0057

County of Santa Cruz

BOARD OF SUPERVISORS

701 OCEAN STREET, SUITE 500, SANTA CRUZ, CA 95060-4069

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JANET K. BEAUTZ	WALTER J. SYMONS	MARDI WORMHOUDT	TONY CAMPOS	JEFF ALMQUIST
FIRST DISTRICT	SECOND DISTRICT	THIRD DISTRICT	FOURTH DISTRICT	FIFTH DISTRICT

AGENDA: 5/2/2000

April 25, 2000

BOARD OF SUPERVISORS
County of Santa Cruz
701 Ocean Street
Santa Cruz, CA 95060

RE: HOMELESS ISSUES WORKSHOP

Dear Members of the Board:

Attached is a letter from the Mayor of the City of Santa Cruz inviting the Board of Supervisors to participate in a Homeless Issues Workshop on May 24, 2000.

Since homelessness is a countywide problem, I commend the City for attempting to coordinate the efforts of the different local jurisdictions. On the other hand, I think it would be extremely cumbersome and inefficient for our entire Board to attend this workshop. Since the issue of homelessness affects each of our districts, however, we all have an interest in the issue. For this reason, then, it strikes me that the best person to represent the Board at this workshop would be the County Administrative Officer (CAO). This is also true because the CAO can take appropriate staff with her to present information on the County's past and present involvement in programs and activities to respond to this problem.

Therefore, I recommend that the Board direct the CAO to attend the Homeless Issues Workshop on May 24, 2000, to represent the County, and to subsequently report back to the Board with any recommendations she may have for follow-up actions.

Sincerely,

Mardi Wormhoudt

MARDI WORMHOUDT, Chair
Board of Supervisors

MW:ted
Attachment

cc: Mayor Keith Sugar, City of Santa Cruz
Mayor Oscar Rios, City of Watsonville
Mayor Chuck Walker, City of Scotts Valley
Mayor Bruce Arthur, City of Capitola
CAO

1109H3

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Copy To Each Supervisor

CITY OF SANTA CRUZ

0058

MAYOR AND CITY COUNCIL

809 Center Street, Room 10, Santa Cruz, CA 95060 • (831) 420-5020 • Fax: (831) 420-5011 • citycouncil@ci.santa-cruz.ca.us

April 21, 2000

Mardi Wormhoudt, Chair,
Santa Cruz County Board of Supervisors
701 Ocean Street, Room 500
Santa Cruz, CA 95060

Re: Joint County and City of Santa Cruz Homeless Issues Workshop

Dear Mardi:

On April 11, 2000, the Santa Cruz City Council was presented with a report containing a number of findings and recommendations from the City's Homeless Issues Task Force. The report was the culmination of the task force's mission to determine ways in which services to the homeless community could be improved, The Council voted unanimously to conduct a workshop to consider the task force's recommendations and possible funding sources to implement various of the recommendations. The Council also voted unanimously to invite the Board of Supervisors as well as the mayors of Watsonville, Capitola and Scotts Valley to participate with the City jointly at this workshop, out of the belief that homelessness is a Countywide issue. A realistic approach to improving homeless services begins with the cities and County working together. By combining and more closely coordinating our respective resources, it is hoped that more comprehensive and meaningful solutions can be achieved.

Therefore, on behalf of the Council, it is my pleasure to invite your board and the local mayors to sit with us in a joint Homeless Issues Workshop to consider and discuss the recommendations of the Homeless Issues Task Force and any other issues pertaining to homeless services in the County of Santa Cruz on May 24, 2000 in the City's Council Chambers (809 Center Street) at 3:00 p.m. If you have any questions, please do not hesitate to call myself or Richard Wilson.

Best regards,

Keith A. Sugar
Mayor

Cc: County Board of Supervisors
Susan Mauriello

2/MAYORKS/LETTER/WORMHOUDT.LTR

CITY COUNCIL
AGENDA REPORT

0059

DATE: April 6, 2000

AGENDA OF: April 11, 2000

DEPARTMENT: Homeless Issues Task Force

SUBJECT: FINAL REPORT AND RECOMMENDATIONS OF THE HOMELESS ISSUES TASK FORCE

RECOMMENDATION: That the City Council accept the Final Report and Recommendations of the Homeless Issues Task Force and refer discussion and action to a future City Council meeting.

DISCUSSION: With this memorandum, we present you with the Final Report and Recommendations of the Homeless Issues Task Force.

We thank the City Council for the opportunity to work on this project. Our members have volunteered hundreds of long hours to our task but have felt it worthwhile because of the importance of the issues to both the homeless community and the community at large.

We fervently hope that the City Council will share our sense of urgency on these issues and act soon to consider our recommendations. We also hope that you find them valuable and decide to move many of them forward with your commitment of the necessary resources.

We look forward to meeting with you to review the recommendations in a Special Meeting of the City Council.

Submitted by:

Linda Lemaster

Linda Lemaster
Chair

n:\Homeless Issues Final Report

Attachments: Final Report

ITEM: 37-1

Final Report
and
Recommendations

City of Santa Cruz
Homeless Issues Task Force

March 27, 2000

Final Report
Homeless Issues Task Force

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Final Report
Homeless Issues Task Force

Introduction

The Homeless Issues Task Force was formed by the City Council to study homeless issues and to develop recommendations to the Santa Cruz City Council for ameliorating the conditions and conflicts relating to homelessness.

Generally, our charge was defined as making recommendations to the City Council on:

1) the development of permanent year round shelter for all segments of the homeless community;
2) opportunities for improving currently provided services; and
3) the rights and responsibilities of homeless persons.

Eight members of the Homeless Issues Task Force (HITF) began work on August 16, 1999. The City Council completed appointments in October, bringing our number to 13. Members committed themselves to attending twice-monthly regular meetings, as well as frequent task-driven subcommittee meetings.

At the outset, task force members were provided with a generous supply of background materials including documents from the City Council subcommittee that reviewed the camping ordinance last year. Among those documents was the "Mission Statement of the City of Santa Cruz Regarding Homeless Services." Task force members felt that the mission statement provided an excellent foundation for our work and that it should continue to guide the City as it provides services to the homeless community.

The City Manager's office also provided the HITF approximately 20 hours per week of staffing assistance. Though the number of staff hours limited the depth of our research, task force members acknowledge the work of the staff.

HITF meetings have been very lengthy, but as we became more familiar with each other and the city's advisory body procedures, our productivity steadily improved. Attendance and participation were excellent overall. There were a number of citizens who were not task force members who regularly attended task force and subcommittee meetings and did substantial amounts of legwork.

Subcommittees met between regular task force meetings to research, sort and prepare items and recommendations that came to the HITF agenda for action, Subcommittees were charged with seeking new, practical, pro-active solutions.

Our standing subcommittees were:

Shelter and Housing
Legal and Law Enforcement
Employment, Treatment and Other Services
Outreach, Advocacy and Process

Once we organized and broke into subcommittees, the need for gathering fresh, relevant information directly from homeless individuals and families was evident. We were further moved by reports of a recent rash of anti-homeless assaults. We resolved to make a safe and confidential way for people who can not or will not usually visit public hearings to participate. A special task force meeting was held in November at the Homeless Services Center, and HITF members met with and interviewed dozens of homeless individuals.

During the first three months of discussion and deliberation, the task force approved and forwarded recommendations to the City Council on matters we believed were extremely urgent as winter approached. We asked that the Council move forward quickly on these items, driven by humanitarian and moral concerns, without waiting for our fmal report. These were:

The Camping Ordinance--We recommended repeal of this ordinance since the City does not have adequate indoor shelter for all its residents. (See appendix for the complete text of the resolution.)

Rent Stabilization--Santa Cruz has among the highest rents relative to incomes in the nation. Many of the homeless are regularly, or even fully, employed and still cannot afford to rent a home. We recommended that the City adopt rent stabilization as a means of preventing new homelessness and as a means of assisting currently homeless people back into housing.

Safe Sleeping Zones--We recommended that the City create safe, legal sleeping zones as there is clearly not enough appropriate indoor shelter, and those sleeping outside are subject to the threat of citation and arrest and the threat of violence.

Parking Restrictions--We recommended that no additional parking restrictions be imposed for the purpose of reducing vehicle sleeping since there are no legal alternatives in place, and more enforcement would create more difficulties. We thank the City Council for their action December 14 in upholding the appeal of the Almar Avenue "no overnight parking" signs.

Winter Shelter Access--We recommended increased access to the Armory with a night bus and a linking bus to Labor Ready in the morning to accommodate the homeless workers' schedules.

Homeless Survey--We recommended City support of the Homeless Survey and Needs Assessment coordinated by the United Way. We commend the City Council for supporting this countywide survey.

Living Wage--We recommended that the City Council adopt a living wage ordinance to increase wage levels, thus making housing more affordable for some workers.

In addition to these urgent recommendations, the HITF worked successfully to expedite the implementation of reduced fines for camping ordinance citations. The implementation had languished in the bureaucracy for months after the Council ordered the reduction in fmes.

The task force also helped initiate the creation of a process for the Interfaith Satellite Shelter Program to formally notify the City when the Armory emergency shelter is full. This will lead to

periodic dismissal of camping ordinance tines, as is called for by the changes the City Council made last spring.

The task force also initiated a draft advisory letter to provide important legal information about the camping ordinance to homeless people, the court system and the community at large. The letter has been presented to two Mayors and still awaits final revision and approval for distribution.

In December, 1999, the task force completed work on its interim report and presented recommendations to the City Council. The task force received feedback on that report at informal meetings with Councilmembers and at a January, 2000 City Council meeting. Based on that feedback, which primarily suggested additional specificity in our recommendations, the task force adopted a new approach to formulating its recommendations. That approach resulted in the "template" format that follows.

Each recommendation is presented with a prescribed amount of background information. While the template generally provides enough information to frame the Council's discussion of each item, the task force recognizes its limitations. This is why, in many instances, our recommendations include a suggestion that the Council form a "working group" including interested community members and consumers of services for the recommended item. It is our belief that a more focused group will move forward and develop the details to turn a recommended idea into an action or program. With the short time frame and broad charge of our task force, we simply did not have the resources to create more detailed recommendations.

It should be noted here, as it was in our interim report, that the task force did not delve into the issue of low-income housing in our formal recommendations. It was our decision that this was too large an issue for us to take on, even though the relationship between rising housing costs and growing homelessness is undeniable. We urge the City Council to make every effort to create additional low-income housing in Santa Cruz and to explore less conventional options that would expand housing opportunities. Obviously, we need to think more creatively since what we are doing now is less than adequate to meet the need of homeless people and people on the edge of homelessness. Recent news of the massive rent increases at the Cypress Point apartment complex and the fact that the median purchase price of a house in Santa Cruz County has now reached over $400,000 clearly reaffirm that "market forces" will not solve the problem of affordable housing in Santa Cruz without some government involvement (for example, the rent stabilization program we recommended in our interim report).

We would also like to note our response to our charge to make recommendations on the "responsibilities of homeless persons." It is our belief that homeless individuals have the same responsibilities as other members of the community. However, we also recognize that those who are without resources are less likely to be able to meet their responsibilities. For instance, if a homeless person has no home or shelter to sleep in, it is difficult for him or her to meet his or her responsibility to not break the law by sleeping outside. If a person has a significant substance abuse problem, and there is no program available to help with treatment when it is sought, it is difficult to see how we can expect that person to meet all the responsibilities the community expects. We feel the best way to achieve a high level of responsibility in the homeless community is to provide resources and opportunities to improve the quality of homeless people's lives to a point where meeting ordinary social responsibilities is not so difficult.

We wish to acknowledge the work that past task forces, City Councils, service organizations and private organizations and individuals have done in attempting to deal with various problems of homelessness. In the spirit of honoring all the work that has been done before, though, it is important to acknowledge that the reactive nature of this work has diluted its efficiency and impact. Much of this effort has been undertaken in response to 'impressions of the moment as to what are the most dramatic problems. In the City of Santa Cruz, as across the nation, policies and laws have been developed in the absence of an overall plan or a systematic understanding of who is homeless and of what homeless people need and want. With the recent United Way-sponsored homeless count and survey of needs, the basis will soon exist to help the City, the County and other stakeholders to collaborate in an effort to create a long-term, countywide plan to coordinate and prioritize their efforts. This systematic and collaborative work is essential if real progress is to be made in reducing the problems related to homelessness in Santa Cruz. With this effort pending, our task force chose not to prioritize our recommendations at this time.

Finally, we ask that the City Council schedule a special meeting to review, discuss and act on the Homeless Issues Task Force recommendations.

Respectfully submitted by the members of the Homeless Issues Task Force:

Linda Lemaster, Chair	Ken Cole, Vice-chair
Nancy Anecito	Paul Brindel
Peter Eberle	Lucy Kemnitzer
Thomas Leavitt	Tom Nedelsky
Mel Nunez	Timote Peterson
Christine Sippl	Marilyn Weaver*

Don Lane, Staff Coordinator Laura Tucker, Staff Assistant

(*- Marilyn Weaver resigned from the task force at the conclusion of our final meeting.)

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Task Force Recommendations

It should be noted that while not all of the specific recommendations on the following pages of this report were supported unanimously, this report was adopted unanimously as an accurate reflection of the proceedings of the task force.

It should also be noted that the recommendations that follow are not in a ranked or prioritized order. They are grouped by the issue areas of our task force subcommittees: Shelter & Places to Sleep; Legal & Law Enforcement; Outreach & Advocacy; and Treatment, Employment & Other Services.

Expanded Armory Use

Problem: The National Guard Armory is the primary facility for emergency shelter in Santa Cruz, but it is not available for use as a shelter during more than half the year.

Recommendation: Work with appropriate agencies and officials to make the Armory available year round through either additional "rental" days or through full acquisition. If successful, utilize the Armory year-round.

Who will be served: Homeless individuals who qualify for the ISSP program but are currently turned away for lack of space during most of the year.

How many will be served: Up to 100 individuals.

Facility needs (size, location, licensing/permits): Facility already exists.

Keyparticipants in bringing this about: City Officials, State Officials, Armory Officials, ISSP program.

Key obstacles: Magnitude of effort to change State law and National Guard policy.

Major cost items: Operational costs of ISSP program for additional months. This could include $80,000 for additional rent and up to $185,000 for all other operational costs (estimates).

