



COMMUNITY ADVISORY COMMITTEE ON HOMELESSNESS (CACH)

Regular Meeting

Tuesday, Sept. 17, 2019

6:00 p.m. Meeting Begins

Santa Cruz Police Department Community Room
155 Center Street, Santa Cruz, CA 95060

A G E N D A

- I. Call to order and roll call**
- II. Public comment (time limited; for matters listed and not listed on the agenda; exclusively to accommodate the public that may not be able to attend the entire meeting)**
- III. Minutes from Sept. 3rd and Sept. 10th CACH meetings**
- IV. CACH Phase 1 Sub-Committee Recommendations for CACH Phase 1 Work Plan**
- V. Oral communications (for items not listed on the agenda)**
- VI. Adjournment**

Adjournment -- The Committee Advisory Committee on Homelessness (CACH) will adjourn from the public meeting of Sept. 17, 2019 to its next meeting: Oct. 1, 2019, 6:00 p.m.

The City of Santa Cruz does not discriminate against persons with disabilities. Out of consideration for people with chemical sensitivities, we ask that you attend fragrance free. Upon request, the agenda can be provided in a format to accommodate special needs. Additionally, if you wish to attend this public meeting and will require assistance such as an interpreter for American Sign Language, Spanish, or other special equipment, please call the City Clerk's Department at 420-5030 in advance so that we can arrange for such special assistance. The Cal-Relay system number: 1-800-735-2922.

Community Advisory Committee on Homelessness (CACH) meetings will be recorded for the purpose of preparing minutes.

Louden Nelson, Community Room
301 Center Street
Santa Cruz, CA 95060



DRAFT MINUTES OF COMMUNITY ADVISORY COMMITTEE ON HOMELESSNESS (CACH)
MEETING
Regular Meeting
Sept. 3, 2019

6:00 P.M. REGULAR MEETING – LOUDEN NELSON, COMMUNITY ROOM

Statements of Disqualification: Section 607 of the City Charter states that “...All members present at any meeting must vote unless disqualified, in which case the disqualification shall be publicly declared and a record thereof made.”

General Business: Any document related to an agenda item for the General Business of this meeting distributed to the CACH less than 72 hours before this meeting is available for inspection at the City Manager’s Office, 809 Center Street, Santa Cruz, California. These documents will also be available for review at the CACH meeting with the display copy at the rear of the meeting room.

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Community Advisory Committee on Homelessness (CACH) Agenda

Sept. 3, 2019
6:00 pm

- I. **Call to Order Roll Call (6:04 pm)** - Committee Members present: Ami Chen Mills-Naim, Ingrid Trejo*, Candice Elliott*, Serg Kagno, Don Lane, Taj Leahy, Brooke Newman, Aran Nichol, Frank Sanchez, Rafael Sonnenfeld, Dwaine Tait, and Katie Woolsey

Ms. Elliott and Ms. Trejo at 6:05

Absent: Stina Roach

- II. **Public Comment (6:08 pm)**

- III. **Minutes from Aug. 20th CACH Meeting (6:22 pm)**
Request made to correct the spelling of Ms. Nichol’s name and remove her name

from present.

Mr. Kagno moved to approve the minutes, seconded by Mr. Lane, Approved by consensus

IV. Nominate and Elect Co-Chairs (6:24 pm)

Ms. Newman nominated Ms. Elliott
Mr. Lane nominated Mr. Leahy
Mr. Tait nominated Ms. Newman
Mr. Sonnenfeld nominated Mr. Kagno
Mr. Kagno nominated Mr. Sonnenfeld

Agenda Item IV is temporarily tabled to discuss process for vote

V. Proposed amendment to the approved Bylaws to include mediation option (6:29 pm)

Ms. Chen proposed alternative language for Article IV (b). Ms. Woolsey suggested moving the proposed language to Article IV (d).

Proposed changes to the Bylaws was approve by consensus

Ms. Newman requested that staff share the City of Santa Cruz Workplace Policies with CACH Members

IV. Continuation of Agenda Item IV: Nominate and Elect Co-Chairs (6:45 pm)

Ms. Newman removed her name from consideration

Each nominee for Co-Chair gave a brief statement as to why they would like to be chair, followed by voting by closed ballot.

Break (7:02 - 7:08)

Ms. Elliott and Mr. Leahy are elected to be Co-Chairs

VI. Overview of current and past policy and recommendations and draft CACH Work plan (7:09 pm)

Mr. Sonnenfeld moved to modify the staff proposed timeline with his suggested timeline. Seconded by Ms. Woolsey. Mr. Kagno offered a friendly amendment to consider motions drafted by Ms. O'Hara. After discussion and modification, Mr. Sonnenfeld accepted the friendly amendment.

The below motions were approved by consensus:

Motion to approve a subcommittee of the CACH to develop immediate policy recommendations to be shared with the full CACH for the purpose of defining the Phase 1 work plan, including a high level feasibility analysis.

Motion to direct staff to develop a listening tour for the purpose of the confirming needs in the community and potential policy considerations for the CACH. The goals and objectives of the listening tour should be developed in consultation with the Wisdom Council process.

Motion to direct staff, with assistance from the immediate policy subcommittee, to develop and disseminate a CACH and community survey on policy priorities and gaps.

Motion to approve the CACH work planning timeline with the ability to update the timeline meeting date/duration, meeting focus, and required resources/staffing as needed, recognizing the CACH's interest in advancing priorities to Council as soon as possible, and no later than the end of October.

Mr. Lane moved to nominate the following members to form a Sub Committee: Mr. Kagno, Mr. Sonnenfeld, Ms. Elliott and Mr. Leahy. Seconded and approved by consensus. It was noted that up to 2 additional members may join this Sub Committee if desired.

