik

Cassandra Lewis

Larry Lobrae

Rae McLaughlin

Sr. Mary Monica*

Julia Adele Noto

Merle Padilla

Val Peres*

Yvonne Schaefer*

Andrea S. Tamkin

Elnor Tilson

Grace M. White

Diana C. Wood

In April of 1992 the City Council and the Board of Supervisors created the Homeless Family Task Force to study the problem of homelessness in the City and County and to make recommendations to end the misery it causes. Our task force has met diligently since its inception and is well on its way to making specific policy and program recommendations to the City and the County Board of Supervisors. Draft reports from the Task Force committees will be completed in February and our Final Report is due next April.

We are acutely aware of the issues surrounding the proposed sweeps of Camp Hope and Peace Camp along the American River, and we feel this situation falls within the Task Force's charge of addressing the issues of homeless families. We are also aware that the Sacramento Housing and Redevelopment Agency has proposed a series of steps to take in response to the current "crisis" and that you will be considering approval of those proposals on December 1, 1992. Many of these proposals have considerable merit, and other proposals, such as the campers' request for a permit, should, in our opinion, be considered in the context of an overall strategy to combat homelessness in our community. The current debate arose in response to a crisis and lacks the needed context.

We are not prepared to say, at this point in our deliberations, that camping should or should not be an element of this community's strategy to combat homelessness. We expect to make specific recommendations on this issue when the Task Force's full report is finalized. Furthermore, we are not prepared to say at this point that each of SHRA's proposals is the best use of the substantial funds SHRA is

* Steering Committee

Mayor Joe Serna/City Council
November 2, 1992
Page 2

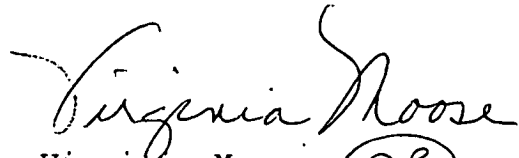
committed to spend in its response. We are struggling to create a comprehensive strategy which will suggest the best ways in which the City can address the problems associated with homelessness. More work needs to be done.

We urge the City to continue its policy of non-enforcement of the anti-camping ordinance until viable alternatives are in place. Those alternatives must address the serious gaps in service to the homeless which are discussed in the SHRA staff report. We further urge the Council not to launch new and potentially costly initiatives until our Task Force has had an opportunity to complete its work and provide the City with its recommendations for a comprehensive approach to the problems of homelessness.

Sincerely,




Bill White
Chairperson



Virginia Moose
Vice Chairperson

BW/VM:jc

(23)


Homeless Family Task Force

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

Article III. Public Camps and Camping Parties

§ 44.5 Permit required.

It shall be unlawful for any person to establish, maintain, operate, conduct or carry on, or to cause or permit to be established, maintained, operated, conducted or carried on in the city any public camp, unless under and by authority of a written permit from the health officer and approved by the city manager, permitting the establishment, maintenance, operation, conducting or carrying on of such public camp, issued by the health officer upon the written application of any person for himself or on behalf of any corporation or association of persons. The health officer may consider any facts or evidence bearing on the sanitary conditions surrounding the area or tract of land upon which the proposed public camp is to be located. (Ord. No. 167, §2)

§ 44.6 Posting copy of permit.

It shall be unlawful for any person to establish, maintain, conduct or carry on any public camp, unless there shall be at all times posted in a conspicuous place upon the area or tract of land upon which the public camp is located a permit obtained from the health officer in accordance with the provisions of Section 44.5. (Ord. No. 167, §3)

§ 44.7 Power of health officer to make rules and regulations.

The health officer is hereby further empowered to ascertain that the operation or maintenance of any public camp will in no way jeopardize the public health and for this purpose may make additional rules and regulations bearing on the sanitary conditions of such public camp. When the health officer shall issue any permit under the terms of Section 44.5, the same may be revoked at any time thereafter by the health officer if the health officer becomes satisfied that the maintenance of the public camp is a menace to the public health for any reason. (Ord. No. 167, §2)

§ 44.8 Resident caretaker; register of parties.

It shall be unlawful for any person to maintain, conduct or carry on, or to cause or permit to be maintained, conducted or carried on any public camp, unless the public camp shall be provided at all times with a resident caretaker whose duty it shall be to enforce all rules and regulations and to see that no law or ordinance is violated by any person camping thereon. It shall be the duty of

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

the manager or caretaker to keep a record of all camping parties, which register shall specify the date of arrival of the camping party, the full name and permanent address of each person in the camping party, and in the event the camping party is traveling by means of an automobile, the register shall further specify the name of the owner of the automobile, the city and state in which the owner is a resident, the make of the automobile, the state in which the automobile is registered, the number of the license thereof and the year of its issuance. The register shall at all times be open for inspection to all police officers of the city or county or to the health officer or to any of his deputies. (Ord. No. 167, §4)

§ 44.9 Abatement of nuisance by health officer.

