

## Homeless Services Strategy Salt Lake City, Utah

Salt Lake City's primary Homeless Services' goal is to help homeless individuals and families get off the street, especially in Pioneer Park and downtown, and eventually into permanent housing. In the short term, Salt Lake City will continue to provide collaborative services to the homeless population.

### OVERVIEW

On its face the definition of homelessness appears to be fairly straightforward but the social phenomena of homelessness presents an extremely dynamic situation and is often perceived by the outside community through the lens of myth and hearsay.

To better develop a shared understanding of the definition of homelessness, The Department of Housing and Urban Development (HUD), includes five categories of homelessness:

- the literally homeless,
- those with imminent risk of homelessness,
- unaccompanied youth or families with children who have persistently unstable housing,
- an individual or family who is fleeing or attempting to flee domestic violence, has no other residence and lacks the networks or resources to find subsequent housing, and finally,
- the chronically homeless.

Salt Lake City and County, the State of Utah, nonprofit organizations, the Downtown Alliance, Pioneer Park Coalition as well as the greater community recognize that homelessness in all these categories is impacting Salt Lake City in negative ways. However, and of great importance, is that the human reality of homelessness is unacceptable for the City's commitment to livability for all residents.

A number of critical reports define not only the issues facing the homeless but likely solutions to these issues including the Salt Lake City Housing Needs Assessment, the State of Utah 2013 Comprehensive Report on Homelessness. The following are essential facts that undergird this strategy paper:

- .55% of Utah's population is homeless
- 43% of our homeless live in family groups of parents and children
- Youth between the ages of 18 and 24 comprise 28% of our homeless population
- Domestic Violence touches 28% of our homeless population
- 3% of the homeless population in Utah is experiencing "chronic" homelessness
- 75% of our homeless population is white
- About 73% of all homeless persons experience mental illness, domestic violence or other barriers to stable housing

According to the 2014 Point in Time Count, Salt Lake County has 2,072 homeless individuals, 92 of whom are unsheltered. Annually, Salt Lake County will have 9,356 persons experience homelessness, 431 will be chronic.

To effectively address homelessness and its related issues affecting downtown Salt Lake City, the Mayor's Office determined that a comprehensive understanding of the Salt Lake City situation was essential. A Situation Assessment\* was completed in January 2014 that identified opportunities for collaboration and increased coordination among provider groups with particular focus on Salt Lake City's role.

Importantly, the Situation Assessment findings highlight:

- the complexity of the homelessness issues,
- the multiplicity of players,
- the potential for duplication of effort, confusion and
- overlooking or omitting stakeholders and solutions.

Further, it identifies six major issues of concern to Salt Lake City and its residents:

1. Livability and quality of downtown life
2. The face of the homeless population
3. Daytime facilities for homeless individuals
4. Connecting the homeless with services and coordination of services
5. Housing First
6. Opportunities for transformative redevelopment

*\*Situation Assessment: Homeless Issues in Downtown Salt Lake City Conducted by the Wallace Stegner Center for Land, Resources and the Environment, authored by Michele Straube and Jason Steiert, January 2014)*

The Assessment Team found that the non-uniform nature of the current homeless population must be taken into consideration and will be addressed as this strategy plan unfolds. Each sub-population of homeless individuals has unique needs, although there is also great overlap in the services and facilities that can benefit each group. These groups include:

- youth,
- families with children,
- women with children often domestic violence related,
- veterans,
- individuals homeless by choice and
- the chronic homeless.

Following the assessment, Salt Lake City hosted a solutions retreat in April 2014 concentrating specifically on services and impact upon the Pioneer Park neighborhood. The retreat developed detailed ways issues addressed in the assessment could be solved.

