

Jeffery Hoffman, SBN: 118768  
CALIFORNIA RURAL LEGAL ASSISTANCE, INC.  
1160 N. Dutton Avenue, Suite 105  
Santa Rosa, CA 95401  
Telephone: (707) 528-9941; Fax: (707) 528-0125  
Email: jhoffmn@crla.org

Melissa A. Morris, SBN: 233393  
Michael Rawson, SBN: 95868  
PUBLIC INTEREST LAW PROJECT  
449 15<sup>th</sup> Street, Suite 301  
Oakland, CA 94612  
Telephone: (510) 891-9794; Fax: (510) 891-9727  
Email: mmorris@pilpca.org  
mrawson@pilpca.org

Alicia Roman, SBN: 260101  
LAW OFFICE OF ALICIA ROMAN  
719 Orchard Street  
Santa Rosa, CA 95404  
Telephone: (707) 526-4100; Fax: (707) 573-1094  
Email: aliciaromanlaw@yahoo.com

Attorneys for Plaintiffs

Additional Counsel on last page

UNITED STATES DISTRICT COURT  
NORTHERN DISTRICT OF CALIFORNIA

Deborah Drake, Samantha Jenkins,  
Nicholle Vannucci, Steven Robert  
Singleton, and Ellen Brown *individuals*;  
and Homeless Action!, *an unincorporated*  
*association*,

Plaintiffs,

v.

County of Sonoma, Sonoma County  
Community Development Commission,  
City of Santa Rosa, Does 1 to 10,

Defendants.

Case No.:

**COMPLAINT FOR DECLARATORY  
AND INJUNCTIVE RELIEF**

**DEMAND FOR JURY TRIAL**

## INTRODUCTION

1. Plaintiffs, five homeless individuals living in an encampment at the Roseland site in Santa Rosa, California, and a local unincorporated association providing advocacy on behalf of, and assistance to, persons who are homeless in Sonoma County California, bring this action to enjoin the scheduled enforcement of the closure of the encampment (“Roseland Village”) on April 3, 2018 as well as the enforcement of Defendants’ anti-camping and related ordinances which effectively punish them due to their status as homeless persons. The Roseland Village camp sits on a site owned by the Sonoma County Community Development Commission (hereinafter CDC).

2. Neither the Defendant City of Santa Rosa (City), Defendant (CDC), nor the Defendant County of Sonoma (County) have provided adequate placements for their homeless populations.

3. As a result, Sonoma County residents who have no other option but to live outside have, formed encampments of various sizes throughout the County, including the two Roseland Encampments where Plaintiffs live. Yet, in the past year, the City has been systematically closing the homeless encampments in its jurisdiction.<sup>1</sup> This has resulted in the illegal confiscation and destruction of personal property and the shifting of persons from one encampment to another.<sup>2</sup> A further result is that the current encampment at Roseland Village has more than doubled in size. Defendants now intend to close this encampment without sufficient placement opportunities for its residents, which will

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<sup>1</sup> Santa Rosa Press Democrat Article November 17, 2017 – Santa Rosa cleans up downtown homeless camps under Highway 101.  
<https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=6&cad=rja&uact=8&ved=0ahUKEwizuMfW-5HaAhVK9WMKH8qCcUQFghZMAU&url=http%3A%2F%2Fwww.pressdemocrat.com%2Fnews%2F7654296-181%2Fsanta-rosa-cleans-up-downtown&usg=AOvVaw1PkXMocrSXYtZnHrAG6PHt>

<sup>2</sup> Santa Rosa Press Democrat Article November 24, 2017 – Tent village in southwest Santa Rosa expands after downtown homeless camps cleared out.  
[https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0ahUKEwi7xZa0\\_pHaAhUK9WMKHQ84AKcQFggnMAA&url=http%3A%2F%2Fwww.pressdemocrat.com%2Fnews%2F7671361-181%2Ftent-village-in-southwest-santa&usg=AOvVawliHbBxLDd7E-yKa1doj49i](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0ahUKEwi7xZa0_pHaAhUK9WMKHQ84AKcQFggnMAA&url=http%3A%2F%2Fwww.pressdemocrat.com%2Fnews%2F7671361-181%2Ftent-village-in-southwest-santa&usg=AOvVawliHbBxLDd7E-yKa1doj49i)

1 perpetuate this ongoing problematic cycle, violate the constitutional rights of Roseland  
2 Encampments residents, and result in discrimination on the basis of disability.

3 **JURISDICTION AND VENUE**

4 4. The Court has jurisdiction over this action pursuant to 28 U.S.C. §§ 1331 and 1343,  
5 42 U.S.C. § 12132 and 42 U.S.C. § 1983 because Plaintiffs' claims arise under the laws  
6 and Constitution of the United States.

7 5. Pursuant to 28 U.S.C. § 1367, this Court has supplemental jurisdiction over the  
8 state law and state constitutional claims because Plaintiffs' state claims are related to  
9 Plaintiffs' federal claims, arise out of a common nucleus of operative facts, and form part  
10 of the same case or controversy under Article III of the U.S. Constitution.

11 6. Venue is proper in the Northern District of California because the events and  
12 conduct complained of herein all occurred in Sonoma County.

13 **PLAINTIFFS**

14 7. Plaintiffs Deborah Drake, Samantha Jenkins, Nicholle Vannucci, Steven Robert  
15 Singleton, and Ellen Brown are homeless individuals who are currently residing at the  
16 Roseland Encampments, encampments located on a site owned by Defendant CDC and  
17 located within the territorial boundary of the City of Santa Rosa.

18 8. Plaintiff HOMELESS ACTION! (hereinafter HA), an unincorporated association,  
19 is a group of grassroots activists in Northern California working towards ending the  
20 suffering of people who do not have a home. HA works with and for homeless people in  
21 Sonoma County.

22 9. The members of HA include students, church members, activists, people who are  
23 homeless or have been homeless, and concerned individuals working to obtain housing  
24 and better conditions for people without homes. HA has helped create the safe parking  
25 program, held events, protests, and marches, educated the public, done emergency  
26 response work, lobbied county and city officials and published articles in local papers.

27 10. Ensuring that the residents of the Roseland Encampments are not forcibly removed  
28 from the Roseland site without alternative shelter, that their personal possessions are not

1 seized and destroyed without pre-deprivation process of law, and that residents with  
2 disabilities are offered referrals appropriate to their disability-related needs is consistent  
3 with the mission and purpose of HA, and the planned sweep of the Roseland  
4 Encampments would frustrate that mission.

5 **DEFENDANTS**

6 11. Defendant CDC is an agency of Sonoma County and is the successor agency to the  
7 County's redevelopment agency. It is a government entity with the capacity to sue and be  
8 sued.

9 12. The CDC "houses the Sonoma County Housing Authority and administers all  
10 affordable housing finance programs for the unincorporated County of Sonoma. The  
11 Commission also hosts and staffs the Sonoma County Continuum of Care and is the  
12 largest funder of homeless services county-wide," including the administration of federal  
13 housing funds.

14 13. The CDC owns the Roseland site and posted the Notice to Vacate the site.

15 14. The CDC has requested that the police department of Defendant City of Santa Rosa  
16 remove the Roseland Encampments' residents and their belongings from the Roseland site  
17 if those residents have not vacated by April 3, 2018.

18 15. CDC, its employees and agents participated in the unlawful conduct challenged  
19 herein. To the extent they did not personally participate, they authorized, acquiesced, set  
20 in motion, or failed to take necessary steps to prevent the acts that resulted in the unlawful  
21 conduct and harm suffered or that will be suffered by the Plaintiffs. The acts complained  
22 of herein constitute policies, practices and customs of the CDC.

23 16. Defendant Sonoma County (County) is a government entity organized under the  
24 laws of the State of California with the capacity to sue and be sued. It is the former owner  
25 of the Roseland site, and is the larger government entity of which Defendant CDC is a  
26 part.

27 17. County, its employees and agents participated in the unlawful conduct challenged  
28 herein, and to the extent they did not personally participate, it authorized, acquiesced, set

1 in motion, or failed to take necessary steps to prevent the acts that resulted in the unlawful  
 2 conduct and harm suffered or that will be suffered by the Plaintiffs. The acts complained  
 3 of herein constitute policies, practices and customs of the County.

4 18. Defendant City of Santa Rosa (hereinafter City) is a municipal corporation  
 5 organized under the laws of the state of California and the Santa Rosa City Charter, with  
 6 the capacity to sue and be sued. The Departments of the City include the Department of  
 7 Housing and Community Services and the Police Department.

8 19. The City, its employees and its agents participated in the unlawful conduct  
 9 challenged herein, and to the extent they did not personally participate, they authorized,  
 10 acquiesced, set in motion, or failed to take necessary steps to prevent the acts that resulted  
 11 in the unlawful conduct and harm suffered or that will be suffered by the Plaintiffs. The  
 12 acts complained of herein constitute policies, practices and customs of the City.

13 20. If the sweep of the Roseland Encampments moves forward on April 3, 2018, the  
 14 Santa Rosa Police Department will perform the sweep.

15 21. Defendant City of Santa Rosa is a recipient of federal funds, including Community  
 16 Development Block Grant Funds.

