

**HOMELESS SERVICES EVALUATION COMMISSION  
BRIEFING MATERIALS  
JANUARY 15, 2015**

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## **Homeless Service Providers in Salt Lake City**

### **Catholic Community Services:**

Catholic Community Services manages three important homeless services: **The Weigand Center**, which is a day center that provides classes, laundry, showers, necessities, and a safe place to stay during the day, **Saint Vincent de Paul's Dining Hall**, which provides prepared meals, and **Saint Mary's Center for Recovery** which is a residential treatment facility for those with substance abuse issues.

### **The Road Home:**

The Road Home manages the **Downtown Emergency Shelter**, which is the largest emergency shelter in the state. The Road Home also operates the **Community Winter Shelter** in Midvale, which is only open during winter months and only serves families with children. Lastly, The Road Home runs **Palmer Court** and the **Wendell Apartments**, which are permanent supportive housing units, and provides **scattered site housing vouchers**.

### **Volunteers of America, Utah:**

VOA's **Street Engagement Team (SET)**, **Library Engagement Team (LET)**, and **Homeless Outreach Team (HOT)** provide outreach to homeless individuals around Pioneer Park, the city's libraries, and throughout the Salt Lake Valley respectively. The engagement teams establish trust and help provide referrals for individuals to other services. There is also the **Assertive Community Treatment Team (ACT)** which provides mobile psychiatric treatment services.

VOA operates the **Homeless Youth Resource Center**, which is a drop-in day center for homeless youth (24 and younger). VOA also operates a **Detoxification Center**, the **Young Men's Transition Home**, and **Young Women's Transition Home** for homeless youth as well.

### **The Rescue Mission of Salt Lake:**

The Rescue Mission operates a men's shelter, provides prepared meals, showers, laundry, and other necessities.

### **The Fourth Street Clinic:**

The clinic provides basic and emergency medical and dental care. They also operate a **Mobile Health Clinic**. Fourth Street Clinic coordinates services with other providers and participates in central homeless services planning.

### **Salt Lake City Police Department:**

The Salt Lake City Police Department provides assistance from the **Metro Support Bureau**, located across the street from the downtown emergency shelter. The **Homeless Service Outreach Team (HOST)** is comprised of three full-time police officers who provide outreach, transportation, and referrals to services.

### **Housing Authorities:**

The **Housing Authority of Salt Lake City**, **Housing Authority of Salt Lake County**, and **West Valley City Housing Authority** all help to administer various federal housing programs. These include **Section 8 Housing Vouchers** and **Veteran Affairs Supportive Housing (VASH)**.

**Utah Department of Workforce Services:**

The Utah Department of Workforce Services (DWS) offers various services aimed at helping individuals find employment. These include job training, resume and interview help, and case management. In addition, they administer various assistance programs including SNAP (Supplemental Nutritional Assistance Program), unemployment insurance, and temporary financial support.

**Valley Behavioral Health:**

Valley Behavioral Health provides a variety of mental health services including residential and outpatient mental health and substance abuse recovery services and a 24 hour crisis line. They operate **Safe Haven** which is transitional housing for individuals suffering from mental health issues. Included in Safe Haven is a day center for residents called Valley Storefront.

**Veterans Affairs:**

The U.S. Department of Veteran Affairs is a key player in homeless services. Beyond the medical center, Salt Lake's local VA office partners in homeless veteran housing and outreach. The VA was critical to the success of ending chronic homelessness among veterans in 2014 and ending all veteran homelessness by the end of 2015.

**Downtown Alliance:**

The Downtown Alliance provides unique support to homeless services. Beyond advocating for business interests, the Downtown Alliance is a partner in the City's HOST program and organizes classes at the Weigand Day Center.

**The Church of Jesus Christ of Latter-Day Saints:**

While the Church of Jesus Christ of Latter-Day Saints is not a direct service provider, it partners in providing goods and money to many homeless service programs in Salt Lake.

**Others:**

Other organizations dedicated to housing issues include: **AAA Fair Credit Foundation, Community Development Corporation of Utah, Neighborworks Salt Lake, Salt Lake CAP, Utah Housing Coalition, Utah Housing Corporation, and Utah Non-Profit Housing Corporation.**

There are also many other organizations which provide a variety of services, these include: **Crossroads Urban Center, Cathedral of the Madeleine – Good Samaritan Program, The Legacy Initiative, The Salvation Army, Utah Food Bank, the YWCA, Utah Department of Veterans and Military Affairs, and Others.**

## **Homeless Services Financing**

### **Continuum of Care (CoC):**

Continuum of Care funding is the largest source of funding for homeless services in Salt Lake and Tooele Counties (which operate as a single CoC unit) and is provided by the Department of Housing and Urban Development (HUD). Last year, \$5 Million in homeless services funding came from the CoC Program.

The CoC Program is designed to promote communitywide commitment to ending homelessness by requiring each community to submit a joint application and grading the community as a whole for future funding. CoC funding is primarily used for housing programs but also supports supportive programs to a lesser degree.

### **Emergency Solutions Grant (ESG):**

This is a federal program that is a traditional funder of homeless services. It provides money in two areas: emergency shelter and outreach, and prevention and rapid re-housing. In the Salt Lake area, the State of Utah, Salt Lake County and Salt Lake City distribute ESG funding. The three governments informally coordinate funding as most providers receive ESG funding from two or more of the agencies.

### **Community Development Block Grant (CDBG):**

The Community Development Block Grant (CDBG) program is a powerful tool that empowers people to create viable urban communities through a comprehensive and flexible source of federal funds. Started in 1974, the CDBG program was established as a "bricks and mortar" grant to help cities improve housing, public facilities and infrastructure for low- and moderate-income persons. Homeless services support is eligible under the Public Services section of CDBG. A maximum of 15% of each agency's allocation is eligible for Public Services.

### **HOME:**

The HOME Investment Partnerships Program is the largest federal block grant designed to create affordable housing for low-income households. Signed into law in 1990, the purpose of HOME is to expand the supply of decent, safe, sanitary and affordable housing, with primary attention to rental housing, for very low and low income Americans. In Salt Lake City, HOME funds are administered and monitored through the City's Housing and Neighborhood Development Division. Applications are accepted only one time per year and typically fund affordable housing through acquisition, new construction, rehabilitation, and financial assistance to both homebuyers (loans and down payment grants) and renters (tenant-based rental assistance). Funding has steadily declined over the past five years with just over \$1 million dollars funded in the most recent program year.

### **Section 8:**

The Section 8 Housing Choice Voucher Program is tenant based rental assistance. This means that the rental assistance belongs to the person who receives it and is not tied to a specific housing unit. In order to qualify for Section 8 one must be a low income family, disabled, or an elderly person. The funding for Section 8 Vouchers comes from the Department of Housing and Urban Development (HUD). The program is administered locally by Public Housing Authorities (PHAs) across the country. In Salt Lake County, this includes the Housing Authority of Salt Lake City (HASLC), the Housing Authority of the County of Salt Lake (HACSL) and the West Valley City Housing Authority.



Once someone receives a Section 8 voucher, they will be required to pay rent of approximately 30% of their monthly income. The Housing Authority will then pay a portion of the rent directly to the landlord. The housing unit can be a home, a duplex, or an apartment, but the unit must be able to pass a Housing Quality Standards Inspection. Currently, the waiting list for Section 8 vouchers is 5 years.

**State of Utah:**

The State of Utah funds roughly \$2.5 Million in homeless funding in the Salt Lake area each year. Most of this money is for housing, supportive services and case management. The funding comes from its federal allocations in ESG, TANF (Temporary Assistance for Needy Families), CSBG (Community Services Block Grants) and FEMA. The State also grants homeless service funding from its Pamela Atkinson Homeless Trust Fund and Critical Needs Housing programs. Beyond the direct homeless services funding, the State provides behavioral health funding through PATH and CABHI grants.

The State of Utah also manages the area's Homeless Management Information System (HMIS). HMIS is a computerized data collection application that facilitates the collection of information on homeless individuals and families using residential or other homeless assistance service agencies, and stores that data in a centralized database for analysis. Because HMIS has the capacity to integrate data from all homeless service providers in the community and to capture basic descriptive information on every person served, it meets HUD's objectives and is a valuable resource for communities. At the national level, HMIS data can then be aggregated to provide the information necessary to establish effective national policies to address homelessness.

**Salt Lake County:**

Salt Lake County funds \$3 Million annually in CDBG, HOME, ESG, SSBG (Social Services Block Grant) and General Funds to homeless services. Most of that funding comes into Salt Lake City since most homeless services are found in the City. Beyond the \$3 Million, Salt Lake County, like the State of Utah funds behavioral health services. Salt Lake County is currently leading a new central planning effort called the collective impact model, detailed later in this document.

**Salt Lake City:**

Salt Lake City provides \$1 Million in funding annually for homeless services. Most of this funding comes from the City's allocations of ESG, CDBG and HOME programs. The City also contributes Housing Trust Fund and General Fund dollars for homeless services. Several city departments (Public Services, Parks, Police, Fire, Prosecutors' Office and Housing and Neighborhood Development) provide day-to-day support to homeless services.

**Olene Walker Housing Loan Fund:**

The Olene Walker Housing Loan Fund (OWHLF) supports quality affordable housing options that meet the needs of Utah's individuals and families. It is administered by the Utah Department of Workforce Services' Housing and Community Services Program. The OWHLF is used to develop housing that is affordable for very low-income, low-income and moderate-income persons as defined by HUD.

**Salt Lake City Housing Trust Fund:**

The Salt Lake City Housing Trust Fund was created by the Mayor and City Council in 2000 to provide financial assistance to support the development and preservation of affordable and special needs housing in Salt Lake City. Eligible activities include acquisition, new construction, and rehabilitation of both multi-family rental properties and single family homeownership.

Additional assistance relating to housing for eligible households also may include project or tenant based rental assistance, down payment assistance and technical assistance. Applications for funding can be accepted year round and are approved through a citizen's advisory board, the Mayor and the City Council.

**Low Income Housing Tax Credit (LIHTC):**

The Low Income Housing Tax Credit (LIHTC) Program was enacted by the U.S. Congress in 1986 to provide the private market with an incentive to invest in affordable rental housing.

Federal housing tax credits are awarded to developers of qualified projects. Developers then sell these credits to investors to raise capital for their projects, which reduces the debt that the developer would otherwise have to borrow. Because the debt is lower, a tax credit property can in turn offer lower, more affordable rents. Provided the property maintains compliance with the program requirements, investors receive a dollar-for-dollar credit against their Federal tax liability each year over a period of 10 years. The amount of the annual credit is based on the amount invested in the affordable housing.

Low Income Housing Tax Credits are responsible for approximately 90% of all affordable rental housing created in the United States.

**Private Financing:**

Government financing is just a piece of financing for homeless services. Many private foundations, religious organizations, corporations and individuals participate. One organization to note is the Pamela F. Atkinson Foundation. Organized by long time homeless advocate, Pamela Atkinson, it donates money specifically to outreach efforts to connect people with services. Money for the Foundation comes from HOST meters throughout Downtown.

## **Homeless Subpopulations**

There are multiple subpopulations of homeless individuals in Salt Lake. These include: Homeless Youth (ages 18-24), Persons in Families, Unaccompanied Adults, Unaccompanied Children, Homeless Veterans, and Chronically Homeless Individuals. A chronically homeless individual is defined by HUD as a person with a disabling condition that has been continuously homeless for a year or more or has had four episodes of homelessness in the past three years.