Potential funding sources: State funds that currently subsidize armory, City Social Services Program, City Capital Improvement Funds, Federal grant that currently supports ISSP.

Relation to City Council Assignment: Year-round shelter.

Main "selling points": Relatively low cost. Expands existing program rather than creating new program.

Next steps for City of Santa Cruz: Contact State and National Guard officials.

Taskforce vote: Unanimous.

Family Shelter

Problem: There is no emergency shelter tailored to meet the needs of homeless families with children in the City of Santa Cruz or Northern Santa Cruz County.

Recommendation: That the City Council commit to working with other local government jurisdictions and local nonprofit agencies to create a shelter for homeless families with children.

Who will be served: Homeless families with children under the age of 18.

How many will be served: 5 to 10 families at a time. Up to 50 families per year. The Pajaro Valley Family Shelter served 150 people last year.

Facility needs (size, location, licensing/permits): Residential structure with capacity for at least five families at a time. Locate in the City of Santa Cruz near public transportation in an area suitable for children.
Location preference: Not adjacent to Coral Street services.

Key participants in bringing this about: City, County, Families in Transition, Pajaro Valley Shelter Services, Homeless Services Agency, Shelter Project, River Street Shelter, other agencies, real estate community.

Key obstacles: High capital cost. High operating cost.

Major cost items: Development or purchase & remodel of facility. Professional staffing of ongoing program. Pajaro Valley Shelter's annual operating budget is approximately $120,000 plus the cost of renting or purchasing the facility.

Potential funding sources: City, City Redevelopment Agency, County, Children and Families Commission (formed by Prop 10), Scotts Valley, Capitola, State grants, Federal grants, Foundation grants, community fundraising.

Relation to City Council assignment: Permanent, year-round shelter.

Main "selling points": Meets basic needs of poorest families and children. Low neighborhood impact. Widely recognized as a gap in current services in North County. Recent closing of McDowell group homes may provide opportunities for easy facility acquisition.

Next steps for City of Santa Cruz: Set aside initial funds and invite County to jointly convene a working group to move this forward. Contact McDowell group homes. Begin grant request process with Prop 10 Commission.

Task force vote: Unanimous.

37-12

Use of Vacant Bay at Homeless Services Center

Problem: When the kitchen project is complete, there will be a vacant bay at the Homeless Services Center that is not committed to any homeless program.

Recommendation: Utilize this bay for a 15-20 bed shelter associated with the ISSP program.

Who will be served: Homeless individuals,

How many will be served: 15 to 20 individuals at any given time.

Facility needs (size, location, licensing/permits): The facility is already available. Requires use permit change. Needs interior remodel.

Keyparticipants in bringing this about: City and Homeless Services Center.

Key obstacles: Cost and possible neighborhood objection.

Major cost items: Staff cost could be modest or high depending on population to be served. Remodel and furnishing could be quite modest.

Potential funding sources: CDBG for facility improvements. Local, State and Federal shelter funds, community fundraising.

Relation to City Council Assignment: Year-round permanent shelter.

Main "selling points": City already controls the property. Is adjacent to other services.

Next steps for City of Santa Cruz: Coordinate with Homeless Services Center.

Task force vote: Unanimous.

Safe Sleeping Zones in City Parks

Problem: There are many homeless people camping out of doors illegally who have no legal place to sleep outdoors.

Recommendation: Add a clause to camping ordinance section on parks use allowing that "when there is a shelter emergency, the parks director shall designate a safe sleeping zone on a rotating basis in the above mentioned parks" (which are Harvey West, DeLaveaga, and San Lorenzo). This would require daily breakdown of campsites.

Who will be served: Homeless campers

How many will be served: up to 50 people

Facility needs: City parks that have large sections not immediately adjacent to residences and that have restroom facilities.

Key participants in bringing this about: City Council, City Parks and Recreation Department, monitoring agency.

Key obstacles: Neighbor concerns. Law enforcement concerns. Magnet concerns. How to limit size.

Major cost items: Monitoring costs (by private security or existing program).

Potential funding sources: City General Fund.

Relation to City Council Assignment: Year-round emergency "shelter."

Main "selling points": Low cost. Utilizes existing facilities. Keeps homeless campers safe. Provides method for keeping campsites clean and monitored.

Next steps for City of Santa Cruz: Form working group of City officials, agencies, and community members.

Task force vote: Unanimous.

37-14

Medical Emergency Motel Voucher Program for Homeless Persons

Problem: There is no permanent shelter location designed for homeless people who are experiencing medical emergencies and need a safe, appropriate environment in which to regain their health. When fully funded, the Community Action Board's H.O.M.E. motel voucher program ensures a safety net for homeless people who are ill, injured, or contagious and cannot stay at local emergency shelters that require residents to leave during the daytime hours. At times, there has not been sufficient funding for the Shelter Project's Motel Voucher Program. This means that at certain times of the year, there is no appropriate shelter available for homeless persons coming out of the hospital or with serious medical needs.

Recommendation: Provide adequate funding to operate this program year round.

Who will be served: 111 and injured homeless people.

How many will be served: 362 people were served by this program in 1999.

Facility needs (size, location, licensing/permits): Already in place.

Keyparticipants in bringing this about: City of Santa Cruz, County of Santa Cruz

Key obstacles: Limits of City and County budgets.

Major cost items: Voucher reimbursement costs.

Potential funding sources: General funds of City and County.

Relation to City Council Assignment: Additional year round shelter. Improves existing service.

Main "selling points": Strengthens an existing, successful program.

Next steps for City of Santa Cruz: Adopt budget item. Work with County.

Task force vote: Unanimous.

37-15

Safe, Legal Vehicular Sleeping

Problem: Many homeless people in Santa Cruz sleep in their vehicles at night. However, in the vast majority of cases, they are doing so in violation of the city's Camping Ordinance. These individuals have few, if any, other options to sleeping in their vehicles, and those options are generally less safe and equally illegal. Additionally, people sleeping in their vehicles frequently park in isolated places that are more vulnerable to crime and with less access to sanitary facilities.

Recommendation: Support programs for expanding safe legal vehicular sleeping. The City should regulate vehicular sleeping rather than trying to prevent it.

Who will be served: Homeless persons who sleep in their vehicles. Secondarily, businesses and residents adjacent to locations where homeless people frequently sleep in their vehicles.

How many will be served: Varies greatly depending on selected approach. Could serve as many as 100 or more.

Facility needs: Almost any variation on this recommendation can utilize existing facilities. Addition of portable rest rooms may be required depending on approach. [See below for several location options.]

Key participants in bringing this about: City Council, City staff, local businesses, homeless people sleeping in vehicles, possibly a selected homeless service agency to participate in administering some elements.

Obstacles: Acceptance of community and City staff to use of selected locations. Concern for potential magnet effect from outside the community.

Major cost items: There would be ongoing maintenance costs and, depending on specific approach, could require staffing for permitting authority and security.

Funding source: This would most likely be funded by the City's General Fund.

Relation to City Council Assignment: Provides additional legal shelter opportunities in the City.

Selling points:

- Compared to most forms of providing shelter, this is very low cost.
- This can mitigate some of the negative impacts of the current situation by creating an opportunity to educate and regulate persons sleeping in vehicles.
- There are some options where there is some "built-in" maintenance and security.
- Since there is a significant amount of sleeping in vehicles going on now, this gives the City a chance to carefully locate it and provide security for both neighborhoods and persons sleeping in vehicles.
- Liability costs can be reduced because this is essentially a parking program rather than a social service program.

(continued)

37-16

- Many homeless people with vehicles cannot use the ISSP now because bringing vehicles is not possible. Those vehicle owners generally wish to stay with the vehicle that contains all their possessions and, perhaps, a pet (which is also not allowed in ISSP).
- Some people do not want to be part of a structured program. This approach focuses on sustaining the independence of this sub-group of the homeless population.

Some specific approaches to consider under this *general recommendation:*

- Allow parking and vehicle sleeping in selected public parking lots with rest rooms and trash cans provided. Option: this could be rotated from lot to lot on a weekly or daily basis and controlled through a permit system.
- Allow parking and vehicle sleeping in selected city parks adjacent to rest rooms and trash cans. Option: this could be rotated from park to park on a weekly or daily basis.
- Allow parking and vehicle sleeping in carefully selected but widely dispersed locations throughout the City away from residences and close to sanitary facilities. Require that vehicles obtain a permit for this activity. Option: portable toilets could be placed in selected locations. Option: limit the number of permits.
- Work with the ISSP to create a program to allow vehicle sleeping in parking lots of the same churches where indoor shelter is currently being provided.
- Allow "self-contained" camping vehicles to park in designated areas that don't necessarily have sanitary facilities.
- Lengthen or abolish the 3-day time limit a camping vehicle may park in a residential driveway (with the permission of the resident.) Option: establish a permit program for this kind of vehicle sleeping.

Next steps for City of Santa Cruz: City Council forms and participates in working group to develop the details.

Task force vote: Unanimous.

37-17

Letter on Camping Citations

Problem: Homeless persons with camping citations are not fully aware of their rights and responsibilities in court. The state of the law and the precedents are often unclear.

Recommendation: Distribute updated, edited version of the "considerations" letter (attached) to courts and to defendants in camping cases. This should be updated by the City Attorney when changes occur.

Who will be served: Both homeless people with citations and the judges/court staff.

How many will be served: as many as receive camping citations.

Facility needs (size, location, licensing, permits): None.

Key Participants in bringing this about: City staff to complete and print document.
Homeless service agencies (to distribute letter to homeless).

Key obstacles: None.

Major cost items: Printing

Potential funding sources: Minimal City funds

Relation to City Council Assignment: Rights and responsibilities of homeless people.

Main "sellingpoints": Informed defendants are more responsible defendants. A consistent court is more just.

Next steps for City of Santa Cruz: Print attached letter and distribute to courts and homeless service agencies.

Task force vote: Unanimous.

Attachment: Proposed letter.

37-18

Conflict Resolution Downtown

Problem: Miscommunication and conflict between downtown business owners and homeless people leads to inappropriate or unsatisfactory involvement of law enforcement agencies.

Recommendation: Institute a downtown focus program for conflict resolution, involving various downtown constituents as trained mediators.

Background: Downtown Santa Cruz Public Policy Mediation Project 1996 report suggests this approach to downtown issues

Who will be served: Various downtown constituencies.

How many will be served: Unknown.

Facility needs (size, location, licensing, permits): Telephone answering service for mediators, meeting room for people involved in conflict resolution

Key Participants in bringing this about: Conflict Resolution Program (has indicated an interest), Downtown Merchants Association, homeless service agencies

Key obstacles: This would probably only apply to problems that develop over time and not those which flare up quickly. May be difficult to recruit participants.

Major cost items: telephone answering service, cost of printing brochure

Potential funding sources: City, foundation grants, State/Federal grants

Relation to City Council Assignment: Enhances both rights and responsibilities of homeless people.

Main 'selling points": Mediation can prevent escalation of problems into legal issues. Will increase the comfort level downtown generally. There are many trained mediators in the community.

Next steps for City of Santa Cruz: Contact the Conflict Resolution Program and request a written proposal to initiate this program. (This has already been informally discussed with Conflict Resolution staff.)

Taskforce vote: Unanimous.

Legal Assistance for Homeless and Very Poor Defendants

Problem: There is under-representation for homeless people in small legal cases. Public defenders are overworked and not available for the myriad of infractions and misdemeanors that arise out of the extreme poverty of homelessness. Legal Aid is only available for civil cases. Without lawyers or advocates, defendants cannot act responsibly with respect to their cases, and often let small cases turn into piles of warrants. Without legal representation for the defendants, cases cannot be tried fairly.

Recommendation: The city should support development of a pro bono legal program.

Who will be served: Homeless in need of legal help. Courts will also benefit from expedited cases. Paralegals will receive training.

How many will be served: Unknown.

Facility needs (size, location, licensing, permits): Office space, answering machine, telephone, fax, access to law library.

Key Participants in bringing this about: Members of the legal profession, Homeless Services Center (passive assistance -- meeting space, referrals), perhaps others.

Key obstacles: Cost. Concern about City's involvement in this activity.

Major cost items: see "facility needs". Possible staffing costs, depending on structure of the program.

Potential funding sources: Foundation grants.

Relation to City Council Assignment: Protects rights of homeless people.

Main "sellingpoints": first steps towards developing pro bono legal aid for homeless defendants have been made by community members (including task force members). Will avoid accumulation of unresolved cases and warrants.

Next steps for City of Santa Cruz: Set up working group for this program to determine needs and costs, and write a proposal for a pilot program.

Task force vote: Unanimous.

New Police Aapproach to Drug Overdose Reports

(This recommendation incorporates information from the Drop-in Center's "Oxygen" report.)

Problem: Homeless people who use heroin are at higher risk because of their homeless status, . Heroin, cheaper and stronger than in years past, is easier to overdose on than in the past as well. In the years 1995-98, at least 89 deaths from heroin overdose were recorded, some of them homeless individuals.

The Drop-in Center found in its studies that younger heroin users (which overlaps with the homeless to a significant degree) were likely to have had two overdose experiences already and that the majority of them received no medical aid whatever for their overdoses. Heroin users state that they are afraid to call 911 in overdose situations because they will be charged with drug offenses. The police state that they are required to charge in these situations.

Recommendation: Take steps to develop a policy with respect to the heroin overdose epidemic that will empower the City and the police to handle overdose calls in specific ways. This policy would direct the police not to arrest or charge for drug violations any person who calls to report an overdose situation and stays with the overdosing person to ensure his or her safety, whether or not the person is otherwise liable to be charged for those drug violations. This would not apply to other serious crimes if they happened to be committed at the time. Publicize this policy on the street, using various methods (a bus ad? leaflets? "Don't let them die alone—Call 911 and you won't go to jail.").

Who *will* be served: Heroin users among the homeless population (many of them young and/or of color).

How many 'will be served: Unknown.

Facility needs (size, location, licensing, permits): N/A

Key Participants in bringing this about: City Council, City Attorney, Police Department.

Key obstacles: Legal issues.

Major cost items: Staff time working through the legal issues.

Potential funding sources: City General Fund.