### 17 **STATEMENT OF FACTS**

#### 18 **Homelessness in Sonoma County**

19 22. In recent years, the problem of homelessness in Sonoma County, as it has in many  
 20 parts of the state and the country, has become more visible and has reached crisis  
 21 proportions. The 2014 update to the 10-Year Homeless Action Plan for the County of  
 22 Sonoma states that the regional rate of homelessness for Sonoma County is almost four  
 23 times the national rate.<sup>3</sup> As the problem has become more acute and visible, the City and  
 24 County have taken more restrictive actions to enforce their anti-camping and related  
 25 ordinances.<sup>4</sup>

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26 <sup>3</sup> Sonoma County Continuum of Care 10- Year Homeless Action Plan 2014 Plan Update (pg. 7)  
 27 <http://www.sonoma-county.org/cdc/pdf/cofctenyearactionplan.pdf>

28 <sup>4</sup> Santa Rosa Press Democrat Article- August 9, 2017-Santa Rosa to take stronger stance on

23. According to the 2014 update to the County's 10-Year Homeless Action Plan, there are shelter beds and housing available for fewer than 1 in 4 persons.<sup>5</sup>

24. On August 9, 2016, the Santa Rosa City Council declared that "there exists within the territorial limits of the City of Santa Rosa conditions of extreme peril to the safety of persons and property caused by homelessness and the lack of available affordable housing, which conditions are likely to be beyond the control of the services, personnel, equipment and facilities of the City and require the combined forces of other political subdivisions to combat." Based on that declaration, the City proclaimed "a state of local homeless emergency within the City of Santa Rosa."

25. The emergency declaration further states that "a significant number of persons within the jurisdiction of Santa Rosa are without the ability to obtain shelter, and that the situation has resulted in a threat to the health and safety of those persons." In its declaration, the City acknowledged that, "there is a shortage of available and affordable housing units in Santa Rosa due to the very low rental vacancy rate (approximately 1 percent) . . . ."<sup>6</sup>

26. In its declaration, the City noted that, pursuant to Sonoma County's 2016 point-in-time homeless count, on a given night there were 2906 homeless persons in the County, 66% of whom were unsheltered.<sup>7</sup> Of that count, 63 percent of the total homeless persons were located in the central area of the City, including its unincorporated areas, and 65

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nuisance crimes associated with homeless population

<https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=newssearch&cd=1&cad=rja&uact=8&ved=0ahUKEwidp9ylk5LaAhUUH2MKHevGBkwQqQIIJigAMAA&url=http%3A%2F%2Fwww.pressdemocrat.com%2Fnews%2F7283835-181%2Fsanta-rosa-to-take-stronger&usg=AOvVaw3ZIRMuvj1-JcDJyqluGRj9>

<sup>5</sup> Sonoma County Continuum of Care 10- Year Homeless Action Plan 2014 Plan Update (pg. 2) <http://www.sonoma-county.org/cdc/pdf/cofctenyearactionplan.pdf>

<sup>6</sup> City of Santa Rosa Resolution Number 28838 – [http://santa-rosa.granicus.com/DocumentViewer.php?file=santa-rosa\\_cc41ae53c890fc32b88b1234997568c6.pdf&view=1](http://santa-rosa.granicus.com/DocumentViewer.php?file=santa-rosa_cc41ae53c890fc32b88b1234997568c6.pdf&view=1)

<sup>7</sup> 2016 Sonoma County Homeless Point-In-Time Census & Survey Comprehensive Report (pg.16) [http://www.sonoma-county.org/cdc/pdf/2016\\_Sonoma\\_County\\_Homeless\\_Point-In-Time\\_Survey\\_Census.pdf](http://www.sonoma-county.org/cdc/pdf/2016_Sonoma_County_Homeless_Point-In-Time_Survey_Census.pdf)

1 percent of those the homeless persons within the city were unsheltered.<sup>8</sup>

2 27. The City has continued to extend its declaration of a homeless emergency to the  
3 present date.

4 28. The 2017 Sonoma County Homeless Point-In-Time Census & Survey, conducted  
5 in January 2017, identified 2,835 homeless individuals living in Sonoma County. Of  
6 those, 1847 - 65 percent, were unsheltered.<sup>9</sup>

7 29. People with disabilities are disproportionately homeless in Sonoma County, and  
8 homeless individuals with disabilities are more likely to live outside than to be sheltered.  
9 According to the County's 2017 Homeless Point-In Time Census, 41 percent of the  
10 homeless individuals surveyed identified as having a physical or mental disability.<sup>10</sup>  
11 Moreover, according to the County's Homeless Action Plan, the population of "disabled  
12 single adults . . . living outside" is "five times the sheltered population."

13 30. Sonoma County's high rate of homelessness is directly related to the absence of  
14 sufficient affordable housing in the community. According to the National Low Income  
15 Housing Coalition's 2017 "Out of Reach" report on housing affordability, a renter in  
16 Sonoma County needs to earn nearly \$63,000 annually, over \$30 an hour, to afford the  
17 average two-bedroom rent of \$1572. <sup>11</sup>Also in 2017, the California Housing Partnership  
18 reported that "[m]edian rent in Sonoma County has increased 16% since 2000 while  
19 median renter household income decreased 6%, when adjusted for inflation."<sup>12</sup> )

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21 <sup>8</sup> 2016 Sonoma County Homeless Point-In-Time Census & Survey Comprehensive Report (pg.17)  
22 [http://www.sonoma-county.org/cdc/pdf/2016\\_Sonoma\\_County\\_Homeless\\_Point-In-](http://www.sonoma-county.org/cdc/pdf/2016_Sonoma_County_Homeless_Point-In-Time_Survey_Census.pdf)  
23 [Time\\_Survey\\_Census.pdf](http://www.sonoma-county.org/cdc/pdf/2016_Sonoma_County_Homeless_Point-In-Time_Survey_Census.pdf)

23 <sup>9</sup> 2017 Sonoma County Homeless Census & Survey Comprehensive Report (pg.13)  
24 <https://sonomacounty.ca.gov/CDC/News/2017-Homeless-Census-and-Survey/>

24 <sup>10</sup> 2017 Sonoma County Homeless Census & Survey Comprehensive Report (pg.43)  
25 <https://sonomacounty.ca.gov/CDC/News/2017-Homeless-Census-and-Survey/>

26 <sup>11</sup> 2017 Out of Reach The High Cost of Housing-National Low Income Housing Coalition (pg.39)  
27 [http://nlihc.org/sites/default/files/oor/OOR\\_2017.pdf](http://nlihc.org/sites/default/files/oor/OOR_2017.pdf)

28 <sup>12</sup> May 2017 Sonoma County Renters In Crisis: Call for Action (pg. 1)  
[https://1p08d91kd0c03rlxhmhtydpr-wpengine.netdna-ssl.com/wp-](https://1p08d91kd0c03rlxhmhtydpr-wpengine.netdna-ssl.com/wp-content/uploads/2017/05/Sonoma-County-2017.pdf)  
[content/uploads/2017/05/Sonoma-County-2017.pdf](https://1p08d91kd0c03rlxhmhtydpr-wpengine.netdna-ssl.com/wp-content/uploads/2017/05/Sonoma-County-2017.pdf)



31. Seventy-one percent of homeless people surveyed during the 2017 Homeless Point-In Time Census “cited affordable rent as the primary obstacle to obtaining permanent housing.”<sup>13</sup>

32. The above estimates regarding housing affordability and homelessness in Sonoma County *predate* the October 2017 wildfires, which destroyed 6,600 structures, including 5,130 homes, countywide. These fires displaced thousands of Sonoma County residents from their homes, and the median rent in Sonoma County rose 36 percent in a weeklong period following the fires, according to online real estate site Zillow.<sup>14</sup>

### **The County’s Lack of Available Shelter**

33. Defendants have acknowledged a lack of available shelter for homeless residents. During a November 14, 2017, City Council meeting, Councilwoman Julie Combs acknowledged that there were only 20 shelter beds available to house the unsheltered residents of the City and that there were in excess of 70 people at the Roseland Encampments.

34. Weeks later, on December 5, 2017, Sonoma County Board of Supervisors Chairwoman Shirley Zane during the Board’s regular open meeting confirmed CDC Executive Director Margaret Van Vliet’s statement that there were only 20 shelter beds currently available at Sam Jones Hall, the largest shelter in the County, and that number incorporated the winter shelter beds, which are generally not available year-round.

35. Supervisor Lynda Hopkins during that same meeting acknowledged that shelter beds are not adequate for some people who live at the Roseland Encampments, citing pets and mental health disabilities among the reasons why some encampment residents might not be able to access shelters.<sup>15</sup>

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<sup>13</sup> 2017 Sonoma County Homeless Census & Survey Comprehensive Report (pg.60)  
<https://sonomacounty.ca.gov/CDC/News/2017-Homeless-Census-and-Survey/>

<sup>14</sup> Santa Rosa Press Democrat Article- October 24, 2017 *Rents rise after Sonoma County fires as luxury vacation homes come on the market*  
<http://www.pressdemocrat.com/business/7559748-181/rents-rise-after-sonoma-county>



36. The County's latest data provided to Plaintiffs for vacancies in shelters and other alternative housing currently available for the County's 1847 unsheltered homeless show the vacancies up to and on March 1, 2018, for emergency shelter beds, transitional housing, family shelter units, and specialty shelter units. The Night Count for emergency shelter beds, the Night Count for transitional housing, the Family Shelter availability, and the Specialty Shelter availability show a severe shortage of placements to meet the need. According to the shelter and other unit data, as of March 1, 2018 the available shelter and alternative housing units available are only: a) *zero* family shelter vacancies with 37 families in need of family shelters; 6 transitional housing units for single persons; c) 90 emergency shelter beds; 2 mental health units; 2 non-coordinated entry spaces; 10 respite units; *zero* units for veterans; 12 units for teens/former foster youth.