Use of any premises in violation of the provisions of this article as a public camp shall be immediately abated by the health officer as a public nuisance at his option under the provisions of Section 370 of the Penal Code of the state. (Ord. No. 167, §13)

§ 44.10 Posting copy of article in camp.

A printed copy of this article shall be kept posted in a conspicuous place in every public camp in the city. (Ord. No. 167, §14)

Division 2. Rules and Regulations—Generally

§ 44.11 Applicability of division.

The rules and regulations set out in this division shall be applicable to every public camping ground as defined by Section 44.1, and it shall be unlawful for any person maintaining, operating, conducting or carrying on any such public camp to violate, or cause or permit to be violated, any of such rules or regulations. (Ord. No. 167, §5)

§ 44.12 Responsibility of management.

The management of every public camp or picnic ground shall assume responsibility for maintaining in good repair all sanitary appliances on the ground, and shall promptly bring such action as may be necessary to prosecute or eject from such ground any person who wilfully or maliciously damages such appliances or any person who in any way fails to comply with the regulations of this division. (Ord. No. 167, §5)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

§ 44.13 Responsibility of owner or lessee.

Each and every owner and lessee of any public camp or picnic ground shall be held responsible for full compliance with the regulations in this division. (Ord. No. 167, §5)

§ 44.14 Rubbish and garbage depositories.

Supervision and equipment sufficient to prevent littering of the ground with rubbish, garbage or other refuse shall be provided and maintained. Fly-tight depositories for such materials shall be provided and conspicuously located. Each and every camp or picnic spot on the ground shall be within a distance of not over two hundred feet from such a depository. These depositories shall not be permitted to become foul smelling or unsightly or breeding places for flies. (Ord. No. 167, §5)

§ 44.15 Allotting camping space.

Each camping party shall be allotted usable space of not less than three hundred fifty square feet. (Ord. No. 167, §5)

§ 44.16 Posting water unsafe for human consumption.

Any water in the vicinity of public camping grounds, which may be unsafe for human consumption, to which campers or picnickers may have access, shall be either eliminated or purified, or shall be kept posted with placards definitely warning persons against its use. (Ord. No. 167, §6)

§ 44.17 Location of fires.

No fires shall at any time be so located as to endanger automobiles or other property in the camping ground. No fires shall be left unattended at any time and all fires shall be completely extinguished before leaving. (Ord. No. 167, §7)

§ 44.18 Method of final sewage and refuse disposal.

The method of final sewage or refuse disposal utilized in connection with the operation of any camp or picnic ground shall be such as to create no nuisance. (Ord. No. 167, §8)

§ 44.19 Privies and toilets.

Fly-tight privies or water-flushed toilets shall be provided and

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

shall be maintained in a clean and sanitary condition. Separate toilets for men and women shall be provided, one for each twenty-five men and one for each twenty-five women, or fraction thereof, of the maximum number of persons occupying such camping ground at any time. No camp or picnic spot within such ground shall be at a greater distance than four hundred feet from both a men's and a women's toilet. The location of all toilets shall be plainly indicated by signs. Toilet buildings shall at all times be lighted properly and from sunset to sunrise proper lights shall be kept burning. (Ord. No. 167, §9)

§ 44.20 Hoppers and basins.

A sufficient number of iron hoppers or basins shall be provided in public camping grounds, and each shall be connected with a sewerage system or covered cesspool. These are to be used for the disposal of domestic waste waters. (Ord. No. 167, §10)

§ 44.21 Dogs running at large prohibited.

Dogs shall be tied up and at no time shall be permitted to run at large in any public camp. (Ord. No. 167, §11)

Division 3. Rules and Regulations for Cottages, Cabins or Buildings

§ 44.22 Applicability of division.

If cottages, cabins, dwelling houses or other buildings to be used for human habitation are erected in any public camping ground, the minimum requirements set forth in this division for their construction, in addition to the requirements of the building laws of the state, the provisions of this code and other ordinances of the city, shall be observed. (Ord. No. 167, §12)

§ 44.23 Minimum height for floors.

All floors in cottages, cabins, dwelling houses and other buildings shall be raised at least eighteen inches above the ground and space underneath shall be kept free from obstruction. (Ord. No. 167, §12)

§ 44.24 Floors.

All floors in cottages, cabins, dwelling houses and other buildings shall be constructed of tongue and groove material. (Ord. No. 167, §12)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

§ 44.25 Walls.