Main "selling points": This rewards people for taking responsibility, and it also has a potential for saving lives. It leaves the police free to help in OD crisis situations without fear of non-cooperation and still allows police to take action in unrelated criminal activity.

Next steps for City of Santa Cruz: Research is needed into how this policy can be legally implemented without conflict with existing State law.

Task force vote: Unanimous.

Drug Education in Jails

Problem: Several of the recent heroin deaths have been among people recently released from jail, who overdose on relatively small amounts of heroin because they have lost their tolerance for the drug and because the drug continues to sold in more concentrated forms.

Recommendation: The City should advocate with the county to make realistic drug education available in the jails so that people coming out know they are more vulnerable to heroin overdose than when they went in.

Who will be served: Heroin users in the justice system.

Facility needs: None.

Keyparticipants in bringing this about: Sheriff, City Council, Board of Supervisors

Cost: Minimal-training for jail personnel, perhaps the printing of a brochure.

Potential funding sources: Sheriffs budget.

Selling points: This is a relatively inexpensive and potentially effective way to save lives.

Next steps for the city of Santa Cruz: Meet with Sheriff, jail staff and medical experts to outline the points to be included in jailhouse education.

Task force vote: Unanimous.

37-22

Hate Crimes Protected Class Designation

Problem: The homeless experience many more assaults, proportionately, than the housed. Last year (1999), the first for which we have figures, 51 out of 495 assaults were against the homeless: the homeless were three to five times more likely to experience an assault than the population at large. These assaults occurred for a variety of reasons: bigotry (targeted assaults, or hate crimes), the greater vulnerability of the alcohol or drug user, opportunity. We do not know how many of each cause, or if there are more. We do not know how many assaults have occurred in the past.

The homeless are an especially vulnerable population. Our current measures do not adequately protect them.

Recommendation: For those assaults that are targeted crimes, a systemic approach is needed. The City should join the National Coalition for the Homeless in supporting the move to make homelessness a protected class for the purpose of hate-crime laws. (The National Coalition for the Homeless proposal is attached.) The City should enact a local ordinance extending protection to the homeless and very poor and direct police and emergency services to keep and report statistics relating to crimes of this nature.

Who will be served: The homeless community and the community as a whole.
Cost: Some cost in adding fields to databases and adding new categories to annual reports.

How many will be served: The entire homeless community.

Facility needs: None.

Key participants in bringing this about: City Council, Local health agencies, Police Department, advocates for homeless rights.

Obstacles: Creating enforceable legal definitions for hate-crime legislation.

Major cost items: None.

Relation to Council assignment: Rights of homeless people.

Selling points: Deals with one of the most immediate problems of the homeless community. Inexpensive. Joins City in national effort.

Next step for city of Santa Cruz: Confirm that the Police Department has begun appropriate record-keeping. Meet with emergency care providers to ask for the same. Formal City communication with National Coalition for the Homeless.

Task force vote: Unanimous.

37-23

Youth Education and Violence Prevention 0081

Problem: The assailants in many of the assault cases involving homeless persons are groups of very young people.

Recommendation: Special anti-violence and anti-hate crime programs should target youth of junior high school age. The City should ask the school districts to assess their approach to these issues and to update their programs in light of this problem. This may include increased recreational opportunities for junior high school and high school aged youth (such as a teen center). Parks and Recreation has already taken steps to increase these and to institute more programs that involve youth in positive ways around the community. Experience has shown that arts programs especially are effective in reducing violence among youth.

Who will be served: Students, homeless community.

How many will be sewed: Entire homeless community and thousands of teens.

Facility needs: None.

Key participants in bringing this about: School officials, City officials.

Key obstacles: Getting schools to adopt this curriculum, in the context of so many other mandates.

Major cost items: Developing and implementing curriculum. Increased teen recreation programs.

Potential funding sources: Schools may be able to accomplish with minimal costs, or with costs offset by grant money. Parks and Recreation may need some City budget increase.

Selling points: Prevention oriented. Experience in similar situations in the past has shown that these approaches are effective. There are some curricula available from National Coalition for the Homeless.

Next steps for the City of Santa Cruz: Meet with school district representatives to discuss programs already in place and the issues which still need to be addressed. Meet with Parks and Recreation to ask what programs could be developed.

Task force vote: Unanimous.

 37-24

Self-help Violence Prevention 0082

Problem: Many of the homeless are assaulted repeatedly. Some are vulnerable because they are alcohol or drug abusers or are mentally or physically disabled. Others have not developed street smarts or a network for mutual aid.

Recommendation: Support the creation of a victimization-reduction program for members of the homeless community including self-defense classes for women and training in developing mutual-aid networks. These classes could be held at the Homeless Services Center and at other venues. Those who attend can disseminate the information to others.

***Who will** be served:* The homeless community.

*How many **will** be served* Potentially, every member of the homeless community.

***Facility** needs:* Can use existing facilities.

Keyparticipants in bringing this about: City Council, Commission for Prevention of Violence Against Women, homeless services agencies.

Key obstacles: Creating an effective curriculum. Achieving high participation.

Major cost items: Payment for individuals to develop and implement training program.

Potential funding sources: City General Fund, grants.

Relation to City Council Assignment: Protects the rights of homeless people.

Sellingpoints: This encourages and supports homeless people taking responsibility for their own safety. People who participate in such programs frequently develop more generalized life skills which help them in other aspects of life. Classes for women's self-defense already exist through cooperation between Parks and Recreation and the Commission for the Prevention of Violence Against Women.

Next steps for City of Santa Cruz: Contact CPVAW for assistance. Form working group.

Task force vote: Unanimous.

37-25

Police and Homeless Issues

The recommendations on the following two pages resulted from some conversations between task force members and homeless individuals who spoke of poor treatment by police including selective enforcement of public behavior laws, failure to take reports from homeless victims, excessive force, confiscation of belongings, and outright assault.

The Civilian Police Review Board has not proven to be a satisfactory venue for homeless people to resolve these complaints.

The two recommendations that follow are insufficient to deal with the whole problem in and of themselves but they offer a positive beginning.

We believe the City Council needs to adopt these measures and to strengthen oversight and investigation of police abuses.

This statement was adopted by a vote of 9 to 1.

Relations between Police and Homeless Community

(These recommendations were developed using information from the Police Department.)

Problem: The Santa Cruz Police Department is devoted to community policing. However, there are distances and miscommunications between the department and the homeless community and unevenness as to the quality of information the police have concerning the homeless cormnunity, its mixed characteristics and its needs. The Police Department has proposed a Homeless Resource Officer position to address these issues.

Recommendation: Develop a working group of homeless and police representatives to share information about needs, problems and resources. Among other duties, this group should be in on the ground floor of creating the Homeless Resource Officer position and defining its work and training, if that is to go forward.

Who will be served: Homeless community, Police Department.

How many will be served: Unknown.

Facility needs: None.

Key participants in bringing this about: Homeless community representatives, Police Department, City Council

Key obstacles: Mistrust, misunderstanding.

Major cost items: None (assuming the proposed resource officer would come from the existing police force).

Selling points: Enables the homeless and the Police Department to take a problem-solving approach to the issues of trust and credibility that rise between them. Allows problems to be dealt with early and extensively. Allows homeless to take a responsible position with respect to their own issues.

Next steps for City of Santa Cruz: Form the recommended working group

Taskforce vote: On the main recommendation the vote was nine in favor and one opposed. On a vote for an amendment to explicitly recommend that the Resource Officer be a Community Service Officer rather than a sworn officer, the vote was four in favor and five opposed.

Police Training on Homeless Issues

Problem: There is no education program available for police officers concerning homeless issues, locally or statewide. Police officers have to develop their own "street wisdom" piecemeal, and there are inconsistencies in approaches to dealing with homeless issues.

Recommendation: Develop a course for police officers in compliance with POST (Police Officers Training Standards, the California State apparatus for accrediting classes for the police) standards, relating to homeless issues in general and in Santa Cruz.

Who will be served: Homeless community, police officers.

How many will be served: Unknown.

Facility needs: None.

Key Participants in bringing this about: Homeless community members, police, training/education professionals, service agency staff.

Key potential obstacles: Commitment of Police Department to this concept.

Major cost items: Police staff and training.

Potential funding sources: Police budget, law enforcement grants.

Main "selling points": Prevention oriented, creates consistency in police response.

Next steps for City of Santa Cruz: Form a working group and direct police department to move forward.

Task force vote: Nine in favor, one opposed.

37-28

Community Education and Outreach

Problem: There is a lack of information among City residents about the homeless community and the homeless services situation.

Recommendation: That the City create a document or documents that will be widely distributed among City residents. It will provide basic information on homelessness in Santa Cruz and suggest ways community residents can help or be involved in dealing with homelessness. Also, create a speakers bureau for the same educational purpose,

*Who **will** be served:* The entire community.

*How many **will** be served:* N/A

***Facility** needs (size, location, licensing/permits):* None.

Keyparticipants in bringing this about: Homeless people, homeless service agencies, City staff, churches, business leaders. *(Potential sponsoring agency:* City and CAB)

Key obstacles: Cost. Agreement on content of publication.

Major cost items: Dissemination of publication (printing, mailing).

Potential funding sources: City, agencies, foundations.

Relation to City Council Assignment: Will help increase support-for needed services recommended by the task force. Will help residents understand the rights and responsibilities of homeless people.

Main "selling points": Could reduce antagonism toward homeless people. Could be done at low cost if existing City modes of information dissemination are used. Could generate new private revenue for homeless services. Relatively easy to accomplish since information and models ("54 Ways to Help the Homeless") are available.

Next steps for City of Santa Cruz: Form a small working group to develop plan.

Task force vote: Unanimous.

37-29

Jurisdictional Funding Shares

Problem: The City of Santa Cruz believes that it pays a greater share of discretionary funding for homeless services than do other local government jurisdictions. There is a need for a greater contribution from other jurisdictions in order to more effectively address homeless issues.

Recommendation: That the City Council work to develop an approach to fairly share the costs of providing homeless services with other local jurisdictions.

Who will be sewed: This could lead to more funding to serve homeless people countywide.

How many will be served Unknown.

Facility needs (size, location, licensing/permits) : None.

Keyparticipants in bringing this about: City Council, Board of Supervisors, City Councils of other cities, neutral bodies, intergovernmental bodies.

Key obstacles: Negative reaction of other jurisdictions.

Major cost items: None

Potential funding sources: Not applicable

Relation. to City Council Assignment: Council asked for information on funding sources for new shelter programs and improved services.

Main "selling points": Potential to increase funding for homeless services.

Next steps for City of Santa Cruz: Wait for homeless survey to be completed in spring. Participate in a convening of jurisdictions by a neutral party. Use data to establish fair share ratios for jurisdictions in terms of homeless services.

Taskforce vote: Ten in favor, one opposed.

Social Services Program Funding

Problem: The City of Santa Cruz has made a substantial commitment to homeless services in recent years. However, many social service agencies funded by the City have existed longer than most homeless services agencies. Homeless services are not as well funded as they need to be. Though homeless services agencies are catching up, they have not yet. Additionally, the task force is recommending new items that will require City funding.

Recommendation: That the City devote all increases in human services funding, other than cost of living increases, to homeless services agencies for two years to allow them to catch up and to help initiate desperately needed new homeless programs.

Who *will be* served: Homeless people served by City-funded agencies.

How many will be served: Unknown.

Facility needs (size, location, licensing/permits): None.

Key participants in bringing this about: City Council, social service providers funded by the City.

Key obstacles: Negative reaction of social service providers not serving homeless people.

Major cost items: None.

Potential funding sources: N/A

Relation to City Council Assignment: Council asked for information on funding sources for new shelter programs and improved services.

Main "selling points": Increases funding for homeless services. Encourages other entities to make a greater commitment to serving homeless population. No new revenue source required.

Next steps for City of Santa Cruz: Adopt this approach when approving City budget.

Task force vote: Nine in favor, two opposed.

37-31

City Staff Coordination of Homeless Services

Problem: Lack of coordination of City's various commitments to homeless services.

Recommendation: That the City hire staff to coordinate the City's work on homeless services either separately or in the context of staffing for the City Social Services Program.

***Who will** be served: The* City Council, homeless service agencies, homeless individuals.

How many will be served: N/A

Facility needs (size, location, licensing/permits): Office space at City Hall.

Keyparticipants in bringing this about: City Council and City Manager.

Key obstacles: Cost. Concern about city becoming committed managing and operating homeless programs.

Major cost items: Staff costs ($25,000 to 50,000). New programs that may be developed.

Potential funding sources: City budget.

Relation to City Council Assignment: This would be an improvement to existing services. City has scattered staffing for homeless issues now.

Main "selling points": Provides focused staffing to move ahead on specific projects the City Council want to pursue (especially task force recommendations). Leads to better coordination of services. Offers continuity in City work on homeless services.

Next steps for City of Santa Cruz: City Council must commit funds and direct City Manager.

Taskforce vote: Nine in favor; one opposed.

37-32

County-wide Coordination of Services

Problem: There is a weak system in place for planning, prioritizing, and coordinating homeless services in Santa Cruz County. There is a lack of leadership in terms of planning. The consequence is a failure to provide comprehensive services and uncertainty about what the priorities are.

Recommendation: Work with other jurisdictions to form an effective and working body to comprehensively plan coordinate homeless services in Santa Cruz County.

Who *will be* served: Homeless individuals.

How many will be served: N/A

Facility needs (size, location, licensing/permits): This entity will need modest office space. It could be part of a local government agency or a separate entity.

Key participants in bringing this about: County of Santa Cruz. Cities in Santa Cruz County. Current "Continuum of Care" participants. Nonprofit sector leaders (service agencies, United Way, Community Foundation)

Key obstacles: Interjurisdictional political disagreements. Lack of political commitment.

Major cost items: Staffing costs..

Potential funding sources: Local governments. Grants.

Relation to City Council Assignment: Improve existing services. Which are not well-coordinated. Could lead to additional shelter.

Main "selling points": "Continuum of Care" coordination process is mandated, existing, and already does some of this work. Would clarify responsibilities. Could take focus away from local governments and put it on a specific responsible entity. Can utilize new survey data.

Next steps for City of Santa Cruz: Engage the other potential participants in a discussion of developing this coordinating body.

Task force vote: Unanimous.