In Fiscal Year 2012-2013, the total number of homeless individuals served in the State of Utah was 7,180. 5,110 of those individuals were in Salt Lake County (counts are not done at the city level). During the same period, the total number of persons in families served in the state was 3,525, with 2,583 of those being in Salt Lake County.

If an individual is staying in either emergency shelter, transitional housing, or permanent supportive housing, they are considered sheltered. If they are not staying at any of these locations, they are considered unsheltered. The 2014 Point In Time Count showed the shelter rate of these subpopulations:

- Persons in a Household with at least One Adult and One Child: 818 Sheltered, 5 Unsheltered
- Persons in a Household with No Children: 1330 Sheltered, 105 Unsheltered
- Households with Only Children: 2 Sheltered, 0 Unsheltered
- Veterans Households: Veteran Homelessness is at an Effective Rate of 0%<sup>1</sup>

Subpopulations can also be looked at by racial/ethnic groups:<sup>2</sup>

- Non Hispanic/Non Latino: 1,719 Sheltered, 98 Unsheltered: 5.70% unsheltered
- Hispanic/Latino: 534 Sheltered, 27 Unsheltered: 5.06% Unsheltered
- White: 1,786 Sheltered, 114 Unsheltered: 6.0% Unsheltered
- Black or African-American: 215 Sheltered, 2 Unsheltered: 0.92% Unsheltered
- Asian: 32 Sheltered, 2 Unsheltered: 5.88% Unsheltered
- American Indian or Alaska Native: 125 Sheltered, 9 Unsheltered: 6.71% Unsheltered
- Native Hawaiian or Other Pacific Islander: 29 Sheltered, 0 Unsheltered: 0% unsheltered
- Multiple Races: 66 Sheltered, 0 Unsheltered: 0% unsheltered

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<sup>1</sup> Effective Rate of 0% means that the service delivery system exists to address the homelessness of every veteran, and homelessness is as temporary as possible

<sup>2</sup> The following statistics do not include those that are in Permanent Supportive Housing, just Emergency Shelters and Transitional Housing

### **Available Housing and Beds**

These numbers are from the 2013 Annual Homeless Assessment Report. The data excludes non-Continuum of Care housing (domestic violence providers, rescue missions and others) because non-Continuum of Care providers do not participate in HMIS.

The information is separated by the three main types of housing, emergency shelter, transitional housing, and permanent supportive housing. The numbers are categorized by beds for persons in families and for individuals separately. These numbers also include 58 permanent supportive housing and 20 transitional housing beds in Tooele County.

#### **Emergency Shelter:**

Total Beds for Persons in Families: 312

Total Beds for Individuals: 753

#### **Transitional Housing:**

Total Beds for Persons in Families: 302

Total Beds for Individuals: 273

#### **Permanent Supportive Housing:**

Total Beds for Persons in Families: 661

Total Beds for Individuals: 739

## **Homeless Services Initiatives**

### **2004 State of Utah 10 Year Plan To End Chronic Homelessness:**

In 2004, the Long Range Planning Committee of Salt Lake County (LRPC) was asked by the State of Utah to create a unified strategy to reduce the use of shelters and provide permanent housing with supportive services for the chronically homeless. The LRPC was also asked to recommend the best options for Salt Lake County to prevent homelessness and resolve this community problem. The State of Utah's Plan to End Chronic Homelessness is the result of that work.

The State of Utah's Plan to End Chronic Homelessness has four main strategies:

- **Prevention:** Educating those who are at risk of becoming homeless about existing programs and services to provide stability and prevent homelessness. Coordination of services across organizations to provide a more complete plan of assistance for the potentially homeless.
- **Access to Mainstream Services:** Facilitating the enrollment of the homeless in mainstream services can help shorten their homeless situation. Identification of those using the services across programs can aid in coordinating service delivery.
- **Housing:** Providing suitable housing surrounded by appropriate services will help meet the basic human need of shelter.
- **Infrastructure:** Developing systems for accountability and measuring outcomes is critical to garnering continuing sustained support for the plan.

Generally speaking, the plan has been successful. Chronic homelessness in Utah has declined 74% since enacting the plan in 2005.

### **Salt Lake County's Collective Impact Model:**

The Salt Lake Homeless Coordinating Council has decided to use a collective impact model to coordinate and better provide homeless services. Salt Lake County is taking the lead in implementing this new model which has been proven to be more effective in creating long-term, positive solutions to complex social issues.

The underlying assumption behind the collective impact model is that complex social issues cannot be solved by simply improving one specific aspect of the problem. It requires a comprehensive effort that focuses on the problem holistically. Therefore, in order to make long-term change, it is important to improve cross-section coordination between local, state, and federal governments, nonprofit and community organizations, faith organizations, and the business community. There are five necessary conditions for the collective impact model:

- Common Agenda
- Shared Measurement
- Mutually Reinforcing Activities
- Continuous Communication
- Backbone Support

If these conditions are met, then a collective impact model will have a much greater chance of creating positive, long-term solutions to complex social issues such as homelessness.

Salt Lake County is in the process of developing community goals and putting together a leadership committee. The Homeless Services Evaluation Commission will look specifically at day-to-day services, while the collective impact model will look at overall services and direction.

**5000 Doors: A Salt Lake City Housing Initiative:**

5000 Doors is a qualitative and quantitative approach to implementing the Comprehensive Housing Policy and Citywide Housing Plan. The outcomes and outputs from this initiative will result in a city that has embraced the guiding principles of community supportive housing, healthy homes and sustainable neighborhoods.

The objective of this initiative is to create or preserve 5,000 affordable homes in five years with an investment of \$25 Million from Salt Lake City and its financing partners. This housing initiative represents an investment of over \$370,000,000 into Salt Lake City's housing market.

There are 5 primary outcomes for 5000 Doors:

- Address the city's housing shortage for those most in need
- Address housing needs for Salt Lake City's changing demographics
- Address neighborhood specific needs, such as ECAPs and RCAPs (ethnic/racial concentrated areas of poverty)
- Preserve the city's existing housing stock
- Strengthen the city's relationships with our housing partners, financial institutions, and foundations

The Housing Targets for achieving 5,000 units are divided into three categories of housing opportunities: the **New Development** of affordable housing options; the **Preservation** of the existing housing stock; and **Housing Assistance** for both renters and new homebuyers. A breakdown of the housing targets by Program Type and Area Median Income (AMI) is as follows:

5000 Doors - Housing Targets					
TYPE	AMI				TOTAL UNITS
	0-25%	26-40%	41-60%	61%-80%	
NEW DEVELOPMENT					
Multi-family Rental Units	-	675	725	200	1600
Permanent Supportive Housing	300	-	-	-	300
Home Ownership	-	-	50	200	250
TOTAL: New Development	300	675	775	400	2150
PRESERVATION					
Multifamily Acquisition & Rehab Loans	-	275	225	-	500
Single Family Rehab Loans	-	-	150	600	750
Emergency Home Repair / Accessibility Grants	300	200	200	-	700
TOTAL: Preservation	300	475	575	600	1950
HOUSING ASSISTANCE					
Low-Interest Loans to Homebuyers	-	-	-	100	100
Down Payment Assistance Grants	-	-	-	50	50
Project/Tenant-Based Rental Assistance	575	175	-	-	750
TOTAL: Housing Assistance	575	175	0	150	900
TOTAL AFFORDABLE UNITS:	1175	1325	1350	1150	5000

### **National Collaborations**

The 100,000 Homes Campaign vowed to find homes for 100,000 chronic and medically vulnerable homeless in three years, or by July 2014. Salt Lake, along with 174 other communities across the nation, participated in this campaign. The effort was led by Community Solutions. The campaign achieved the goal by having training boot camps and required community collaboration. The Salt Lake homeless services community used 100,000 campaign to achieve its statewide and community goals.

Following the success of 100,000 Homes, a new goal was set, zero chronic and veteran homelessness by the end of 2016. The Salt Lake services community has again signed on to this new effort, titled Zero:2016. Our community, as others across the country, has committed to end chronic homelessness by 2016.

As part of these two efforts, special goals were made to eliminate veteran homelessness. As part of the 100,000 Homes Campaign, Salt Lake City worked with the City of Phoenix in a Race to Zero, to end chronic homelessness among veterans in Fall 2013. Within 45 days, 92 chronically homeless veterans found housing in Salt Lake. Locally, this was a collaborative effort between The Road Home, Salt Lake City Housing Authority, Veterans' Administration, Volunteers of America, Utah and Salt Lake City. This successful effort became the basis of a national effort called the Mayors' Challenge. Like Salt Lake City and Phoenix, cities challenge one another to end veteran homelessness first.

A new local initiative as part of Zero: 2016 is OHV:2015. Since Salt Lake was successful in housing all chronically homeless veterans in 2014, the services community has targeted housing all veterans by September 2015. The Road Home leads this effort and Salt Lake City is a participant.

## **Recent Salt Lake City Homeless Services Work**

### **Long Term Situation Assessment:**

In the fall of 2013, the City commissioned a long term situation assessment on homeless issues from Michele Straube of the Wallace Stegner Center for Land, Resources and the Environment at the University of Utah's S.J. Quinney College of Law. The assessment looked at public perceptions and existing efforts in providing homeless services. It also identified opportunities for collaboration and increased coordination with a focus on how the City can participate better in the effort.

The City commissioned the assessment because of issues in the Pioneer Park/Depot District area over the summer of 2013. There was a general consensus that the situation had deteriorated since late spring, but there was no consensus on why it happened.

For the assessment, Ms. Straube and her team conducted 60 interviews, speaking with 100 individuals between October and December 2013. Persons and groups interviewed have interest in the Pioneer Park neighborhood. She and her team spoke with government officials, law enforcement, businesses, residents, developers, service providers, members of the homeless community, and other groups (like the Downtown Alliance). To supplement the interviews, her team also looked at local crime statistics and the work of other cities: Calgary, Phoenix and Houston.

The assessment is broken into two areas: the first section addresses the current situation of homeless services in the City and the state of the Pioneer Park neighborhood. The second section gives recommendations of how the community can move forward to provide better homeless services and improve the livability of the area.

The assessment grouped the major concerns into six topic areas, such as livability and quality of downtown life; the face of the homeless population; and housing. The comment most heard from all groups was the decreasing livability and quality of life downtown. It has gone beyond a perceived threat and is having a real impact on daily lives. Businesses are losing customers, residents are no longer using Pioneer Park, developers cannot get money for projects. People are concerned about the mass of people in the area night and day: in the park, on Rio Grande, 200 South and 500 West. There is increased drug use, crime and panhandling. The police are making more arrests but that has not solved the issue. Unfortunately, illegal activities are happening out in the open. Cleanliness is also an issue but it has partly been helped with the Clean Teams.

Despite the issues found, the assessment has identified opportunities for transformative redevelopment. Although many acknowledge the community's responsibility to provide for the homeless population, there is not a general consensus on how to resolve the issues. However, people want to participate in the solution. Both the Pioneer Park Coalition and a collection of service providers are developing creative ideas to help the situation in parallel with the City's work.

A key part of moving forward is to remember that not every homeless individual is alike and because of that, there is no one size fits all solution. There are groups of chronic individuals, veterans, families, women with children, youth and homeless-by-choice in the greater community. Each of these groups has different needs and each stage of homelessness must also be considered.