Interior walls in cottages, cabins, dwelling houses and other buildings shall be of surfaced lumber or other material that may easily be kept clean and shall be constructed so that they may always be kept in a thoroughly clean condition. (Ord. No. 167, §12)

§ 44.26 Minimum air space for sleeping rooms.

No room used for sleeping purposes in any cottage, cabin, dwelling house or other building shall have less than five hundred cubic feet of air space for each occupant. (Ord. No. 167, §12)

§ 44.27 Window space in sleeping rooms.

The area of window space in each sleeping room in any cottage, cabin, dwelling house or other building shall be equal to at least one eighth of the floor area of the room. (Ord. No. 167, §12)

§ 44.28 Construction of windows.

Windows of sleeping rooms in cottages, cabins, dwelling houses and other buildings shall be so constructed that at least half of each window can be opened. (Ord. No. 167, §12)

§ 44.29 Cooking prohibited in sleeping rooms.

Cooking shall not be permitted in any sleeping room in any cottage, cabin, dwelling house or other building. (Ord. No. 167, §12)

§ 44.30 Kitchens.

If a kitchen is provided in any cottage, cabin, dwelling house or other building, it must be equipped with running water and a sink connected with a sewerage system, septic tank or a covered cesspool. A kitchen must be screened against flies and mosquitoes. (Ord. No. 167, §12)

§ 44.31 Private toilets.

If a private toilet is provided in any cottage, cabin, dwelling house or other building, it must be water-flushed and connected with a sewerage system or septic tank. The room containing such toilet must have a window opening to the outside air and its floor must be constructed of impervious material. (Ord. No. 167, §12)

SACRAMENTO CITY CODE

TRAILER CAMPS AND PUBLIC CAMPS

§ 44.32 Bathrooms.

If a bathroom is provided in any cottage, cabin, dwelling house or other building, it must have an impervious floor and must have a window opening to the outside air. The bath and lavatory must be connected with the sewerage system, septic tank or cesspool. (Ord. No. 167, §12)

§ 44.33 Garbage containers.

Covered metal garbage containers must be provided, at least one for every two buildings, in the places mentioned in this division. (Ord. No. 167, §12)

§ 44.34 Buildings to be kept clean.

All buildings mentioned in this division shall be cleaned daily and after each occupancy shall be thoroughly cleaned. If bedding is provided, it must be kept in a clean condition. (Ord. No. 167, §12)

SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

SECURITY DEPOSIT GUARANTEE ASSISTANCE PILOT (GAP) PROGRAM

Eligibility Criteria and Program Procedures

Statement of Intent

The Sacramento Housing and Redevelopment Agency (SHRA) has established the Security Deposit Guarantee Assistance Pilot (GAP) Program to assist qualified homeless single men and women move from their state of homelessness, whether on the streets, in emergency shelters, or transitional housing, into permanent housing.

The Security Deposit Guarantee Assistance Pilot (GAP) Program is designed to provide individuals with temporary assistance to help cover housing expenses by:

- Issuing a guarantee certificate to the participating landlord equal to the value of the security deposit owed by the tenant.

- Providing that the landlord and tenant enter into an agreement whereby the tenant agrees to pay a monthly sum toward his/her owed expenses. For example, if a tenant's security deposit is equal to \$300, he/she may agree to pay \$25 a month for 12 months to the landlord in order to repay the outstanding debt.

- Reimbursing the landlord for the outstanding debt (in the event of tenant default) not to exceed the total amount of the guarantee certificate.

- Providing on-going support, information and referral, and mediation services to the landlord and tenant until the guarantee is repaid.

PLEASE NOTE that no money is actually "loaned" to the tenant; rather the program provides a guarantee to the landlord against tenant default. The monthly repayment amount is determined by the landlord, tenant and the GAP Program.

I. General Provisions.

A. Not an Entitlement Program. Nothing in the administration of this program should be construed to create an entitlement in any person for the services of the GAP Program.

B. Unrelated To Any Other Program. The program is entirely unrelated and separate from any other program of the SHRA, the City of Sacramento, the County of Sacramento, the Housing Authority of the City of Sacramento, the Housing Authority of the County of Sacramento, the Redevelopment Agency of the City of Sacramento, the Redevelopment Agency of the County of Sacramento, the State of California, the United State of America, and/or any division, department or unit of any of the foregoing. Accordingly, the requirements of these criteria and procedures are not to be interpreted by reference to the requirements, standards and/or procedures of any other program or unit of government. No other requirements, standards or procedures are intended to be incorporated by reference to the program.