Working groups

Problem: The Homeless Issues Task Force has made many recommendations in a wide range of areas. However, there isn't a clear mechanism in place to help move recommendations into real programs.

Recommendation: That the City Council select the most important recommendations of the task force. Direct the City Manager to form small, staffed working groups to develop detailed implementation plans and options for each selected recommendation.

Who will be served: N/A

How many will be served: n/a

Facility needs (size, location, licensing/permits): Meeting space.

Key participants in bringing this about: The City Council, City staff, volunteers from the Task Force, service agencies, and the community.

Key obstacles: Objections to appearance of delay.

Major cost items: City staff time.

Potential funding sources: City budget, participating agency budgets.

Relation to City Council Assignment: This will facilitate moving ahead in all three areas.

Main "sellingpoints": Will create actual programs.

Next steps for City of Santa Cruz: Council adopts this approach, selects projects and assigns to the City Manager.

Task force vote: Unanimous.

Resource Guide

Problem: Many homeless individuals in Santa Cruz are not aware of the resources available to them. Many of those who could offer information are not aware of the available resources. Existing compilations of services not as user friendly as they could be, and are not in the hands of those who need them.

Recommendation: City should support creation of a consumer-friendly resource card of homeless services. Disseminate this guide to social service agencies, downtown hosts, police officers, others that have contact with homeless individuals. The resource card should include a City-funded toll free phone number for services information. The card should be updated regularly.

Who will be served: Homeless individuals not familiar with existing resources.

How many will be served: Unknown.

Facility needs (size, location, licensing/permits): None.

Key participants in bringing this about: Service providers, downtown host program, police *(Potential sponsoring agency:* CAB or Homeless Services Center.)

Key obstacles: Cost, agreement on format/content.

Major cost items: Toll free phone line, staff time.

Potential funding sources: City, foundation grants, Downtown Host program.

Relation to City Council Assignment: Improves existing services

Main "selling points": Inexpensive, relatively easy to accomplish, no ongoing costs.

Next steps for City of Santa Cruz: Form a working group to develop.

Taskforce vote: Unanimous.

Ombudsperson

Problem: Many homeless people have difficulty fmding and connecting to the services they need. Additionally, some have complaints about or difficulties with agencies they do connect with and, therefore, are unable to receive needed services.

Recommendation: Create an autonomous ombudsperson position to serve the homeless community of Santa Cruz. This person would have some set office hours and do some outreach on the street and at service locations. They would become expert at all the homeless services available and point people in the right direction. They would also assist individuals who were having difficulty getting available services without outside support. Also they would keep records of contacts and complaints, and forward those complaints to the relevant agency. Finally, they would record instances where no services were available in order to assist the community in identifying and closing service gaps.

Who will be served: The general homeless community.

How many will be served: Potential to serve hundreds of individuals per year with referral and receive dozens of "complaints."

Facility needs (size, location, licensing/permits,): This person would need very modest office space (just a desk) preferably near downtown. It could be a shared space. It would not require any special permits.

Key participants in bringing this about: Homeless individuals and key service agency staff should design this program. All homeless service agencies should have a link to this program and should have some involvement in its creation. *(Potential sponsoring agency:* This should be run through an entity close to the homeless community, but not an actual service agency.)

Key obstacles: Finding the proper agency to sponsor. Funding.

Major cost items: Staff wages.

Potential funding sources: City Social Services Program, foundation grants, other government grants. Office space could be provided at no extra cost.

Relation to City Council Assignment: This will assist in improving existing services and maximizing their use.

Main "sellingpoints": Could be staffed by a homeless or formerly homeless person. Is a very simple way to improve lots of services without spending much money or creating any real bureaucracy.

Next steps for City of Santa Cruz: Convene a small working group with a staff coordinator to describe the program in more detail, describe staffing needs, sketch a budget, explore willingness of existing agencies to participate and search for "home" agency to locate the program.

Task force vote: Unanimous

Homeless Garden Project

Problem: There are not enough employment and training programs geared to the special needs of homeless people. The Garden can only employ as many as their funding allows. At times, their funding runs short and some are laid off.

Recommendation: Fund additional positions for homeless individuals at the Homeless Garden Project. Ensure stable year round funding.

Who will be sewed: Unemployed homeless individuals who have been unable to find employment in the conventional job market. Current garden employees that are laid off from time to time.

How many will be served: Depends on level of funding.

Facility needs (size, location, licensing/permits): Facility already exists.

Keyparticipants in bringing this about: Homeless Garden staff City Council.

Key obstacles: Budget limitations.

Major cost items: Wage costs. Each position is 20 hours per week X $7.20 per hour, which is about $7200 per year.

Potentialfunding sources: City Social Services Program, Grant funding, Employment funding sources.

Relation to City Council Assignment: Enhances existing services.

Main "sellingpoints": Expansion of existing successful program that the community supports. Employment is the key to sustaining an income that can secure housing.

Next steps for City of Santa Cruz: Consider during budget deliberations.

Task force vote: Unanimous.

37-37

20

Employment and Training Programs

Problem: There are many unemployed and underemployed homeless persons in Santa Cruz. There is not much employment training and employment assistance specifically designed to meet the particular needs of homeless people who have not been recently employed.

Recommendation: Develop a range of employment and training opportunities targeted to the homeless population. These could include:

- a food service training program connected to the new kitchen at the homeless center.
- a formal job matching program at the Homeless Services Center.
- more structured links from homeless programs to job training and placement programs.
- an arts and crafts program that includes a marketplace for sales of hand made products of homeless persons.
- a nonprofit enterprise specifically designed to train, employ, and place homeless people.

Who will be served: Unemployed and underemployed homeless persons

How many will be served: Potential to serve literally hundreds of individuals.

Facility needs: Some facilities are already in place at the Homeless Services Center. For the enterprise items (crafts market, nonprofit enterprise) new facilities or locations may be required.

Key participants in bringing this about: Homeless Services Center would be key in some of these items. In others, new entities may be needed to operate. Employment Development Department, County Career-works, experienced business people, Homeless Garden Project.

Key obstacles: Art and craft market concept could face opposition from businesses, neighbors.

Major cost items: Some items could be accomplished with very modest staffing increases in existing programs. Enterprise start-up can be costly, depending on type of business.

Potential funding sources: JTPA (Federal job training), foundation support for innovations. Federal and State homeless funds.

Relation to City Council Assignment: Improves existing (limited) services.

Main "selling points": A leading cause of homelessness is lack of income. Jobs provide income and ability to pay rent thus are central to homeless persons becoming housed. There are successful models in other communities.

Next steps for City of Santa Cruz: Provide encouragement and perhaps seed funding for improvements in this area. Convene a working group of relevant agencies and constituents to formulate a program.

Task force vote: Unanimous.

Safe Haven Shelter

Problem: "Safe haven" shelters have been established in many communities across the county since the mid-1990s. They provide a safe and decent alternative to the streets for homeless persons with debilitating mental health conditions sometimes linked to chronic alcohol or drug use, who need adjustment time before engaging in treatment and other supportive services. Such programs are designed as transitional residences, with no specific time limits and low demands to participate in mental health or substance abuse treatment programs or to receive other supportive services.

In the interest of getting seriously at-risk individuals in off the streets, Safe Havens deliberately wrap their resources around the needs of the individual, rather than demanding that the individual comply with the requirements of the program, other than those basic rules which ensure safety. Those served by a Safe Haven shelter model are typically intimidated or made too anxious by larger, busier homeless shelter environments and stay away, or are considered too unstable to be served by traditional shelters or have been banned from them. It is an approach described as "a program where you can fall back without falling out of the program."

The Santa Cruz community has a sub-population of homeless individuals who cannot be served through established traditional shelter programs without compromising safety or program structure within these shelters. With no alternative within the local shelter continuum, existing programs are forced to choose between turning these vulnerable individuals away, or allowing them in, and putting the integrity of their own programs at risk. Additionally, many at-risk homeless individuals avoid traditional homeless shelter settings for a range of reasons.

Recommendation: Create a small safe haven shelter residence for homeless adults at risk out on the streets due to debilitating mental health and/or alcohol/drug-related problems.

Who will be served: Vulnerable homeless adults at risk out on the streets due to debilitating mental health and/or alcohol/drug related problems.

How many will be served: Eight to fifteen per day.

Facility needs (size, location, licensing/permits): Small facility.
(Location preference): Away from residential areas.

Keyparticipants in bringing this about: Church organization or other private sponsorship, homeless services agencies (HPHP, HSC, others) County Mental Health Programs, Cities.

Key obstacles: Identifying acceptable location. May be difficult to win necessary support for program to assist most stigmatized sub-group within homeless population. Higher than average staffing costs; would likely require higher ratio of professional/licensed staff.

Major cost items: Facility, staffing.

(continued)

Potentialfinding sources: Church organizations, other private funding, City, County, health funds, substance abuse funds, State and Federal grants for mental health, health and shelter Services. (Potential savings in areas of law enforcement and detention costs.)

Relation to City Council Assignment: Shelter. Rights of homeless individuals. (There is nowhere for this population to go except "under a bridge or bush".)

Main "selling points": Offers some protection for very vulnerable people-it can save lives. Could open a door to serious treatment for long term substance abusers. Alternative to jail (including jail cost). Based on existing models in other communities (San Francisco and Seattle). HUD recognizes the need for this kind of shelter and funds it in other communities.

Next steps for City of Santa Cruz: Convene representatives from relevant agencies to develop this concept.

Task force vote: Unanimous.

Alcohol and Drug Treatment Services

Problem: Need and demand for alcohol and drug treatment among individuals who are homeless exceeds available local and regional treatment program slots.

Existing local treatment/recovery program models have been developed to assist the housed, more stable population of our community and generally do not produce as successful outcomes among the chronic, long term, more complex, substance addicted or dependent homeless population. There are no treatment/recovery programs with features selected to meet the specific needs of those who are homeless and living in shelters and on the streets. Many homeless individuals who may not have worked in the formal economy in a long time, and may not have family or other support systems to return to after completion of treatment.

The costs of inadequate treatment include: individuals remaining homeless longer than necessary; alcohol and drug use problems commonly worsening rather than improving while homeless, use of incarceration emergency rooms, and hospitals which serve by default as expensive and ineffective detox and treatment services for many chronic homeless substance users.

While there are two residential women's treatment programs in the county, one targeting Latinas, and the other, women with young children, there are no treatment or recovery programs specifically designed to meet the needs of homeless women. Homeless women's issues a high incidence of victimization, violence and abuse, and repeated trauma, beginning in childhood, and often continuing into adult relationships and into parenting. Homeless mothers are at a very high risk of loosing custody of their children.

Many chronic homeless substance users in our area, after having attempted the few options that exist for treatment, give up hope of ever dealing with their harmful use of alcohol and drugs.

Recommendation: Support a significant increase over time in capacity for treatment and recovery services for the homeless population. Suggested new programs with important homeless population-specific features include:

Expanded residential treatment capacity through the addition of new programs offered through existing facilities (Janus and Sunflower) and/or the development of new programs at new facilities:

-A new, small, residential for 6-12 homeless women with flexible length of program, from one month to 6 months

-A larger program for men, capacity 15-25, with flexible program length of one month to six months

-A day treatment program associated with both programs, open to residents of collaborating shelter program(s) at night, allowing individuals to enter treatment without wait and begin getting comfortable with staff and program, and begin working toward goals. Early phases of day program are open to individuals who are not abstinent, but are working on harm reduction goals.

Important features for both programs to include: *(continued)*

- Treatment on demand, at very least through day program and collaborating shelter option.
- Individualized case management and advocacy through phases of treatment.
- Job readiness and job placement assistance, with mentoring partnerships.
- Rental assistance program linkages.
- Case management and extended aftercare.
- Child care for children of parents in day treatment program, including substance abuse prevention for older children.
- Acupuncture treatment for detoxification and stress management.
- Direct transition to sober supported living settings and other transitional housing programs.
- Positive living skills classes for parents, family members and partners.
- Transportation assistance for day program participants.
- Holiday and cultural celebrations and other socialization activities, practical support, incentives and celebration of small and large successes.
- Emphasis on positive peer support and role modeling by homeless and previously homeless participants experiencing success.

Who will be served: Homeless adults, men and women, with new resources prioritized to programs for chronic homeless substance users who have not had success through existing local programs for the general population

Facility needs (size, location, licensing/permits, and location preference): Number and size of potential. facility(s) as described above. Permits will be required. Potential for expansion or satellite program for already established recovery services agency.

Key participants in bringing this about, incl. potential sponsoring agents: Janus Inc., Sunflower Recovery Services, County Alcohol and Drug Program, Homeless Persons Health Project, River St. Shelter, Homeless Services Center

Key obstacles: Identifying adequate, ongoing funding sources; location and neighborhood buy-in/acceptance.

Major cost items: Facility, staffing.

Potential funding sources: Health Care for the Homeless-linked treatment funding (legislation currently in congress), NIDA, State, foundations.

Main sellingpoints: Addresses a critical need among homeless individuals, has potential to prevent years of future homelessness, is cost effective alternative to expending resources in jails and hospitals, can be built upon on proven models and programs in other areas, adapted to meet local need.

Next steps for City of Santa Cruz: Bring together a working group of interested individuals and those with experience in treatment and those who can research elements of successful models in other communities.

Task force vote: Unanimous.

Attachments

1. Mission Statement of the City of Santa Cruz Regarding Homeless Services.
2. Resolution of the task force on repeal of the camping ordinance.
3. Memo from Chief of Police on 1999 assaults against homeless persons.
4. Memo from National Coalition for the Homeless on hate crimes.
5. Copy of interim report presented to the City Council in January, 2000.

Other documents related to the work of the task force, including meeting minutes, are available in the City Manager's Office, 809 Center Street, Room 10, Santa Cruz.

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Att. 1

Mission Statement of the City of Santa Cruz Regarding Homeless Services

Background

The past two decades have witnessed a steady increase in the number of homeless people throughout the United States. Government policy has shifted resources away from low-income support systems, and the gap between rich and poor has widened. Two trends largely account for the increase in the number of people who are unhoused or at risk of losing their housing: a steady decline in the number of affordable housing units and an escalation in the number of people living in poverty. Both State and Federal governments have retreated from funding affordable housing and providing. income maintenance. Local governments have been left to catch those who fall through the ever-larger holes in the safety net.