The four stages of homelessness are prevention (keeping people from dropping into homelessness with jobs and affordable housing), homelessness (helping with daily needs- lockers, showers, etc.), transcending homelessness (finding housing, employment), preventing recurrence (offering supportive services to housing). If the four stages are not considered for each group, efforts will eventually be unsuccessful.

### **Solutions Retreat**

As recommended in the Situation Assessment, the first action to improve was to convene a two day summit with the other service funders (County, State, Chamber, LDS church, Pamela Atkinson, other religious groups) and the service providers (The Road Home, 4<sup>th</sup> Street Clinic, Volunteers of America Utah, Catholic Community Services, Crossroads Urban Center, etc.) to determine gaps and duplications in service for each subpopulation and stage. The summit also gave the group a central framework of what the community wants to achieve and makes sure everyone is working towards the same goal.

The summit, held April 1 and 2, 2014, identified specific issues affecting the Pioneer Park neighborhood. Those issues were grouped into the areas of concern from the assessment. From there the group identified specific remedies to meet those issues.

### **Design Workshop**

In June, 2014, Salt Lake City commissioned Social Agency Lab (a group that solves social issues through urban design) to conduct interviews and a design analysis with homeless individuals to determine their needed features in a day community center. Improved day services were a frequent topic in the assessment and retreat. It was felt improved day community facilities will have immediate benefit for homeless individuals and the surrounding neighborhood as it will offer homeless individuals a better place to be while they wait for housing and other services. It will also separate individuals needing services from the criminal element.

Social Agency Lab developed four strategies from the design workshop:

- Decouple drug trade from homelessness
- Build on strong foundation of services
- Create options for work and wellness activities
- Provide opportunities for neighborhood interconnection

For each strategy, Social Agency Lab came up with specific projects and policies Salt Lake City and its partners should enact. Those projects and policies were folded into the 6 Point Strategy.

### **Homeless Services 6-Point Strategy**

Through intense research, collaboration, and community and agency outreach, Salt Lake City developed the Homeless Services 6-Point Strategy to address the complexity of issues in the Pioneer Park neighborhood. The 6-Point Strategy is a framework of actions that must be implemented in order to tackle the issues effecting Salt Lake City and its residents.

The 6-Point Strategy includes six goals in the areas of housing, services for homeless individuals, public safety and community activities. It also outlines specific outcomes, funding needs, and identifies partners who will be critical to success. If the City meets these goals, not only will services improve, but also the livability of the Pioneer Park neighborhood. Specifically, the goals are:

1. *Housing:* 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. *Housing:* Salt Lake City will develop **300 new housing units for homeless individuals and families** 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. *Services:* Salt Lake City will evaluate the **expansion of services in the Weigand Homeless Resource Center**.
4. *Services:* 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. *Public Safety:* The Salt Lake City Police Department opened a **Metro Support Bureau** adjacent to Pioneer Park, and will work with the Prosecutors Office, District Attorney's Office, Justice Courts, and Salt Lake County Jail to improve safety in the neighborhood.
6. *Community Activities:* Enhance **Pioneer Park neighborhood services** and experiences for the homeless and non-homeless populations.

Salt Lake City cannot meet these goals alone. Salt Lake City will continue to work with homeless service providers, Salt Lake County, State of Utah, Downtown Alliance, Pioneer Park Coalition and other community members to improve the lives of homeless individuals and the greater community.

# **Utah's Plan to End Chronic Homelessness And Reduce Overall Homelessness by 2014**

May 2008

A report by Utah's Homeless Coordinating Committee

## INTRODUCTION

It's hard to imagine an America where everyone has access to safe, affordable housing. Street homelessness has persisted for so long that it has practically become an accepted feature of city life, but it shouldn't be. Homelessness persists because society's responses haven't tackled the causes, not because the problem is insurmountable. Growing pressure on shelters and other emergency services proves the system has been unable to answer the challenge of significantly reducing, let alone ending, homelessness. The stubbornness of the problem has fueled stereotypes of an underclass who, it's said, "want to live on the streets," are "too lazy to work" or are "beyond hope."

Fortunately, there is hope. A philosophical shift is spreading across the country as states recognize the limits of the short-term shelter model and move from the present strategy of managing homelessness to ending it. It entails a strategic shift to a **Housing First** model, an approach that centers on housing homeless people quickly with access to services as needed. Housing First focuses on helping individuals and families quickly access and sustain *permanent* housing. It emphasizes that social services are most effective when people are secure in their own homes. It's a significant departure from the old way of doing business, which has been to offer housing as a reward to those deserving few who first manage to graduate from the shelter system, kick drugs and alcohol and find steady jobs.

Utah began focusing on this new strategy in 2004 by laying out an innovative **centrally led and locally developed** approach. Lt. Governor Olene Walker (later governor) convened a select group of key public, private and nonprofit leaders to develop a blueprint for ending chronic homelessness and reducing overall homelessness in Utah by 2014 – a goal embraced by 49 states, more than 300 local jurisdictions and endorsed by the Bush administration. The Utah Homeless Coordinating Committee's blueprint applies four key strategies:

- **Affordable Housing:** Create additional low-income permanent "Housing First" units for the chronically homeless and affordable units for all homeless persons and families.
- **Prevention and Discharge Planning:** Prevent homelessness through effective discharge planning from shelters, jails, prisons, hospitals, mental health and substance treatment programs, juvenile justice and foster care. In addition, providing support to those about to become homeless through rental assistance.
- **Supportive Services:** Provide streamlined access to mainstream resources and supports, including case management, mental health and substance abuse treatment, employment and training opportunities and other services to stabilize their lives.
- **Homeless Management Information:** Implement a statewide homeless database and reporting system for charting outcomes and driving success.

The State's Homeless Coordinating Committee recognized these strategies must be centrally led but locally developed and implemented. Base on this assumption, 12 Local Homeless Coordinating Committees were organized across the state with the responsible for formulating a local action plan tailored to their unique demographics and social needs. These committees are chaired by an elected official where they become educated about local social needs and make that information a part of the local political discussion. These committees have launched locally grown experiments and pilot projects using housing with supportive services that are already paying dividends.

Statewide, more than **100** men, women and children have already moved out of shelters or off the streets into permanent housing, blanketed with services such as job counseling and treatment for addictions and mental illness. By the end of 2008, more than **500** will have permanent housing, approximately a quarter of the state's long-term homeless population.

But the work has just begun. Ending chronic homelessness by 2014 will require an additional 2,000 housing units based on annual counts of Utah's chronically homeless. These individuals will also need intensive case management and supports to maintain their new life. In addition, Utah's **12,000** temporarily homeless citizens will require continued and improved access to emergency shelter and transitional housing. It's an ambitious goal and is within the reach of a committed and caring community. As this is accomplished, it will raise the quality of life for all Utahns through service opportunities and stable lives.

## THE CHALLENGE

### Homeless in America

On any given night, is estimated **750,000** people will be homeless in America. It is estimated as many as **3.5 million, or about 1.2%** of all Americans, will experience homelessness annually.

To be homeless is to be without a permanent place to live that is fit for human habitation. The Department of Housing and Urban Development (HUD) has defined the following categories of homelessness:

**Temporary:** These are those who stay in the shelter system for brief periods and do not return. This comprises about 87% of Utah's homeless population. About 40% of these are persons in families and it is also the fastest growing homeless segment. The runaway and "throwaway" youth are included and are believed to be increasing, though the true size of this group is unknown and is often not included in the counts of the homeless because they are difficult to locate.<sup>1</sup>

**Chronic:** These are the single men and women over 17 with a disabling condition who have been homeless for a year or more, or have experienced at least four episodes of homelessness within three years. This group, only 13% of the homeless in Utah, consume up to 60% of the resources dedicated to combating homelessness. They are also heavy users of the community emergency services which is costly.

Nationwide, 75% of the chronically homeless are male, at least 40% are African-American, and more than **one-third** are veterans.<sup>2</sup> Ending chronic homelessness is a daunting challenge. According to the Department of Health and Human Services (HHS), chronic homelessness is linked with extreme poverty, poor job skills, lack of education, and serious health conditions such as chemical dependency, severe physical disabilities and mental illness. In fact, 40% have substance abuse problems, 25% struggle with severe physical disabilities and 20% suffer from serious mental illness.

### Homeless in Utah

On any given night, an estimated **3,000** people will be homeless in Utah. About **14,000** will experience homelessness sometime during the year. In addition, although not homeless by HUD's definition, many Utah men, women and children are "couch-surfing" or living doubled-up with other families in substandard environments. This stressful living situation can also contribute to instability in a person's life.

Nearly 90% of those identified in Utah's annual homeless count are along the Wasatch Front, with the greatest concentrations in Salt Lake and Weber counties. The remaining 10% are in the rural areas. Although the number of homeless in the rural areas may be few, no area of the state is immune from the effects of homelessness. Persons in families comprise about 40% of Utah's homeless population, which

is in line of **41%** in other states. In addition, about **13%** are classified as chronically homeless. Although some of Utah's homeless are transients, the majority, 85%, are Utah residents.

The chronically homeless impose hefty costs on communities. Across the nation, they consume half the resources spent combating homelessness. This is equally true for Utah. The Road Home, the state's largest homeless shelter, conducted a five-year analysis of shelter bed usage. Between 2002 and 2007, the agency furnished more than one million nights of shelter to 12,286 individuals. The study showed that 14% of these individuals used 63% of the total nights.

Measuring the scope of homelessness is itself a challenge. The population moves frequently and thus is difficult to locate and count. But reliable data are critical for targeting and gauging success of efforts to combat homelessness. Homeless counts are derived from an annual shelter and street survey conducted during the last week of January and is called a point-in-time count. Utah has conducted such point-in-time counts for 2005, 2006, and 2007. These counts have been annualized using a statistical projection and averaged to establish a baseline for tracking the ten-year plan's success. This baseline average pegs the annual homeless number at **13,773**, of which **1,840** are chronically homeless as shown in the table below:

**Statewide Homeless Point-in-Time Counts  
(2005 – 2007 Annualized Baseline)**

	2005		2006		2007		2005 – 2007 Average		3-year Annualized Baseline	
Category	#	%	#	%	#	%	#	%	#	%
Individuals	1,621	59.2%	2,035	62.5%	1,816	63.7%	1,858	62.3%	8,149	59.2%
Persons in Families	1,113	40.7%	1,182	36.3%	1,000	35.1%	1,100	36.8%	5,494	39.9%
Unaccompanied Children	4	0.1%	38	1.2%	37	1.3%	26	0.9%	130	0.9%
<b>Total Homeless</b>	<b>2,738</b>	<b>100%</b>	<b>3,255</b>	<b>100%</b>	<b>2,853</b>	<b>100%</b>	<b>2,984</b>	<b>100%</b>	<b>13,773</b>	<b>100%</b>
<b>Total Chronic Homeless</b>	<b>966</b>	<b>35.3%</b>	<b>957</b>	<b>29.4%</b>	<b>765</b>	<b>26.8%</b>	<b>918</b>	<b>30.8%</b>	<b>1,840</b>	<b>13.4%</b>

See Attachment I

## HISTORICAL RESPONSE

### State of Utah

Following what has happened nationally, Utah's shelter system has evolved over the past two decades in response to a changing homeless population. Presently, there are about 3,248 temporary shelter beds statewide. This includes emergency and domestic violence shelters and transitional homes that permit longer lengths of stay, from two months up to two years (see Attachment II).<sup>3</sup> These systems work fairly well for the temporarily homeless but has been insufficient for the chronically homeless.