A request was made to include in these minutes the notes that Ms. Trejo took during public comment regarding desired issues to be addressed by the CACH:

- Population we are focusing on: Missing disabled
- Concern over Loudon Nelson bathrooms
- More protection for homeless putting up tents
- Concern over police harassment during enforcement
- More tents and blankets for homeless
- Legal places for homeless people to sleep
- More programs for people who do not have an alcohol or drug problem
- Create more drop-in centers like MHCAN, create programs that are needed but are not currently available
- Resource guides send you to places where there are no services
- Make showers and fresh water available at 1220
- Demonization and dehumanization of people who are homeless

- Missing political will to make changes
- Lack of follow through, put language in documents that is action oriented
- Work on permitting process for portable toilets

VII. Oral communications (for items not listed on the agenda) (9:07)

VIII. Adjournment (9:14 pm)

Ms. Woolsey moved to adjourn

Seconded and approved by consensus

Community Advisory Committee on Homelessness (CACH) BYLAWS

Approved by the Committee: Sept. 3, 2019

Article I. Purpose of Committee

The Committee's purpose is to review current and previous City of Santa Cruz homelessness-related recommendations and policies; research best practices; identify current efforts related to homelessness and their effects on the community and people experiencing homelessness themselves; engage with the community; identify priorities; and make recommendations to the City Council.

Article II. Authority and Establishment of the Committee

The Committee was established by Santa Cruz City Council on June 25, 2019 and was seated on July 30th, 2019. The Committee is subject to the Brown Act and all other applicable law. The Committee is established for 9 months from the time of the first meeting, with extensions allowed with Council approval.

Article III. Organization of the Committee

(a) Committee Composition

(i) The Committee starts work with the following thirteen members:

Ami Chen Mills-Naim	Aran Nichol
Candice Elliott	Frank Sanchez
Serg Kagno	Rafael Sonnenfeld
Don Lane	Dwaine Tait
Taj Leahy	Ingrid Trejo
Stina Roach	Katie Woolsey
Brooke Newman	

(b) Committee member withdrawal

- i. Members may withdraw from the Committee at any time by providing a letter of resignation to the Council, with copies to City staff to be distributed to the other Members.
- ii. Members may have no more than 3 unexcused absences or 5 absences total absences during the timeline established in Article II. If a Member has more than 5 absences total, they forfeit their membership. Participation by conference call is not considered an absence, must be approved by a Co-Chair in advance, and is not preferred.

(c) Convener

The Committee shall appoint a Convener to facilitate Committee meetings. The Convener has no motion authority, will not be a voting member, and serves at the pleasure of the Committee. The Convener’s role is to oversee the meeting process and help provide structure and adherence to parliamentary norms. The Committee may elect to caucus to provide opportunities for informal conversations and dialog. In the absence of the Convener, the Co-Chairs will facilitate the meeting.

(d) Co-Chairs

The Committee shall elect 2 Committee members as Co-Chairs. Their responsibilities shall include: shaping meeting agendas and serving as spokespeople when communicating with the City Council at the direction of the Committee. The Co-Chairs are the point of contact to represent the will of the Committee with City staff in the event of a media request. Individual Committee members retain the right to speak on their own behalf as a member of the Committee.

(e) Quorum

A meeting or any business activity of more than 6 members of the Committee must be conducted in public per the Brown Act. Committee meeting will be considered to have sufficient members present to convene if there are at least 9 members at the meeting.

Article IV. Roles and Communications

(a) Committee-City Council

- (i) The Committee may invite Councilmembers to meetings from time to time. The Committee appreciates if Councilmembers would not speak or actively participate in Committee meetings unless input is specifically requested by the Committee.
- (ii) The Committee will communicate with the City Council by e-mail, letter or written report which may be accompanied by an oral communication as authorized by the Committee.
- (iii) Reasons for the Committee to report to the Council include:
 - 1) To provide updates on status of work;
 - 2) To make recommendations based on Committee review; and
 - 3) Individual Committee Members may communicate personally with Council members, within the constraints of the Brown Act. Individual Committee Members who communicate personally with Councilmembers, or at City

Council meeting, will only do so on their own behalf. They will not represent the Committee unless authorized by the Committee.

(b) Committee Member - Committee Members

- (i) Collaboration with an open outlook: Members will at all times keep to their commitment to the City that they will participate collaboratively and maintain an outlook that is open to new information and new outcomes. If the Committee members experience interpersonal conflict that may threaten the collaboration process toward the goals of the CACH, medication may be used.

(c) Committee-Public

- (i) Members may engage with the public to describe their experience as Members of the Committee, the information that they have learned, or any changes to their perspectives.
- (ii) Members will always make it clear when they speak or write in public that they speak for themselves, and not as a spokesperson for the Committee unless expressly directed to perform that duty by the Committee.

(d) City Staff

City staff shall:

- (i) Support the Committee’s work by ensuring that appropriate resources are made available to the Committee in a timely manner, in consultation with the Co-Chairs.
- (ii) Offer suggestions and recommendations in a collaborative manner with the Committee.

Article V. Work Plan

The Committee will agree on a work plan. This will include an early agreement about the form of the work product and timeline for reports and recommendations to the public and/or City Council.

Article VI. Decision-making process

(a) General Decision Process

The Committee’s decision-making processes will differ from the Council or City Commissions in that it is intended to reach consensus through a collaborative process (See glossary.) Therefore, the Committee will use this hierarchy of decision tools:

- (i) The preferred decision tool is for the Committee to arrive at a “sense of the meeting.”
- (ii) Consensus is highly desirable.
- (iii) Informal voting may only be used to explore the decision space.
- (iv) Formal voting may be used as a fallback when consensus fails. Passage of a motion shall require a 2/3 majority of the members present and voting.
- (v) Mediation may be used in the event that the Committee, utilizing the agreed-upon General Decision-making Process as stipulated in Article VI a (i-iv), reaches impasse.