National Context

Since the 1980's, Federal housing policy has failed to respond to the needs of low-income people. In fact, by 1994, 61% of Federal housing benefits went to the top fifth of the population, mostly through the home mortgage deduction, while only 18% went to the bottom fifth'. The erosion of the purchasing power of low-wage work and reduction of public benefits have further assured that the housing crisis has grown nationwide. Currently, there is no state where minimum-wage, full-time employment will cover the cost of a one-bedroom unit at that state's Fair Market Rent. In no state but Alaska will the benefits for a family of three paid by Temporary Assistance for Needy Families (formerly Aid *to* Families with Dependent Children) pay for a two-bedroom unit at Fair Market Rent*. Since 1970, the need for affordable housing has more than doubled and now exceeds the number of available units by 4.7 million'.

The shortage of affordable housing units and the lack of living-wage work leave many more people at risk of becoming homeless. According to a U.S. Conference of Mayors' study, homeless families with children (the fastest growing homeless population) are up from 27% in 1985 to 38% in 1996[3]. The U.S. Conference of Mayors' study also showed the demand for emergency shelter to be up an average of 5% since the previous year among the 29 cities surveyed.

1. National Coalition for the Homeless
2. Dolbeare, 1996
3. Waxman and Hinderliter, 1996

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State Context

High housing costs make issues of affordable housing and homelessness even more difficult in California. In California, only one family in eleven (8.7%) which is eligible for publicly assisted housing receives it. One million people experience homelessness in any given year, with an

estimated 150,000-300,000 homeless on any given day. As Federal funding for affordable housing development and housing subsidies has eroded, so **has** the State's commitment to funding low-income housing.

Although California was one of the first states to create a state housing trust fund, it no longer receives general fund revenue, and housing bond funds are almost completely spent.

Impact of Welfare Reform Policies

In California, CalWORKS (Work Opportunity and Responsibility to Kids, formerly Aid to Families with Dependent Children) benefits will be limited to 18-24 consecutive months with a maximum total of 60 months per lifetime. If parents fail to find work or participate in program requirements, the parent's portion of the grant will be eliminated. That is essentially a cut to the family's grant. It will make permanent housing unrealistic for many already at-risk families. For many able-bodied adults without dependents and legal, permanent residents, food stamps have been restricted or altogether eliminated under welfare reform law. That loss of income will make the already difficult choices between food and housing even more difficult for those individuals and families.

Given Federal and State governments' retreat from funding for low-income programs in general, the number of homeless people is unlikely to decline, even during times of relative "economic prosperity" such as we are currently experiencing. The passage of Federal and State welfare reform legislation will not only reduce or eliminate assistance for millions of Californians; it will also drive already low wages down further. A livable income and available housing stock are the best housing policy. The current welfare changes do not bode well for those who are the most vulnerable to become homeless.

In addition to reduced investments in affordable housing, homeless services and other low-income programs, the use of the National Guard Armories as homeless shelters as an emergency measure during the cold and rainy winter months is only possible at high cost to local jurisdictions. The crisis of homelessness has clearly not improved, and the armories remain a necessary option for emergency shelter as the need for shelter cannot be covered by local governments.

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Local Context

Santa Cruz County's housing and homelessness issues are attenuated by a general housing shortage that drives up the cost of rent. At $964/month for a two-bedroom unit, Santa Cruz Fair Market Rent (1997-98) is second only to San Francisco and Marin Counties ($965/month for two bedrooms). The Santa Cruz housing market is one of the least affordable in the nation in terms of the gap between earning levels and the cost of housing. There is also little turnover of affordable units, and those who are currently in need can rarely access affordable housing opportunities. The Housing Authority's waiting list has swelled to 10,000 households, with a waiting period of up to seven years. Families and people who are ill or disabled have a particularly hard time finding viable affordable housing situations.

The United Way's Community Assessment Project report for 1995 indicated that 8.9% of people surveyed said that they'had'been without a home locally within the past five years. Conservative figures estimate the homeless population in the County at 3,000-3,500. Based on input provided by social service providers, it is estimated that there are 500-l ,500 homeless City residents. From April to October there are 174 shelter beds available. That number increases to 428 in the winter months when the armories are open. A gap between the number of homeless persons and available shelter beds was substantiated in the recent Community Action Board survey of homeless persons and demonstrates the housing crisis faced locally.

The State has shifted the costs of the armory program, which provides over half of the County's available emergency shelter, to local jurisdictions. Realistically, alternative space for emergency shelter must be located by local governments as soon as possible. The City Council of the City of Santa Cruz adopted Resolution No. NS-22,520 (Shelter Crisis Resolution) on November 28, 1995.

The deficiency in adequate shelter availability extends not only to emergency housing but to affordable transitional and permanent housing as well, especially for disabled persons and those with limited or fixed incomes. As the housing shortage drives rents up, those populations will experience an increased demand for housing assistance.

Current City Efforts/The Continuum of Care

In response to the growing homeless and housing crises, the City of Santa Cruz has undertaken a variety of collaborative efforts with the County of Santa Cruz and the cities of Watsonville, Capitola and Scotts Valley, as well as local community-based organizations, businesses and private

philanthropies. In 1991, an assessment identified the gaps in the continuum of services. The result was a joint "Resolution Regarding a Coordinated Community Effort to Assist the Homeless" among the five jurisdictions. In 1995, the City Council adopted **a** resolution declaring the existence of a shelter crisis within the City. **In** 1996, an on-going Continuum of Care Coordinating Group was established to continue and expand the planning and coordination of homeless services.

The purposes of this developing effort is-to assist families and individuals to find housing and become self-sufficient and to find supportive housing and services for those who need greater assistance due to physical and/or mental disability. The Continuum of Care Coordinating Group continues to meet to assess the needs and gaps in services and has divided into sub-groups to plan and coordinate particular segments of the Continuum of Care: Emergency Shelter and Services, Transitional Housing and Services, Permanent and Affordable Housing, Mental Health and Substance Abuse Services, and Services for Unaccompanied Youth.

According to a recent study, approximately 10% of the City's housing stock is considered "affordable." Affordable as used in this definition are units that have some type of regulatory or financial mechanism that controls the affordability of the unit required to be affordable due to governmental regulations. In total, there are 2,085 affordable units in the City, 19 assisted-care beds and transitional housing for 40. Though this percentage of housing is high compared to most cities, there still is an unmet need for very-low, -low and moderate-income housing in the City.

Where **Do We Go from Here: Gaps and Priorities**

The City of Santa Cruz should continue its efforts in support of the on-going Continuum of Care to ensure that needs are met at each stage, from intake, outreach and assessment of homeless people to the attainment of stable housing. This collaborative effort has developed goals around the various components of housing and homelessness that will help guide the City in its decision-making processes.

The City of Santa Cruz should work towards developing resources to address identified needs in the component areas mentioned above. In the emergency shelter area, increasing year-round emergency shelter for unaccompanied youth and families with children and spring/summer shelter for single adults will be priorities. A secure funding source must be found to assure continued emergency shelter for people who are ill, injured or contagious. Augmenting the availability of transitional housing for youth, families, single adults and adults with mental illness and dual diagnosis is critical. Expanded access to supportive services is also essential including drug and alcohol

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treatment, comprehensive case management, and employment and education services. Of course, enlarging the number of affordable housing units for single residents and families is an integral priority. Due to the decline of Federal and State funds for affordable housing development, the local community must find creative ways to address this need.

These priorities will be best addressed in collaboration with other local jurisdictions. Coordination of services is critical to ensure that the greatest number of people can be served with the limited resources available. The City of Santa Cruz will encourage City and County governments to consider the gaps that have been identified in the Continuum of Care and to work towards the same goals in order to best serve homeless people and those who are at risk of becoming homeless. The City of Santa Cruz, and all local jurisdictions, must engage at the State and Federal level in a concerted advocacy effort to promote policies that provide funding for-emergency shelter and affordable housing development.

Mission Statement of the City of Santa Cruz

Housing is a basic human right and, as such, should be available and affordable to all people. There is a clear gap between the number of homeless and shelterless people in Santa Cruz and the number of emergency, temporary and transitional beds available, as well as the number of affordable housing units. Providing emergency, transitional and permanent affordable housing are top priorities for the City. The City will continue its efforts with local government bodies, public agencies and community-based organizations to coordinate services so that the greatest number can be served, given the lack of adequate housing and supportive service resources.

Necessary but limited resources must be made available for those who are most at risk due to lack of shelter. All homeless people are vulnerable and the most vulnerable among us must be guaranteed immediate shelter when it is needed.

The most vulnerable populations will be defined as:

- families with children or unaccompanied youth
- temporarily severely ill or injured people
- pregnant women
- disabled people
- elderly ‘persons

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By addressing the needs of those populations, the City of Santa Cruz will work to achieve the ultimate goal of ending homelessness, thus benefiting not only the target populations but the community as a whole. The City will also work with other agencies and jurisdictions to restore more adequate resources at the State and Federal'level for systemic solutions to homelessness.

Adopted by motion on November 10, 1998. This Mission Statement has been referred to the Planning Commission to'determine if it can be incorporated into the Housing Element of the General Plan.

37-49

Att. 2

Recommcndatiun of the **Santa Cruz** City **Homeless Issues** Task **Force** Re: The Camping Ordinance

WHEREAS the City has defined its *Mission Regarding Homeless Services,* and it states that, "All homeless people arc vulnerable, and the most vulnerable among us must be guaranteed immediate shelter when it is needed," and that, "The most vulnerable populations can be defined as: families with children or unaccompanied youth, temporarily severely ill or injured people, pregnant women, disabled people, and elderly persons:" and

WHEREAS many surveys and other findings indicate that there continues to be insufficient emergency shelter capacity to meet the nightly needs of these identified vulnerable homeless populations: and

'WHEREAS the City has declared a "shelter emergency" three times in the past. first, in 1990 and again in 1995, and 1998.

WHEREAS the criminalizntion of the act of sleeping out by homeless people who, with the recognized shortage of shelter beds. have no other option, is unjust, discriminatory, and also results in a wasteful use of scarce public resources: and

WHEREAS while not providing a perfect solution, there uc sufficient enforceable laws pertaining to the environment, public health, and specific behaviors that can be used to address problems that may accompany sleeping out, when they do occur in the community: and

WHEREAS the Homeless Issue6 Task Force was assigned the tasks of studying nnd making recommendations regarding permnncnt, year-round emergency shelter, current homeless services, identified gaps, possibilities for improvement of services; *and* relevant to this issue, was also charged with reviewing and making recommendations regarding the rights and responsibilities of people while they arc homeless, and

WHEREAS it is the view of Task Force members that until there is adequate shelter available to all those who without it, are forced to camp or sleep out, isolate ond hide, risk violence and further risk their health nnd safety; the enforcement of the Camping Ordinance as written, remains unethical, unhealthy. and unjust; and

THEREFORE, as indicated through a vote on September 7, 1999, the Task force recommends that the Camping Ordinance be repealed.

By voting to make this recommendation, members of the Task Force wish to take a stance, on principal, regarding the enforcement of the existing camping ordinance, and also wish to affirm their commitment to dedicating time and effort through subcommittee work to address the continuing issue of inadequate emergency shelter availability in our community.

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Att. 3

M E M O R A N D U M
POLICE DEPARTMENT
"Your Police, Our Community"

0109

DATE: December 21; 1999

TO: City Manager

F R O M Chief of Police

SUBJECT: 1999 Assault Cases Request for Information

APPROVED: DATE: 12-22-99

The following is an overview of criminal assault reports from January 1, 1999 through December 20, 1999.

To date for 1999 the Police Department has taken 452 criminal reports which include the crimes of battery, assault with a deadly weapon, and robbery. Included in the 452 cases were a total of 520 victims.

The following is a breakdown of victimology as it pertains to homeless or transient individuals. Included in this are persons who listed their address as 'homeless", "transient" or "115 Coral Street".

Of the 452 cases, 46 cases involved transient victims. In 47 of the 452 cases transient suspects were involved. Of these, 13 cases involved both a transient victim and transient suspect.

The Police Department encourages the reporting of these crimes and stays in close touch with the Homeless Resource Center and County Mental Health. A large number of these cases involves alcohol and/or other drug use or abuse.

Submitted by:

Steven R. Belcher
Chief of Police

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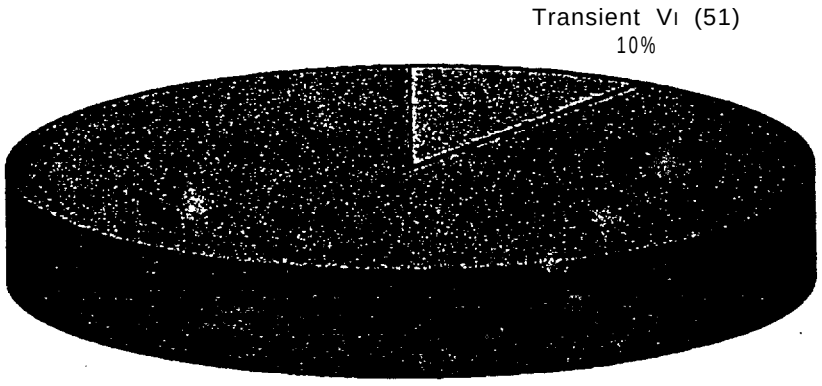
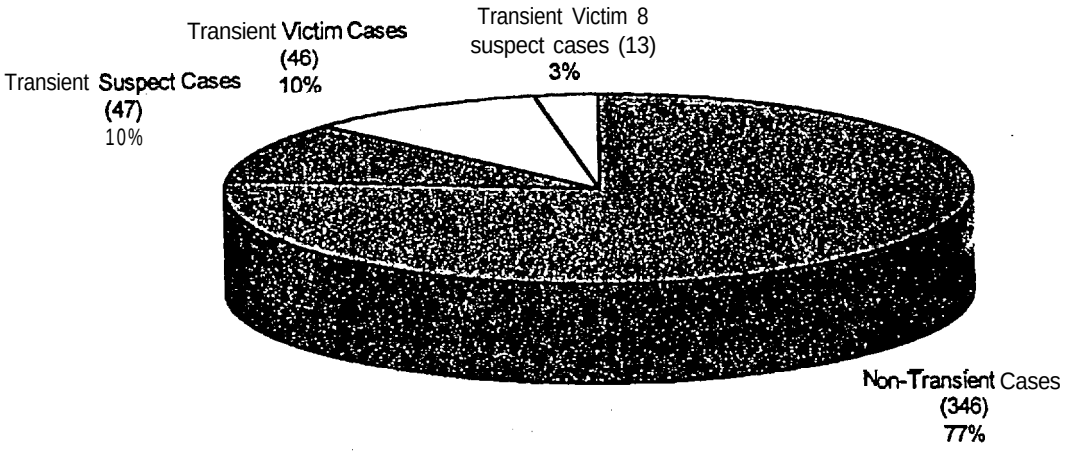
1999 ASSAULT CASES **





• * Includes Battery, Assault w/ Deadly Weapon 8 Robbery

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National Coalition for the Homeless
1012 14th Street, NW; Suite 600 0 Washington, DC 20005-3406 01 13
Phone: (202)737-6444 ◊ Fax: (202)737-6445
E-mail: nch@ari.net 0 Website: http://nch.ari.net

Att. 4

MEMO

Date: December 20, 1999

To: Street Newspapers

From: Michael Stoops

RE: Hate Crimes/Violence Against Homeless People

Enclosed is a report entitled, No More Homeless Deaths! A Report Documenting Violence Against Men and Homeless in the U.S.