Shelters grew in response to the dramatic rise in the number of homeless families that began in the late 1980's. As female-headed families steadily grew as a percentage of the homeless, it was clear that children, in particular, were ill-suited for life on the streets. Shelters protected people from the rigors of street life, and they worked for families and individuals in crisis – those facing job loss, eviction or bankruptcy.

These emergency shelters, however, could not address the special needs of the chronic homeless, those with multiple barriers to self-sufficiency, who suffer prolonged or repeated bouts of homelessness. Shelters responded by offering onsite services, such as mental health and substance abuse interventions.

As demand for low-income housing grew, emergency shelters moved to equip clients with rent vouchers and transitional housing. The resulting tiered system moves the homeless through a series of shelter programs focused on graduating them to permanent housing and self-sufficiency (see Attachment III).

## **WHY SHELTERS ARE NOT ENOUGH**

### **Cost to Communities**

Shelters do serve a purpose. They provide shelter with supports for the temporarily homeless and assist towards stabilizing their lives. But these emergency shelters have proven ineffective for moving the long-term homeless towards stability and independence.

Shelter-based services aim to rebuild lost supports that contribute to a person's short-term homelessness and restore independence, but do little to address the underlying causes of chronic homelessness. The most serious problems faced by deeply impoverished households are inadequate education, a lack of job skills, histories of trauma (often war related), domestic abuse, and serious physical and mental disabilities which cannot be resolved with short-term interventions. Disincentives further complicate the problem such as when people leave shelters they often lose access to services. Absent these supports, they are expected to stay employed and sober in order to qualify for temporary or transitional housing. Not surprisingly, many remain in the shelter system for years, or leave only to return. As a result, communities pay heavily for the current system. Though shelters may appear to be the least expensive solution, research reveals the hidden costs are steep, particularly for those with chronic physical or mental illness.

Homeless people spend excessive time in jail or prison, often for petty offenses such as loitering. The penal system frequently serves as emergency shelter for the chronically homeless, at far greater cost than other more appropriate options. In Utah, the annual costs per individual break down as follows (see Attachment IV):

- \$6,504 in permanent supportive housing
- \$7,165 at The Road Home emergency shelter
- \$13,000 in supportive services and rent assistance
- \$23,608 in Utah State Prison
- \$26,736 in Salt Lake County Jail
- \$166,000 at the state Mental Hospital<sup>4</sup>

The cost of homelessness is most acutely felt by the overburdened health and mental health systems. Hospitalized homeless people stay an average of more than four days longer than other patients. Almost half of homeless hospitalizations result directly from the rigors of homelessness and are preventable.<sup>5</sup> Other reports show that homeless persons are three times more likely than the general population to use emergency rooms due to poor health, high injury rates and barriers to obtaining routine medical care.<sup>6</sup>

## **THE GOAL**

Ending chronic homelessness is a national effort. In 2000, NAEH issued a national challenge in *A Plan, Not a Dream: How to End Homelessness in Ten Years*. The following year, HUD Secretary Martinez endorsed the goal of ending chronic homelessness in America in ten years. President Bush made ending chronic homelessness an administration-wide goal and re-established the Interagency Council on Homelessness to coordinate efforts among over 20 federal agencies serving the homeless.

In 2002 Lt. Governor Walker pledged Utah's support. The following year, nine individuals, representing the State's Homeless Coordinating Committee, attended the HUD Policy Academy in Chicago. The Policy Academy elaborated the Bush administration's vision to end chronic homelessness in ten years and provided tools for the development of local plans. The nine Utah representatives were:

Lloyd Pendleton, Volunteer  
Church of Jesus Christ of Latter-Day Saints  
Bill Crim, Executive Director  
Utah Issues  
Leticia Medina, Director  
State Community Services Office  
Mike Richardson, Director  
Department of Workforce Services  
Robert Snarr, Coordinator  
State Mental Health Housing & Case Management

Kerry Bate, Executive Director  
Salt Lake County Housing Authority  
Mark Manazer, Vice President  
Volunteers of America  
Matt Minkevitch, Executive Director  
The Road Home  
Jane Shock, Vice President  
American Express

This team accepted the challenge to prepare a blueprint to end chronic homelessness in Utah by 2014.

## THE SOLUTION

### Process

Utah's Homeless Coordinating Committee has identified four key strategies to attack the problem, each overseen by a subcommittee of decision-makers and service providers – those best positioned to champion change and achieve results (see Attachments V and VI).

- **Affordable Housing:** Identify and create additional low-income permanent housing for the chronically homeless and develop a process for rapid re-housing of the temporarily homeless.
- **Prevention and Discharge Planning:** Prevent future homelessness by focusing on comprehensive coordinated discharge planning from homeless shelters, jails, prisons, hospitals, mental health and substance abuse treatment programs and foster care. In addition, an approach for keeping people housed will be developed. Research indicates it's one sixth of the costs to keep a person housed compared with letting them become homeless and then getting the back into housing.
- **Supportive Services:** Provide targeted supportive service with access to mainstream resources and supports, including case management, mental health and substance abuse treatments, employment and training opportunities and other services needed to stabilize their lives. The use of a self-sufficiency matrix for all homeless person that have a case manager was implemented July 2005 and will be used to track the success for keeping the homeless persons housed (see Attachment VII).
- **Homeless Management Information:** A statewide homeless database and reporting system has been implemented to chart outcomes and drive success.

A fifth set of subcommittees focusing on driving these strategies locally has been organized. Twelve Local Homeless Coordinating Committees, chaired by an elected official, have been created and charged with preparing and implementing a ten-year plan to end chronic homelessness and reduce overall homelessness by 2014. These local plans are an extension of the state's plan that is adapted to meet local needs; thus a centrally led and locally developed process has been implemented.



The state committee has invited each local committee to identify and develop additional low-income permanent housing units equal to the area's number of chronically homeless persons identified on the annual point-in-time counts. The local ten-year plans combine a locally tailored mix of existing rental stock, refurbished older buildings and newly constructed units.

These locally developed plans have identified the need for 2,214 housing units to be on line by 2014. This planned housing mix is 579 from existing rental inventory, 952 from refurbished structures, and 683 of new construction. In addition, several local committees have identified the need for 62 more transitional housing units and 28 emergency shelter beds (see Attachments VIII and IX). Funding plans are now being developed (see Attachment X).

## **Affordable Housing**

### Housing First

Housing is more than a basic need. It's also the least costly and most effective way to end chronic homelessness.

Economists were among the first to chart the financial and human costs of the nation's chronically homeless. It was a group of homeless providers in New York City, under the leadership of Sam Tsemberis, who dared to try something new. Their approach, dubbed "Housing First," is being adopted by cities and counties nationwide. The strategy hinges on moving the homeless off the streets and into permanent housing, where they can establish community roots. Tenants pay rent, not to exceed 30% of their income, and must abide by the same lease agreement required by any other person that would lease that unit.

Housing First tenants agree to regular on site visits by a case manager who helps them navigate their new environment and tap into social programs like Medicaid and Social Security Disability. Other services, such as mental health and addiction treatment, are available for those who want them. People are more likely to chart new paths if they have stable housing and meaningfully choices from which to start.

Studies show it works! New York, Denver, San Francisco and Utah have found that even the most chronically homeless are able to stay housed with the Housing First model.

The model also has proven to save money. A San Francisco study found that placing homeless people in permanent supportive housing reduced their emergency room visits by more than half.<sup>7</sup> In 2006, the Denver Housing First Collaborative published a study of chronically homeless individuals, comparing costs of services for two years before and after placement in permanent supportive housing. The group found a 34% reduction in ER costs and inpatient nights declined 80%. Incarceration days and costs plunged 76%. The total average cost savings per individual was \$31,545. After deducting the cost for providing permanent supportive housing, Denver realized a net cost savings of \$4,745 per person.<sup>8</sup>

### Affordable Housing Shortage

Additional affordable housing for low-and very low-income households must be developed for the blueprint to work. The biggest obstacle is insufficient income. For the last 30 years the gap between income and housing costs has steadily widened. Over the same period of time, the supply of affordable rental housing has become increasingly scarce. Much of the stock has been converted to higher priced, higher profit housing such as condominiums. More has been claimed by urban renewal. In many cases, higher income households are occupying low-income housing which has further depleted the supply.

The National Alliance to End Homelessness reports that nationally there are **5.2** million more low-income households than there are affordable housing units.<sup>9</sup> The average fair market value of a two-bedroom

apartment has grown by nearly 28% in the last seven years, outpacing inflation and average income growth.<sup>10</sup> **Utah's personal income has risen about 5% over the last three years while housing prices have increased 25% to 30%.** The widening gap between income and housing prices puts pressure on the affordable housing supply, placing larger numbers of people at risk for homelessness.

In addition to the growing shortage, Utah has a housing quality problem.<sup>11</sup> The Olene Walker Housing Loan Fund (OWHLF) Annual Report estimates that almost 2,500 low-income housing units require rehabilitation each year to remain habitable.<sup>12</sup> Only a small segment is rehabilitated each year which adds even more to the shortage and low quality housing.

### ***Getting There***

Utah's 12 Local Homeless Coordinating Committees have adopted the Housing First approach. Their plans are homegrown, designed by local stakeholders, and address the unique challenges homelessness poses in rural versus urban areas. Housing needs in the Uintah Basin differ from those in Ogden. These housing plans can be for mothers fleeing an abusive husband where permanent supportive housing will mean a safe haven with enough room for her and the children. For someone who has spent a decade or more on the streets, it could mean a studio apartment with supportive case management.

Communities throughout Utah have already begun investing in permanent housing for the homeless. By the end of 2008, **476** chronically homeless will occupy apartments. Ending chronic homelessness, however, will require an additional **1,600** units by 2014. In addition, **11,569** temporarily homeless will require a combination of emergency shelter, transitional housing and permanent housing.

Together the local committees have pledged to increase the housing for chronically homeless individuals and long-term homeless families by **521 in 2009**. These planned projects will combine the use of existing housing rental stock, refurbished older buildings and newly constructed units. It's an ambitious goal, but attainable as Utah communities work together.

Utah's Division of Housing & Community Development is focusing efforts on maximizing the use of existing rental units in the market. In addition, over 1,300 "set-aside" housing units for the homeless and those with disabilities have been constructed this past decade with tax credits. Because it is anticipated some of these are not filled by homeless and those with disabilities, a through review is being conducted to insure these units are compliant and have occupants who were previously homeless. Also, a statewide database has been created where Utahns can search for affordable housing by zip code.

Funds for all types of affordable housing are shrinking at the federal level. Local resources such as the Olene Walker Housing Loan Fund help plug the growing gap. Utah lawmakers have, in recent years, earmarked more money for this loan fund. The need, however, far exceeds the funds presently available and additional resources will need to be developed. An important funding source for this effort will need to come from the private sector and foundations such as the Crusade for the Homeless, Eccles Foundation, and others. The Crusade for the Homeless and Eccles Foundation already have already made a significant contribution of \$4.9 million for housing the homeless.