Article VII. Meeting Procedures

(a) Committee Meetings will occur at least monthly or as agreed upon by the Committee. Subcommittees may meet more often and if desired have city staff support when available.

- (i) Committee members who cannot attend should notify the Co-Chairs and City staff in advance.

(b) The meeting times shall be posted on the Committee’s website and shall be given public notice similar to City Council meetings through e-mail notification, and notification shall be sent on the same timeline to homeless service providers, nonprofit, faith-based, and community organizations, within the City.

(c) City staff will coordinate meeting materials.

- (i) assemble the agenda with the Co-Chairs, and post the agenda 5 days in advance of any public meeting of the Committee, when feasible,
- (ii) ensure that the agenda is posted on the Committee website, shared on an e-mail notification system, and shared with the same organizations noted in Article VII (b)
- (iii) maintain action-only meeting minutes for the Committee’s review at the following meeting. Staff shall have projector available to show real time motions and amendments for Committee Members to see and vote on, and will

ensure that there is a call-in number for Committee Members who are unable to attend in-person.

- (iv) meeting minutes will include an ongoing record of attendance, including Committee Members and those members of the public who choose to identify themselves.

(d) Involvement of the Public in Meetings

Each session will include an opportunity for public comment/oral communications regarding Committee-related matters with time allotted to comment decided by Committee vote. The Committee recognizes the need to accommodate members of the public that may have limited time and access to meetings and thereby will provide opportunities to comment at the beginning and end of each meeting.

Glossary

Action only minutes: these are the minutes that show the actual decisions and forward actions.

Consensus: consent of all the parties. Consensus can include “standing aside,” in which one or more parties can say “I am not going to block this, but I am willing to let it go. However, I want my non-agreement to be noted.”

Sense of the Meeting: After discussing an issue, often at some length, there is a palpable feeling in the room that a wise and stable decision has been reached the facilitator or Co-Chair will confirm with the group that a sense of the meeting has been achieved.

Louden Nelson, Community Room
301 Center Street
Santa Cruz, CA 95060



DRAFT MINUTES OF COMMUNITY ADVISORY COMMITTEE ON HOMELESSNESS (CACH)
MEETING
Special Meeting
Sept. 10, 2019

6:00 P.M. SPECIAL MEETING – LOUDEN NELSON, COMMUNITY ROOM

Statements of Disqualification: Section 607 of the City Charter states that "...All members present at any meeting must vote unless disqualified, in which case the disqualification shall be publicly declared and a record thereof made."

General Business: Any document related to an agenda item for the General Business of this meeting distributed to the CACH less than 72 hours before this meeting is available for inspection at the City Manager's Office, 809 Center Street, Santa Cruz, California. These documents will also be available for review at the CACH meeting with the display copy at the rear of the meeting room.

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Community Advisory Committee on Homelessness (CACH) Agenda

Sept. 10, 2019
6:00 pm

- I. **Call to Order Roll Call (6:02 pm)** - Committee Members present: Ingrid Trejo, Candice Elliott, Serg Kagno, Don Lane, Taj Leahy, Brooke Newman, Aran Nichol, Stina Roach, Rafael Sonnenfeld, Dwaine Tait, and Katie Woolsey

Absent: Ami Chen Mills-Naim and Frank Sanchez
- II. **Presentation by Focus Strategies with follow-up Q&A (6:05 pm)**
- III. **Oral communications (for items not listed on the agenda) (7:12)**
- IV. **Adjournment (7:15 pm)**
Mr. Kagno moved to adjourn, seconded by Mr. Lane
Approved by consensus



COMMUNITY ADVISORY
COMMITTEE ON HOMELESSNESS
(CACH)
AGENDA REPORT

Sept. 17, 2019

DEPARTMENT: CACH Phase 1 Sub-Committee via the City Manager's Office

SUBJECT: CACH Phase 1 Sub-Committee Recommendations for CACH Phase 1
Work Plan

RECOMMENDATION: The CACH Phase 1 Sub-Committee recommends adopting the following policy areas to be included in the CACH's Phase 1 work plan:

1. Secure hygiene resources: restrooms and showers.
2. Increase local shelter options, especially identify a new site for the managed River Street Camp, but may also consider effective program modeling for emergency shelter.
3. Identify sites (or acceptable siting criteria) for new outdoor emergency shelter solutions such as transitional encampments or safe sleeping.
4. Modify the camping ordinance.

BACKGROUND: At its September 3rd meeting, the CACH formed the Phase 1 Sub-Committee (Subcommittee) "to develop immediate policy recommendations to be shared with the full CACH for the purpose of defining the Phase 1 work plan, including a high level feasibility analysis." The goal of the CACH's Phase 1 Work plan is envisioned to offer specific and actionable policy recommendations to the City Council by the beginning of January 2020 (if not sooner), while also considering additional policy areas which may take more time to develop into actionable recommendations. A Phase 2 work plan is also envisioned to provide final policy recommendations to the City Council by April 2020, however the Subcommittee is not charged with offering recommendations for Phase 2 policy areas at this time. Note that there has not been a consensus around the definition of Phase 1 or Phase 2, or the definition of immediate policy recommendations. Some members of the Subcommittee interpreted "immediate policy recommendations" to mean recommendations that could occur as soon as the next CACH meeting, or by the end of October at the latest.

DISCUSSION: The Subcommittee began working with staff to develop a survey to disseminate to the greater community geared towards identifying the public's perceptions of homelessness-related policy priorities, and to discover gaps in policies under consideration. We expect to have this community survey disseminated after the September 17th CACH meeting, with results available by our meeting on October 1st.

The Subcommittee also reviewed responses from an internal CACH member poll designed by staff which asked for each member's top three to five policy area recommendations for consideration during Phase 1, consisting of policies that had been developed by three previous City Councils/task forces/committees between 2000 and 2019. There was not full CACH

participation in this poll: at the writing of this report, approximately half of the CACH members had provided input on policy priorities to the subcommittee. The member poll was implemented quickly to foster discussion and provide ample time for responses, however it was designed without a full discussion surrounding the definition of priorities of the CACH.