<b>Unsheltered</b>	<b>Emerg. Shelter Beds</b>	<b>Family Shelter Rooms</b>	<b>Transitional Housing for Singles</b>	<b>Mental Health Units</b>	<b>Non-Coord. Entry</b>	<b>Respite Units</b>	<b>Veterans Units</b>	<b>Total Available</b>
<b>1847</b>	90	0	6	2	2	10	0	<b>110</b>

37. Further, the majority of the County's approximately 200 winter shelter beds will close on March 30, 2018, and that the remainder of the winter shelter beds will close on April 30, 2018. Therefore, the homeless residents of the County who currently occupy those beds will also be in need of shelter.

### **Defendants' Response to Homelessness and Forcible Removal of Homeless**

#### **Encampments**

38. Thirteen percent of Sonoma County's homeless population lives in encampments throughout the County.<sup>16</sup> In 2017, Defendant City of Santa Rosa estimated that it had 44 homeless encampments of sizes varying from 2 to 75 persons within its City limits.<sup>17</sup>

<sup>15</sup> Sonoma County Board of Supervisors meeting of December 5, 2017, Agenda item number 40. Starting at 3:41:27 regarding confirming 20 shelter beds and starting at 3:47:00 regarding Hopkins acknowledgement of disabilities of folks. [http://sonoma-county.granicus.com/MediaPlayer.php?view\\_id=&clip\\_id=750&meta\\_id=233791](http://sonoma-county.granicus.com/MediaPlayer.php?view_id=&clip_id=750&meta_id=233791)

<sup>16</sup> 2017 Sonoma County Homeless Census and Survey Comprehensive Report (pg.13) <https://sonomacounty.ca.gov/CDC/News/2017-Homeless-Census-and-Survey/> (last accessed Mar. 27, 2018).

39. In October 2016, the City approved a Community Homeless Assistance Program (CHAP), an extension of a previous pilot program that had existed during the winter of 2015-2016. The CHAP program allows private “property owners to use their properties or facilities 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.”<sup>18</sup>

40. In October 2016, the City approved a Community Homeless Assistance Program (CHAP), an extension of a previous pilot program that had existed during the winter of 2015-2016. The CHAP program allows private “property owners to use their properties or facilities 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.”<sup>19</sup>

41. However, as of this date, CHAP has generated very few, if any, alternative shelter arrangements. One church had attempted to secure approval to install campsites or small huts for up to 20 persons on its property, but the proposal was ultimately abandoned. There had been intense opposition to the proposal from the church’s neighbors.

42. Since its declaration of a homeless emergency in 2016, the City has made approximately 50 to 75 new shelter beds available. However, the addition of these beds is far short of what is necessary to meet the community’s need.

43. At the same time Defendants have failed to provide adequate shelter to their homeless residents, they have increased enforcement against homeless encampments, particularly within the City of Santa Rosa.

44. The City of Santa Rosa has an “Anti-Camping Ordinance,” which makes it illegal

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<sup>17</sup> City of Santa Rosa Homeless Encampment Cleanup Pilot Program Frequently Asked Questions <https://srcity.org/DocumentCenter/View/16346>

<sup>18</sup> Press Release, Santa Rosa Approves Community Homeless Assistance Program (CHAP) (Oct. 12, 2016), <https://srcity.org/DocumentCenter/View/4145>.

<sup>19</sup> Press Release, Santa Rosa Approves Community Homeless Assistance Program (CHAP) (Oct. 12, 2016), <https://srcity.org/DocumentCenter/View/4145>.

1 to camp on public property, or to camp on private property without the permission of the  
2 owner.

3 45. The City's anti-camping ordinance provides as follows:

4 Chapter 11-22 CAMPING ON PUBLIC STREETS AND PUBLIC PROPERTY  
5 11-22.010 Definitions.

6 For purposes of this chapter, the following definitions shall apply:

7 (A) "Camp" means to place, pitch or occupy camp facilities: to live  
temporarily in a camp facility or outdoors; to use camp paraphernalia.

8 (B) "Camp facilities" include, but are not limited to, tents, huts, vehicles,  
vehicle camping outfits, or temporary shelters.

9 (C) "Camp paraphernalia" includes, but is not limited to, bedrolls,  
10 tarpaulins, cots, beds, sleeping bags, hammocks or cooking facilities and similar  
equipment.

11 11-22.020 Camping on public streets and public property.

12 It is unlawful for any person to camp, occupy camping facilities, or use  
camp paraphernalia in any public park, or on any public street or any other public  
13 property.

14 11-22.030 Camping on private property.

15 It is unlawful for any person to camp on any private property without first  
obtaining written permission of the owner.

16 46. In September 2013, the City amended its anti-camping ordinance to broaden the  
17 circumstances under which it would be illegal to camp in the City. The definition of  
18 camp facilities was broadened and any authority that previously allowed public camping,  
19 was removed. The ordinance prohibits all forms of camping, including sleeping in  
20 vehicles. The ordinance also prohibits camping on private property.

21 47. On information and belief, in the past two years the City has increased its  
22 enforcement of the ordinance and related local "quality of life" laws, using it to cite and  
23 displace homeless individual living outside in public places or in view of the public.  
24 Plaintiffs are aware of homeless individuals receiving citations for alleged violations of:  
25 City Code Section 10-12.020: Obstructing tunnel, overpass by loitering; 10-12.030:  
26 Obstructing tunnel or overpass by sitting or lying on a street or sidewalk; 10-08.010:  
27 Public Excretion, 9-12.050: Littering.  
28

1 48. While there are legal campgrounds within the County of Sonoma, all of these  
2 charge a daily fee, and many are located far away from the City of Santa Rosa, businesses,  
3 and social services and are therefore not accessible to homeless persons who lack reliable  
4 transportation. Additionally, most legal campgrounds, including campgrounds at state and  
5 county parks, impose limitations on how long campers may stay. As such, the only viable  
6 camping option for most homeless people who lack shelter is to camp in “unsanctioned”  
7 encampments on public or private land.

8 49. In July 11, 2017, the City approved the “Homeless Encampment Assistance Pilot  
9 Program” (HEAPP). HEAPP’s stated purpose is, in part, “mitigating the impacts to the  
10 surrounding community” of the various encampments and “addressing the health, safety  
11 and shelter needs” of the encampment residents. The program utilizes the Homeless  
12 Outreach Services Team (HOST) funded by the City and County, which includes a street  
13 outreach team working to engage unsheltered homeless into services and housing.  
14 However, the effect of HEAPP has been the City’s more aggressive enforcement of its  
15 anti-camping and related ordinances, and the forcible displacement of homeless  
16 encampments and their residents.

17 50. The first encampment targeted by HEAPP was the encampment located at the  
18 “Farmers Lane Extension” (aka “Homeless Hill”), which had been at that site for many  
19 years. The Farmers Lane Extension encampment had grown to 50 people as of the  
20 summer of 2017.

21 51. The residents of the Farmers Lane Extension encampment had begun receiving  
22 notices to vacate their encampment starting at the end of June 2017.

23 52. On July 10, 2017, City staff held a community meeting with the residents of the  
24 Farmers Lane Extension encampment in which residents were notified of the pending  
25 closure of the encampment and the services available through the Homeless Outreach  
26 Services Team (HOST) staffed by Catholic Charities. A few days later the residents of the  
27 encampment received a notice to vacate the encampment set to expire on or about August  
28 13, 2017.

53. On or about August 13, 2017, the City, through its Police Department, forcibly cleared the Farmers Lane Extension Encampment. Many of the residents there were unable to remove their personal belongings prior to leaving the premises. Plaintiffs are informed and believe and thereon allege that, when closing the Farmers Lane Extension, and without a notice and an opportunity for a hearing nor related process, the Santa Rosa Police Department made a general determination that all of the personal property left behind by the residents of the encampment was deemed a health and safety risk, regardless of the nature of the property.<sup>20</sup> A subcontractor was hired to destroy all of the property left behind.

54. While the City created new shelter beds (some of the same described in paragraph 42) and placed approximately 28 individuals who had been forced out of the Farmers Lane Extension Encampment in shelters, many people from the Farmers Lane Extension instead moved to existing encampments at a Highway 101 underpass in Santa Rosa. On information and belief, the encampments under Highway 101 underpasses grew significantly in 2017; that growth occurred in part because of Defendants' sweeps of other encampments, and in part due to the October 2017 wildfires.

55. The residents of the Highway 101 Underpass encampments received several written Notices to Vacate Illegal Campsite during the course of 2017. These Notices indicated personal property deemed a health and safety risk would be destroyed and that remaining property would be stored for 90 days during which time it could be retrieved. According to the notices, if the property was not retrieved it would be deemed abandoned and would be disposed of pursuant to California Civil Code sections. 2080 et. seq. Due to the different notices provided, the Residents at the encampment were not sure when the actual date of closure would be.