C. Definitions.

1. "Homeless Person". "Homeless Person" as used in these Procedures means an individuals who lacks a fixed, regular, and adequate nighttime residence; or has a primary nighttime residence that is:

(i) a supervised publicly or privately operated shelter designed to provide temporary living accommodations, including, by way of illustration, welfare hotels, congregate shelters and transitional housing programs;

(ii) an institution that provides a temporary residence for individuals intended to be institutionalized;

(iii) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings;
or

(iv) in the streets, doorways, riverbanks, train stations, bus termianls, public plazas or parks, abandoned buildings, loading docks, hobo camps, cars or other motor vehicles whose primary purpose is for trnasportation, tents or other similar sites or living arrangements.

The term "homeless" does not include any individual imprisoned or otherwise detained under an Act of Congress or State Law.

2. "Qualified Shelter." "Qualified Shelter" as used in these Procedures means a SHRA/City/County-funded single-person shelter. Such shelters are:
 - a. The Salvation Army Men's Lodge,
 - b. The Salvation Army Modular Emergency Shelter Program for Single Men and Women,
 - c. Volunteers of America Residence Program,
 - d. The Salvation Army Aid-In-Kind Annex,
 - e. South Area Emergency Housing Center Women's Shelters, and
 - f. Transitional Living and Community Support, Inc.
 - g. Such other shelters as shall from time to time be designated as such by the Sacramento Housing and Redevelopment Commission.
3. "Qualified Transitional Housing Program." "Qualified Transitional Housing Program" as used in these Procedures means a SHRA/City/County-funded transitional housing program for single persons. Such programs are:
 - a. Shared Housing and Resources Empowerment (SHARE) Program;
 - b. Independent Living Readiness Pilot Program; and
 - c. Transitional Living and Community Support, Inc.
 - d. Such other programs as shall from time to time be designated as such by the Sacramento Housing and Redevelopment Commission
4. "Security Deposit Guarantee Assistance." "Security Deposit Guarantee Assistance" as used in these Procedures means assistance to cover the move-in security deposit cost up to a maximum limit set annually by the Sacramento County Board of Supervisors for individuals who are able to pay monthly rent but unable to pay move-in requirements.

II. Eligible Applicants.

A. Minimum Eligibility Requirements. Persons meeting the following minimum eligibility requirements are eligible to apply for assistance under the GAP Program.

1. Homeless Single Person. The applicant must be homeless as defined in Section II., subpart C.1 at the time of application and must continue to be homeless throughout the pendency of his/her application.

or

Shelter Resident. The applicant must be a resident of a Qualified Shelter at the date of his/her application and continue to reside therein throughout the pendency of his/her application.

or

Successful Transitional Housing Program Participant. The applicant must be a current participant in a Qualified Transitional Housing Program. The applicant must continue to participate successfully in the program and continue to reside at the program facility throughout the pendency of his/her application. Successful participation in these Procedures is defined as a continued timely payment of program fees and other related program financial requirements.

2. Residency. The applicant must have located and qualified for rental property in the Sacramento County area.

3. Completed Application. The applicant must complete the required application, provide all requested authorizations for release of otherwise confidential information, and attend all scheduled interviews, hearings, reviews and appointments. Moreover, the applicant must sign all requested agreements and documents related to receipt of assistance in a form approved by SHRA.

B. Factors Meriting Disqualification. Notwithstanding the eligibility of the applicant under subpart A above, the applicant shall be disqualified from participation in the program if any of the following conditions exist.

1. The applicant fails to complete the application process or otherwise fails to cooperate with SHRA in that process.

2. The applicant makes any misrepresentation of material information in connection with application process, including any such statement in any interview relating thereto.
 3. The applicant has an outstanding debt to SHRA for previous participation in a SHRA program including but not limited to Section 8 housing, Conventional Housing, or SHRA transitional housing programs.
 4. The applicant has defaulted on a previous SHRA Security Deposit Guarantee Assistance Pilot Program loan and continues to have the outstanding debt.
 5. The applicant's financial resources are inadequate to support his/her obligations including the monthly security deposit installment to the landlord.
 6. The amount of the applicant's request for assistance exceeds the limit allowable under the GAP Program.
 7. Any other condition or reason which indicate the applicant's to repay the loan.
- C. Applicability of Criteria. Each criterion for eligibility and/or disqualification set forth in subpart A and B above shall be applicable at all stages of the application process, including the period between the date of application and the move-in date, and throughout the period of any appeal by applicant under the procedures set forth herein.
- D. Reliance on Third Party Information. In making any determination relating to the program, SHRA may rely upon evidence, including without limitation interviews, reports, correspondence or other written information, received from staff of any Qualified Shelter, Qualified Transitional Housing Program and/or personnel of any federal, state or local agency including any law enforcement agency. SHRA shall not be required to review the accuracy, correctness or validity of any such evidence prior to considering it in connection with determinations under the program. However, whenever the program procedures require or permit verification of information by SHRA, shall exercise reasonable efforts in good faith to obtain such verification.