The Subcommittee acknowledges that individual responses to the internal member poll may have had different perspectives and values in defining what “priorities” meant to them, and that for the purposes of this recommendation, what “priorities” means has not been defined.

The Phase 1 policy areas which were most supported by members of the CACH who responded were:

1. Secure hygiene resources: restrooms and showers
2. Increase local shelter options, especially identify a new site for the managed River Street Camp, but may also consider effective program modeling for emergency shelter
3. Identify sites for new outdoor emergency shelter solutions such as a transitional encampments or safe sleeping
4. Secure storage facilities
5. Modify the camping ordinance

In addition to the well supported policy areas listed above, there was also support expressed by CACH members to consider including: increased outreach services for mobile behavioral health and mental health responses; improving City internal coordination system and protocols; designing and implementing a small scale safe sleeping program; engaging in strategic planning with Homeless Services Center, County and other service partners; establishing ordinance language for transitional encampments; creating safe sleeping zones, and addressing police harassment.

The Subcommittee attempted to come to agreement on policy areas to be further explored by the CACH in Phase 1 after reviewing the results of the internal poll. There was not consensus on the definition of Phase 1, which confused the expected deliverables of the Subcommittee. While policy areas were identified that were supported by respondents to the poll and a majority of members of the Subcommittee, there was not a consensus on the timing of consideration of immediate policy recommendations that would be made by the Subcommittee, and there was limited discussion of feasibility of the Phase 1 work plan with Subcommittee members or with staff. Recommendations were made that attempted to balance urgency of the policy area with feasibility of achieving specific actionable policy recommendations within the scope of the CACH’s work plan. Both technical and political aspects of feasibility were considered, and it is expected staff will provide additional guidance on feasibility.

Apart from the considerations of the Phase 1 work plan, four areas of discussion were raised by the Subcommittee regarding high level functionality of the CACH that, if resolved, could improve communications and expectations around committee work:

1. What is the purpose of the CACH?
 - a. Policy only or policy with operational details when possible.
2. What criteria are used to prioritize policy? Different criteria options include:
 - a. Health and safety impacts
 - b. Immediate feasibility to implement (lower hanging fruit)
 - c. Existing policy (2000 and 2017 recommendations)

- d. Urgency or emergent needs
 - e. Whether it needs to be done now, so there is more information for decisions later
3. What is the roll of a subcommittee and what are the expectations of the members?
 - a. How many members of the subcommittee are necessary for each meeting?
 - b. How many meetings might there be and how much homework?
 - c. Does everyone need to agree or can different suggestions get included in the subcommittee's report?
 4. What is the role of staff?
 - a. Guiding vs supporting

Lastly, in addition to the policy areas being recommended in this document, the Subcommittee considered different approaches to timelines and specific recommendations that could be made in the CACH's work plan. Two alternative work plan timeline models and a list of possible complementary actions are being presented in an addendum document for further discussion. The decision to include an addendum to this report for further discussion was not unanimous.

POLICY BACKGROUND:

1. Secure hygiene resources: restrooms and showers

This policy category was previously recommended in the 2017 Homelessness Coordinating Committee's 20-Point Plan. The following discussion comes from that report. In addition, the City Council deferred the specific issue of Louden Nelson bathroom access policy to the CACH in August, 2019.

Basic human needs and public health requires the availability of restrooms and showers. While showers are available at the Homeless Service Center and at a few other locations on a limited basis, there is inadequate supply to meet the need. As a result, many homeless individuals use public restrooms to bathe, which adds considerably to maintenance and cleaning and can dissuade other community members from using those facilities. Currently, our public restrooms are in constant use by the homeless community which can wholly exclude the restrooms from other users. At times, the restrooms will be occupied for long durations (hours, if unenforced) or full of bicycles and carts with persons bathing and laundering clothing, preventing others from accessing the facility. This type of use also prevents staff from cleaning the facilities and requires a large investment of staff time trying to vacate the spaces so that cleaning can occur and others can access the restrooms.

Public restrooms also are in inadequate supply and the City expends tremendous effort and resources to clean human waste across the City. The City launched a pilot temporary toilet program in 2015, which should be evaluated and recommendations formed for consideration of a permanent sidewalk toilet facility.

In addition, other communities deploy hygiene buses or mobile restroom trailers. These buses, with built-in shower and laundry facilities, travel to different locations on a schedule and then park for several hours while clients use the services. This mobile service avoids the cost of permanent infrastructure, enables broader service delivery and provides essential public health services. Also, this service should be coupled with case management or outreach services and integrate with the Coordinated Entry system.

ACTION: Explore locations and providers of additional restrooms and showers dedicated for the homeless community. Consider hygiene buses or mobile restroom trailers. Consider partnership with the faith-based community, homeless advocates, businesses and other organizations to support and host the mobile facilities.

ACTION: Evaluate City's pilot restroom program and return recommendations to the City Council.

2. Increasing local shelter options, especially identify a new site for the managed River Street Camp, but may also consider effective program modeling for emergency shelter

This policy category has emerged in recent years. There are currently two shelter programs scheduled to operate in three facilities in the winter of 2019/2020: the Winter Shelter program, and the 1220 River Street Camp (RSC) emergency shelter. In January 2019, the city's Winter Shelter program included space at the VFW building on 7th Avenue as well as the Salvation Army building on Laurel Street. The Winter Shelter program at the VFW currently runs from mid-November through mid-April only. The Laurel Street emergency shelter (expanded Winter Shelter) program has remained open year round in 2019 but a long term funding model for this program has not been established, and the facility is generally at capacity. Winter Shelter is currently funded via the Homeless Action Partnership (HAP) with local jurisdictional dollars and a one-time state grant program, the Homeless Emergency Aid Program (HEAP). RSC is a tent camp-style shelter program which in its most recent connotation has been operated by the Salvation Army since May 2019, and is projected to close in March 2020 to accommodate a water infrastructure project. RSC is currently funded similarly to Winter Shelter. There is an urgent need to identify a replacement site to accommodate the residents of this program. Failure to identify a replacement program/site to accommodate the residents of RSC will result in these people being turned out onto the streets if the water infrastructure project proceeds as scheduled.