56. Under HEAPP, the City forcibly cleared the 101 Underpass encampments on or

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<sup>20</sup> Cleanup at Homeless Hill in Santa Rosa- August 15, 2017-Santa Rosa Press Democrat YouTube Video  
[https://www.youtube.com/watch?v=EAV\\_NN0NMzU](https://www.youtube.com/watch?v=EAV_NN0NMzU)

1 about November 15, 2017. Plaintiffs and other residents of these encampments were not  
2 able to arrange to move all of their possessions at the time they vacated the area. Plaintiffs  
3 are informed and believe and thereon allege that the Santa Rosa Police made a general  
4 determination that all personal property left behind by the encampment residents was a  
5 health and safety risk, regardless of the nature of the property, after which point the  
6 property was confiscated and immediately destroyed. The City did not provide the  
7 residents with further notice, nor opportunity to be heard, before seizing and destroying  
8 their personal property.

9 57. While the City provided placements for some of the Highway 101 Underpass  
10 residents when it swept their encampments, many of the residents relocated to other  
11 encampment locations, including the Roseland Encampments, discussed below.

#### 12 **The Roseland Encampments**

13 58. One of the largest encampment sites in Sonoma County is the “Roseland” site,  
14 located at 665 to 883 Sebastopol Road, in Santa Rosa. Over 100 people, including the  
15 individual the Plaintiffs in this matter, currently live at the Roseland site, in two  
16 encampments (the Roseland Encampments).

17 59. The Roseland site is owned by Defendant CDC, and is located within the territorial  
18 boundary of Defendant City of Santa Rosa. The site was part of an annexation into the  
19 City effective November 1, 2017.

20 60. Other business and structures occupy the Roseland site, including a Dollar Tree  
21 retail store.

22 61. The first Roseland encampment located at the Roseland site in November 2015,  
23 when approximately 20 people moved to the Roseland site from another encampment  
24 within the Santa Rosa city limits.

25 62. The CDC indicated in early 2016 that it would assist the encampment residents in  
26  
27  
28

1 locating a more suitable location for their encampment.<sup>21</sup> In the two-plus years that have  
2 passed since the Roseland Encampments began, the CDC has provided fencing, porta-  
3 toilets and water to residents there. Others have donated fencing and porta-potties. The  
4 CDC also allows a security team to patrol the area.

5 63. On February 21, 2017, the County of Sonoma approved an extension of the lease  
6 for the Dollar Tree store located adjacent to the Roseland Encampments, which would  
7 allow the business to continue until July 2018. In addition, the County also authorized  
8 the CDC to approve an additional extension of the lease, if warranted, for a period not to  
9 exceed 12 months.

10 64. A second encampment formed at the location in November 2017 after the eviction  
11 of the Highway 101 Underpass encampments, and others relocated to Roseland following  
12 the closure of other, smaller encampments throughout the City. When the residents of  
13 other encampments asked the police where they were supposed to go when their  
14 encampments were swept, some were told by the police to go to the Roseland  
15 Encampments.

16 65. At least 10 individuals sought shelter at the Roseland Encampments after losing  
17 their housing in the North Bay Wildfires in October 2017.

18 66. As of the date of filing, over 100 people reside at the Roseland Encampments.

19 67. As with the homeless population more broadly, Roseland Encampments residents  
20 are disproportionately living with disabilities relative to the general population; over 40  
21 percent of Roseland Encampments residents identify as having a physical or mental  
22 disability.

23 68. As of the date of filing, the CDC has not located or proposed an alternative spot for  
24 the residents of the Roseland Encampments to go, as it had promised in 2015.

25 69. In the report to the Board of Supervisors on December 5, 2017, the CDC indicated  
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27 <sup>21</sup> See Santa Rosa Press Democrat Article—Feb. 14, 2016—Homeless activists ask county to  
28 sanction Roseland camp (available at <http://www.pressdemocrat.com/news/5205093-181/homeless-activists-ask-county-to>).



1 there were insufficient shelter or housing resources available to assist all of the persons at  
2 the Roseland area encampments. At that December 5, 2017 meeting, the CDC also cited  
3 the need to begin remediation work at the Roseland Encampment site as part of a pending  
4 development plan that commendably would include affordable housing. It was reported  
5 by the CDC that this remediation work could continue with the ongoing businesses at the  
6 site, but the remaining areas of the site would need to be closed off. The developer's  
7 plans, however, show that there is a large window for doing the remediation work—  
8 extending well into 2019. The report was informational only, and the Board of  
9 Supervisors took no action at that meeting regarding the Roseland Encampments.

10 70. On or about February 21, 2018, the CDC posted a written Notice to Vacate at the  
11 Roseland Encampments. The Notice provided a deadline of March 23, 2018, to vacate the  
12 encampments or face possible arrest and prosecution for the violation of California Penal  
13 Code Sec. 647(e) (unlawful lodging), Cal. Penal Code Sec. 602(m)(trespass) and Santa  
14 Rosa City Ordinance 11-22-.030 (prohibited camping on private property without  
15 permission). The Notice indicated the CDC was revoking any prior authority it may have  
16 granted for the occupants to reside at the encampment site. The Notice goes on to state  
17 that other violations to which persons may be subject to arrest and prosecution include  
18 “unlawful storage of property”, “unlawful refuse disposal”, “unlawful failure to restrain an  
19 animal” and “unlawful fire.”

20 71. On or about February 27, 2018, after posting the notice of its intent to sweep the  
21 Roseland Encampments the following month, the CDC opened a “Navigation Center  
22 (NC)” in an abandoned building near the encampment site. The NC is run and staffed by  
23 the Homeless Outreach and Services Team (HOST) program through Catholic Charities.  
24 The NC is open 5 days a week in order to provide assessment services to residents through  
25 the encampments to place them in alternative living situations.

26 72. On or about March 7, 2018, the CDC posted a new Notice to Vacate, still dated  
27 February 21, 2018. This new Notice to Vacate contains substantially the same language  
28 as the previous February 21, 2018 notice, but changes the deadline to vacate to April 3,

1 2018. A copy of that Notice is attached to this Complaint as Exhibit A.

2 73. In a public meeting on March 12, 2018, CDC staff stated that the CDC plan to use  
3 the City police to enforce the Notice to Vacate on April 3, 2018.

4 74. According to CDC reports from mid-March, approximately 16 residents from the  
5 Roseland Encampments have been assessed by the HOST program staff at the NC and  
6 have allegedly accepted shelter placements, and five (5) have been assessed and referred  
7 to permanent housing.

8 75. However, as of the date of filing, Defendants have not identified adequate  
9 alternative placements for all of the residents of the Roseland Encampments.

10 76. On information and belief, the primary—and, in some instances, only—placement  
11 that Defendants are offering to the Roseland Encampments' residents is a shelter bed in an  
12 emergency shelter. Plaintiffs' experience of these shelters is that they are crowded spaces.  
13 Placement in such a shelter is not appropriate for many residents of the Roseland  
14 Encampments who are living with mental health disabilities or other disabilities. For  
15 example, many residents have mental health disabilities that cause them to experience fear  
16 and anxiety in situations where they are in close quarters with others, or where they must  
17 give up their privacy. As such, it is not possible for them to stay—even for a short time—  
18 in a shelter setting.

19 77. While Defendants allege that there are sufficient shelter placements for Roseland  
20 Encampments residents, and that Defendants will offer placements to all residents on or  
21 before April 3, that allegation is inconsistent with the data regarding the County's  
22 available shelter beds compared with the County's unmet shelter needs, described in  
23 paragraph 36, above. That allegation is also inconsistent with the experience of Plaintiffs  
24 and others at the Roseland Encampments, who have utilized the N C but have not yet  
25 received appropriate placements.

26 78. Plaintiffs sent letters to Defendants on March 9, 2018, and March 12, 2018,  
27 requesting that Defendants temporarily postpone the sweep of the Roseland Encampments  
28 until adequate alternative shelter placements, or an alternative encampment site, was

1 available for the residents to be displaced by the sweep and inviting Defendants to enter  
2 into a dialogue about possible solutions.

3 79. Over the next ten days, Defendant CDC and Plaintiffs entered into a dialogue  
4 process to discuss the situation. Defendant CDC provided Plaintiffs documentation it  
5 alleged supported its claim it had adequate grounds to close the Roseland Encampments.

6 80. Plaintiffs also met with the City of Santa Rosa during this time.

7 81. On March 26, 2018, Plaintiffs requested that Defendants postpone their planned  
8 sweep of the Roseland Encampments temporarily, until adequate alternative shelter had  
9 been offered to all residents as a reasonable modification under federal and state disability  
10 rights laws.

11 82. While Defendant CDC offered to entertain specific modification requests from  
12 individual encampment residents if they could make them by April 3, CDC refused to  
13 delay the sweep.

14 83. On March 28, 2018, Plaintiffs requested that the sweep be temporarily postponed  
15 for 14 days to ensure that the Roseland Encampments' residents were not forcibly  
16 removed from the site without first having been offered appropriate shelter placements or  
17 alternative housing.

18 84. On March 29, 2018, Defendants responded that they would proceed with the sweep  
19 on April 3, as planned.

20 85. As of the date of filing, Defendants have neither withdrawn the Notice to Vacate,  
21 nor postponed the planned sweep of the Roseland Encampments.

22 86. Based on the City's seizure and destruction of personal property in previous  
23 encampment sweeps, Plaintiffs expect that, in addition to forcibly removing Roseland  
24 Encampments residents from the site where they have been living, the City will likely  
25 seize and destroy their personal property without providing any pre-deprivation hearing,  
26 even where such property does not pose a threat to health and safety.

27 **Deborah Drake**

28 87. Plaintiff DEBORAH DRAKE is 57 years old and has lived in Sonoma County

1 since the age of 13. Ms. Drake currently resides at the Roseland Encampments, where  
2 she has lived since September 2016.