Based on the Situation Assessment, a Homeless Retreat and successful models in Los Angeles, San Diego, Denver, Portland, Seattle, Austin, Phoenix, Houston, Calgary and Columbus, Salt Lake City found that two cities stand out for their services and their comparability to Salt Lake: Columbus and Portland. The Columbus Coalition for the Homeless uses the collective impact model to coordinate all homeless services and funding. This same model is being spearheaded by Salt Lake County. Portland's Bud Clark Commons offers housing, shelter, day center and case management in one facility.

Much of the focus nationally as well as in Utah has been on ending homelessness, and we have seen successful efforts with veterans and chronic homeless. While housing is a primary focus for all sub-groups, Salt Lake City will focus on other important activities in order to adequately address homelessness for all subpopulations. Housing and Neighborhood Development recommends that the City focus on the following key initiatives.

1. Salt Lake City, Salt Lake County, The Road Home, the Pioneer Park Coalition, and service providers, will provide housing for the top 20 service users in order to diminish the resources directed toward these homeless individuals, and maximize efficient service delivery. This is an essential short term remedy.
2. Salt Lake City will develop new permanent supportive housing projects in partnership with State of Utah, Salt Lake County, private

- industry, service and housing providers. This is a longer term solution key to the City's strategies.
3. Salt Lake City will financially support the expansion of services in the Weigand Homeless Resource Center.
  4. Salt Lake City will conduct an evaluation of shelter services in Salt Lake City that includes zoning issues, environmental limitations, costs, partnerships, and viability of select services with high likelihood of success.
  5. The Salt Lake City Police Department opened a Metro Support Bureau adjacent to Pioneer Park, and will continue to work with the Prosecutors Office, District Attorney's Office, Justice Courts, Salt Lake County Jail on homelessness related issues.
  6. Enhance Pioneer Park neighborhood services and experiences for the homeless and non-homeless populations.

As the City implements these initiatives, each will include uniquely tailored solutions for subgroups listed above and will impress upon planners that the City is looking at four stages of homelessness, 1) preventing homelessness; 2) homelessness; 3) transcending homelessness; and 4) preventing recurrence of homelessness. This strategy paper acknowledges that the City, in collaboration with its partners listed in Appendix A, will focus on select areas where it can have the greatest short and long term impact on homelessness issues.

There has been success in meeting the goals of the 2004-2014 Chronic Homelessness Action Plan, defined by the Comprehensive Report on Homelessness 2013 as those that have been homeless for at least one year or those with a disabling condition who have experienced at least four episodes of homelessness within three years. These individuals are a small number but incur high expense as illustrated in the chart below, and are included in Goal One. This strategy paper also focuses on all homeless subgroups who are defined by the temporary and episodic categories.

Homeless Category*	% of overall homeless population	% of resource consumption
Temporary	80%	32%
Episodic	10%	18%
Chronic	10%	50%

\*Dept. of Housing and Urban Development 2014

In alignment with the Mayor's Livability Agenda, this strategy paper focuses on the implementation of livability initiatives including increasing employment opportunities and preservation of low income housing stock.

The City continues to focus on making our City “one of the greenest, most accessible, most inclusive and most economically viable municipalities in the country.”

Ultimately, Salt Lake City will be decreasing the presence of homeless individuals in our community by providing respectable housing and services that meet a myriad of needs. The City will continue to increase not only the number of people housed but also to improve the general appearance of 500 West, Rio Grande, and Pioneer Park as this plan unfolds. Success will be defined by a growing sense of neighborhood accompanied by safety, a healthy environment and lively, robust activity.

As a community united to end homelessness, we have a unique opportunity to rally our individual expertise, skills and financial resources. Salt Lake City and its partners can make a meaningful difference in many individual lives, while continuing to improve livability for all. Our mutual investment in this profoundly difficult situation makes Salt Lake the community we strive to be – compassionate, strategic and sustainable. The housing and prevention strategies in this paper highlight Salt Lake City’s commitment to squaring facing and solving the problem of homelessness.

## SALT LAKE CITY HOMELESSNESS GOALS AND STRATEGIES

Salt Lake City identified six primary goals with associated strategies to meet homelessness challenges. Below you will note that each goal is aligned with the homeless subgroups that will be impacted, the deadline for implementation, and the funding required in order to meet each goal.