The CACH may elect to weigh in on effective program modeling for emergency shelter in our community. Winter Shelter operations have evolved over a number of years based on feedback from communities surrounding the facilities where the operations have taken place. An evaluation and recommendation of program modeling, taking into account best practices, community needs, and shelter resident needs could be undertaken in order to improve neighborhood relations, increase accessibility of the program, and ultimately improve outcomes.

3. Identifying a site for a new outdoor emergency shelter solution such as a transitional encampment or safe sleep site

This policy category has emerged in recent years. In February 2019 the City Council began working on an attempt to increase emergency shelter capacity in the City by establishing policy and programming around the concepts of transitional encampments, safe parking programs, and safe sleeping programs. A draft transitional encampment project charter focused on reaching community consensus on the program models for siting such programs in the community. Design of a small scale safe sleeping and storage program began in March 2019, but due to the rush to find a solution to the health and safety issues posed by an unsanctioned encampment near Highway 1/River Street, policies were pushed upon the community without sufficient (if any) outreach or engagement. Design of the program was halted due to a lack of support by the community, specifically neighborhoods where this program was discussed being implemented. The project charter work for transitional encampments was subsequently delegated to the CACH.

Due to lack of available existing building space for indoor shelter programs, the City has identified outdoor emergency shelter solutions as a viable temporary alternative. The CACH may elect to consider program modeling and siting, as well as ordinance language, taking into account best practices, community needs, and shelter resident needs in order to design effective programs that minimize impacts on the community and maximize program outcomes.

4. Secure Storage Facilities

This policy category was previously recommended in the 2017 Homelessness Coordinating Committee’s 20-Point Plan. The following discussion comes from that report:

Many homeless individuals have no safe location to store their possessions. As a result, many carry their possessions—often large and bulky and on a wheeled cart—with them everywhere, which hinders their ability to obtain services, maintain employment and generally participate in the community. In addition, the greater community is impacted with large collections of possessions on sidewalks and public spaces, including the public libraries. The Homeless Services Center previously provided lockers for use but the lockers have since been converted to a different use. There are few to none publicly available resources of this type.

In some communities, this function is achieved with a storage facility (such as a warehouse or shipping container) manned with personnel to bag, check and keep possessions safe for the day. The Winter Shelter Program operated in this manner. Upon signing up for shelter at the intake site, program clients would check their large possessions into a storage container, which would be locked each night. In the morning, clients were returned to the intake site and reunited with their possessions. Other models include unmanned banks of lockers with keys that allow access any time day or night. Another model is the SHWASHLOCK Program, offered by Ocean Park Community Center (OPCC) in Santa Monica that provides showers, lockers and washers (SHowersWASHersLOCKers) to enable homeless individuals to keep possessions safe and maintain personal hygiene.

Any model pursued should integrate with the Coordinated Entry system, in addition to providing case management, or at a minimum, outreach or referral.

ACTION: Consider various models of this service. Identify and secure facilities to allow individuals to check their possessions into a managed storage facility, or rental storage lockers. This service should be co-located with other homeless services including case management or referral resources, or follow the storage, shower and laundry facility SHWASHLOCK model.

5. Modifying the camping ordinance

This policy area emerged in the fall of 2018. A federal circuit court ruling in September 2018, known as *Martin v. Boise*, requires local governments to cease enforcement of camping ordinances against homeless individuals with no access to alternative shelter. ” The panel held that, as long as there is no option of sleeping indoors, the government cannot criminalize indigent, homeless people for sleeping outdoors, on public property, on the false premise they had a choice in the matter. “ However, the panel’s “holding does not cover individuals who do

have access to adequate temporary shelter, whether because they have the means to pay for it or because it is realistically available to them for free, but who choose not to use it. Nor [does the court] suggest that a jurisdiction with insufficient shelter can never criminalize the act of sleeping outside. Even where shelter is unavailable, an ordinance prohibiting sitting, lying, or sleeping outside at particular times or in particular locations might well be constitutionally permissible. ... So, too, might an ordinance barring the obstruction of public rights of way or the erection of certain structures. “

The complex requirements of *Martin v. Boise* make it challenging for municipalities to both comply with the law and to effectively manage health and safety risks resulting from unsanctioned camping on public property. The City of Santa Cruz has suspended enforcement of the camping ordinance, and has developed a standard operating procedure for abating encampments that are deemed to be threats to public health and safety, however it is expected that the City will continue to be required to take extraordinary measures in order to respond to emerging health and safety threats failing the development of a comprehensive policy to replace the tool of the camping ordinance. In order to resume enforcement of a camping ordinance while remaining compliant with *Martin v. Boise*, the City would be required to either establish policies regarding the time, place, and manner where sleeping outside on public property would be permitted, or to ensure that adequate temporary shelter space would be made available to anyone who had no other alternatives to sleeping outside.

The CACH may consider providing recommendations for ordinance language establishing the time, place, and manner where sleeping in public is permitted (aka safe sleep zones), or codifying shelter availability conditions under which a revised camping ordinance could be enforced.

FEASIBILITY DISCUSSION:

For Phase 1 of the CACH work plan, the Subcommittee was looking to identify policies which addressed urgent public health and safety priorities, and could be developed into a specific, actionable, policy recommendation by January 2020, or would require more time for development than would be available in either Phase 1 or Phase 2 alone. Due to the complexity of evaluating feasibility, this discussion is limited to the understanding of the Subcommittee members. The expectation is that staff will provide additional feasibility analysis in the near future with respect to fiscal, resource, staffing and partnership requirements.