Statewide, several homeless housing initiatives that address different aspects of the issue are underway:

- **Supply:** Identifying existing rental units that can be used for the homeless, rehabilitating old hotels, insuring set-aside units for the homeless are used by the homeless and constructing new units.
- **Cooperation:** Develop a coalition of landlords willing to provide housing for the homeless.
- **Rental Assistance:** Expand and streamline access to Tenant-based Rental Assistance.

- **Policy:** Implement public policy that bolsters the supply of low-income affordable housing and protects existing stock.

## Prevention and Discharge Planning

Ending homelessness is impossible without strategies to prevent it from happening in the first place. Jails, prisons, hospitals, mental health and substance treatment facilities, foster care and juvenile justice systems often release people directly into homelessness or into unstable living arrangements that shortly result in homelessness. Comprehensive coordinated discharge planning is crucial to ensure that people leaving these institutions and systems have stable housing with supportive services and a fair chance to maintain it.<sup>13</sup> In addition, preventing the loss of housing with prevention assistance is part of reducing the number becoming homeless.

## Getting There

Discharge plans have been developed and implemented by using various pilots to test the approach and refine the results before expanding statewide. A pilot program between the state Department of Corrections and Division of Housing and Community Development, started in 2008, helps female parolees move from a halfway house to independence. Utah County's Re-Entry Assistance Program (REAP), is a new assistance program for former Utah County Jail inmates. It teams up participants with volunteer mentors, who know how to access government funded services as well as how to get help from Utah County organizations devoted to ending homelessness.

The Homeless Assistance Rental Program (HARP) in Salt Lake County provides case management, supportive services, and housing under a Housing First model for homeless individuals that leave the county jail, residential treatment programs and youth who are aging out of foster care. Housing is provided in scattered site locations. Clients are allowed to choose where they live considering individual transportation, family and employment needs. Nearly 80% of the individuals in HARP have remained in housing over a two year period.<sup>14</sup>

The Department of Human Services has organized a comprehensive strategy involving coordinated efforts among its divisions as follows:

- **Foster Care/Juvenile Justice:** A percent of the young adults coming out of these systems do not have housing and supports to keep them off the streets. Each youth is presently required to have a transition discharge plan indicating their living arrangements. The effectiveness of these plans, however, is unknown. To better understand these transition plans, pilots with housing assistance and a results oriented reporting system will be developed to test and develop a more comprehensive approach. One pilot is underway with Salt Lake County using 10 housing vouchers for young adults exiting foster care. The details for these pilots and actions will be developed and reported in the Discharge Planning Committee.
- **Mental Health and Substance Abuse:** Those exiting these treatment systems will be linked in with Local Homeless Coordinating Committees and the pilots and homeless housing options being developed. Presently, a pilot with Salt Lake County for those with mental health issues has been implemented. The Discharge Planning Committee and the Human Services Department will coordinate pilots and actions for this population across the state.

## Supportive Services

In many respects, housing stability hinges on a person's ability to access basic supports in the midst of a crisis. Those supports include: 1) creative leasing options, locating appropriate units, deposit assistance and rent and utility assistance; 2) health care with mental health and substance abuse services; 3) skill and

employment training leading to livable wage employment and other income supports; 4) transportation; and 5) quality child care. Access to resources and supports is even more critical for low-income households, for whom a crisis often means choosing between paying the rent and paying for food.

### ***Getting There***

Focus supportive service efforts for homeless individuals and families in the following areas:

- **Education:** Enhance case managers' specialized knowledge and skill in assisting the homeless.
- **Transitions:** Strengthen coordination among homeless service providers.
- **Domestic Violence:** Increase emphasis on supports for families fleeing domestic violence.
- **Homeless Youth:** Expand outreach to homeless youth.
- **Employment:** Intensify employment preparation efforts for homeless individuals and families.
- **Long-Term Disability Benefits:** Roll out the Social Security Outreach Access and Recovery (SOAR) program statewide in 2008. The Salt Lake pilot reduced benefit decision time by 75% to 4.5 months.
- **Mental Health and Substance Abuse:** Develop a service provider referral system for mental health and substance abuse prevention in each Local Homeless Coordinating Committee location.
- **Statewide Services:** Implement urban and rural case management models for integrated homeless service delivery statewide.

### **Homeless Management Information**

Critical, up-to-date data on Utah's homeless must drive the planning process. Decision-makers need information on who are homeless, why they are they homeless, what services are available, what works and what doesn't. These data will be used to plan, track progress and make adjustments. Accurate data are also important for promoting the ten-year plan with elected officials, community leaders and investors.

### ***Getting There***

- **Information:** Improve understanding of homelessness, services and unmet needs through enhanced data collection and effective management reports.
- **Access:** Facilitate interagency cooperation and "No Wrong Door" philosophy.

### **Conclusion**

Homelessness, in America and in Utah, has continued unabated long enough. Emerging research reveals that homelessness is an economic and public health problem that can be solved by applying proven models. Housing First is a proven way to move people off the streets and into homes, while reducing the overall economic costs to the community. Intensive supportive service delivery is a proven way to help people access the mainstream resources needed to maintain housing and transition to a more self-sufficient life. Discharge planning is a proven way to make remarkable cuts in the number of new bouts of homelessness. Solid information measures success and failure and points to new directions.

The vision is a challenging one – make Utah a place where every person can have access to safe, decent, affordable housing with the needed resources and supports for self-sufficiency and well-being. Getting

there will take commitment and focused action from state and local leaders and a concerned public. Please, get involved.

## Footnotes

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<sup>1</sup> National Alliance to End Homelessness. 2000. *A Plan, Not a Dream: How to End Homelessness in Ten Years*.

<sup>2</sup> Department of Veterans Affairs Fact Sheet, January 2003.

<sup>3</sup> From the State's 2007 three Continuum of Care submissions.

<sup>4</sup> In Utah, inpatient psychiatric care charges average \$455 per day. Medicaid pays an average of \$2,800 per day for medical hospitalizations (with an average stay of 3.9 days) and pays emergency room an average of \$648 per episode. (Utah Department of Health, Division of Health Care Financing. personal correspondence.

<sup>5</sup> Sharon A. Salit, M.A., et.al., "Hospitalization Costs Associated with Homelessness in New York City," *New England Journal of Medicine*, Vol. 338:1734-1740, #24, June 1998.

<sup>6</sup> Kushel MB, Vittinghoff E, Haas JS. Factors associated with the health care utilization of homeless persons. *JAMA*. 2001;285:200-206.

<sup>7</sup> Tony Proscio. *Supportive Housing and its Impact on the Public Health Crisis of Homelessness*, California, 2000.

<sup>8</sup> Denver Housing First Collaborative. *Cost Benefit Analysis and Program Outcomes Report*. December 2006.

<sup>9</sup> National Alliance to End Homelessness. *Chronic Homelessness*. March 2007.

<sup>10</sup> National Low Cost Housing Coalition. *Out of Reach 2006*.

<sup>11</sup> Utah Department of Community and Economic Development, Division of Housing and Community Development. *State of Utah Consolidated Plan 2006–2010*. p.8.

<sup>12</sup> Utah Department of Community and Culture, Division of Housing and Community Development. *Olene Walker Housing Loan Fund Annual Report to the State Legislature 2007*.

<sup>13</sup> National Alliance to End Homelessness. *A New Vision: What is in Community Plans to End Homelessness*. November 2006.

<sup>14</sup> Department of Housing and Urban Development, Office of Public Housing web site. April 2008.



# COMPREHENSIVE REPORT ON HOMELESSNESS

Photographer: Lynn Blodgett

2014 UTAH

# **COMPREHENSIVE REPORT ON HOMELESSNESS**

## **State of Utah 2014**

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*Cover photo: provided by The Leonardo "No Fixed Address" Project*



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The State of Utah Housing and Community Development Division and its State Community Services Office are pleased to present the 2014 Comprehensive Report on Homelessness in Utah.

The intent of this 2014 report is to inform interested parties as to the state of homelessness in Utah. In addition, initiatives are highlighted that are yielding tremendous results in improving lives, cutting community costs for services and creating a more efficient and effective service delivery system. The report also highlights statewide efforts to end both Chronic and Veteran homelessness. This year's report highlights the system of services in place to address and end homelessness across the State. To this end, we thank the members of the State Homeless Coordinating Committee chaired by Lieutenant Governor, Spencer J. Cox. Members of this committee work to understand how homelessness impacts services across all State agencies and explore avenues for improved services and outcomes. Finally, as in previous years there are profiles of each Local Homeless Coordinating Committee (LHCC) to support localized strategic planning and decision making.

Although the causes of homelessness are complex, there are solutions. It takes a high level of collaboration and focus to implement effective interventions. We recognize the many valuable partners, both public and private, who work on behalf of our community members who are experiencing homelessness.

Indeed we are on track with our ten year plan to provide housing opportunities to all chronic homeless persons and homeless veterans and we invite you to join us in this effort.

Gordon D. Walker  
Director  
Housing and Community Development Division

Tamera Kohler  
Director  
State Community Services Office

## THE FACE OF HOMELESSNESS



### Myths and Facts

*People experiencing homelessness suffer from the hardship of their condition, but also face alienation and discrimination fueled by stereotypes. Here are some myths and realities of homelessness.*

**MYTH** – People who are homeless stay homeless for a long time.

**FACT** – Only 3.9 percent of Utah's homeless are considered chronically homeless or experience homelessness for long periods of time. Of those experiencing homelessness, 45 percent of single adults and 31 percent of families stayed in shelter less than one week during 2013.

**MYTH** – Most are single men.

**FACT** – Persons in families constitute 46 percent of the total population, 40 percent are single men and 14 percent are single women.

**MYTH** – The homeless population is transient, migrating to cities with the best services.

**FACT** – 88 percent of Utah's homeless population lived in Utah when they became homeless.

**MYTH** – They are to blame for their situation.

**FACT** – Many are victims of circumstance, illness, and trauma from violence or abuse. Roughly 29 percent of all homeless persons are children. About 38 percent of all homeless persons experience mental illness or substance abuse, and 35 percent report domestic violence.

*Sources: 2014 Utah Homeless Point-In-Time Count; Utah HMIS 2014 Data*

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# 1

## EXECUTIVE SUMMARY

This report outlines trends in homelessness in Utah and highlights the initiative to end chronic and veteran homelessness. In addition, this report provides details on the overall approach to addressing homelessness including, permanent housing, supportive services, emergency services and discharge planning. Finally, the report provides information on homelessness and services for each of the 12 service provider areas across the State. Homelessness in this report refers to HUD's definition of homelessness unless otherwise stated (see Appendix 6.A for more a more detailed description).

### HOMELESSNESS IN UTAH

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In 2014, it is estimated that 13,621 persons experience homelessness in Utah. Homelessness in Utah has declined steadily since 2012. Persons in families make up 45 percent of the total homeless population. The number of families has been declining, impacting the overall rate of homelessness. Housing programs, such as TANF rapid rehousing, effectively address family homelessness through short-term rental assistance and employment supports. Single individuals make up 54 percent of the total homeless population. The number of single individuals experiencing homelessness has also declined. Roughly 10 percent of the total persons experiencing homelessness are living on the streets or places not meant for habitation. Persons experiencing chronic homelessness make up 3.9 percent of the total homeless population but tend to consume the majority of homeless services. Other subpopulations of homelessness are detailed in the full report.