The six primary goals are:

### GOAL ONE: House 20

Based on the successful Housing Veterans initiative in November 2013 and other initiatives used to jumpstart Housing First models across the United States, Salt Lake City will, in collaboration with Salt Lake County and the Road Home, create 20 short term housing units for the top 20 users of City, County, public safety and service provider homeless services.

### GOAL TWO: Housing First

Because Housing First is the most successful service model in helping people transcend homelessness, Salt Lake City will develop new permanent supportive housing projects in partnership with the State of Utah, Salt Lake County, service providers and the private sector. In collaboration with its partners, Salt Lake City will build 300 Permanent Supportive Housing units in Salt Lake City as part of the 5/5/25 Housing Initiative.

GOAL THREE: Enhance the capacity of homeless day services.

GOAL FOUR: Determine the best locations for homeless services from multiple perspectives – health and safety, business, livability, transportation, service provision, and how each is impacted by a select location.

GOAL FIVE: Improve public safety of the Pioneer Park neighborhood.

GOAL SIX: Enhance and animate Pioneer Park neighborhood for homeless and non-homeless individuals.

## **GOAL ONE: House 20**

Based on the successful Housing Veterans initiative in November 2013 and other initiatives used to jumpstart Housing First models across the United States, Salt Lake City will, in collaboration with Salt Lake County and the Road Home, create 20 short term housing units for the top 20 users of City, County, public safety and service provider homeless services.

Subgroups Benefitted: Chronic homeless and Homeless by Choice

Deadline: November 2014

Funding Required: \$250,000 annually from the private sector

Outcomes: Meets Assessment issues of Livability, Housing First and Transformative Redevelopment

Strategy 1: The Road Home will lead service providers in identifying 20 users through VI-SPDAT and weekly triage meetings.

Strategy 2:

Assess direct housing availability and identify specific housing locations, secure all administrative and financial commitments.

Strategy 3:

The Road Home will assess case management requirements and recommend appropriate staffing, and finally place 20 users in scattered site housing.

Primary Partners:

The Road Home – Lead Partner

Salt Lake City

Salt Lake County

Pioneer Park Coalition (A group of property developers and business owners interested in participating in homeless services to improve the overall neighborhood.)

## **GOAL TWO: Housing First**

Because Housing First is the most successful service model, Salt Lake City will assist in the development of new permanent supportive housing projects in partnership with the State of Utah, Salt Lake County, service providers and the private sector. In collaboration with its partners, Salt Lake City will build 300 Permanent Supportive Housing units in Salt Lake City as part of the 5/5/25 Housing Initiative.

Subgroups Benefitted: Families with children, women with children, veterans and chronic homeless

Partnerships & Funding Deadline: Summer 2015

Planning Deadline: Summer 2015

RFP/RFB for Construction Deadline: Summer 2015

Funding Required: \$8 - \$9.5million

Outcomes: Meets Assessment issues of Service Coordination and Housing First

Strategy 1:

Government agencies, businesses and nonprofit partners develop a funding strategy.

Strategy 2:

Engage service providers, private sector, Salt Lake County and the State to determine the agency which will manage the project.

Strategy 3:

Integrate County's Collective Impact model and create short and long term timelines for all related activities.

Strategy 4:

Write RFP and RFB's to send out by summer 2015.

Primary Partners:

Housing and Neighborhood Development – Lead

Salt Lake City

State of Utah

Salt Lake County

The Road Home

City Housing Authority

Pioneer Park Coalition



## **GOAL THREE: Enhance the Capacity of Homeless Day Services**

Subgroups Benefitted: Families with children, veterans, chronic homeless, homeless-by-choice, women with children

Deadline: October 2014

Funding Required: \$180,000+ annually

Outcomes: Meets Assessment issues of Livability, Daytime Facilities and Service Coordination

Strategy 1:

Expand Weigand Center hours ideally until 9PM and weekend hours year round and expand programming to determine its capacity.