Restroom and shower policies address an urgent public health need. A range of policy recommendations with a range of costs, public engagement, and political feasibility can be considered. Specific actionable policy recommendations are believed to be achievable for this policy category by January 2020 if not sooner.

Identifying a new site for the River Street Camp and considering effective program modeling for emergency shelter address urgent public health and safety needs. While not without its faults, the existing River Street Camp is a proven concept that can be improved upon. Identifying a site for a replacement program may face significant political challenges, however program modeling improvements and community engagement are expected to mitigate the political challenges. There are one-time grant funds which remain available for the continued operation of a temporary emergency shelter, however long-term funding sources need to be identified. Specific actionable policy recommendations are believed to be achievable for this policy category by January 2020.

Identifying a site for a new outdoor emergency shelter solution such as a transitional encampment or safe sleep site is related to, if not the same policy category as identifying a new site for the existing River Street Camp. While the River Street Camp policies refer to replacement of a specific existing program, this policy category could be generalized to include programs which have not yet been designed or implemented. With respect to replacing River Street Camp, specific actionable policy recommendations are believed to be achievable by January 2020. Program modeling for alternative emergency shelter programs such as transitional encampments, safe parking programs, or safe sleep sites may be achievable by January 2020 depending on the scope of the work. Funding sources for new programs may not be identified until Phase 2, and siting for new programs may depend on establishing funding sources and overcoming political challenges via community engagement.

Secure storage facilities do not address an urgent public health and safety need, but do potentially help lower barriers to other services which do address those needs. While program modeling could be achieved by January 2020, identifying new sites which could be integrated with existing services, and identifying funding sources would be significant barriers to achieve by January 2020. There is currently a service provider that operates in this space who the City has worked with in the past, however the viability of a continued partnership is questionable.

Modifying the camping ordinance has the potential to address a critical shortcoming of existing City policy that has resulted in sporadic public health and safety crises. This policy area faces many of the same challenges as, and is related to, the siting and program modeling for outdoor emergency shelters policy area. There are significant political barriers to achieving actionable policy recommendations, but by beginning community engagement work on this issue in Phase 1, it is anticipated that such specific, actionable recommendations could be achievable by the end of Phase 2.

Submitted by:

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ATTACHMENTS: CACH Polling Results

Survey Results of CACH Member Immediate Policy Priorities

Recommendations					
Direct Services					
Create a Homeless Persons Day Labor Program at Coral Street					
Contract for Homeless Jobs Engagement Program					
Explore a Day Center with Basic Services and Case Management					
Increase Outreach Services and Mobile Behavioral Health/Mental Health Response		#2			
Create Triage Location/Expanded Recovery Center for Crisis Intervention					
Secure Storage Facilities	#3			#1	
Secure Hygiene Resources: Restrooms and Showers	#1	#1	#1	#2	#3
Fund Homeward Bound					
Secure Electronic Device Charging Resources					
Sheltering and Housing					
Increase Local Shelter Options					
Winter Shelter (VFW & Laurel)			#4		
River Street Camp (identify new site)	#2	#4		#4	#1
Establish Ordinance Language for Transitional Encampments				#3	
Identify Site Location for Transitional Encampment or Safe Sleeping Site		#4	#2	#4	#2
Design and Implement a Small Scale Safe Sleeping and Storage Program				#5	
Consider San Francisco Navigation Center Shelter Model (full-service, low-barrier, year-round shelter)					
Pursue Permanent, Regional, Year-Round Homeless Shelter					
Cultivate Development of Housing					
Create Safe Sleeping Zones					
Expand Winter Shelter Access					
Legislation/Advocacy					
Declare Shelter Crisis					
Explore Potential of No Place Like Home Legislation (AB 1618)					
Develop Revenue Source for Housing					
Coordinate State Advocacy with Other High-Ratio Homeless Communities					
Engage Federal Representatives on Homelessness and Mental Illness Needs					
Systems Improvements					
Create Independent Homelessness "Ombudsperson" Position					
Support Coordinated Entry					
Create a 2x2 Committee with County of Santa Cruz					
Engage in Strategic Planning with Homeless Services Center, County and other Service Partners		#5			
Improve City Internal Coordination System and Protocols; Ensure Training and Support for Employees		#3			
Create Homelessness Information and Resources Page on City Website					
Municipal Code/Ordinances					

Revision of Laws Which Prohibit Scavenging of Recyclables					
Halt Creation of Additional Parking Restrictions					
Adapt a Method of Gathering Specific Data and Tracking of Crimes Against Homeless Individuals					
Adopt a Policy of Not Citing People for Homeless-Related Violations When They Approach the Police to Report Violent Crimes					
Repeal/Modify of the Camping Ordinance			#3	#5	
Establish a Living Wage Ordinance					
Additional Items Added by CACH Members					
Police Harassment	#4				



COMMUNITY ADVISORY
COMMITTEE ON HOMELESSNESS
(CACH)
AGENDA REPORT

Sept. 17, 2019

DEPARTMENT: CACH Phase 1 Sub-Committee via the City Manager's Office

SUBJECT: CACH Phase 1 Sub-Committee Recommendations for CACH Phase 1
Work Plan

This document presents a discussion of two alternative work plan timeline models, as well as a list of possible complementary actions for the CACH to consider. It is understood by the Subcommittee that many of these considerations may be perceived as controversial or even politically charged in the community. Including them in this addendum does not convey the intention of all the members of the Subcommittee to advance the policies herein, rather an opportunity to share these considerations for the full CACH's discussion.