3 88. Ms. Drake's adult son also lives at the encampment and takes care of Ms. Drake,  
4 including help going to the restroom, household chores, escorting her to the Doctor and  
5 assisting her when she has health issues.

6 89. Plaintiff was able to secure her GED at age 32. She then took some horticulture  
7 classes and was able to secure work at nurseries, which she enjoyed. However, Ms. Drake  
8 is now unable to work because of her disabilities.

9 90. Ms. Drake's physical conditions include Stage 3 ovarian cancer, congestive heart  
10 failure and emphysema.

11 91. Ms. Drake also has depression, and she has post-traumatic stress disorder (PTSD)  
12 resulting, in part, from her experience of domestic violence.

13 92. Ms. Drake became homeless about a year and a half ago after fleeing a violently  
14 abusive relationship.

15 93. Ms. Drake has applied for Section 8 housing assistance and is on the waiting list.  
16 Plaintiff has no transportation so it is difficult for her to look for housing or to access  
17 services.

18 94. Ms. Drake cannot stay in a homeless shelter because of her disabilities. Because of  
19 her PTSD in particular, she cannot be in crowded settings, or in settings where she lacks  
20 privacy or control of her own space.

21 95. Ms. Drake feels safer at the encampment, where she has privacy in her own tent,  
22 and where her son is nearby to help her with her disability-related needs.

23 96. Ms. Drake went to the NC to seek assistance shortly after it opened. After  
24 completing an assessment, she was informed that she might be placed in permanent  
25 housing. However, staff at the Navigation Center required her to provide various forms of  
26 documentation, including documentation of her income. Ms. Drake has not yet been able  
27 to obtain this documentation because of her disabilities.

28 ///

1 97. Ms. Drake has heard nothing further from the NC or HOST since she first met with  
2 them.

3 98. Ms. Drake has no other place to go at this time and is terrified of what may happen  
4 should the encampment be closed. Plaintiff is concerned that until she is able to locate  
5 better shelter, she will not be able to find a place she would be able to reside without  
6 possible harassment by the authorities. She is also concerned that she will lose all her  
7 personal possessions that she has with her at the encampment.

8 **Samantha Jenkins**

9 99. Plaintiff SAMANTHA JENKINS is 60 years old and has been living in Sonoma  
10 County since 1980. Plaintiff currently resides at the Roseland Encampments and has been  
11 there for about three months.

12 100. Ms. Jenkins has an AA Degree from Santa Rosa Junior College in Small Business  
13 and she studied to get a BA degree.

14 101. Ms. Jenkins is disabled due to problems with her back (spine) and cannot work.  
15 She receives benefits based on her disability but cannot afford a place to live in Sonoma  
16 County; the median rent for a studio rental unit in Sonoma County is more than the total  
17 amount of her monthly income.

18 102. Ms. Jenkins has been homeless on and off for many years. In 2014 after living at a  
19 Hotel for several years, she was asked to leave after the Hotel was sold.

20 103. After that point, Ms. Jenkins newly homeless, began living at the Farmers Lane  
21 Extension Encampment in the City of Santa Rosa, where she stayed until the City swept  
22 the encampment in summer of 2017.

23 104. When the City swept the Farmers Lane Extension Encampment, Ms. Jenkins lost  
24 nearly all of her personal possessions, including a bed, a heater, furniture, books, and  
25 family photographs, including a treasured photograph of herself as a child with her father.

26 105. In July 2017 Ms. Jenkins went to the City of Santa Rosa's Sam Jones shelter after  
27 being placed there by HOST with a promise of further assistance to find permanent  
28 housing. She was not able to bring her possessions with her and there was no means or

1 offer to store them. The Sam Jones shelter limits period of time a person may use the  
2 shelter. While at the Sam Jones shelter, Plaintiff received no assistance in locating  
3 alternative housing arrangements, nor did any staff person or member of HOST contact  
4 her for that purpose until November 2017. Plaintiff did an assessment at that time, but did  
5 not receive further assistance. When Ms. Jenkins timed out of the shelter after six months  
6 and was forced to leave, she had not received any alternative placement, and she began  
7 living outside once again.

8 106. After timing out of the Sam Jones shelter, Ms. Jenkins went to camp along a trail  
9 near where the current Roseland area encampment is located. After being harassed by the  
10 police frequently, Ms. Jenkins decided to move to the nearby Roseland area encampments  
11 in December 2017 and has been there to date.

12 107. Ms. Jenkins has difficulty being around groups of people, and being in settings  
13 where she lacks privacy. She was not comfortable at the Sam Jones shelter and would  
14 struggle if she had to return there. The current Roseland Encampment provides a more  
15 secure living situation for Ms. Jenkins because she has her own tent. The privacy of her  
16 tent combined with the security of the group setting makes her feel safer than she did at  
17 the shelter or along the trail.

18 108. Ms. Jenkins has sought services at the NC with HOST and would like to be placed  
19 in alternative housing. However, she has not been placed anywhere and does not have  
20 information about what the status of her placement is.

21 109. Ms. Jenkins has nowhere else to go if Defendants sweep the Roseland  
22 Encampments. She is concerned that she will lose all the personal property she has with  
23 her at the encampment. She is also afraid that, if she is not provided with a safe shelter  
24 alternative, she will have to go back to camping somewhere where she is harassed by  
25 police.

26 **Nicholle Vannucci**

27 110. Plaintiff NICHOLLE VANNUCCI is 30 years old.

28 ///

1 111. Ms. Vannucci is part-Native American and has lived in Santa Rosa since she was 8  
2 years old.

3 112. Ms. Vannucci has lived at the Roseland Encampments for approximately 10  
4 months.

5 113. Ms. Vannucci currently has no income but has applied for CalFresh (aka food  
6 stamps).

7 114. Ms. Vannucci is a survivor of domestic violence. Because of her experience in a  
8 violently abusive relationship, Ms. Vannucci has post-traumatic stress disorder (PTSD).

9 115. The symptoms of Ms. Vannucci's PTSD make it extremely difficult for her to be  
10 around other people and to secure suitable work.

11 116. Ms. Vannucci became homeless in November 2016 after her husband attacked her  
12 and she fled her home. She was on the streets for several weeks spending time in Marin  
13 County and Sacramento.

14 117. Around April 2017, Ms. Vannucci returned to Sonoma County sought services  
15 from Catholic Charities through their Homeless Services Center. She has received mail at  
16 the Homeless Services Center, and has taken an occasional shower there, but she has not  
17 received any kind of appropriate housing placement. Ms. Vannucci continued to live on  
18 the streets for several months but eventually moved into the Roseland Encampments.

19 118. Things have been better for Ms. Vannucci since arriving at the Roseland  
20 Encampments. Ms. Vannucci feels safer there, and protected from potential harassment  
21 by the police. Ms. Vannucci feels her possessions are safer there. Ms. Vannucci has been  
22 able to sleep much better since arriving there.

23 119. Ms. Vannucci has been trying to find employment and housing, but the symptoms  
24 of her PTSD make it difficult for her to work with other people or in service jobs. Ms.  
25 Vannucci worked at a clothing store from July to December 2017 but is currently  
26 unemployed.

27 120. During the time Ms. Vannucci was with her abusive husband, she was not able to  
28 work, due to his controlling behavior.



1 121. Ms. Vannucci does not have reliable transportation, and her credit rating is very  
2 low; it is hard for her to search for housing.

3 122. Ms. Vannucci sought assistance through the new Navigation Center adjacent to the  
4 Roseland Encampments. Ms. Vannucci completed an assessment with the Navigation  
5 Center staff. The Navigation Center staff offered her a referral to a shelter bed, but Ms.  
6 Vannucci cannot be at a shelter because of her PTSD symptoms.

7 123. Ms. Vannucci has no other place to go at this time should the encampment be  
8 closed. Ms. Vannucci is concerned that until she is able to locate better shelter, she will  
9 not be able to find a place she would be able to reside without possible harassment by the  
10 authorities. She is also concerned she will lose all her personal possessions she has with  
11 her at the encampment.

12 **Steven Robert Singleton**

13 124. Plaintiff STEVEN ROBERT SINGLETON has lived in Santa Rosa for all of his 52  
14 years.

15 125. Mr. Singleton has physical disabilities caused by injuries to his back, neck, and  
16 shoulder

17 126. Due to his disabilities, Mr. Singleton has been unable to work for the past two  
18 years. He previously received State Disability income, but he now has no income. Mr.  
19 Singleton's wife works, but their combined income is not enough to afford housing in a  
20 market where the average rent for a one-bedroom apartment is \$1675 per month.

21 127. Mr. Singleton and his wife became homeless two years ago, when Mr. Singleton  
22 became disabled. They stayed in one of the family homeless shelters; but, after  
23 experiencing a threatening situation, they decided it was not safe to stay there and left.

24 128. For about two years, Mr. Singleton and his wife lived on the street near what  
25 became the Highway 101 Underpass encampments in Santa Rosa. Plaintiff and his wife  
26 camped away from the streets whenever possible.

27 129. In November 2017 when the 101 Underpass 5th and 9th Street area encampments  
28 were closed by the City of Santa Rosa, Mr. Singleton and his wife moved over near what

1 was already an encampment in the Roseland area, with the assistance of a homeless  
2 advocate. They set up a tent near this encampment and started what became a second  
3 adjacent encampment.