Individuals requesting to participate in the GAP Program must:

1. Be homeless, whether living on the streets, in SHRA/City/County-funded emergency shelters, or SHRA/City/County-funded transitional housing programs;

2. Have a verifiable source of income;
3. Have applied for and been accepted for a rental housing unit in Sacramento County;
4. Complete the GAP Program application and interview session;
5. meet eligibility and qualifying criteria as established for program operation.

Upon successfully completing the pre-screening and interview segment, the application is reviewed for final determination.

Once accepted, the applicant:

1. Executes a GAP Program Agreement with the GAP Program and landlord;
2. Conducts a move-in inspection of the housing unit with the GAP staff and landlord; and
3. Receives a housing resource packet and payment card on which the landlord records the payment of monthly installments.

After successfully completing the guarantee agreement, the GAP Program will issue a letter of credit reference on behalf of the client to the local credit bureau.

If denied assistance through the GAP Program, the applicant may appeal the determination.



ATTACHMENT D

DEPARTMENT OF
POLICECITY OF SACRAMENTO
CALIFORNIA

November 3, 1992

REF: 11-4

HALL OF JUSTICE
813 SIXTH STREET
SACRAMENTO, CA
95814 2495

PH 916-264-5121

JEKKY V. FINNEY
INTERIM CHIEF
OF POLICE

Mayor Anne Rudin
City of Sacramento
City Hall
915 I Street
Sacramento, CA 95814

Dear Mayor Rudin

SUBJECT: ILLEGAL CAMPING

As we discussed yesterday, the following are reasons why I believe that we cannot allow illegal homeless camps:

- . They are unsanitary and a health hazard, as well as being dangerous because they have no access to emergency services due to their isolation.

- . If you allow an illegal camp in one location, you allow them in all locations. There is no way to limit the size or number of people in an encampment nor is there any way to control the danger to the environment. These camps will have no rules of behavior.

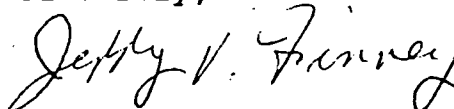
- . Los Angeles and San Francisco both tried to allow camps of different types to exist and they both proved to be unworkable. We did have camping existing for a period of time in back of the Bannon Street Mission. The providers had to terminate it because of the violence that began to occur at that location.

- . A legal camp ground with proper facilities, security, and rules is not something that the Sacramento Police Department would be against.

Letter to Mayor Rudin
Page 2

Attached is the Roll Call Training Bulletin which we have distributed to all officers, which clearly states the policy we will enforce on illegal camping. As you can see, our desire is not to have to arrest anyone and so far, we have been successful.

Sincerely,



JERRY V. FINEY
INTERIM CHIEF OF POLICE

JVF:jt

Attachment: RCTB 16 (3 Pgs)

CC: All Councilmembers
Walter J. Slipe, City Manager
Gary Little, Citizens Assistance Officer



Roll Call

TRAINING BULLETIN



OFFICER:

SACRAMENTO POLICE DEPARTMENT

JOHN P. KEARNS, CHIEF OF POLICE

VOLUME XXXVI, BULLETIN #16

November 16, 1989

ENFORCEMENT OF LAWS PERTAINING TO CAMPING AND LODGING

At a time when the issue of "the homeless" seems to be a controversial topic, it is imperative that members of the Sacramento Police Department make every effort to be temperate in the interpretation and application of all applicable laws and ordinances relevant to the unauthorized use and occupying of open lands and real property.

As professionals in the field of law enforcement we must ensure that our contacts with both citizen complainants and potential violators are both professional and ethical in all regards. Anything short of a professional demeanor on the part of Sacramento Police Department employees during public contacts is detrimental to the interests of all parties.

Officers shall be guided in their application of enforcement laws by the following policies:

1. Homeless persons camping in remote areas:
 - a. Violators shall be warned of appropriate violation and be given 24 hours to conform to the warnings.
 - b. Sacramento County Park Ordinance, Section 9.36.067 forbids camping in or on any park facility when said facility is closed.

The American River Parkway encompasses both sides of the river from Discovery Park to the east city limits, excluding the private property owned by the North Sacramento Land Company.

Sacramento City Code 27.200 provides that the provisions of Chapter 9.36 County Code apply within the City of Sacramento; therefore, violators should be cited for the County Ordinance 9.36.067.

2. SCC 27.50 states that no person shall camp in any city park without a park permit. Offenders should be cited and/or ordered to leave immediately.
3. SCC 44.5 prohibits persons from creating a camp ground without a permit upon property they own or operate. It is not a proper section to cite transient campers, but should be directed at the person creating or maintaining a camp.