In addition to the documentation of at least 29 deaths, the Civil Rights Work Group of the National Coalition for the Homeless has come up with the below listed set of demands.

We would appreciate it if you would do a story on this report in order to raise awareness and action on this important issue.

If you aware of any other hate crimes/violence against homeless people in 1999, or at anytime in the future, please let us know.

What we Want:

1) An acknowledgement from public officials that hate crimes/violence against homeless people is a serious national epidemic

2) That the U.S. Dept. of Justice begin to track hate crimes/violence against homeless.

3) That homelessness be added to all local, state and federal hate crimes bills/laws.

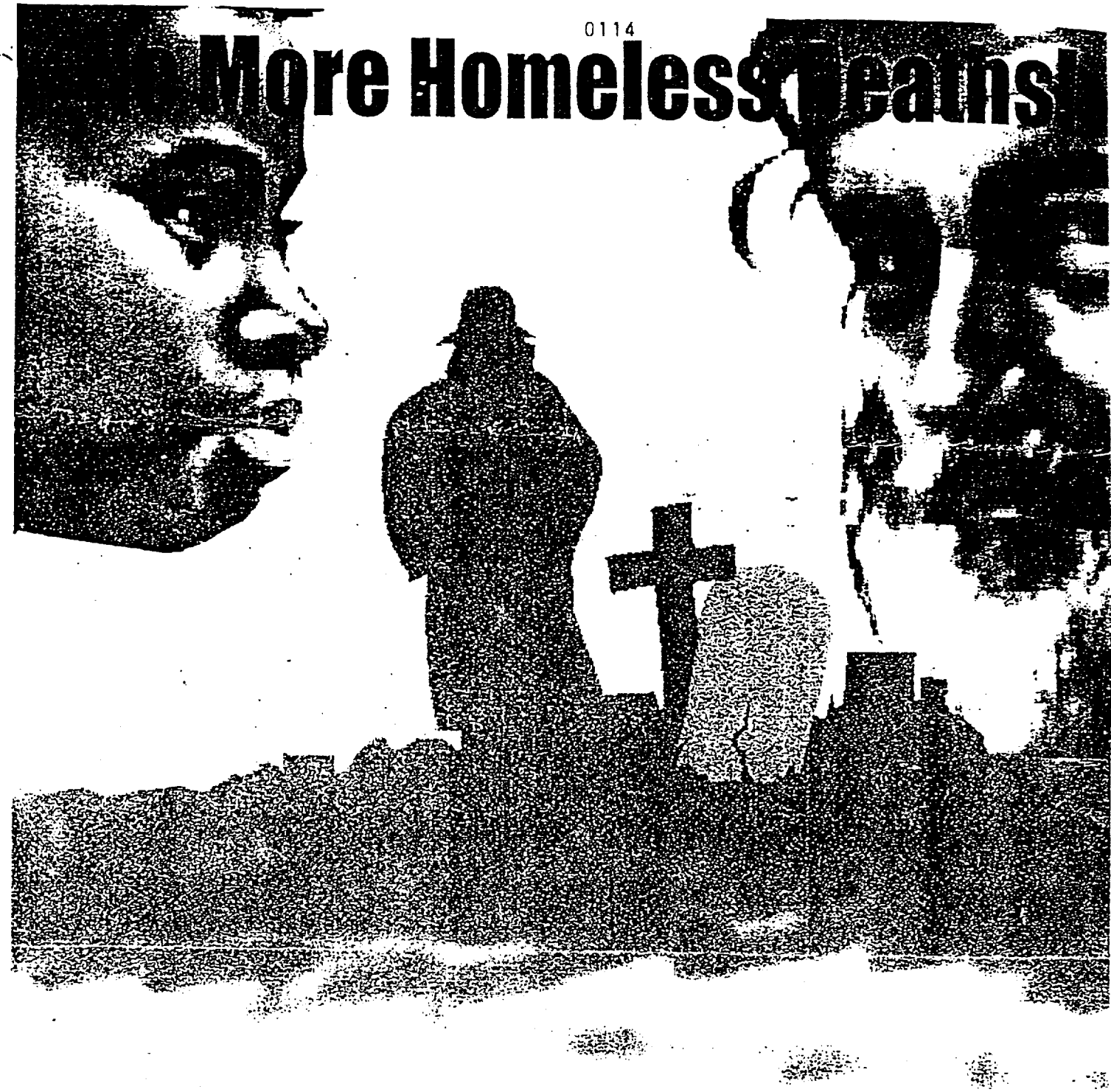
4) That homeless curricula materials for schools be developed to dispel the many myths and stereotypes that young people and the general public have about who are homeless people and why they become homeless.

5) That police depts. nationwide begin "sensitivity training" for both rookie and veteran police officers on how to deal humanely, legally, and effectively with homeless people.

6) That the U.S. Dept of Justice sponsor and/or fund a research study in which those convicted of hate crimes/violence against homeless people are interviewed as to what led them to their actions, what circumstances contributed or were responsible for their conduct, their beliefs about homeless people, have their beliefs changed after their convictions?, and what advice would they give to other young people who talk about or commit hate crimes/violence against homeless people.

37-56

0114



HATE CRIMES: *A Report Documenting Violence Against Men and Women Homeless in the U.S.*

January 1, 2000

Prepared by the National Coalition for the Homeless
and the National Homeless Civil Rights Organizing Project

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National Coalition for the Homeless
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0115

Hate Crimes/Violence Against Homeless People in 1999:

By Michael Stoops, National Coalition for the Homeless

Total No. of Dead in 1999: 29

Total No. of Victims who Suffered Non-Lethal Violence: 6

No. of Cities Where Murders Occurred: 11 (Anchorage, Chicago, Dallas, Denver, Jeffersonville (IN), Los Angeles, Portland (OR), Rapid City (SD), Richmond (VA) San Francisco, and Seattle.

Age Range of Accused/Convicted: 14 years of age (two), 16, 17, 18 (three) 19 (four) 20 (two), 21, 28, 29, 32, and 38

Age Range of Victims: 4 months old, 17, 23, 26, 28, 39 (two), 40, 42, 43, 46, 50, 51, 32, 55 and 62

Sex of Victims: Male: 27
Female: 8

Denver (Fall)

Seven Homeless Men Killed. Two Were Beheaded.

Seven homeless men have been found dead in Denver in the trendy Lower Downtown district. Two were beheaded. All of the men were beaten to death: one so savagely that his skull was in pieces. And at least two others were severely beaten.

The discovery of the battered bodies of seven homeless men has Denver police investigating whether the rash of slayings is the work of a serial killer preying on homeless people. Police said that the circumstances "certainly appear to be similar" in the fatal beatings.

Police have blamed some of the violence on "mall rats," groups of young men and women who gather near the trendy downtown shopping district known as the 16th Street Mall. Many. like the victims. are homeless.

37-58

A new wave of fear is passing through Denver's homeless community with the discovery of these two additional homeless men who were beheaded. Homeless people armed themselves with knives, pipes and railroad spikes after hearing the news of the two latest deaths.

"You can tell there's a lot of concern now," said Del Maxfield of the Denver Rescue Mission. "First there were three bodies. then four. then five. and now there are two more. So it's a pretty shocking thing for everybody.?

In early November. police arrested seven young men, all between the ages of 16 and 2 I, and charged them with assault and robbery in attacks on a street musician and homeless man. Two are also suspected in one of the murders. Two men, ages IS and 20, and a 16-year-old boy have been charged with first-degree murder in one of the fatal beatings. The defendants arc part of a clique police call "mall rats." who hang out around Denver's busy 16th Street Pedestrian Mall. Five others have been charged on assault charges for nonfatal beatings.

Shortly after their arrest, two more men were found dead and beheaded.

The most persistent street rumor is that a pack of young men is picking on homeless people for sick thrills. In the only case so far with a witness, someone told the police that several juvenile male suspects were seen beating a homeless man in a downtown alley in early September.

They "may get a sort of high or thrill by beating up people, and homeless are such an easy target." said Police Lt. Judith Will. "It's sad and tragic."

One of the victims. she said, compared a recent beating to "being attacked by a pack of hyenas."

"Don't they know we are real people?" asked Bill Dennis. a 59-year-old Navy veteran who has been homeless for four years.

Jeff Chase of the Denver Voice, a street newspaper, wrote: "Jon Benet is not the only unsolved killing on the Front Range. Unlike the death of the blond little girl. though, there will be no secret grand jury, national media circus or finger-pointing Governor for these five. Only the drawers of the morgue, and then a quiet burial."

John Parvensky, director of the Colorado Coalition for the Homeless, said, "It is just as important to find and bring the killers to justice as it is to find the murderer of Jon-Benet Ramsey."

An anonymous donor has offered a S 100,000 reward for information leading to the capture and conviction of the killer or killers.

"In Denver. whether one is living in a shelter or one is living in a palatial home, life is important. It is critical that we tind out who murdered these individuals," said Denver Mayor Wellington Webb.

"The deaths of seven homeless men have left our community in a state of disbelief. We were really taken aback when the two other bodies were found." said Mayor Webb who has asked U.S. Attorney Janet Reno to provide FBI resources for the investigation.

37-59

Dallas, Texas (Nov.)

Anger at Homeless Turns Deadly; Police Say. Resident Is Accused of Firing at Man Who Was Sifting Household Garbage

A homeowner often annoyed by homeless people roaming his neighborhood shot one to death early Monday as the man rummaged through trash outside his house. Dallas police said.

Robert Sanchez, 38, opened fire with a 12-gauge shotgun from his second-story bedroom window. Sanchez admitted to firing the shots.

The 50-year-old victim. whom police did nor identify but was well known on the streets as "New York." died about 3:30 a.m.. about an hour after he was shot.

"He (Robert Sanchez) asked them to stay awov nicely, but thev don't care," said Robert Brewer, who rents a room from Sanchez. "It's sad that something like this had to happen. Now, maybe they'll stay away."

The wounded homeless man was found near a rusted refrigerator and other trash that Mr. Sanchez had left on the curb beside his home for pickup.

Mr. Sanchez told police the homeless man was trying to carry awav the refrigerator and was making a lot of noise. Mr. Sanchez warned the man to leave: when the homeless man refused, they argued before Mr. Sanchez started shooting.

The homeless man was outside a wooden picket fence on Mr. Sanchez's property line when he was shot., police said.

"We're trying to find out how threatened Mr. Sanchez felt," Police Sgt. Kirkpatricksaid

Jeffersonville, Indiana (Sept.)

Torching of Apartment Building Causes Death of Homeless Family

An incendiary device was thrown through the window of an apartment building housing homeless families causing the deaths of three homeless people, ages. 40, 23 and 4 months old. Three other families (15 people in all) were made homeless again. Three youth (ages 14-- 19) are prime suspects in this triple murder

Rapid City, South Dakota (Sept.)

Homeless Men's Death a Mystery. Corpses of Native Americans Tossed in Creek

Eight homeless men in 16 months have been found drowned in a stream near Downtown Rapid City, In typical years. only about one homeless turns up drowned along the creek.

"There's just too many of them to say it's coincidence. But it could be." said Police Chief Tom Hennies.

Six of the eight homeless men were Native Americans.

37-60

The homeless people who live under the bridges along the creek say they believe someone is pushing unconscious or helpless drinkers in the water

Chief Standing Elk believes the killers to be racist skinheads. He says the creek people have banded together to chase some of them away.

Homeless people and others complain that the police are doing little to investigate the deaths because most of the victims are Native Americans.

The two men who lead the task force investigating the deaths say they have asked themselves whether they would do anything differently it' the dead men had been affluent whites. Chief Sheriffs Deputy De Glassgow says he believes the investigation is being conducted the same as if all the victims had been white. A $4,000 reward hus been offered.

Portland, Oregon (August)

Three Youths Plead Guilty to Manslaughter, Face Prison in Brutal Beating Death

Three teens who beat to death a North Portland homeless man pleaded guilty to second-degree manslaughter in exchange for 10-year prison sentences. Prosecutors agreed to'the manslaughter charges because the three did not intend to kill the homeless man and he was alive when they left him. In addition, the teens did not use weapons, and the attack was not prolonged although they severely punched and kicked him. The man died of internal injuries, including a lacerated liver and kidney, caused by blunt force trauma to his stomach.

Anchorage (Summer)

Two Homeless People Killed

Police are investigating two deaths of homeless people this summer as homicides, including that of a woman. Annie Mann, age 45, found dead behind an abandoned warehouse.

Homeless outreach teams have reported breaking up "numerous fights between street people and teens."

Seattle (August and March)

Teens Kill Two Homeless Men

A 46-year homeless man was fatally stabbed 18 times as he tried to sleep beneath an interstate overpass in North Seattle. Three teenagers have been arrested and charged with the murder. Prosecutors say that one teen bragged about the killing, telling friends. "Let's just say there's one less bum on the face of the Earth."