### PROGRESS TOWARDS TEN-YEAR PLAN

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Utah has a ten year plan to end both chronic and veteran homelessness by the end of 2015. Chronic homelessness has declined 72 percent since 2005 and chronic homelessness among veterans has reached an effective zero. Declines are primarily due to the provision of permanent supportive housing for targeted individuals using a housing first approach. Housing first means providing housing first rather than requiring sobriety or other steps to be taken prior to housing. This method has proven to be highly effective and cost efficient. In order for Utah to meet its ten-year goal, approximately 539 chronically homeless persons and 200 homeless veterans need housing opportunities and supportive services. Both initiatives to end chronic and veteran homelessness are detailed in the full report.

## MOVING FORWARD

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The decline in numbers of families experiencing homelessness as well as the drop in the State's overall rate of homelessness underscore the success of permanent housing programs such as permanent supportive housing and rapid rehousing. In addition, the number of persons living in the street in Utah is well under the national average and has declined due to availability of additional resources and effectiveness of outreach programs. These and other programs demonstrate successful outcomes and need to be expanded to meet the need of those still experiencing homelessness.

In order to accomplish the goal of ending chronic homelessness and reducing overall homelessness in Utah, strategic planning, performance measures, coordination of resources and additional resources are necessary. Key steps are listed below and are detailed throughout the full report.

- **Continue collaboration** among local and state governments and community partners.
- **Coordinate services** to provide most appropriate services and target most vulnerable persons experiencing homelessness.
- **Increase affordable housing** for individuals and families with children.
- **Increase the amount of Permanent Supportive Housing** primarily for chronically homeless persons
- **Increase funding for case management** to amplify success of existing Permanent Supportive Housing programs and expand supportive housing programs to serve additional persons.
- **Increase specialized housing** for those in Permanent Supportive Housing who are aging and need nursing care.
- **Further analyze the overlap between persons accessing homeless services and other mainstream services** to determine gaps and streamline services.

# 2 CAUSES AND CONSEQUENCES OF HOMELESSNESS

## WHY HOMELESSNESS MATTERS

For homeless individuals and families, homelessness can expose them to traumatic events, or aggravate their current circumstances making it more difficult to access needed resources and regain the ability to support themselves. Children are particularly vulnerable to adverse effects of homelessness, which can interrupt their schooling, impede development of positive peer and mentoring relationships, or expose them to dangerous or unhealthy environments. Early experience with homelessness can have long-term effects for children and young adults, including becoming homeless later in life.

Communities also feel the impact of homelessness. Studies nationwide have found that the fiscal cost of homelessness for communities is significant.<sup>1</sup> Higher utilization of emergency services such as emergency rooms, police and ambulance response, and jail stays are more common among homeless individuals due to their increased exposure to outdoor elements, violence, and other unsafe or unhealthy environments. Without the ability to pay for emergency services or other services, these costs are covered by the taxpayer.

## CAUSES OF HOMELESSNESS

The cause of homelessness is primarily a lack of available, affordable, or adequate housing. The lack of housing, apart from poverty rates and unemployment can significantly contribute to the number of persons who will experience homelessness; however, who will become homeless is more difficult to predict and is related to a multitude of barriers to housing such as the following:

- Lack of income from employment or public sources relative to cost of living

- Disabling conditions
- Domestic violence
- Divorce or the sudden loss of household income
- Incarceration and having a criminal background
- Exhaustion of friend and family resources or support
- Lack of health insurance

Utah's growing economy and dropping unemployment rate stand in contrast to the expansion of the population living in poverty. A tight housing market combined with an increase in the number of renters unable to afford fair market rent will make it more difficult for low-income persons to find stable housing, and could potentially add pressure to the homeless service system.

In Utah, 12.8 percent of people live below the poverty line or 360,170 individuals, which is an increase from 10.8 percent in 2010 or an additional 61,670 persons. The U.S. poverty rate has also increased and is an estimated 15.9 percent in 2012. While the poverty rate in Utah is lower than the United States, several areas in Utah have poverty rates that are higher (U.S. Census Bureau, ACS 2012).

The unemployment rate in Utah was 3.5 percent in June of 2014, which is a 3.5 percent decrease from the previous July ([jobs.utah.gov](http://jobs.utah.gov)) and lower than the US rate of 6.1 percent in June 2014. The decrease may reflect those who are no longer looking for employment. The combination of a lack of affordable housing, poverty, unemployment, and a lack of health insurance makes people more vulnerable to becoming homeless in the event of a crisis, particularly with a lack of affordable and available housing.

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<sup>1</sup>NAEH "The Cost of Homelessness," 2001

# 3 HOMELESSNESS IN UTAH

## A. GENERAL FACTS AND TRENDS

**Total homelessness:** based on the January 2014 homeless Point-In-Time count, it is estimated that 13,621 people experience homelessness in Utah over the course of the year. This is a decrease of 9.4 percent or 1,422 persons, from 2013. This represents 0.47 percent of the total population in Utah.

**Chronic homelessness:** 3.9 percent of the homeless population in Utah is experiencing chronic homelessness, defined by HUD as those experiencing homelessness for longer than one year or four episodes in three years and who have a disabling condition. Chronic homelessness increased by 44 persons, or 8.9 percent, from 2013,

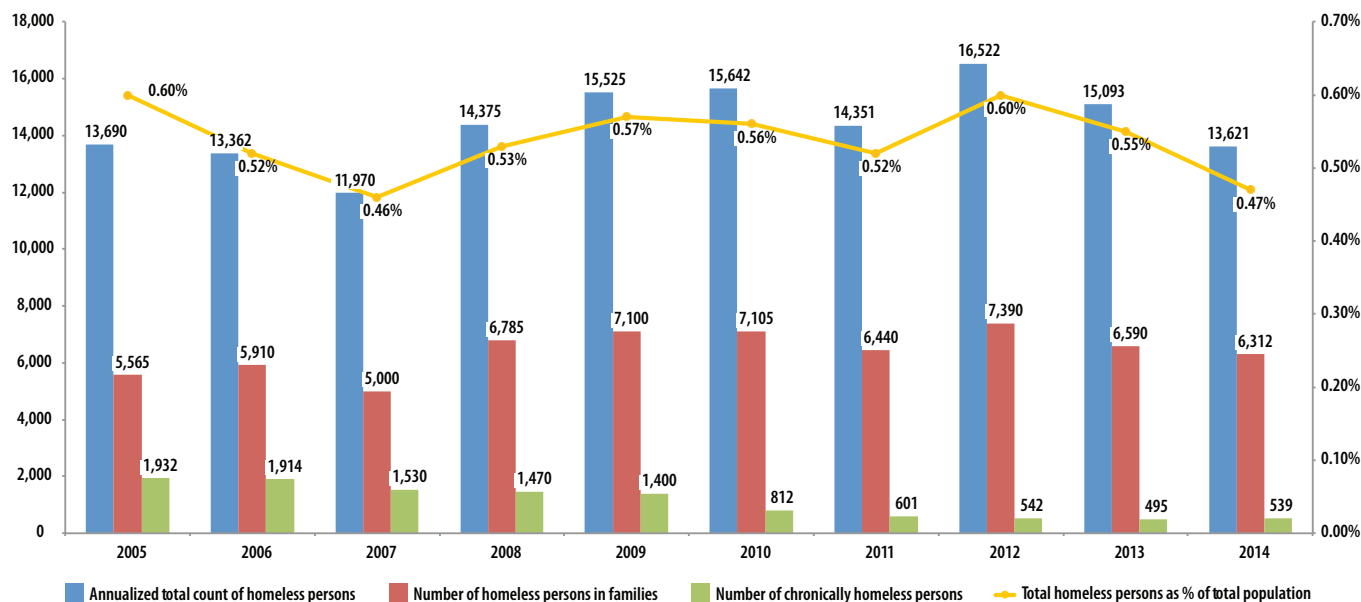
but has decreased by 72 percent, or 1,393 persons overall since 2005.<sup>2</sup>

**Family homelessness:** 46 percent of persons experiencing homelessness are persons in families. Homelessness among families with children decreased by eight households, or 2 percent, from 2013. According to national estimates in 2013, 36 percent of homeless persons in the U.S. are persons in families.<sup>2</sup>

**Homeless individuals:** 54 percent of persons experiencing homelessness are individuals.

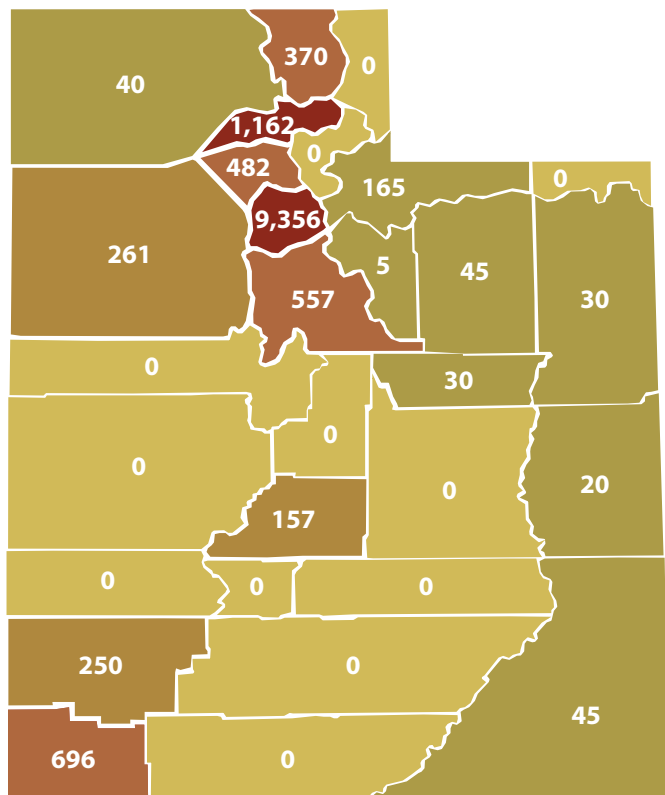
<sup>2</sup>An estimate of persons experiencing homelessness throughout the year (or annualized estimate) based on the single night count of homeless persons on January 29, 2014.

Figure 3.1 Utah Homeless Point-In-Time Count, 2005–2014



Source: 2014 Annualized Utah Homeless Point-In-Time Count

**National comparison:** Utah was ranked the 32nd state for the 2012 rate of homelessness, measured as the percent of homeless persons on a single night relative to the state's 2010 population, compared to 35th in 2013. In 2013, Utah's single night count of 3,249 made up 0.5 percent of the nation's total homeless population of 610,042. National estimates of homelessness for 2013 can be found at <https://www.onecpd.info/resources/documents/AHAR-2013-Part1.pdf>





## B. SUBPOPULATION TRENDS

### Chronic homelessness:

The number of sheltered chronically homeless individuals increased by 37 percent. The number of chronically homeless individuals who were on the street decreased by 47 percent.

### Veteran Homelessness:

The number of veterans experiencing homelessness increased by 19, or 6 percent. As of 2014, homeless veterans constitute roughly 10 percent of those experiencing homelessness.

### Domestic violence:

Victims of domestic violence make up 36 percent of homeless persons, of whom 370 are children. Between 2013 and 2014, persons reporting domestic violence has increased by 29 percent for those in shelter, and decreased by 2 percent for those on the street.

### Youth homelessness:

Youth between the ages of 18 and 24 make up 6.7 percent of the total homeless population in 2014. This was the first year youth ages between 18 and 25 were explicitly counted, therefore no trend is available.