Model Timeline A

This timeline works backwards from when recommendations would be forwarded from the CACH to the City Council. This includes a proposal to modify the timeline to have at least three phases. It is suggested for recommendations to be presented at the last meeting of the City Council in October, January, and April which would mean Phase 1 ends on 10/22, Phase 2 ends on 1/21, and Phase 3 ends on 4/21. The CACH's reports to City Council would be due at least two weeks in advance of any Council meeting to provide adequate posting and agenda setting time.

Each agenda topic requires information from staff including:

- What background information is required?
- What experts/affected departments would need to present to give feedback?
- What stakeholder input is required? Examples include paper and online surveys, specific groups, and open community meetings.

Explanation of possible topics for each phase:

The phases and timeline listed in Model Timeline A are based on a definition of priorities which are a balance of what is achievable, what is weather dependent, and what are public health and safety concerns. The CACH should also consider consultant input from Focus Strategies and stakeholder input at HEAP/CESH community meetings.

Phase 1. Ending on October 15.

- a. **Before the rains and winter season** (some of these might be as early as 9/17, see the complementary actions section)
 - i. Sleeping Outside recommendations
 1. Camping Ordinances/Trespassing/Ordinance 9.50 and SCPD policy

2. Locations so that SCPD can always have available options.
- ii. Sleeping in Vehicles recommendations
 1. Parking Ordinances and SCPD policy
 2. Location.
 3. Consider modifying the existing City ordinance limiting churches to three overnight car campers
- iii. Winter Shelter Design recommendations
 1. Number of participants
 2. Intake site
 3. Sleep sites
 - a. Salvation Army's Laurel Street
 - b. VFW on 7th Avenue
 - c. 1220 River Street
 - d. Others to make shelter available so that cleared unsanctioned encampments are offered alternative shelter options
 4. Low barrier policies review (may be different at different sites)
 - a. Review policies of needing reservations to enter shelter, which are a barrier to many
 - b. Review increasing storage options, including for bicycles
 - c. Review inclusion of safe, accommodating, warm, and dry places to wait to enter shelter facilities
 - d. Review policies regarding in-and-out privileges during the night, and supervision outside of facilities. Many people choose not to use the shelter because of existing policies.
 - e. Design to include ability of Santa Cruz County government services to be offered
 - i. Present design doesn't have participants in an appropriate location for County Benefits, Mental Health, Public Health, or HPHP to offer services during business hours
 - f. Review how programs implement case management. This was one off the draft recommendations of Focus Strategies
 5. Review Space Availability Transparency
 - a. Facilitates potential participants to self-refer
 - b. Facilitates case managers to refer efficiently.
 - c. Facilitates SCPD assisting with referrals (at 3am for example).
- iv. MHCAN (Mental Health Client Action Network) day services
 1. Review current policies reflected in existing permit which ended food bank services and limited participants to 50 per day.
 2. Look at data and consider recommendations on service which might impact people having a place to go during rainy days.
- b. Health and Safety
 - i. Review public health issues. Santa Cruz was one of the two main cities known nationwide two years ago for the Hepatitis A outbreak which is a fecal-oral or sexually transmitted virus. This is also an issue for intravenous drug users for infections which come from hands/arms being unwashed. Hear possible recommendations from CACH member Nichols who is an Infectious Disease physician.

1. Toilets
 2. Hand washing
 3. Showers
- c. Consider pilot programs to get more data to bring to community meetings to educate and make informed discussions and decisions
- i. One, two, or three month durations to give us more information for discussions at the next phase and at community meetings
- d. Consider policies such as additional supervision to allow for community, affected department staff, and City Council buy-in for pilot programs
- i. Consider suggesting the affected city department have an extra staff temporarily during the pilot program period
 - ii. Consider suggesting First Alarm (temporarily or permanently) provides supervision
 1. Modeled on a security program at the Santa Cruz Public Library
 2. Create a very specific Code of Conduct (not including No sleeping, and No Big Belongings like the Library)
 3. Consider policies including individual warnings, periods of time where someone is banned, and a grievance system
 - iii. Consider suggesting a nonprofit be contracted to have someone that could also provide social services in addition to supervision
 - iv. Consider inviting volunteers from community groups or church groups to provide supervision
- e. Information requests (perhaps as early as 9/17)
- i. City Attorney's Draft Sleep Location Ordinance
 - ii. Information on encampment site prior study by Planning Department

Phase 2. Ending on January 14.

- f. Consider following up with data from pilot programs to make possible modifications or permanent suggestions
 - i. Sleeping Outside recommendations
 - ii. Sleeping in Vehicles recommendations
 - iii. Winter Shelter Design recommendations
 - iv. Health and Safety
 1. Toilets
 2. Hand washing
 3. Showers
- g. Following up on data requests
- h. Consider a living wage ordinance for nonprofits

Phase 3. Ending on April 21.

- i. ??

After that? Phase 4?

Model Timeline B

In an effort to develop a CACH work plan that would provide comprehensive education for the committee and community, and to engage a large number of stakeholders we have considered the following:

Defining the values associated with our work, possibly to include:

- Dignity
- Wellbeing
- Thriving

Defining the goals of the work, possibly to include:

- To engage a broad range of stakeholders to understand homelessness as experienced by a wide range of community members so as to understand concerns
- To gain an understanding of the roles and responsibilities of the City of Santa Cruz, County of Santa Cruz, State of California and Country of the United States as they relate to homeless services within the City of Santa Cruz so as to make recommendations at the proper levels of government to effect change
- To gain an understanding of the continuum of care in Santa Cruz City and County, and how that relates to individuals experiencing homelessness
- To identify gaps in service and propose solutions to address those gaps

The following work plan outline includes time for presentations and for community engagement at each CACH committee meeting. As time progresses this work plan may be revised so as to address gaps, and facilitate emergency recommendations as needed.