If an owner of a lot allows persons to camp on it and he/she had no permit allowing the establishment of a public camp, that person would be in violation of SCC 44.5.

4. 647(3)(i) PC covers persons who lodge any place without permission of the owner or person in control. The definition of lodging is: "To live in a certain place for a time; a temporary dwelling."

Officers should question the individual about permission to use the property. If in doubt, contact the owner of said property.

Arrests can be made for violations of this section without warning the violator, except as described in Item #1.

5. Persons can be arrested for 602(j) PC when they trespass on any private property and interfere with any property rights. This arrest must be by the citizen who is aggrieved and can be accomplished upon demand.
6. Persons can be arrested for loitering or prowling on private property under Section 647(3)(g) PC. A citizen's arrest is not necessary, but officers must have knowledge that the property owner has not given the person permission to be on the property.
7. Trespassers can be removed from posted (602(k) PC) properties where the SPD has been made the agent for enforcement. Per 602(k) PC, persons must leave immediately upon being requested to do so by the owner or agent. NOTE! Verify that the letter of authorization is in file by checking the address in the CAD premise history file.
8. Trespassers on municipal parking facilities can be cited unless they are parking or retrieving a vehicle.

No warning is necessary. Violators are to be cited for SCC 26.77.

9. Persons who remain upon the exterior premises of any business, including the parking lot when the business is closed, can be cited for SCC 26.78, if the property is posted.

Posting must be with at least one sign stating:

"PRIVATE PROPERTY"
Permission to enter limited to
patrons during business hours
(insert hours)

No arrests shall be made between 0600 hours-2400 hours unless the person has been requested to leave by a police officer and given a reasonable opportunity to do so.

It is the intent of the Sacramento Police Department to protect public and private property from damage that can occur when unauthorized persons occupy a property. Officers have discretion in enforcing misdemeanors and city ordinances. If the problem can be eliminated without enforcement action, the interest of justice may be better served.

It should be noted that there is no place within the City of Sacramento, whether it be on private or public property, where camping is allowed without a permit issued by the municipality.

When campers are dispersed from private property and that property is left with trash and other debris, officers should notify the Neighborhood Services Division, Planning and Development Department, 449-5948. This department will handle the clean up of private property.

If the property is a City Park, notify the Parks Department at 449-5257.

If the property involved is the American River Parkway, the County Department of Parks should be notified by calling 366-2072.

Officers who have questions pertaining to the enforcement of any statutes relative to land use or "the homeless" should direct their inquiries to their immediate supervisors.

(Prepared by the Personnel and Training Section from information submitted by Commander Carroll Johnson and Captain Richard Gregson, Office of Operations, Sacramento Police Department)

Sacramento Housing Alliance



2125 19th St., Ste. 101
Sacramento, CA 95818
(916) 442-1198
December 8, 1992



Afternoon
5.2 **AGENDA MATERIAL**

Honorable Members of the City Council
915 I street
Sacramento, CA 95814

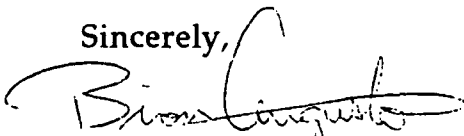
Dear Members of the City Council:

This afternoon you will be considering various proposals regarding homeless campers along the American river. I would like to offer our position on these proposals.

- ✓The Housing Alliance encourages your support for the proposals which will create accommodations for couples and greater storage facilities at existing shelters. We believe these will help to make the shelters more accessible to a greater number of people.
- ✓We also respectfully urge you to allow SHRA to create a security deposit guarantee program. Providing a security deposit is one of the greatest obstacles to obtaining permanent rental housing for many Sacramentans.
- ✓We do not feel that the proposed day services and dog kennel are the best use of funds. We would rather see this money used to increase outreach programs, which help homeless Sacramentans achieve better knowledge of, and access to, the services available to them.
- ✓We urge continued non-enforcement of the anti-camping ordinance until the Homeless Family Task Force has issued its policy recommendations. The Task Force was created for the purpose of accessing the problem of homelessness in Sacramento and making recommendations towards its resolution. We believe that making a decision on enforcement of the anti-camping ordinance at this point would serve to deny the Task Force the opportunity to fully perform its stated mission.

Thank you for your time. If we can be of any further assistance, please call.