Strategy 2:

Identify long term service needs and capacity needed in service center.

Strategy 3:

Determine if a new day center is needed based on capacity of Weigand Center and needs assessment.

Primary Partners:

Salt Lake City – Lead Partner

Salt Lake County

State of Utah

Catholic Community Services

Catholic Diocese

**GOAL FOUR: Determine the best locations for Homeless Services from multiple perspectives – health and safety, business, livability, transportation, service provision, and how each is impacted by a select location**

Subgroups Benefitted: Youth, families, women with children, veterans, chronic homeless, homeless-by-choice

Deadline: November 2015

Funding Required: \$TBD

Outcomes: Meets Assessment issues Livability and Transformative Redevelopment

Strategy 1:

Conduct a site analysis for shelter and other homeless services. Examine environmental limitations including physical location and availability of required acreage, zoning, transportation network, service capacity, possible impacts on surrounding community.

Strategy 2:

Work with SLC Planning Division and other City departments such as Economic Development, RDA and City Council, to assess possible changes to current zoning ordinances.

Strategy 3:

If new facility pursued, confirm location, construction funding plan, and operator.

Primary Partners:

Housing and Neighborhood Development – Lead

Salt Lake City Internal City Departments

Salt Lake City Council

The Road Home

## **GOAL FIVE: Improve public safety of the Pioneer Park neighborhood**

Subgroups Benefitted: Youth, families, women with children, veterans, chronic homeless, homeless-by-choice

Deadline: October 2015

Funding Required: \$TBD

Outcomes: Meets Assessment issue of Livability

Strategy 1: Distinguish between homeless and criminals in order to eliminate the criminal element from preying on homeless people.

Strategy 2:

Continue the Metro Support Bureau and have 24/7 presence in the neighborhood and employ community policing strategies in its operations.

Strategy 3:

Examine existing and pursue new camping ordinances. Examine panhandling laws and make recommendations for improvements.

Strategy 4:

Work with Justice Courts and County Jail to include them in joint efforts by Salt Lake City Police Department, Salt Lake City Prosecutors' Office and District Attorney.

Primary Partners:

Salt Lake City

Salt Lake City Police Department-Lead

District Attorney

City Attorney

Prosecutor's Office

Justice Court

County Jail system

## **GOAL SIX: Enhance and animate Pioneer Park Neighborhood for the Homeless and Non-Homeless**

Subgroups Benefitted: Youth, families, women with children, veterans, chronic homeless, homeless-by-choice

Deadline: March 2015

Funding Required: \$TBD

Outcomes: Meets Assessment issue of Livability

### Strategy 1:

Create community building activities based on recommendations in the Pioneer Park/Gateway Area Homeless Services Concept Paper such as work and wellness activities.

### Strategy 2:

Job training for individuals experiencing homelessness and increasing the capacity of Valley Services and Momentum Recycling as well as identifying other companies that can employ homeless individuals.

### Strategy 3:

Create a work-for-vouchers program.

### Strategy 4:

Create activities that are inclusive and invite everyone from the community to participate in order to promote positive interactions including a booth at the Downtown Farmers Market, selling vegetables or woodworking.

### Strategy 5:

Increase programming and volunteer opportunities at the Weigand Center that promote interaction between homeless and non-homeless.