Date	Agenda
September 17	Presentation: City, County, State and Federal Roles in Homeless Services Presentation: Subcommittee on Committee Survey Wisdom Council Roundtable: Committee Members
October 1	Presentation: Current Shelters/Encampments within the City of Santa Cruz <ul style="list-style-type: none"> - Description of Operational Responsibilities - Funding Sources Presentation: Subcommittee on Community Survey Wisdom Council Roundtable: Committee Members

October 15	<p>Presentation: Safe Sleeping and Encampment Alternatives</p> <ul style="list-style-type: none"> - Types of managed systems - Operational Responsibilities - Funding Sources <p>Wisdom Council Roundtable: Homeless Stakeholders</p>
October 22	Co-Chairs update City Council on Progress
October 29	<p>Presentation: How to Locate a Managed Encampment</p> <ul style="list-style-type: none"> - Theory behind choosing a place: what does it need? - Barriers to choosing a place - How to overcome barriers <p>Wisdom Council Roundtable: Resident Stakeholders</p>
November 5	<p>Presentation: Current Ordinance and Code Enforcement</p> <ul style="list-style-type: none"> - Purpose of Ordinances and Enforcement - Effects of Ordinances and Enforcement - Alternative Strategies to Consider <p>Jail Services</p> <ul style="list-style-type: none"> - Recidivism statistics - Services for those experiencing homelessness when exiting Jail <p>Wisdom Council Roundtable: Business Stakeholders</p>
November 19	<p>Presentation: Current Social Services Delivery</p> <ul style="list-style-type: none"> - Mental Health - Disability - Substance Use - EBT - Social Security - Operational Responsibilities - Funding Sources <p>Wisdom Council Roundtable: Non-Profit Providers</p>
December 3	<p>Presentation: Gaps in Service</p> <ul style="list-style-type: none"> - Gap identification and analysis - Recommendations for addressing gaps

	Wisdom Council Roundtable: Student Stakeholders
December 17	Policy Recommendation Deliberation
January 7, 2020	Vote on Phase 1 Report to Council
January 14	Co-Chairs present Phase 1 Report to Council
January 28	Presentation: TBD based on Phase 1 Report Roundtable Discussion: TBD based on Phase 1 Report
February 11	Presentation: TBD based on Phase 1 Report Roundtable Discussion: TBD based on Phase 1 Report
February 25	Presentation: TBD based on Phase 1 Report Roundtable Discussion: TBD based on Phase 1 Report
March 10	Presentation: TBD based on Phase 1 Report Roundtable Discussion: TBD based on Phase 1 Report
March 24	Presentation: TBD based on Phase 1 Report Roundtable Discussion: TBD based on Phase 1 Report
April 7	Presentation: TBD based on Phase 1 Report Roundtable Discussion: TBD based on Phase 1 Report
April 21	Deliberation
May 5	Deliberation
May 19	Vote on Final Report
June 9	Co-Chairs present Final Report to Council

Possible Complementary Actions

Possible actions by CACH on 9/17 to go to City Council for temporary changes to get more data.

a. Parks and Recreation

i. Re: Louden Nelson Bathrooms

1. Options for discussion:

- a. to open to the public the restrooms at Louden Nelson during operating hours for three months.
- b. To have Teen Center staff or volunteers as appropriate accompany youth to bathrooms,
- c. To have Louden Nelson staff keep track of behavioral incidents using Library Quarterly Incident Reports as a template.
- d. To recommend a sharps container in each of the Parks and Recreation bathrooms and track number of times used from installation to report writing.
- e. To recommend training and Nalaxone for Parks and Recreation employees.
- f. To bring report of behaviors tracked and sharps on floors and in sharps containers in Parks and Recreation bathrooms to CACH on ____
- g. Offer confidential interviews for program staff to give their input.

ii. Re: water fountains

1. Option for discussion: to turn on all water fountains in public parks and public property.

b. City Attorney

i. Re: sleeping sites

1. Option for discussion: to ask City Attorney to bring previously written draft of Safe Sleeping Site Ordinance to CACH for review and study

c. Public Works

i. Re: parking restrictions

1. Discuss a temporary moratorium on any new or increased parking limitations on city streets to allow for CACH to review, study, and make recommendations of effect on people experiencing homelessness and on the community.
2. Discuss asking Public Works for information on different parking restrictions throughout the city in an interactive map format or an easily understandable format by October 15.

ii. Re: Bathroom availability.

1. Option for discussion: to temporarily make parking garage bathroom on Soquel between Pacific and Front, and Porta Pottie at Front and Laurel temporarily open 24 hrs/day until ____.
2. Discuss requesting program staff return with a report of specifically tracked incidents regarding this change to CACH on ____

d. **SCPD**

i. Re: Camping and Trespassing

1. Options for discussion: to give sleepers an opportunity to move and an alternative place to sleep without further interruption for the night within 1/8 of a mile or a ride with belongings to an appropriate shelter if the person is willing.
2. Discuss requesting program staff return with a report of specifically tracked incidents regarding this change to CACH on _____.

ii. Re: Ordinance Chapter 9.50 violations

1. Refer to <https://www.codepublishing.com/CA/SantaCruz/mobile/?pg=SantaCruz09/SantaCruz0950.html#9.50.012>
2. Options for discussion: temporary moratorium on enforcement of any Ordinance in Chapter 9.50 on daily living activities including walking, standing, lying, sleeping, or activities related to same in public except blocking more than half of the sidewalk, trespassing on school property, or private property not normally used by the public as a throughway, or sitting near a cash machine
3. Discuss requesting program staff to return with a report of specifically tracked incidents regarding this change to CACH on _____.

iii. Re: car camping

1. Option for discussion: to recommend SCPD temporarily give vehicle sleepers an opportunity to move before ticketing and not to ticket on Coral Street before Homeless Service Center's kiosk is open and giving out parking permits.
2. Discuss requesting program staff to return with a report of specifically tracked incidents regarding this change to CACH meeting on _____.

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