Sincerely,


Brian Augusta
Program Director

The Sacramento Homeless Outreach Program

Mikeal P. O'Toole *(Program Director)*

Edrich Harris & Dennis Kunkel *(Outreach Workers)*

December 8th, 1992

**AGENDA
MATERIAL**

Honorable Mayor Joe Serna :

City Council Members in Session :

Re; City Council Meeting for 12-8-92

Agenda item 5 . 2

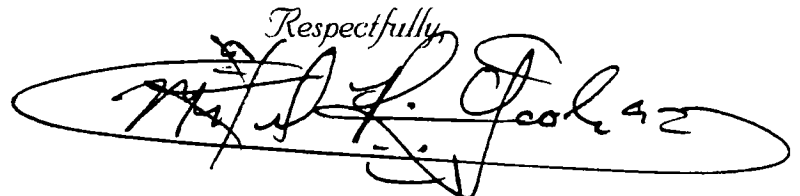
Dear Honorable Mayor and City Council,

We are inclosing a package that shows a view of the issues presented by the homeless of Sacramento, as well as S.H.R.A. and the City of Sacramento.

As you will see in going thru this package H.O.P. is possably standing on a different ground then we have in the past, in that we find ourselves supporting avenues we would nt have at a eariler date, and find that possably these are the most realistic as well as humian road for us to venture down at this time.

In being a advocate for the homeless going on nine years now , I'm finding the road the homeless often chose isn't allways the most realistic in asissting them in moving forward but ends up blocking them from moving forward . I have tried to be as open to problems and feel this to be the direction we need to go.

Respectfully,

A handwritten signature in black ink, appearing to read "Mikeal P. O'Toole", enclosed within a large, loopy oval scribble.

515 12th, street . Sacramento, Calif. 95814 / (916) 444-6760 ext. 178

Subcontracted through Legal Services Of Northern California

HOMELESS OUTREACH

PROGRAM

515-12th Street, Sacramento, CA 95814

December 8, 1992

Honorable Members in Session:

SUBJECT: VARIOUS ISSUES RELATED TO THE ANTI-CAMPING ORDINANCE

LOCATION: Richards Boulevard Redevelopment Area, District 1

SUMMARY

This is in response to the Sacramento Housing and Redevelopment Agency's report and recommendations regarding various issues related to illegal camping along the American River by homeless individuals, the development of a designated campsite, and concerns raised by homeless advocates and campers regarding current shelter operations.

BACKGROUND

The Homeless Outreach Program was developed by local homeless advocates in cooperation with the Sacramento Housing and Redevelopment Agency and Legal Services of Northern California. One of the many tasks set forth by our program, was to act as a liaison between city government and homeless individuals.

At a meeting on November 6, 1992 held at City Hall, the Homeless Outreach Program, as well as other housing and homeless advocates, homeless individuals and city representatives met to discuss concerns relating to the Anti-Camping Ordinance and current shelter operations. Issues included:

1. Shelters do not accommodate couples wishing to stay together.
2. Shelters do not accommodate pets.
3. The Cal Expo winter program operates from 6:00 p.m. to 6:00 a.m., the Salvation Army 30 day shelter operates from 4:00 p.m. to 8:00 a.m. Participants do not have access to the facilities during the day, except 30 day program participants who are ill.

HOMELESS OUTREACH
PROGRAM'S RESPONSE
AND RECOMMENDATIONS

December 8, 1992

Page 2

4. Shelter space does not permit a participant to keep all of his/her possessions with him/her. Locked storage areas are provided outside the dorm area.
5. There is no phone access at the Cal Expo winter program.
6. Individuals desire to prepare their own meals.
7. The cost of last month's rent and security deposit often prohibits individuals from accessing housing.
8. A designated campsite was requested.
9. A client-managed and operated shelter was also requested.
10. Assessment of campers for housing assistance.

Each of the issues is discussed below, as well as are response the S.H.R.A.'s proposal and the recommendations of the Homeless Outreach Program .

1. COUPLES

S.H.R.A. has recommend that the Cal Expo facility be modified to accommodate eight couples. Our concerns are as follow:

1. Eight singles rooms will not accommodate to large demand for such rooms.
2. Will placement in rooms be on a first come first served basis or will priorities be given to previous occupants.

We recommend that couples be given five of seven day priority then new couples be given the chance to stay in these accommodations in order to keep the process as fair and impartial as possible. We recommend that Agency staff and H.O.P. meet to discuss these concerns.

2. PETS

S.H.R.A. has proposed installing kennels accommodating 12 dogs at the Salvation Army Facility at a cost of \$65,000. We feel this amount is grossly exaggerated. Loaves and Fishes built and operated a kennel servicing six dogs for under \$5,000. Due to this, we feel that \$15,000 is more

HOMELESS OUTREACH
PROGRAM'S RESPONSE
AND RECOMMENDATIONS

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that adequate to build such a kennel; thus freeing up \$50,000 to spend on other programs.