In March, a 14-year old was tried and convicted of first-degree murder in the death of a 50-year-old homeless man. After eating and drinking with the man, the youth slammed him, and repeatedly struck him with a skateboard, robbed him. and then stabbed him to death with a pocket knife. The homeless man was found dead in a park with a dozen lacerations to his head. and many stab wounds to his chest, neck. eyelid and leg.

37-61

Seven days after the killing, Seattle police got a report that the teen was bragging to his friends that he had beaten and killed a bum.

The youth was sentenced to juvenile detention until age 21.

Chic& (July)

Homeless Man Doused with Flammable Chemical

On July 14, Cleotha Mitchell fell asleep on a park bench. While he slept. someone doused him with a flammable chemical and set him on tire. If a jogger had not seen him and put out the fire. Cleotha would have surely burned to death. Instead, he will live with scars from third degree burns over 20% of his body and an emotional scar the rest of his life.. His only offense was being homeless.

Police claim this was an isolated incident, but homeless people say otherwise. They cite numerous incidents of assault and murder of homeless people as they slept. ,

Cleotha Mitchell continues to have nightmares about waking up on fire. He is afraid to go back to that neighborhood even though his family and support systems are there.

The police have visited him once. but he has no idea what is happening with his case.

Los Angeles (May)

A Police Shooting Death, A Study in Contrasts

Margaret Mitchell, 55, a j-foot- l-inch, 102 pound widow, was shot to death by a Los Angeles police officer who had approached her with his partner on bicycle patrol to ask if the shopping cart she was pushing was stolen.

'Los Angeles police had recently begun cracking! down on homeless people and confiscating their shopping carts.

The police say Mrs. Mitchell brandished a foot-long screwdriver and threatened to kill the officers, until one of them, stumbling as he ducked to avoid her, feared for his safety and fired.

But at least two witnesses who dispute the police account, saying that they saw nothing in Mrs. Mitchell's hand and that she never threatened the officers.

Many activists are asking why two police officers couldn't have found a less lethal way to subdue a 55-year-old woman who was only 5 feet, I inches tall and weighed 102 pounds.

Police Chief Bernard Parks said it did nor appear that his officers had "done anything wrong." He questioned why Mrs. Mitchell's family had not done more to help her and complained that critics of his department were seeking to exploit the incident for their own ends.

In October of 1999. Chief Parks has determined that the officer who shot Mrs. Mitchell used faulty tactics. but did not violate department policy. If Parks' views are adopted. the two officers would have to receive training to improve their tactics.

In response to the Chief Parks' decision, the Los Angeles Coalition to End Hunger & Homelessness has called on the Civilian Police Commission to conduct an independent investigation.

"We really found it to be a paradox. How can you have a faulty tactic and still huve it within policy. It doesn't make sense." said Bob Erlenbusch. director of the Los Angeles Coalition.

The Los Angeles Coalition also presented the Civilian Police Commission with 10 recommendations to improve police training. including more time in learning how to recognize mental illnesses. and how to handle mentally ill homeless people.

Portland (OR) (May and July)

On July 14, the City of Portland provided S i 25.000 to provide 30 more temporary beds as the results of the killings of three women in May.

The shelter needs of homeless women have received greater attention since May, when three women were found strangled in Forest Park. That a serial killer could be responsible prompted 1 I social service agencies and religious groups to demand more emergency shelter, and has heightened awareness of the dangers and difficulties of those living on the streets.

On July 20, a Todd Reed. 32, was arraigned in connection with the strangulations of the three women found in Forest Park. He was charged with three counts of-aggravated murder.

Reed apparently made contact with the victims. Lilla Moler, 28, Stephanie Russell, 26, and Alexandria Ison, 17. along West Burnside St.--an area where prostitution is out in the open. Ail three victims were heroin addicts, and two were involved in prostitution.

"They were connected by a lifestyle he preyed upon, " said Detective Sgt. Kris Ferrell.

Police said they received about 600 tips as they investigated the killings--some from prostitutes, the victims' friends and others.

The arrest brought slight relief at Rose Haven, a center for homeless women in the Old Town/Skid Road area of Downtown Portland. Homeless advocates expressed relief, gratitude for tenacious police work, renewed sadness for the deaths of the women, cautious 'optimism that the right man had been caught. and extreme frustration that Portland's streets still are dangerous.

Richmond (VA) (March) .

Homeless Man Beheaded

In the month before his slaying and beheading on March I, Henry Northington, 39, found a measure of peace and grace among Richmond's homeless population.

Police still have no motive or suspect in the slaying which apparently occurred near a cemetery. The killer or killers then carried his head nearly a mile, carefully placing it on the footbridge. apparently as some sort of message. police believe.

37-63

While the ghastly nature of Northington's death has some in the gay community fearing that this was a hate crime, many in the homeless community are also wondering if he was killed and beheaded because he was a street person.

San Francisco (February)

Beatings of Three Homeless People Under a Freeway

On Feb. 12. three homeless people living under a freeway overpass were beaten.

A homeless couple said the incident began early in the morning when he and his wife were awakened to calls for help from a homeless woman friend who was being attacked by three assailants armed with nunchucks and steel rods. He and his wife responded immediately.

Nearby campers identified the attackers for police, who arrested two men, 18 and 20 years old, and a X-year-old woman.

"We got beat up pretty good.... My wife's forehead and back of her head are busted open," said the husband. She also fractured both of her hands.

The husband suffered a broken arm in the attack in addition to the gash on his head.

"They didn't attack us for money," he said. "They didn't try to rob us. It was a hate crime."

37-64

December 27, 1999

General information as detailed as currently possible on incidents of violent assaults on homeless individuals reported to. or less formally discussed with HPHP public health nurses case managers and social workers over last 12-15 months:

December '99

Three men (unrelated incidents) One was beaten up while intoxicated near RR tracks an Westside. perpetrators were described as young, intoxicated themselves, a police report was made; another m was intoxicated, alone, attacked and received a stab wound on his hand, no details at this time about the third.

October/November '93

Four women (unrelated incidents) One incident was a reported rape, another was a reported inciden: of a domestic violence, the third involved a women who reported she was also raped and beaten, who came the morning after to the Homeless Services Center IO get help and report. An ambulance was called, and a police report was fkd. The fourth was a women who described an incident in which she was raped by a man who was with the group of people she was drinking wit?. most of whom she didn't know well.

June /July/August '99

Four men (unrelated incidents) The only information available at this time about three of these individuals is that they were each physically assaulted, probably while alone, at night, probably under the influence. The fourth man was stabbed and beaten, and experienced his attack as a racial hate crime.

March '99

One man, no details at this time.

January/February '99

One woman, beaten, sexually assaulted, may fall more into the category of homeless domestic violence. i.e assault committed by someone she was having, or had a relationship with.

December/January '98

One woman with two men, these three were sleeping out behind an industrial building in the San Lorenzo Lumber area and were roused and assaulted and fled. Some members of the group filed a police report.

One man, alone, at night, under one of the bridges, intoxicated I believe, was beaten so badly that he lost his sight in one eye, a police report was definitely made.

Christine Sippl. MPH
Health Service Manager
Santa Cruz County Homeless Persons Health Project

37-65

Att. 5

CITY COUNCIL AGENDA REPORT

0123

DATE: January 7, 2000

AGENDA OF: January 11, 2000

DEPARTMENT: Homeless Issues Task Force

SUBJECT: INTERIM REPORT FROM HOMELESS ISSUES TASK FORCE

RECOMMENDATION: That the City Council, by motion, accept the report and provide direction.

BACKGROUND:

The Homeless Issues Task Force was formed by the City Council to study homeless issues and to develop recommendations to ameliorate the conditions and conflicts relating to the homeless.

Generally, our charge has been described in these terms:

1) the development of permanent year-round shelter for all segments of the homeless community; and
2) opportunities for improving currently provided services; and
3) the rights and responsibilities of homeless persons.

Eight members of the task force began work on August 16. Council completed appointments in October, bringing our number to 13. We have all committed to twice-monthly regular meetings, as well as task-driven subcommittees.

A general plan of approach flowed from our initial meetings. At first, task force meetings were very lengthy, but as we become more familiar with each other and the City's Advisory Board procedures, our productivity steadily improves. Attendance and participation continues to be excellent overall.

Three reasons we got rolling quickly deserve mention here. First, we had materials from the Council committee that reviewed the Camping Ordinance last year, as well as other background materials to orient us and overcome differences in backgrounds and experiences. Second, the City Manager had selected an incredible team for our staff, which provides the task force approximately 20 crucial hours per week. Third, there are a number of citizens who are not task force members who diligently attend task force and subcommittee meetings and who do heroic amounts of legwork.

The task force spent early sessions exploring ways to bring order around these overwhelming issues. Concerns and possibilities were separated into two categories: 1) Urgent, critical and emergent issues; and 2) Longer-term issues. Longer-term issues required greater exploration and more complex study, research, or development. The two issue lists then became a starting point

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for subcommittees, to be prioritized and developed into coherent recommendations for the Council.

Four standing subcommittees meet regularly to prioritize, sort and prepare issues for the task force agenda. Subcommittees have taken on situations and issues which have been at impasse for a long time, and have determined to develop useful recommendations and resolutions. This brings subcommittee members up against iminediate unmet needs of homeless and transitioning people, and in touch ivith the public's need for education about issues of homelessness. The standing subcommittees are:

Shelter and Housing
Legal and Law Enforcement
Employment, Treatment, and Other Services
Outreach, Advocacy and Process

Once we organized and broke into subcommittees, the need for gathering fresh, relevant information directly from homeless individuals and families was self-evident. We were further moved by recent reports of anti-homeless assaults. We resolved to make a safe and confidential way for people who can't or won't usually visit public hearings to participate. We directed the Outreach, Advocacy and Process subcommittee to set up opportunities in which we could all participate, thus learning more about assaults as well as the other daily experiences of homeless people. The Outreach, Advocacy and Process Subcommittee created opportunities in which all task force members could participate. We spent an afternoon, using varied modes of approach and documentation at the Homeless Community Resource Center. Thus we learned more about underreported assaults, along with hearing from homeless people about their daily experiences. This was an important aspect as the task force continued to prioritize its work.

PRELIMINARY RECOMMENDATIONS:

The task force previously forwarded recommendations to the City Council on matters we believed were extremely urgent as winter approached. We asked that the Council move forward quickly on these items, driven by humanitarian concerns, without waiting for our final report in February. These were:

The Camping Ordinance - We recommended repeal of this ordinance since the City does not have adequate indoor shelter for all its residents (refer to our earlier correspondence to review the reasoning and ramifications of this recommendation). We acknowledge the number of citations has decreased because of the City's practice of issuing warnings rather than citations when possible.

Rent Stabilization - Nationally Santa Cruz ranks in the top five regions for the highest rents relative to incomes. Many of the homeless are regularly, or even fully, employed, and still cannot afford to rent a home. We recommended that the City adopt rent stabilization as a means of preventing new homelessness and as a means of assisting currently homeless back into housing.

Living Wage - Because of the high cost of living, the task force recommends that the Council consider supporting a Living Wage Ordinance.

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The following subcommittee reports include work in progress. Some may not be addressed in the time remaining to the task force.

Safe Sleeping Zones - We recommended that the City create safe, legal sleeping zones as there is clearly not enough appropriate indoor shelter, and those sleeping outside are subject to the threat of citation and arrest and the threat of violence against themselves.

Parking Restrictions - We recommend that no additional parking restrictions be imposed for the purpose of reducing vehicular sleeping since there are no legal alternatives in place and more enforcement would create more difficulties. The task force supports a citywide approach which encompasses viable alternatives, both for people who sleep in vehicles and for housed neighbors.

Winter Shelter access-we recommend increased access to the Armory with a night bus and a linking bus to Labor Ready in the morning to accommodate the working homeless.

In addition to these recommendations, we would like to note our success in expediting the implementation of reduced fines for Camping Ordinance tickets. The implementation had languished in the bureaucracy for months after the Council ordered the reduction in fines. As well, we would like to commend the City Council for supporting a countywide survey of the homeless population and its needs.

The task force also helped initiate the creation of a process for the ISSP to formally notify the City when the Armory is at capacity. This may lead to periodic dismissal of Camping Ordinance citations, as is called for by the amendments to the Camping Ordinance that Council enacted last spring.

The task force has also initiated a draft advisory letter that will provide important legal information on the Camping Ordinance to homeless people, the court system and the community at large. We await feedback on the letter from the Mayor.

Interim Recommendations of the Task Force

The recommendations that follow include many that are not in their final form.

Shelter, housing and places to sleep

We recommend that the Council acknowledge that camping and vehicular sleeping will not stop because of laws. We suggest that the City move to an approach that regulates camping and vehicular sleeping, while minimizing negative impacts. Some examples of this approach include development of programs for expanding vehicular sleeping, including:

- Creation of a modest, staffed program to match vehicular sleepers with legal locations in church and business parking lots.
- Selection of legal parking areas on public streets or parking lots away from residences for overnight parking.

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- Creation of a system of permits for sleeping in vehicles which is simple, free for those in need and avoids labeling anyone homeless.
- Extension of the 3-day time limit for sleeping in a vehicle parked in a driveway with permission from the permanent residents there.
- Creation of a conventionally managed public campground in the City of Santa Cruz which would exist for both tourist and homeless campers. Revenue from tourists would help to allow subsidy of very low-income campers.

We recommend that the City work toward year-round availability of the Armory with zero or low rent, recognizing that Armory-style emergency shelter has many limitations. This would begin with an emphasis on working at the state level to make it possible to use the armory year-round.

We suggest that the City work toward creation of a shelter for families with children.

We recommend that the City work toward creation of an additional shelter site for the ISSP program that would be available 24-hours a day, 365 days a year, to be used flexibly by the program to meet special needs not currently met by church and Armory sites.

We recommend that the City help create a home-matching program for homeless families and households willing to accommodate them.

Substance abuse treatment

We recommend that the City, with other entities, work to develop a new residential substance abuse treatment facility geared specifically to meet the needs of homeless persons with a history of chronic substance abuse. The recent loss of two long-time homeless residents due to the effects of substance abuse, one of whom had been seeking treatment in vain in the last days of his life, underline the desperate need for these services. The task force will be providing information on models, potential funding sources, and potential collaboration partners, and also recommendations on the preferred features of such a treatment program.