### Substance abuse and mental health:

Utah saw a decrease in rates among those experiencing homelessness reporting substance abuse and mental illness since 2013. Those with mental illness in shelters decreased by 1 percent, while those unsheltered declined by 24 percent, or 31 persons. Those in shelters with substance abuse issues decreased by 11 percent, or 69 persons, while those with substance abuse issues unsheltered decreased 17 percent, or by 22 persons.

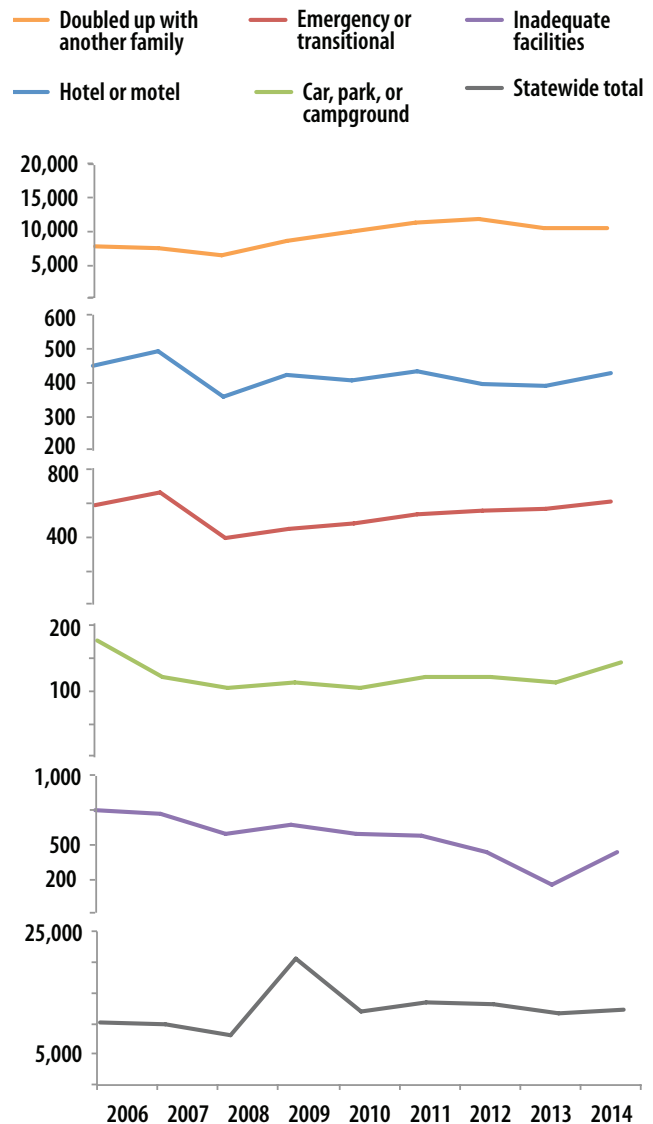
### Race:

Of the total persons experiencing homelessness counted in the 2014 Point-In-Time count, 82 percent are white compared to 91.6 percent for the total population in Utah.

### Homelessness among school-aged children:

For the number of homeless school children, trends between 2006 and 2014 are presented in Figure 3.4. Comparing the 2014 count to the 2011–2013 average, overall homelessness among school children has declined by roughly 4 percent, primarily due to a decrease in the number of school children doubling up with

**Figure 3.4 Number of Homeless School Children in Utah, 2006–2014**



Source: 2014 Utah State Office of Education Homeless Point-In-Time Counts

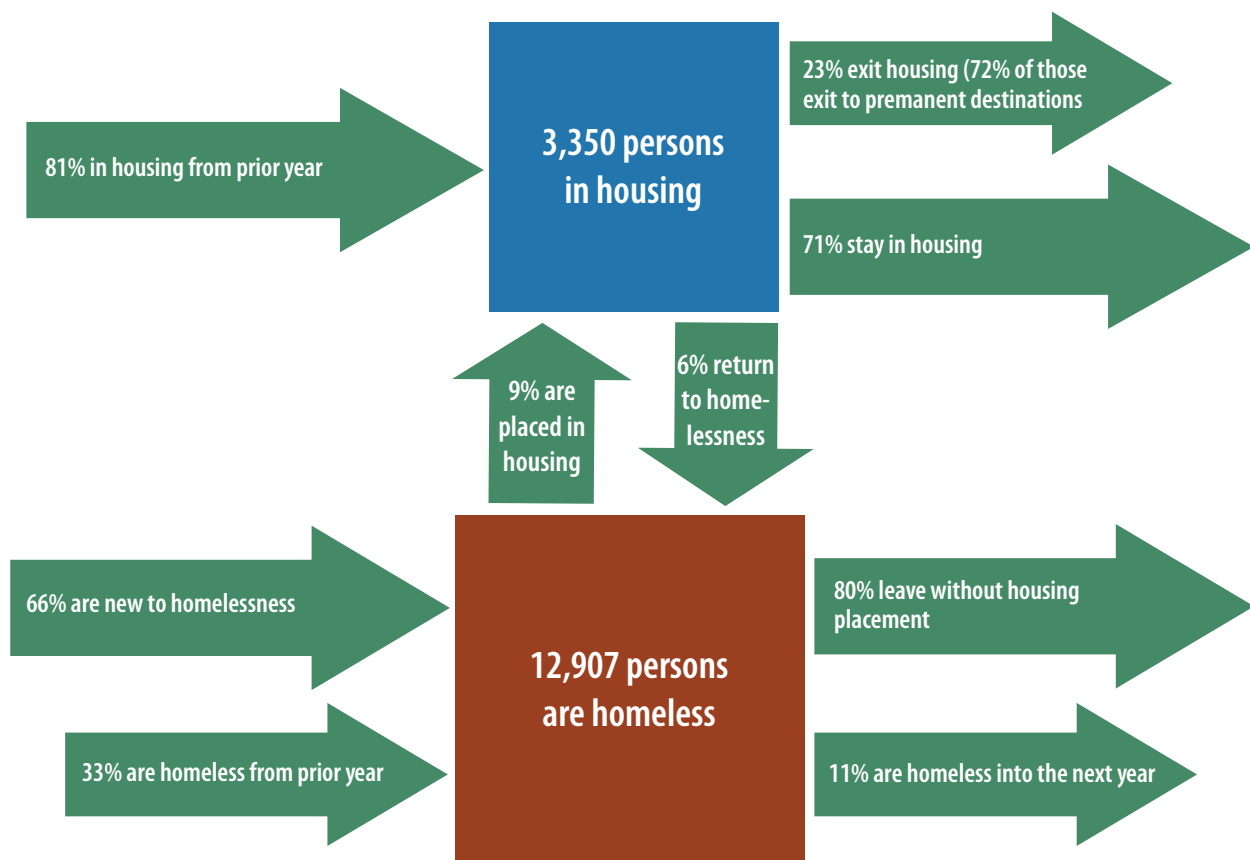
others. School children reported as staying in emergency shelters, motels, parks or campgrounds has increased by 13 percent. This data count the total number of school children and does not account for the total number of families.

More information from the 2014 Utah Point-in-Time count can be found at <http://utahhmis.org/reports/trends-in-homelessness/>.

### Flow of homelessness in Utah:

The figure below shows the flow of persons in and out of homelessness and housing program based on data in the Utah HMIS from July 2013 to June 2014. The Utah HMIS covers approximately 85 percent of services provided to persons experiencing homelessness and does not include data from domestic violence providers for safety reasons. Of the 12,907 persons experiencing homelessness during the year, 7 percent, or 861 are in transitional housing. Transitional housing is still considered by HUD to be a homeless situation.

**Figure 3.5 Flow of Persons Through Homeless Service System,  
Recorded in Utah HMIS, July 2013–June 2014**



# 4 ADDRESSING HOMELESS IN UTAH

## State of Utah's vision:

The vision of the State of Utah is that everyone in Utah has access to safe, decent, and affordable housing with the support and resources to enable individuals to be self-sufficient and ensure a positive and healthy well-being.

## System of homeless services:

Homelessness is experienced in a variety of settings, and includes multiple entry points. In Utah, there are various systems of care that provide services to those experiencing homelessness, and assist them in ending their homelessness. The spectrum of housing and outreach services is presented in Figure 4.1 according to shelter, housing and those unsheltered during the 2014 Point-In-Time Count and Housing Inventory. Each of these housing and shelter-based services is combined with a variety of supportive services.

## Organization of Utah's efforts:

There are several committees across the State that aid in coordinating funding and services

to address homelessness in Utah. Three are primary actors statewide; these include: the State Homeless Coordinating Committee (SHCC) chaired by the Lieutenant Governor, the twelve Local Homeless Coordinating Committees (LHCC), chaired by local political leaders, and the three Continua of Care (CoC), which are collaborations of service providers who are mandated by HUD to coordinate homeless housing and service programs. Each of these levels of coordination (state, local and among providers) work on the following:

- Identifying the need and matching services to that need
- Coordination across service sectors
- System-based decision making for programmatic approaches and funding directions
- Performance measurement and efforts to share information across service sectors

**Figure 4.1 Proportion of Homeless Services Utilized According to the Utah 2014 Point-In-Time Count**



## Outline of approach to homelessness

The following sections outline a broad approach for addressing homelessness in Utah. Areas of focus include:

- A. Strategic Planning
- B. Housing
- C. Supportive Services
- D. Emergency Services
- E. Discharge Planning

### A. STRATEGIC PLANNING

Five main areas of strategic planning are outlined below and include efforts existing within communities across Utah.

#### 1) Collective impact:

Recently several communities across Utah have been reviewing the central tenets of collective impact as promoted by the National Alliance to End Homelessness.

#### 2) Coordination of resources:

Several state and federal resources are targeted toward homelessness in Utah and are administered either directly to providers or pass through state or local governments. Various funding sources are targeted towards specific groups or activities while others remain flexible. Many state and local leaders make great efforts to best coordinate funding in order to match the needs throughout the state. See Figure 4.2 for funding sources.

Other sources that contribute to homeless housing and services, but are not dedicated to homelessness, include:

- OWHLF—Olene Walker Housing Loan Fund
- HOME—Home Investment Partnerships (CPD program)
- FEMA-EFSP—Federal Emergency Management Administration Emergency Food and Shelter Program
- CDBG—Community Development Block Grant
- SSBG—Social Services Block Grant
- Private funding

### Central Tenets of Collective Impact

**“Common Agenda Collective** impact requires all participants to have a shared vision for change, one that includes a common understanding of the problem and a joint approach to solving it through agreed upon actions...”

**“Shared Measurement Systems** collecting data and measuring results consistently on a short list of indicators at the community level and across all participating organizations not only ensures that all efforts remain aligned, it also enables the participants to hold each other accountable and learn from each other's successes and failures...”

**“Mutually Reinforcing Activities Collective** impact initiatives depend on a diverse group of stakeholders working together, not by requiring that all participants do the same thing, but by encouraging each participant to undertake the specific set of activities at which it excels in a way that supports and is coordinated with the actions of others...”

**“Continuous Communication Developing** trust among [nonprofits, corporations, and government agencies] need several years of regular meetings to build up enough experience with each other to recognize and appreciate the common motivation behind their different efforts...”

**“Backbone Support Organizations** creating and managing collective impact requires a separate organization and staff with a very specific set of skills to serve as the backbone for the entire initiative...”