3. DAY SERVICES

S.H.R.A. proposes to build day services into the new Social Services Complex being built at 12th Street and N. B Street. We appose such services because it will duplicate services now being provided by the far more popular Loaves and Fishes' Friendship Park one block away. We instead would like to see educational and recreational classes provided to the homeless population. We have seen a need for basic educational classes as well as college prep class and recreational classes within the homeless community.

It is our recommendation that day serviced be provided not to offer individuals with another place to "hang out", but a stepping stone in the long road to reentering society.

4. PERSONAL PROPERTY

H.O.P. is happy to see that funds have already been allocated to buy and install secured individual storage lockers. We have no reservations about this recommendation.

5. PHONE ACCESS

Although our decision may be unpopular with the homeless community, we agree with S.H.R.A.'s recommendation that no client phones should be installed at the Cal Expo facilities. We feel that individuals have ample opportunity to access the phones at Loaves and Fishes and Salvation Army before 6:00 p.m., and that installation of client phones would not be cost effective.

6. PREPARATION OF OWN MEALS

Our understanding is that Cal Expo is interim housing and being such we feel that their is no need for individuals to have the facilities to prepare their own meals. Therefor we agree with S.H.R.A.'s recommendation that this not be provided.

We feel that if such facilities were made available that some individuals would become complacent and have no reason to move on with their lives. Our role as advocates and city officials is to assist individuals in the process of reintgration into society not to enable them in a codependant manner to remain homeless. But H.O.P. wuold support a program to provide food needs to homeless on a special diet due to medical or health reasons.

HOMELESS OUTREACH
PROGRAM'S RESPONSE
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7. RENT/SECURITY DEPOSIT COSTS

H.O.P. has long been in favor of the creation of a program that would provide one time only deposit and security costs for homeless individuals to move into their own apartments. At one time Mikeal O'Toole had a proposal to walk from Sacramento to Washington D.C. in order to ask the United States Government to implement such a program.

H.O.P. though has two concerns regarding this issue. One being that all homeless residents of Sacramento be eligible for this program. And two that many individuals we have encountered are not geared at this time to go straight into an apartment. We have developed over the last two year the concept for a transitional living program to teach basic living skills as well as money management and other needed skill to make it in society today. This program is based on the concept of Dalancey Street; where formally homeless individuals assist other individuals in the transition back into society. We would be happy to provide the council with a copy of our proposal if requested.

8. CAMPSITE

H.O.P. as well as S.H.O.C. have many times advocated for the installation of a santioned campsite in Sacramento. We at this time would like to change our position and advocate for the transitional living program described above. We have come to feel that a santioned campsite would encourage individuals to remain homeless. We do not feel at this time that we can support such an action.

H.O.P. does however favor the non-enforcement of the ordinance until such a time as we in cooperation with S.H.R.A. and other local authorities can place all the individuals in transitional or permanent housing.

9. CLIENT OPERATED SHELTER

Again, our position is not for a client operated shelter but a transitional living program modeled after Dalancey Street in San Francisco. This program is briefly discussed in item 6., if you would like further information we would be happy to provide it.

10. HOUSING ASSISTANCE ASSESSMENTS

H.O.P. is in support of the assessment program started by S.H.R.A., but would like to see it expanded and centralized. H.O.P. would like to incorporate two to four more outreach worker to expand on just this idea. We feel that because of the constant turn over in the homeless

HOMELESS OUTREACH
PROGRAM'S RESPONSE
AND RECOMMENDATIONS

December 8, 1992

Page 5

community that expansion is justified and necessary. We will be making our specific proposal to S.H.R.A. shortly and welcome any input from the council.

SUMMARY

In summary, we would like to briefly go over our recommendations again. 1). We are in favor of couple accommodations at Cal Expo if they are made fairly available to all who sign up. 2). We feel that \$65,000 is far to much money to allocate to the building of kennels and feel that the job could be done for under \$15,000. 3). We are in support of day services being provided to the homeless so long as they do not duplicate the services already being provided by Loaves and Fishes. 4). We are in support of the plan to install secured individual lockers at the Salvation Army complex. 5). We agree with S.H.R.A.'s recommendation that putting in phones at the Cal Expo facility is not cost effective. 6). We agree with S.H.R.A.'s recommendation that individuals should not have access to kitchen facilities to prepare their own meal. 7). We agree with S.H.R.A.'s proposal but have some major concerns about its implementation. 8). We are against a designated campsite, but would like to see continued non-enforcement of the Anti-Camping Ordinance until such a time as all individuals are placed in transitional or permanent housing. 9). H.O.P. would like to see a transitional living program similar to Dalancey Street in San Francisco. 10). H.O.P. would like to see the assessment program expanded and centralized to provide better case management and follow up for clients.

Submitted Respectfully by

Mikeal Paul O'Toole
Director/Homeless Outreach Program