4 130. During his time on the streets in Santa Rosa, Mr. Singleton was cited numerous  
5 times for illegal camping, and blocking the sidewalks. In June 2016, while reading on the  
6 sidewalk near where he was living, Mr. Singleton was arrested for disorderly conduct.

7 131. Mr. Singleton has also observed the Santa Rosa Police Department taking homeless  
8 people's personal property and throwing it into the street, especially in the area of the  
9 Highway 101 Underpass Encampments.

10 132. Mr. Singleton and his wife have applied for various housing assistance programs  
11 without success. Plaintiff is presently on the waiting list for Section 8 subsidized housing.

12 133. Mr. Singleton has had several contacts with the adjacent NC. Plaintiff has had an  
13 assessment done by the NC staff. As of this date, the Navigation Center has not offered  
14 Mr. Singleton an alternative housing option other than a shelter bed.

15 134. Mr. Singleton is not sure where he and his wife would go if the current  
16 encampment were to close. Mr. Singleton is concerned that until he is able to locate better  
17 shelter, he will not be able to find a place he would be able to reside without possible  
18 harassment by the authorities. He is also concerned he will lose all of his personal  
19 possessions that he has with him at the encampment.

20 135. Mr. Singleton is also worried about other encampment residents, for whom he feels  
21 a responsibility. If they are scattered to other locations away from the Roseland site, it  
22 will be even harder for them to access services and obtain shelter placements than it is  
23 now.

24 **Ellen Brown**

25 136. Plaintiff ELLEN BROWN is 52 years old and is a native of Sonoma County.

26 137. Ms. Brown currently resides at the Roseland Encampments and has been residing  
27 there since November 2017 with her partner.

28 138. Ms. Brown is disabled and unable to work. She receives some benefits based on

1 her disability, but this is not enough income for her to afford housing.

2 139. Ms. Brown applied many years ago for Section 8 housing assistance, but as of this  
3 date has not received the benefit. Ms. Brown has also tried many times to apply for other  
4 types of affordable housing without success.

5 140. Ms. Brown was diagnosed with a mental disability at age 20, but was able to work  
6 for about 9 years as a Certified Nurse's Assistant. More recently, she has suffered strokes  
7 and how has difficulty communicating because of the strokes' effects.

8 141. Ms. Brown has been homeless since 2000. Ms. Brown lived in the area of the  
9 highway 101 Underpasses for about two years before the City forcibly closed that  
10 encampment in November 2017.

11 142. At one point during the time she lived at the Highway 101 Underpass, Ms. Brown  
12 had all of her possessions seized by the police. The possessions were dumped in a large  
13 pile with all the other possessions from the area. Ms. Brown was not able to retrieve her  
14 possessions. The property Ms. Brown lost at that time included, but was not limited to, her  
15 identification, her backpack, all of her clothes, her phone and her medications. Ms.  
16 Brown needed to take her medications every day, and so was required to go to the doctor  
17 immediately to have her prescriptions refilled.

18 143. Ms. Brown received no advance written notice as to the seizure of her possessions  
19 at that time.

20 144. After the City swept the Highway 101 encampments, Ms. Brown relocated to the  
21 Roseland Encampments.

22 145. Ms. Brown went to the NC shortly after it opened. After several attempts, she was  
23 able to do an assessment with a staff person at the Center.

24 146. Ms. Brown does not want to be split up from her partner, who helps her with tasks  
25 that she has difficulty with because of her disability. She is afraid that, if she went to a  
26 shelter, they would not be able to stay together.

27 147. Ms. Brown has no other place to go at this time should the encampment be closed.  
28 Ms. Brown is concerned that until she is able to locate better shelter, she will not be able

1 to find a place she would be able to reside without possible harassment by the authorities.

3 **CAUSES OF ACTION**

4 **FIRST CAUSE OF ACTION**

5 Violation of Prohibition Against Cruel and Unusual Punishment

6 Eighth Amendment to the United States Constitution

7 California Constitution, Article I Section 17

8 [42 U.S.C. §§ 1983]

9 (against all Defendants)

10 148. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully  
11 set forth herein.

12 149. Defendants' Notice to Vacate the Roseland Encampments and City and CDC have  
13 threatened to forcibly remove residents and to enforce City's anti-camping ordinance,  
14 which declares that it is unlawful for any person to camp, occupy camp facilities, or use  
15 camp paraphernalia in the City, with no enumerated exceptions.

16 150. The City's anti-camping ordinance specifically prohibits the use of "camp  
17 paraphernalia," which includes blankets and sleeping bags, and "camp facilities," defined  
18 as "any form of cover or protection from the elements." By enforcing this law,  
19 Defendants will be depriving a portion of its citizens of protection from the rains, floods,  
20 and the cold.

21 151. The City's anti-camping ordinance broadly defines camping to include using  
22 property for living accommodation purposes such as sleeping and includes using tents or  
23 living in a parked vehicle.

24 152. The emergency beds and shelter housing available in the County for the homeless  
25 population are insufficient for the size of the homeless population in Sonoma County.  
26 Therefore, a large portion of County's homeless population must sleep outdoors. By  
27 criminalizing camping in this manner, Defendants are preventing their homeless  
28 population from carrying out one of the basic functions of survival, sleeping and staying  
dry and warm while doing so, without breaking the law.

153. Therefore, the homeless population in the City, including those at the Roseland

1 Encampments on the CDC land, must choose between sleeping outdoors exposed to the  
2 elements, significantly increasing the risk to health, or breaking the law and using  
3 “camping” paraphernalia such as blankets or tents to survive.

4 154. Defendants’ actions and threatened actions are with deliberate indifference to the  
5 danger individual Plaintiffs have and will suffer.

6 155. Plaintiffs have no adequate remedy at law and are therefore entitled to injunctive,  
7 declaratory, and other equitable relief. Plaintiffs are also entitled to attorneys’ fees and  
8 costs.

9  
10 **SECOND CAUSE OF ACTION**

11 **Unreasonable Search and Seizure**

12 **Fourth Amendment to the United States Constitution**

13 **California Constitution Article 1, Section 13**

14 **[42 U.S.C. §§ 1983]**

15 **(against all Defendants)**

16 156. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully  
17 set forth herein.

18 157. The individual Plaintiffs possess property that holds both monetary and personal  
19 value. Thus, Plaintiffs have an expectation to be free from meaningful interference with  
20 those their property rights, even if their property is stored on public property.

21 158. The City’s anti-camping ordinance contains no limitations, and provides for no  
22 limits on those enforcing the ordinance when determining which property poses a health  
23 and safety risk. The Ordinance, as enforced by Defendants, therefore permits seizure and  
24 destruction of private property even if the property poses no threat to public health and  
25 does not constitute evidence of a crime.

26 159. The written Notice to Vacate provided to Plaintiffs provides authority for officials  
27 removing the property to unilaterally determine whether it constitutes a risk to public  
28 health and safety and then destroy the property without any form of process or input from  
the Plaintiffs.

160. The notice and confirmed plan of action of Defendants is done with specific intent

1 to deprive individual Plaintiffs of their rights to their personal property.

2 161. Plaintiffs are informed and believe and thereon allege that the acts of the  
3 Defendants and their employees and agents in connection with the prior closure of other  
4 encampments were intentional in failing to protect and preserve individual Plaintiffs'  
5 property and that, at minimum, were deliberately indifferent to the likely consequence that  
6 the property would be seized and possibly destroyed unlawfully in view of the fact that the  
7 right at issue was well-established at the time.

8 162. Further, seizure of private property without a warrant or an exception to the warrant  
9 requirement constitutes an infringement upon Plaintiffs' Fourth Amendment rights.

10 163. As of result of Defendants' enforcement of these ordinances, Plaintiffs have and  
11 will continue to suffer the loss of their personal property without adequate due process  
12 unless enjoined.

13 164. Plaintiffs have no adequate remedy at law and are therefore entitled to injunctive,  
14 declaratory, and other equitable relief. Plaintiffs are also entitled to attorneys' fees and  
15 costs.

16  
17 **THIRD CAUSE OF ACTION**

18 Deprivation of Procedural Due Process  
19 Fourteenth Amendment of the United States Constitution  
[42 U.S.C. § 1983]  
(against all Defendants)

20 165. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully  
21 set forth herein.

22 166. The City's anti-camping ordinance, as enforced by Defendants, deprives citizens of  
23 due process by authorizing the destruction of property without specific notice and an  
24 opportunity to be heard.

25 167. Plaintiffs have had their property seized and destroyed without specific notice and  
26 the opportunity to be heard.

27 168. The City's anti-camping ordinance contains no provisions regarding disposition of  
28

property owned by Sonoma County residents who may be cited and arrested for violation of the anti-camping ordinance. The ordinance fails to provide notice in advance of the seizure of private property or procedures for return of that property post-seizure. Failure to provide pre- or post-deprivation procedures violates the Fourteenth Amendment.

169. The Notice to Vacate distributed by the CDC to the residents of the encampments states that “any item that poses a risk to public health or safety will be disposed of promptly.” The notice fails to include a process to challenge collection of the seized property or to challenge the categorization of the property as a risk to public health and safety. Defendants have not provided any other document to Plaintiffs indicating that such remedies would be available.

170. Plaintiffs have no adequate remedy at law and are therefore entitled to injunctive, declaratory, and other equitable relief. Plaintiffs are also entitled to attorneys’ fees and costs.

