

CITY OF SANTA ROSA  
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL  
FROM: KELLI KUYKENDALL, HOUSING AND COMMUNITY SERVICES  
MANAGER  
SUBJECT: COMMUNITY HOMELESS ASSISTANCE PROGRAM (CHAP)  
REVIEW

AGENDA ACTION: REPORT

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RECOMMENDATION

It is recommended by the Housing and Community Services Department that the Council, by motion, provide direction on components of the potential expansion of the Community Homeless Assistance Program (CHAP).

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EXECUTIVE SUMMARY

On February 12, 2019, Council received a presentation on the Community Homeless Assistance Program (CHAP), including a discussion on alternative housing options. CHAP allows property owners to use commercially zoned properties or properties and/or facilities which meet the Zoning Code definition for "Meeting Facility, Public or Private" for safe parking, safe camping, the placement and maintenance of portable toilets and access to existing bathroom facilities, provision of temporary overnight shelter, and storage for personal belongings. Following the February 2019 presentation, Council directed staff to return with a report item to consider the following for CHAP: 1) engage property owners to understand potential barriers, including insurance costs, and to increase program participation; 2) expand definition of eligible property types to allow safe parking on private residential and public properties (vehicles, trailers, and/or recreational vehicles (RVs)); 3) identify public properties for safe parking and develop a program budget; 4) conduct community outreach to seek public input on the CHAP expansion; 5) adopt California Department of Housing and Community Development Emergency Building Standards to allow for alternative housing options; and 6) ensure alignment with the City's Housing First Strategy and regional priorities through the homeless system of care, Home Sonoma County. Staff will be providing an update on these six (6) items, as well as seeking Council's direction to potentially expand the CHAP.

**BACKGROUND**

A chronology of the initial Community Homeless Assistance Pilot Program (CHAPP) and expanded year-round CHAP is provided below:

DATE	COUNCIL ACTION
October 27, 2015	Approved CHAPP to allow property owners to use their properties or facilities, which meet the Zoning Code definition for “Meeting Facility, Public or Private” for safe parking, the placement of portable toilets, and temporary shelter during the winter months (November 1, 2015 to March 31, 2016)
March 29, 2016	Approved a 30-day extension to the winter shelter bed program at the Samuel L. Jones Homeless Shelter and CHAPP from April 1, 2016 to April 30, 2016 due to continued demand for safe shelter options and wet weather conditions.
July 19, 2016	Received a report from staff regarding an expanded year-round CHAP to include safe parking, the placement and maintenance of portable toilets, provision of temporary overnight shelter, a safe camping program, storage for personal belongings, and other measures. Directed staff to work with the Homeless Policy Subcommittee to prepare appropriate ordinance amendments for an expanded CHAP.
October 11, 2016	Issued regulations under the City’s declaration of homeless emergency (August 9, 2016) to allow for immediate implementation of an expanded year-round CHAP to include safe parking, safe camping, the placement and maintenance of portable toilets and access to existing bathroom facilities, provision of temporary overnight shelter, and storage for personal belongings. Definition of eligible property types expanded to include commercially zoned properties.
November 15, 2016	Directed staff to make available up to \$20,000 for applicants under CHAP.
January 30, 2018	Received a report from staff proposing shelter expansion through a Housing-First focused Safe Parking and Camping Program to include a City-sponsored site plus support to private sites as part of CHAP. Council declined the proposal opting not to fund a Safe Parking and Camping program.
February 12, 2019	Received an update from staff on CHAP, including a discussion on alternative housing options. Directed staff to return with a report item for Council to consider the following for CHAP: 1) engage property owners to understand potential barriers, including insurance costs, and to increase program participation; 2) expand definition of eligible property types to allow safe parking on private residential

	and public properties (vehicles, trailers, and/or recreational vehicles (RVs)); 3) identify public properties for safe parking and develop a program budget; 4) conduct community outreach to seek public input on the CHAP expansion; 5) adopt California Department of Housing and Community Development Emergency Building Standards to allow for alternative housing options; and 6) ensure alignment with the City's Housing First Strategy and regional priorities through the homeless system of care, Home Sonoma County.
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### PRIOR CITY COUNCIL REVIEW

See chronology provided above.

### ANALYSIS

1. Engage property owners to understand potential barriers, including insurance costs, and to increase program participation

Staff met with and/or reached out to property owners currently participating in CHAP, including the First United Methodist Church (FUMC), Christ United Methodist Church, and McBride Safe Parking as well as attended a meeting of faith-based leaders. Input received will be covered during the presentation portion of this agenda item.

2. Expand definition of eligible property types to allow safe parking on private residential and public properties (vehicles, trailers, and/or recreational vehicles (RVs))

The Council's existing declarations of shelter crisis and homeless emergency, adopted on August 9, 2016, provide the City with greater flexibility to address the homeless crisis by waiving certain health, safety, and zoning restrictions for the use of public property (declaration of shelter crisis) or private property (declaration of local homeless emergency) to create additional shelter for persons experiencing homelessness. These declarations allow for an expanded CHAP to include private residential and public properties, subject to Council direction.

The City currently allows for the placement of trailers and/or RVs in rebuild areas, pursuant to an urgency ordinance, provided that the property owner has obtained a permit for the trailer/RV and basic conditions can be met such as provisions for electrical connection, hook-ups, and wastewater. Pursuant to the Resilient City Ordinance, the City also allows temporary housing, including but not limited to

trailers, RVs, manufactured homes, and tiny homes, for example, on residential and non-residential parcels with the approval of a Temporary Use Permit in any zoning district. Similar criteria could be developed for CHAP to allow for the provision of one or more vehicles, trailers, RVs or other small shelters per private residential property.