We recommend that the City work to expand opportunities for treatment with a goal of treatment on demand, so that "windows of opportunity" are not lost.

We recommend that the City work to provide a small "safe haven" drop-in shelter for those not able to enter more structured shelter programs, with tolerance for active substance users. This project would include explicit outreach to high-risk individuals.

Supportive Services

We recommend that the City help create an independent "ombudsperson" position for homeless people to receive, document and assist with complaints related to homeless services (both agencies and governmental). The person in this position would also refer homeless people to appropriate services and/or agencies and document service shortages when there is no referral available.

We recommend that the City help create a homeless persons day labor program located at the Coral Street site.

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We recommend that the City help assist in the creation of a small job training and employment enterprise for homeless people.

Legal and Law Enforcement Issues

We recommend that the City work with other jurisdictions to reconcile differences between the Camping Ordinance provision related to community service for violations and existing Court practices. These differences preclude violators from performing community service for camping violations.

We wish to inform the City of our successful involvement in upgrading the hourly calculations used by the court referral program, Community Options, from five to seven dollars per hour.

We recommend that the Police Department make an effort to eliminate the appearance of selective enforcement of the "downtown ordinances" and other ordinances which are often enforced against persons who appear to be homeless but not enforced against people who appear to be well-dressed and affluent.

We recommend the Police Department adopt a consistent policy of not citing or arresting people for typically homeless-related violations when they approach the police to report violent crimes.

We recommend that the Police Department adopt a method of gathering specific data and tracking of crimes against homeless people.

We recommend revision of laws which prohibit scavenging of recyclables since this is often a source of income for homeless individuals.

The following are areas in which task force has not yet completed recommendations. We are working on, and intend to more fully examine these concerns in the remaining months:

Develop and recommend or propose a program of education and outreach to the larger community about homeless issues and needs.

Identify and recommend funding sources for additional homeless services.

Propose ways in which the City of Santa Cruz could work with other entities to increase or improve delivery of important services to homeless people.

Propose specific suggestions for revising the City's Camping Ordinance.

Propose plans for support people such as advocates and observers for homeless people who need to deal with the courts and the criminal justice systems.

Propose revisions for the "downtown ordinances."

Explore utilization of the "Downtown Mediation Report" and its suggestions for resolving conflicts between homeless people and others downtown.

The task force also recognizes the tremendous need for additional transitional, permanent, and 'very low income' housing, both to avoid displacements and to increase options for already-homeless people. We believe this is a very important issue related to homelessness; one in which the City of Santa Cruz is a crucial player. However, this task force cannot do substantive work on these matters within its remaining time. We are hoping the City will address its 1998

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Mission Statement regarding homelessness by pursuing progress in establishing safe, accessible housing in every neighborhood.

Finally, we would like to note the enormous magnitude of issues contained in the assignment given to the task force. There is no way a group such as this can do justice to the assignment in a six-month period, with part-time staffing. We respectfully request that the City Council consider extending the life of this task force and creating a permanent advisory body dedicated to the hardest issues.

Respectfully submitted by:

Linda Lemaster, Chair	Ken Cole, Vice-Chair	Timote Peterson
Nancy Anecito	Paul Brindel	Christine Sippl
Sherry Conable	Peter Eberle	Marilyn Weaver
Lucy Kemnitzer	Thomas Leavitt	Mel Nunez
Don Lane, Staff Coordinator	Tom Nedelsky	Laura Tucker, Staff Assistant

Submitted by:

Linda Lemaster

Linda, Lemaster
Chair ,

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Attachments: Supplement to the Interim Report of the Homeless Issues Task Force by Lucy Kemnitzer

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CITY OF SANTA CRUZ

MEMORANDUM

DATE: April 11, 2000

TO: Members of the City Council and the Homeless Issues Task Force

FROM: Mayor Sugar

SUBJ-ECT: UPDATE ON SHELTER AND SAFE SLEEP AREAS

For the past several months, the City has been working to find locations for safe sleeping areas-for homeless persons forced to sleep in their cars. The City has also been working to obtain a site for a permanent, year-round shelter for homeless persons as an alternative to sleeping out of doors. Likewise, the Santa Cruz Chamber of Commerce and the Homeless Issues Task Force have publicly called for the establishment of safe sleep areas and a year-round homeless shelter. This progress report highlights some of the efforts undertaken thus far this year to date:

- At its recent Budget Goals and Priorities Workshop, the Council voted unanimously to make the acquisition of a year-round homeless center one of its five top funding priorities.

- Since January, staff has been working to compile an inventory of suitable properties for vehicular sleeping and for shelter for people not in cars. Staff has been working with the real estate community and other local agencies in furtherance of this effort.

- Negotiations are ongoing with several private property owners to secure property within the City limits for safe and legal car camping. It is expected that site-specific proposals could be presented to the Council as early as June 2000.

- In anticipation of the City acquiring control of one or more suitable parcels for use as safe sleep areas, I have been working with Ken Cole, Director of the Homeless Community Resource Center, to undertake some preliminary planning for such areas for the purpose of budgeting operational costs this year. Once a site is obtained, a site-specific operational plan will be presented to Council.

- Earlier this year, the Council voted to enter into negotiations with the California National Guard for the purpose of expanding the use of the National Guard Armory as a homeless shelter. The City is requesting that the Guard allow the City to use the Armory for homeless shelter year-round, instead of limiting its use to the winter months only. The City is also asking the Guard to allow expanded hours of operation, allow the City to make certain upgrades to the facility in order to prepare and serve meals to those in need and to improve the overall environment of the shelter for its clients.

Re: Item #37

In addition, the City is also asking the Guard to allow vehicle sleeping for up to 50 vehicles at the Armory parking lot. Any such activity would require a significant commitment of City resources to actively manage such an undertaking. In concept, the operation would be staffed with full-time security, case management personnel and a social service worker. Other improvements such as lighting, chemical toilets and a towing contractor will also be necessary. Staff is in the process of costing out these items so that it can be considered in this year's budget.

In discussions between Major Edward Marlow of the National Guard and City Manager Richard Wilson, the Guard indicated that the State was indeed receptive to such expanded use as a homeless shelter. In addition, Major Marlow has directed his staff to evaluate the building (foundation, plumbing, electrical, etc.) to ascertain what other improvements might be advisable. All indications are very positive for this expanded use.

Staff will meet again with Major Marlow on April 13, 2000. I suggest that the City Council vote to request that the Armory be kept open for use as a homeless shelter until June 1, 2000, at which time the Council would consider requesting an additional extension from the Guard.

- Staff has recommended to Council the extension of a $400,000 loan to the Bixby Street Shelter to provide bridge financing which will allow the shelter to meet its obligations over the near term. The Bixby Shelter provides transitional housing for up to eight persons at a time. The Council will vote on this measure at its Community Development Block Grant (CDBG) and HOME workshop later this week.

- At the same time, the Council will consider a staff recommendation to fund the final phase of work on the Homeless Community Resource Center kitchen, which will greatly enhance the ability of the facility to provide nutritious meals to the homeless. Funding for this phase is available in this year's CDBG budget.

- Finally, informal discussions with the Santa Cruz County Board of Supervisors indicate that the Board is not amenable to the use of the County Building parking lot at 701 Ocean Street as a safe sleep area.

Countywide, the greatest aggregation of homeless persons occurs in the City of Santa Cruz. It is widely perceived that these individuals and families actually come to the City from all over the County because of the River Street Shelter and other amenities. Typically, counties provide the greatest share of funding for homeless and other social services, but recent years have seen an erosion in the County's contribution to homeless services.

Additional funding sources will be necessary to implement the various programs now underway and those recommended by the Homeless Issues Task Force. The Task Force has requested a Council workshop to discuss their recommendations. I suggest that the Board of Supervisors be invited to this meeting to facilitate a dialogue between the City and the County concerning increased County participation.

Added to HITF Report Item 37

Bond Funding

Problem: There is a shortage of resources for the acquisition and development of emergency and transitional shelter facilities for homeless people in Santa Cruz.

Recommendation: Include funding for shelter facilities in any future City ballot proposition for bond funding of City facilities and/or improvements.

Who will be served: Homeless people staying in inadequate shelter or not staying in any form of shelter.

How *many will* be served: Potentially hundreds.

Facility needs: N/A.

Keyparticipants in bringing this about: City Council, homeless service agencies, supporters of homeless services, voters.

Key *obstacles:* Other competing City needs.

Major cost items: Cost of putting together a bond measure. Operating funds will be required for any new facility created.

Potential-funding source: N/A.

Relation to City Council assignment: Would provide funds for permanent, year round shelter.

Main selling points: Meets concrete need. Many residents are aware of homeless problems and would support more funding.

Next steps for City of Santa Cruz: Put this on the agenda of any City group meeting to discuss City bond measures.

Task force vote: Unanimous.

New Draft: Considerations in Sleeping and Camping Ban Tickets

There are several considerations which should be taken into account when cases arise concerning sections of Santa Cruz municipal code having to do with public sleeping and camping (MC 6.36).

The Homeless Issues Task Force of the City Council of the City of Santa Cruz asks you to take note of the following facts and to ensure that the rights of homeless defendants are protected:

- On April 23, 1999, a revised version of the Camping Ordinance (MC 6.36) went into effect, after beiig passed by City Council a month before, which among other stipulations limits the amount of time an offender may be required to provide for community service to eight hours as also stipulated in MC 6.36.040. **Please ensure that the defendant is assessed no more than 8 hours for any citation written on or after April 23, 1999.**

2. - On December 8, 1998 Santa Cruz City Council gave advisory instructions to the police regarding enforcement of MC 6.36, that tickets should be given in this regard only after complaints have been made. **Please consider the City Council's guidelines when determining the guilt or innocence of a defendant regarding warnings and complaints.**

- On December 8, 1998 Santa Cruz City Council voted by a majority that "Sleeping is a human need and a human right." **Please** consider **this official statement of City Council policy when assessing any penalties for MC 6.36.010a.**
- On November 10, 1998, Santa Cruz City Council voted unanimously to declare a Shelter Emergency in its Mission Statement, acknowledging that there is inadequate shelter in the City of Santa Cruz and many homeless people have no legal place to sleep at any night of the **year. Please consider this when considering a defendant's arguments for acquittal as well as a mitigating factor when considering sentencing.**
- The Interfaith Sattelite Shelter Program frequently reaches its actual capacity, as does the wintertime-only Armory shelter. These shelters are not usable by certain kinds of people* **Please take judicial notice of this documentation as a relevant consideration in any defense or sentencing.**

3. - *In re James Warner Eichorn,* published January 22, 1999 and not appealed by the prosecution, concludes that the "necessity" defense is available to defendants cited for violating a camping ordinance. **Please advise a defendant that he has the right to use such a defense.** To do so, these must be shown:

- It was necessary for the defendant to commit the crime in order to prevent a significant evil;
- The defendant had no adequate alternative other than to commit the crime;
- In committing the crime the defendant did not create a greater danger than the danger avoided by committing the crime;
- The defendant had a good faith belief that it was necessary for him or her to commit the crime;
- The defendant's good faith belief was objectively reasonable;
- The defendant did not substantially contribute to the circumstances creating the emergency which prompted his or her commission of the crime.

The differences between this and the original draft are: 1) correction of a typographical error reading 1988 for 1998; 2)removal of outdated material on fines; 3)removal of outdated seasonal references

*** do we want to list the sorts of people who can't use the shelters? Or leave it open?**

presented at meeting by Cindy Johnson

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to: Mayor Keith Sugar and the Santa Cruz City Council
re: Homeless Issues Task Force final report April 11, 2000

Tuesday, April 11, 2000

Dear Mayor Sugar,

HUFF members attended most Homeless Issues Task Force (HITF) meetings, as well as the legal issues, shelter, and outreach subcommittees. We contributed documents, testimony, and expertise to the HITF, and have read the final report.

While we are very encouraged by the HITF's vote on repealing the Camping Ordinance, rent control, a living wage, and the emergency resolution of December 6th calling for the suspension of ticketing under the Sleeping and Camping Ban pending the establishment of Safe Zones for homeless people, among other resolutions, we must address the inadequacies in the final report.

Being homeless is an emergency for an individual. An emergency which threatens the health, safety, and even the life of that homeless individual. The HITF report does not drip with blood as it should. It is not littered with the bodies of dead homeless people as it should be. It buries the horror in bureaucratice and provides the excuses to do nothing.

That said, specifically, the HITF heard many, specific, and serious complaints about police abusing, harassing, villifying and even beating homeless people during the course of their tenure. I personally showed a video to 3 task force members showing bruises and scabs, one man claimed he had been beaten by police. None of these reports are in the final report. The report does not tell how Chief Belcher stalled and then refused to give vital statistics on the number of assaults on homeless people, arrests, or convictions of the perpetrators. Neither is the list with names and dates of the 19 homeless people who died in Santa Cruz last year.

The Task Force did not address the housing issue. The Council could enact the Board's Rent Stabilization resolution (high cost of housing a major cause of homelessness) for which rent control vitally needed and well within the power of the Council to enact. Homelessness is, after all, a housing issue.

Missing from the report is the Pottinger and Atlanta Guidelines which have established a homeless protocol for police. HUFF attempted numerous times to present this vitally important information without success. The Pottinger case has much to teach Santa Cruz.

Specific Safe Zone sites are missing from the report, despite 11 possible sites proposed by HUFF for the vehicularly-housed and 6 sites for homeless campgrounds. By not naming and prioritizing sites, the HITF has given the council an excuse to propose no site at all.

Re: Item 37

The Downtown Ordinances which ban sitting, lying down, and begging are profoundly anti-homeless. The HITF did not address them to their detriment.

A letter of Considerations which HUFF and pro-bono attorneys created, and adopted by the HITF was neither finalized, distributed, or even in the final report as an attachment.

Finally, not surprisingly expunged from the report is-the Leavitt resolution of Dec. 6th. This motion conveyed the boards dismay and concern over the Council's choice to not consider early serious,. emergency resolutions.

HUFF urges the Council to immediately set up safe zones for homeless people to sleep in. The remaining resolutions are important and necessary. We urge consideration and enactment of them as soon as possible.

Sincerely,

Becky Johnson
HUFF Representive