#### **FOURTH CAUSE OF ACTION**

State-Created Danger

Fourteenth Amendment of the United States Constitution

[42 U.S.C. § 1983]

(against all Defendants)

171. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully set forth herein.

172. Under the Substantive Due Process Clause of the Fourteenth Amendment, the state deprives a person of a substantive due process right if it affirmatively places the person in a position of danger. *Wood v. Ostrander*, 875 F. 2d 578, 583 (9th Cir. 1989).

173. Defendant CDC has notified Plaintiffs that they will be seeking enforcement of the City’s anti-camping ordinance and will seize property. If the ordinance is enforced, Plaintiffs will lose their possessions, including their only shelter from the elements, without adequate provision of alternative shelter.

174. Without any other available option for shelter, Plaintiffs will be forced to live



exposed to the elements, including exposure to the cold, wind, and rain. All Plaintiffs' physical health will be jeopardized if forced to sleep with no protection from the cold, wind, and rain. Plaintiffs with mental health disabilities are likely to suffer Plaintiffs' disabilities will be aggravated including heightened mental health symptoms and psychological damage. Without protection, Plaintiffs with physical disabilities will have their health conditions be exacerbated with by exposure to the cold, wet, and wind.

175. If Defendants refrain from performing the sweep of the Roseland Encampments, Plaintiffs will not be exposed to these highly dangerous situations because have some element of protection through their ability to and privacy living in their encampments. Defendant knows or reasonably should know that its actions will create these threats to Plaintiffs' health and safety.

176. In knowingly and willfully placing the health and safety of Plaintiffs and other residents of the Roseland Encampments in danger through its actions, Defendants have violated, and will continue to violate, Plaintiffs' substantive due process rights under the Fourteenth Amendment to the U.S. Constitution.

177. An actual controversy exists between Plaintiffs and Defendant as to whether Defendant has violated and/or are imminently threatening to violate 42 U.S.C. § 1983.

178. Plaintiffs have no adequate remedy at law for the violations stated herein and are therefore entitled to injunctive, declaratory, and other equitable relief. Plaintiffs are also entitled to attorneys' fees and costs.

## FIFTH CAUSE OF ACTION

Discriminatory Effect on Persons with Disabilities Under Title II of the Americans with Disabilities Act  
(42 U.S.C. § 12131 et seq.)  
(against all Defendants)

179. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully set forth herein.

180. Title II of the Americans with Disabilities Act (ADA), 42 U.S.C. § 12132, prohibits

1 discrimination against people with disabilities by state and local governments and their  
2 programs. Title II provides that “no qualified individual with a disability shall, by reason  
3 of such disability, be excluded from participation in or be denied the benefits of the  
4 services, programs, or activities of a public entity, or be subjected to discrimination by any  
5 such entity.”

6 181. The City, the County, and the CDC are all public entities covered by Title II of the  
7 ADA.

8 182. The actions of Defendants alleged in this Complaint relate to services, programs,  
9 and activities under Title II.

10 183. Plaintiffs are “qualified persons with disabilities” as defined under the ADA. 42  
11 U.S.C. § 12102; 42 U.S.C. § 12131; 28 C.F.R. § 35.104.

12 184. Discrimination under Title II of the ADA includes administration of programs in a  
13 way that has a discriminatory effect on people with disabilities, or that has the “effect of  
14 defeating or substantially impairing the accomplishment of the objectives of the service,  
15 program, or activity with respect to individuals with disabilities.” 28 C.F.R. § 35.130 (f).

16 185. Plaintiffs, the residents of the Roseland Villages encampments, and the homeless  
17 population of Sonoma County more broadly, have physical or mental health disabilities at  
18 greater rates than the County’s population, generally, including mobility impairments,  
19 mental health disabilities, respiratory impairments, and cancer. Moreover, in the County’s  
20 2017 Homeless Point-In Time Homeless Census and Survey, 41 percent of homeless  
21 persons surveyed identified as having a disability.

22 186. Defendants’ planned closure of the Roseland Encampments will therefore have a  
23 disparate impact on people with disabilities, in violation of the ADA. The people whom  
24 Defendants intend to forcibly remove from the place where they have been living, to  
25 deprive of their personal property, and to threaten with incarceration are  
26 disproportionately people with disabilities.

27 187. Likewise, Defendant City of Santa Rosa’s enforcement of its Anti-Camping  
28 Ordinance and related ordinances, more broadly, has a disparate impact on people with

1 disabilities, as these ordinances criminalize the daily activities of homeless people, who  
2 are disproportionately people with disabilities.

3 188. Additionally, placement in large, crowded shelters like Sam Jones is, in many cases  
4 unsuitable for people with disabilities because of their disability-related impairments.

5 These people with disabilities are effectively excluded from the only shelter options the  
6 County is offering—even assuming there are sufficient available shelter beds for everyone  
7 at the Roseland Encampments.

8 189. Sweeping the encampment without first identifying and offering alternative shelter  
9 that meets the disability-related needs of people with disabilities does not serve any  
10 compelling governmental interest of the City, the County, or the CDC.

11 190. Accordingly, sweeping the encampment as planned will discriminate against  
12 people with disabilities in violation of Title II of the ADA.

13 191. Plaintiffs are entitled to injunctive and declaratory relief, attorneys' fees and costs.

14  
15 **SIXTH CAUSE OF ACTION**

16 **Failure to Provide Reasonable Modifications Under**  
17 **Title II of the Americans with Disabilities Act**

18 (42 U.S.C. § 12131 et seq.)

19 (against all Defendants)

20 192. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully  
21 set forth herein.

22 193. Defendants' duty to not to discriminate against people with disabilities under Title  
23 II of the ADA includes a duty to provide reasonable modifications in otherwise neutral  
24 policies or practices "when the modifications are necessary to avoid discrimination on the  
25 basis of disability, unless the public entity can demonstrate that making the modifications  
26 would fundamentally alter the nature of the service, program, or activity." 28 C.F.R. §  
27 35.130 (b)(7)(i).

28 194. After Defendants posted notice at the Roseland Encampments of their intent to  
evict encampment residents and seize their personal property, Plaintiffs asked Defendants

1 to postpone the planned sweep until everyone at the encampments had been assessed for  
2 placement and offered alternative shelter that met their disability related needs.

3 195. Placement in the Sam Jones shelter or other congregate emergency shelter settings  
4 is not viable for many of the encampments' residents for reasons related to disabilities.  
5 For example, Plaintiffs Nicholle Vannucci and Deborah Drake cannot stay in a shelter  
6 because staying in a crowded space will trigger the symptoms of their PTSD. Plaintiff  
7 Ellen Brown fears being separated from her partner, who helps her with activities of daily  
8 living. For such encampment residents, being moved into a place where they lack  
9 privacy, where they cannot control their surroundings, or where they may be separated  
10 from a partner or companion animal, would greatly exacerbate the symptoms of their  
11 disabilities.

12 196. Similarly, for many people with mental health disabilities who have been living at  
13 one of the Roseland Encampments—some of whom came to Roseland Village after  
14 having been displaced by sweeps elsewhere—being removed from the encampments  
15 without having anywhere else to go would likely make their symptoms much worse.

16 197. On March 26, 2018, through their counsel, Plaintiffs asked Defendants to provide  
17 reasonable modifications by postponing the sweep of the Roseland Encampments  
18 temporarily, until all residents with disabilities had been offered placements that met their  
19 disability-related needs.

20 198. However, Defendants did not postpone the sweep, denying Plaintiff's request.

21 199. A temporary delay of the scheduled sweep until there is somewhere realistic and  
22 appropriate for Roseland Village encampment residents to go would not impose a  
23 fundamental alteration in Defendants' programs.

24 200. By refusing to grant such reasonable modifications, Defendants have violated, and  
25 continue to violate Title II of the ADA.

26 201. Plaintiffs are entitled to injunctive and declaratory relief, attorneys' fees and costs.

27 ///

28 ///

**SEVENTH CAUSE OF ACTION**

Intentional Discrimination Against Persons with Disabilities Under Title II of the  
Americans with Disabilities Act  
(42 U.S.C. § 12131 et seq.)

202. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully set forth herein.

203. By forcing the Roseland Encampments' residents to vacate their encampments without offering alternative shelter that meets their disability-related needs, and by refusing to postpone the sweep of the Roseland Encampments as a reasonable modification, Defendants are intentionally discriminating against Plaintiffs on the basis of their disability.

204. Defendants know that the County's homeless population and the residents of the Roseland Encampments are disproportionately people with disabilities.

205. Defendants know that many residents of the Roseland Encampments cannot go to a homeless shelter for reasons related to a disability, but Defendants have not provided appropriate placement to these people with disabilities.

206. Nevertheless, Defendants posted a Notice to Vacate the Roseland Encampments by April 3, 2018, and have refused to postpone enforcement of that Notice.

207. In doing so, Defendants are administering their programs in a way that discriminates against people with disabilities, including Plaintiffs, on the basis of their disabilities.

**EIGHTH CAUSE OF ACTION**

Discrimination Against People with Disabilities in Federally Assisted Programs  
(29 U.S.C. § 794)  
(against all Defendants)

208. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully set forth herein.

209. Section 504 of the Rehabilitation Act of 1973 provides that "[n]o otherwise

1 qualified individual with a disability in the United States . . . shall, solely by reason of his  
2 or her disability, be excluded from the participation in, be denied the benefits of, or be  
3 subjected to discrimination under any program or activity receiving Federal financial  
4 assistance.”. 29 U.S.C. § 794.