3. Identify public properties for safe parking and develop a program budget

Potential City-sponsored sites include the parking lots at the Finley Community Center, Utilities Field Office (UFO), Samuel L. Jones Hall Homeless Shelter, City Hall, former Bennett Valley Senior Center, and the Parking District.

Catholic Charities operated a County-sponsored program for \$150,000 annually, providing oversight of up to 80 spots, 50 at the County complex with the remainder at scattered sites primarily located in Santa Rosa on church properties. The scope of services included intake and placement, oversight via a lot monitor and hotline, and portable toilets and handwashing stations. Catholic Charities also extended its liability insurance to participating churches. This program concluded at the end of Fiscal Year 2016/2017.

Staff has consulted with Catholic Charities to develop a budget for a City-sponsored program on public and/or private property. The estimate to operate a 100-spot, scattered-site program, overnight (8pm to 7am) with comprehensive services (housing-focused) is approximately \$530,000 annually. The proposed scope of services includes, for example, intake and placement, linkage to countywide services via Coordinated Entry, oversight via a lot monitor and hotline, portable toilets and handwashing stations, and specialized housing staff, focused on resolving a person's homelessness. The increase in cost from the County's 2016 program is due to the additional staffing required to transform safe parking from simply a place to park into a housing-focused City outreach program, including housing locators, navigators and stabilization case managers. Extending liability insurance for participating private property owners may also be an option, however, further analysis by the City Attorney's office and Risk Management will be required for public property.

Based on information presented to Council in January 2018, an expanded housing-focused safe parking and camping program providing 24/7 services at a single location is estimated to cost approximately \$600,000 to \$1 million annually depending on the size and scope of the program. Council previously declined to pursue that option due to concerns about its efficacy and costs.

Subject to Council direction, staff will work with Catholic Charities to develop a scope and budget for a safe parking program on public and/or private property

for Council consideration at a future meeting or will issue a Request for Proposals (RFP) seeking a safe parking program operator.

4. Conduct community outreach to seek public input on the CHAP expansion

Staff conducted the following outreach related to the proposed CHAP expansion:

- a. Presentations to Community Advisory Board, Downtown Subcommittee, Santa Rosa Together, West End Neighborhood Association, Rotary Club of Santa Rosa East, and meeting with Homeless Action; and
- b. Distributed CHAP Proposed Expansion Fact Sheet to Community Advisory Board neighborhood groups and Home Sonoma County Urgent and Emergent Issues Task Group, posted in City Connections Newsletter, and created a News Flash Highlight for City's webpage

Input received will be covered during the presentation portion of this agenda item.

5. Adopt California Department of Housing and Community Development Emergency Building Standards to allow for alternative housing options

The new California Building Standards was published on July 1, 2019 and took effect on January 1, 2020 for all California cities and counties. This includes Emergency Regulations which allow for emergency housing such as sleeping cabins, manufactured homes, recreational vehicles/trailers and tents constructed and/or assembled in accordance with the new State codes. The regulations stipulate that emergency housing shall only be occupied during declaration of state of emergency, local emergency, or shelter crisis.

6. Ensure alignment with the City's Housing First Strategy and regional priorities through the homeless system of care, Home Sonoma County

The City's Housing First Strategy directs that all homeless service resources and efforts be viewed and evaluated as part of a comprehensive community-wide program facilitating the transition of individuals and families experiencing homelessness into permanent housing. This means that all City funding considerations or initiatives (either directly or through third party contracts), permitted uses, land use policies, etc., that are devoted to providing a service to those experiencing homelessness shall be aligned with the Federal and State Housing First model. This strategy includes "promising practices" such as the CHAP.

Three property owners are currently registered under CHAP, providing approximately 30 safe parking spots in Santa Rosa. These include the First United Methodist Church, Christ United Methodist Church, and McBride Safe

Parking. Of the \$20,000 approved by Council for CHAP grants, two of the three participating property owners have received awards:

Program	CHAP Grant Award
First United Methodist Church	\$9,735
McBride Safe Parking	<u>\$4,155</u>
Balance	\$6,110

Home Sonoma County is Sonoma County's homeless system of care. The countywide effort is governed by a nine-member Leadership Council responsible for allocating funds to local homeless services programs. The Leadership Council consists of local elected officials and individuals with lived homeless experience and is advised by Task Groups comprising its 25-member Technical Advisory Committee. The Sonoma County Community Development Commission (CDC) is currently serving as the Lead Agency of Home Sonoma County. The goal of Home Sonoma County is to achieve "Functional Zero" homelessness in Sonoma County using a Housing First model. Mayor Schwedhelm currently serves as the Chair of the Leadership Council.

7. Staff is seeking direction from Council on components of the potential expansion of the CHAP as outlined in this report.

#### FISCAL IMPACT

Subject to Council direction, there may be a fiscal impact on the General Fund, however staff does not know for certain at this time the potential impacts.

#### ENVIRONMENTAL IMPACT

This action is exempt from the California Environmental Quality Act (CEQA) because it is not a project which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment, pursuant to CEQA Guideline section 15378.

#### BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

Not applicable

#### NOTIFICATION

Not applicable

ATTACHMENTS

None

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