### Primary Partners:

Salt Lake City

Downtown Alliance-Lead

Salt Lake City Arts Council

Salt Lake City Public Services

Downtown Community Council

## APPENDIX A: COMMUNITY PARTNERS

Salt Lake County  
State of Utah  
Crossroads Urban Center  
Volunteers of America  
Fourth Street Clinic  
Catholic Community Services  
The Road Home  
Salt Lake Community Action Program  
Veterans Administration  
Salt Lake City Housing Authority  
Salt Lake County Housing Authority  
Valley Mental Health  
YWCA  
Rescue Mission  
First Step House  
Family Promise  
Legacy Initiative  
LDS Church  
Diocese of Salt Lake City  
Religious Organizations  
Salt Lake City Public Library  
Salt Lake Valley Health Department  
Pamela Atkinson  
Salt Lake City School District  
Utah Housing Coalition  
Salt Lake Homeless Coordinating Council  
Homeless Individuals  
Downtown Community Council  
Pioneer Park Coalition  
Downtown Alliance  
Chamber of Commerce

## APPENDIX B: STRATEGY TIMELINE

### July 2014

#### GOAL FIVE/Strategy 1:

Distinguish between homeless and criminals in order to eliminate the criminal element from preying on homeless people.

#### GOAL FIVE/Strategy 2:

Continue the Metro Support Bureau and have 24/7 presence in the neighborhood and employ community policing strategies in its operations.

### August 2014

#### GOAL THREE/Strategy 1:

Expand Weigand Center hours ideally until 9PM and weekend hours year round and expand programming to determine its capacity.

#### GOAL THREE/Strategy 2:

Identify long term service needs and capacity needed in day community center.

#### GOAL SIX/Strategy 5:

Increase programming and volunteer opportunities at the Weigand Center that promote interaction between homeless and non-homeless.

### September 2014

#### GOAL ONE/Strategy 1:

The Road Home will lead service providers in identifying 20 users through VI-SPDAT and weekly triage meetings for House 20 program.

### October 2014

#### GOAL TWO/Strategy 3:

Integrate County's Collective Impact model into the permanent supportive housing project and create short and long term timelines for all related activities.

#### GOAL THREE/Strategy 3:

Determine if a new day center is needed based on capacity of Weigand Center and needs assessment.

#### GOAL FIVE/Strategy 4:

Work with Justice Courts and County Jail to include them in joint efforts by Salt Lake City Police Department, Salt Lake City Prosecutors' Office and District Attorney.

November 2014

GOAL ONE/Strategy 2:

Assess direct housing availability and identify specific housing locations, secure all administrative and financial commitments for House 20 program.

GOAL FOUR/Strategy 1:

Conduct a site analysis for shelter and other homeless services. Examine environmental limitations including physical location and availability of required acreage, zoning, transportation network, service capacity, possible impacts on surrounding community.

December 2014

GOAL ONE/Strategy 3:

The Road Home will assess case management requirements and recommend appropriate staffing, and finally place 20 users in scattered site housing for House 20 program.

GOAL FOUR/Strategy 2:

Work with SLC Planning Division and other City departments such as Economic Development, RDA and City Council, to assess possible changes to current zoning ordinances.

February 2015

GOAL SIX/Strategy 2:

Job training for individuals experiencing homelessness and increasing the capacity of Valley Services and Momentum Recycling as well as identifying other companies that can employ homeless individuals.

GOAL SIX/Strategy 3:

Create a work-for-vouchers program.

April 2015

GOAL TWO/Strategy 1:

Government agencies, businesses and nonprofit partners develop a funding strategy for permanent supportive housing.

GOAL TWO/Strategy 2:

Engage service providers, private sector, Salt Lake County and the State to determine the agency which will manage the permanent supportive housing project.

GOAL FOUR/Strategy 3:

If new facility pursued, confirm location, construction funding plan, and operator.

May 2015

GOAL TWO/Strategy 4:

Write request for proposals and bid documents for permanent supportive housing project.

GOAL SIX/Strategy 1:

Create community building activities based on recommendations in the Pioneer Park/Gateway Area Homeless Services Concept Paper such as work and wellness activities.

GOAL SIX/Strategy 4:

Create activities that are inclusive and invite everyone from the community to participate in order to promote positive interactions including a booth at the Downtown Farmers Market, selling vegetables or woodworking

July 2015

GOAL FIVE/Strategy 3:

Examine existing and pursue new camping ordinances. Examine panhandling laws and make recommendations for improvements.