5 210. For purposes of Section 504, a “program or activity” includes “a department,  
6 agency, special purpose district, or other instrumentality of a State or of a local  
7 government” that receives or administers federal funds. 29 U.S.C. § 794 (b)(1)(A).

8 211. On information and belief, Defendants Sonoma County, City of Santa Rosa, and  
9 Sonoma County Community Development Committee all receive and/or administer  
10 federal funds and, as such, are covered by Section 504.

11 212. Plaintiffs are qualified individuals with disabilities under Section 504.

12 213. Section 504 prohibits covered entities from administering their programs in a way  
13 that has a discriminatory effect, or disparate impact, on people with disabilities. See 24  
14 C.F.R. § 8.4 (b)(4).

15 214. Section 504 requires recipients of federal funds to provide people with disabilities  
16 with meaningful access to their programs. In order to ensure meaningful access,  
17 reasonable modifications may be required unless the recipient of federal funding can  
18 demonstrate that such modifications would result in a fundamental alteration in the nature  
19 of the program. 29 U.S.C. § 749; *Alexander v. Choate*, 469 U.S. 287, 301 (1985).

20 215. For the reasons described in paragraphs 179 to 207, Defendants’ sweep of the  
21 Roseland Encampments in the absence of appropriate alternative shelter for its residents  
22 will discriminate against people with disabilities in violation of Section 504.

23 216. Plaintiffs are entitled to injunctive and declaratory relief, attorneys’ fees and costs.

24  
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**NINTH CAUSE OF ACTION**

Disability Discrimination

[Gov. Code § 11135]

(against all Defendants)

217. Plaintiffs reallege and incorporate by reference all preceding paragraphs as if fully set forth herein.

218. California Government Code Section 11135 states in relevant part that:

No person in the State of California shall, on the basis of . . . mental disability, physical disability, [or] medical condition . . . be unlawfully denied full and equal access to the benefits of, or be unlawfully subjected to discrimination under, any program or activity that is conducted, operated, or administered by the state or by any state agency, is funded directly by the state, or receives any financial assistance from the state. Gov't Code § 11135 (a).

219. On information and belief, Defendants Sonoma County, City of Santa Rosa, and Sonoma County Community Development Committee are all recipients of state funding, and the programs and activities of Defendants described in this Complaint are administered with the use of state funds. As such, Defendants are subject to section 11135's prohibition against disability discrimination.

220. Section 11135 is intended to prohibit all forms of discrimination prohibited under Title II of the Americans with Disabilities Act and, where possible, to be more protective of people with disabilities. Subsection (b) states:

With respect to discrimination on the basis of disability, programs and activities subject to subdivision (a) shall meet the protections and prohibitions contained in Section 202 of the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12132), and the federal rules and regulations adopted in implementation thereof, except that if the laws of this state prescribe stronger protections and prohibitions, the programs and activities subject to subdivision (a) shall be subject to the stronger protections and prohibitions.

221. Accordingly, all violations of the Title II of the ADA and Section 504 by entities covered by section 11135 are also violations of section 11135.

222. One area in which section 11135 is more protective is the definition of disability,



1 which is more expansive under California law than under federal law. Mental or physical  
2 conditions need only “limit” a major life activity to be considered disabilities under  
3 California law, whereas a disability under ADA and Section 504 “substantially limits” one  
4 or more major life activities.

5 223. Plaintiffs are persons with disabilities under section 11135.

6 224. Accordingly, by administering their programs in a manner that both intentionally  
7 discriminates against people with disabilities and has a discriminatory effect on people  
8 with disabilities, and by failing to provide reasonable modifications, Defendants have  
9 violated, and continue to violate, section 11135.

10 225. Plaintiffs are entitled to injunctive and declaratory relief, attorneys fees and costs.

11  
12 **PRAYER FOR RELIEF**

13 WHEREFORE, Plaintiffs pray for relief against Defendants as follows:

14 1. For a temporary restraining order permanent restraining order, and  
15 preliminary injunction restraining Defendant City from enforcing the Notice to Vacate  
16 until such time as the Court determines that Defendants have provided sufficient and  
17 appropriate shelter placements to residents of the Roseland Encampments, including  
18 placements that meet the disability-related needs of Roseland Encampments residents with  
19 disabilities

20 2. For a temporary restraining order, preliminary and permanent injunction,  
21 enjoining and restraining Defendants City of Santa Rosa and CDC from seizing and  
22 disposing of individuals’ property in violation of their Fourth and Fourteenth amendment  
23 rights

24 3. For a temporary restraining order, a preliminary injunction, and a permanent  
25 injunction, enjoining and restraining Defendants City and CDC from citing or arresting  
26 individuals for violation of the City’s anti-camping ordinance.

27 2. For a permanent injunction enjoining and restraining Defendant City from  
28 citing or arrest individuals for violation of ordinance No. 11-22.030.

1           4.       For declaratory judgment that Defendant's policies, practices, and conduct  
2 as alleged herein violate Plaintiff's' rights under the United States Constitution.

3           5.       For costs of suit and reasonable attorney's fees as provided by law.

4           6.       For such other relief as the court deems just and proper.  
5  
6

7 Dated: March 29, 2018

8 CALIFORNIA RURAL LEGAL ASSISTANCE  
9 THE PUBLIC INTEREST LAW PROJECT  
10 LAW OFFICE OF ALICIA ROMAN

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12 By: /s/ Jeffery Hoffman  
13 JEFFERY HOFFMAN, Attorneys for Plaintiffs  
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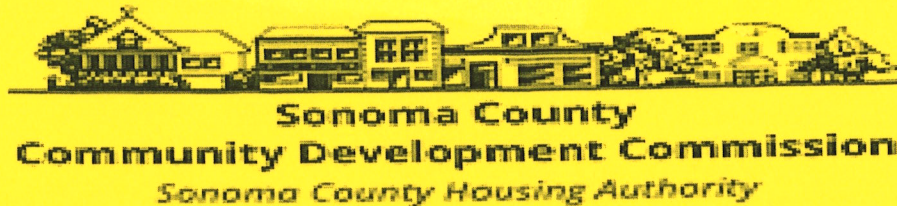
1 (Additional Counsel continued)

2 Cynthia L. Rice, SBN: 87630  
3 CALIFORNIA RURAL LEGAL ASSISTANCE, INC.  
4 1430 Franklin Street, Suite 103  
5 Oakland, CA 94612  
6 Telephone: (510) 267-0762; Fax: (510) 267-0763  
7 Email: crice@crla.org

8 Ilene J. Jacobs, SBN: 126812  
9 CALIFORNIA RURAL LEGAL ASSISTANCE, INC.  
10 511 D Street / P.O. Box 2600  
11 Marysville, CA 95901  
12 Telephone: (530) 742-7235; Fax: (530) 741-0854  
13 Email: ijacobs@crla.org  
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**Exhibit A**





# NOTICE TO VACATE ILLEGAL CAMPSITE/LODGING

POSTING DATE: February 21, 2018 VACATE DATE: April 3, 2018

LOCATION: Property between 779 and 665 Sebastopol Road, Santa Rosa 95407 (Roseland Village)

This Property has been slated for development of affordable housing and requires immediate site remediation. Development CANNOT proceed until the illegal campsite has been vacated to allow remediation to commence. The Community Development Commission, the Owner of the Property, hereby gives all occupants notice that they must immediately vacate the Property.

Any prior permission to occupy the Property, whether express, implied, or perceived, is expressly revoked and terminated by the Owner.

**WARNING:** If you do not vacate the Property by the date above, you may be subject to arrest and possible prosecution for any of the following violations, or for violation of any other applicable state or local law. This Property is within the meaning of Penal Codes 647(e) and 602(m) and SR City Ordinance 11-22.030.

- ☐ California Penal Code section 647 (e) – Unlawful lodging. Every person who commits any of the following acts is guilty of disorderly conduct, a misdemeanor: who lodges in any building, structure, vehicle, or place, whether public or private, without the permission of the owner or person entitled to possession or in control of it.
- ☐ California Penal Code section 602 – Trespass. Every person who willfully commits a trespass by the following act is guilty of a misdemeanor: (m) Entering and occupying real property or structures of any kind without the consent of the owner, the owner's agent, or the person in lawful possession.
- ☐ Santa Rosa City Code Section 11-22.030 – Camping on private property. It is unlawful for any person to camp on any private property without first obtaining the written permission of the owner.

**Other State and City Code Violations may include, but are not limited to:**

Unlawful storage of property, unlawful refuse disposal, unlawful failure to restrain animal, unlawful fire.

## INSTRUCTIONS:

1. All personal property and debris must be removed immediately or it will be removed by the Community Development Commission on or after April 3, 2018.
2. Any items that pose a risk to public health or safety will be disposed of promptly. All other personal property will be stored by the Community Development Commission for a period of 90 days. If your personal property has been removed by the Commission, you may contact the Commission at (707) 565-7500 for information on retrieval. Failure to claim and retrieve your property may cause it to be considered intentionally abandoned. Unclaimed property may be disposed of after 90 days per California Civil Code Sections 2080 – 2080.10.
3. For information about housing and other services, please visit the Housing Navigation Center at **883 Sebastopol Rd, Santa Rosa, CA 95407** (adjacent to the Roseland Village property), beginning on **February 23, 2018 until April 3, 2018, from 8:00 am – 4:00 pm, Monday – Friday.**