*National Alliance to End Homelessness (<http://www.endhomelessness.org/blog/entry/field-notes-collective-impact-and-homelessness>)*

### 3) Coordinated assessment:

Coordinated assessment is a process by which all persons experiencing homelessness would be equally likely to receive the services they need to end homelessness, regardless of when or where they try to access services in their community. To facilitate this process in Utah, providers have developed core questions to route persons to the necessary services, and have inventoried all services available in each community. The Utah Homeless Management Information System (Utah HMIS) has developed this coordinated process into its software for use statewide in 2014 and will be able to track referrals and deferrals for future planning and coordination.

### 4) Performance measurement:

The purpose of developing performance measures is to monitor service systems, inform community partners, and determine strategies and targets for improving system performance. The Utah HMIS System has developed a quarterly reporting of performance measures including the following:

- Increase the percent of households staying longer than six months in permanent housing
- Increase the percent of households exiting to permanent destinations

- Decrease the percent of households exiting to homelessness
- Increase the percent of adults gaining or maintaining employment
- Increase the percent of persons gaining or maintaining mainstream benefits
- Reduce the percent of persons returning to homelessness
- Reduce the length of time homeless

These reports are created for all programs serving homeless persons and are shared with funders and community leaders for consistent reporting to help focus community efforts and minimize reporting requirements for providers.

### 5) Coordination of partners across systems:

Several groups and individuals work together in Utah to address homelessness. Members of the SHCC have begun to investigate the overlap in resources and clients to determine what areas across state agencies need more attention and resources to address homelessness. This assessment is based on the internal data within each agency as well as based on data sharing across state agencies. The results of this exploration are included in the Discharge Planning section of this report.

**Figure 4.2 Public Funding Sources Dedicated for Homeless Services**

Funding Source	Amount
HUD—Continuum of Care (CoC) 2012	\$8,227,661
HUD—Emergency Solution Grant (ESG) 2013	\$1,323,530
State—Pamela Atkinson Homeless Trust Fund (PAHTF) 2014	\$1,651,268
State—Critical Needs Housing (CNH) 2014	\$497,500
HHS/State—Temporary Aid to Needy Families (TANF) 2014	\$781,425
VA—Grant Per Diem (GPD) 2014	\$2,700,000
VA—Veteran Affairs Supportive Housing (VASH) 2014	\$1,920,000
VA—Supportive Services for Veteran Families (SSVF) 2013	\$666,240
HHS—Projects for Assistance in Transition from Homelessness (PATH) 2013	\$495,000
HUD—Housing Opportunities for People with AIDS (HOPWA) 2013	\$662,182
DOJ/State—Domestic violence shelter programs 2014	\$2,900,000
Total	\$21,824,806

## ***i. Ending Chronic Homelessness***

### **Background of chronic initiative:**

Chronically homeless persons are defined as individuals currently living in shelters, places not meant for habitation, who have been homeless for long periods of time (over one year continuously or four episodes in three years) and have a disabling condition such as diagnosable mental illness, substance abuse problem or physical disability. These are individuals who have the most extreme experience of homelessness. Families with a chronically homeless adult are also considered to be chronically homeless.

Utah's State Homeless Coordinating Committee's Ten Year Plan to End Chronic Homelessness began in 2003 and was approved in 2005. The basis of the plan was to use the Housing First Model to ending chronic homelessness. Housing First is an approach that places the minimum number of requirements or restrictions on persons to promote housing placement and retention. Housing programs still require a rent payment of 30 percent of income or \$50, whichever is greater. Previous housing programs required participation in programs, or sobriety before placing persons in housing, or the housing was temporary. However, these approaches have been shown to be less effective for housing retention for chronically homeless persons than the Housing First Model and Permanent Supportive Housing.

### **Why focus on chronic homelessness?**

There are many reasons to focus on chronic homelessness. The first is to end homelessness for those who have become the most vulnerable and improve their safety and quality of life. The second is the cost savings to the community from use of emergency services such as emergency rooms and jails. A third objective is to increase the capacity in emergency shelters. Although this population comprises less than 5 percent of the total homeless population, they consume about 50 percent of the resources for homeless services. For every one chronically homeless person housed, there is an estimated \$8,000 net cost savings to community systems and our front-line providers are able to serve an additional 2.4 temporarily homeless individuals through existing

programs. Finally, chronically homeless persons are an identifiable group that crosses many service systems. Focus on this subpopulation has improved coordination and planning for housing and services overall.

### **Trends in chronic homelessness:**

Chronic homelessness in Utah has decreased since 2005 (see Figure 4.3), with a 9 percent increase in the last year but a 72 percent decrease overall since enacting the plan in 2005. Currently there are 821 permanent supportive housing units designated for chronically homeless individuals. The majority, 79 percent, of those units are in Salt Lake County. Similarly, 80 percent of chronically homeless persons reside in Salt Lake County.

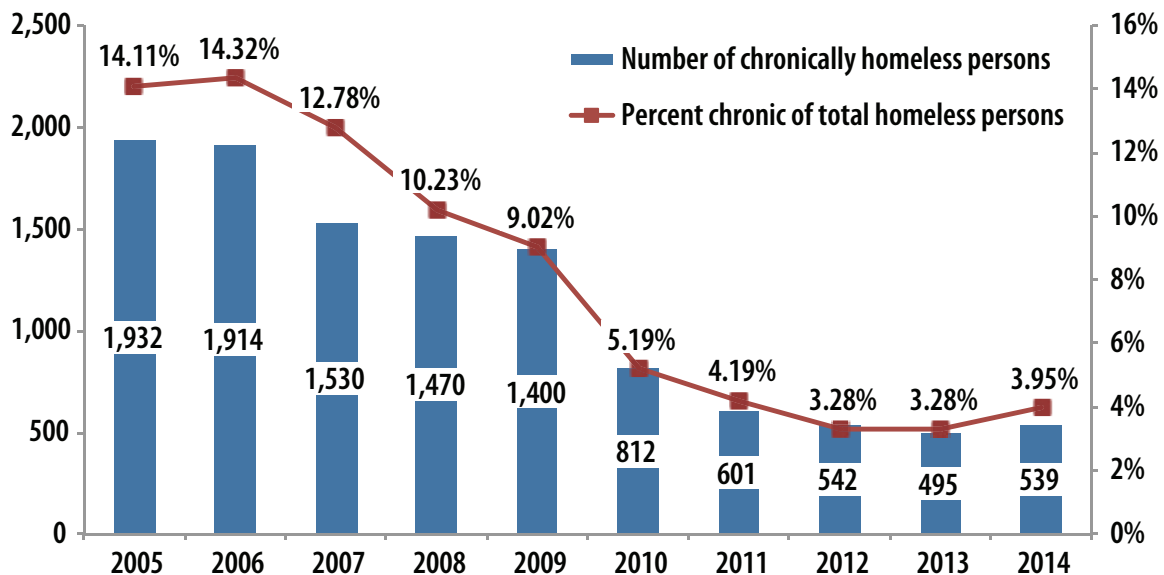
### **Framework for ending chronic homelessness:**

There are three major components for ending chronic homelessness—Tenant Selection, Housing, and Supportive Services. Creating a centralized tenant selection process enables timely placement of persons in appropriate housing. Potential clients are assessed by their vulnerability, service utilization, and their eligibility for various housing opportunities. Permanent Supportive Housing can be both in congregate sites as part of a larger program or scattered throughout the community. Funds for subsidizing housing that can be used for permanent housing and be flexible for tenant, sponsor or project based rental assistance are important for securing additional housing. The State of Utah is working with many community partners to target tax credit units designated or set aside specifically for homeless households at lower rents in order to save money and serve more chronically homeless persons. Locating available housing requires a lot of coordination between landlords, housing authorities, and service providers. Creating positions to coordinate tenant selection and a housing location specialist who understands both private and public housing are key positions in this effort.

A copy of **Utah's Ten-Year Plan** and the preferred practice guide for Permanent Supportive Housing models developed by the State of Utah in 2010 and adopted by the SHCC are available online at: [jobs.utah.gov/housing/scso](http://jobs.utah.gov/housing/scso).



**Figure 4.3 Utah Annualized Chronic Homeless Count**



Finally, supportive services for housing stabilization and clinical services are also an important component for Permanent Supportive Housing. Funds for housing stabilization or care coordination activities are hard to secure, but make a difference in the success of Permanent Supportive Housing programs for those with disabling conditions. In order to sustain this effort, other sources of funding will need to be secured. The possibilities for Medicaid expansion could impact this service greatly in the future.

#### **Characteristics of those currently living in Permanent Supportive Housing:**

Figure 4.4 includes the characteristics of single formerly chronically homeless persons housed in Permanent Supportive Housing between July 2013 and June 2014. Of those individuals 189, or 20 percent, had left Permanent Supportive Housing and only 17 or 9 percent of those who left returned to homelessness.

## **ii. Ending Veteran Homelessness**

The Veterans' Affairs (VA) Salt Lake City Health Care System – Homeless and Justice Clinical Recovery (HJCR) program is committed to ending homelessness among veterans by helping

them address their mental health, physical health, legal, vocational and financial needs. Recovery services are delivered by collaborative clinical teams to help Veterans take charge of their lives and become self-reliant.

The HJCR Program increased efforts to end homelessness among chronically homeless Veterans through strong collaborations with several agencies within the community including the following:

- The Road Home
- Housing Authority of Salt Lake City
- Housing Authority of the County of Salt Lake
- Volunteers of America
- Utah State Community Services Office
- Federal Department of Housing and Urban Development (HUD)
- Salt Lake City Corp./Mayor Becker's Office

The HJCR Program is co-located at The Road Home's main shelter, allowing more Veterans to access services from VA programs.

The targeted community effort aimed at eliminating homelessness for veterans who have experienced chronic homelessness has been

a success. Names of individual veterans and the number of veterans experiencing homelessness suggests that Salt Lake County has reached “effective zero,” meaning the service delivery system exists to address the homelessness of every veteran, and homelessness is as temporary as possible. Both President Barack and Michelle Obama have commended Salt Lake County for its efforts, including starting a Mayor’s Challenge between Salt Lake City and Phoenix, Arizona in 2013. The Mayor’s Challenge caught on nationally, and today there are 180 mayors across the country who have joined the Challenge where cities “compete” to impact homelessness among veterans.

The HJCR Program utilizes an aggressive outreach model extending needs assessment to shelters, hospitals, jails, and community sites throughout the State of Utah. Outreach is provided by VA outreach workers to the following locations on a weekly or biweekly schedule.

- The Road Home—Salt Lake City
- Salt Lake City Public Library
- Weigand Homeless Day Center—Salt Lake City
- St. Anne’s Shelter—Ogden
- Rescue Mission—Ogden
- Dixie Care and Share Shelter—St. George
- Iron County Care and Share Shelter—Cedar City

**The HJCR Program also provides clinical services and case management for the following programs:**

**1) The Grant and Per Diem (GPD) Program:** provides transitional housing up to 24 months with clinical services and case management

**Figure 4.4 Characteristics of Chronically Homeless Persons Placed in Permanent Supportive Housing, Utah, 2014**

Demographics	
Male	72%
Median age	45–54
Hispanic	9%
White	85%
Disabling conditions	
Mental illness	54%
Alcohol abuse	21%
Substance abuse	14%
Chronic health condition	23%
Physical disability	20%
More than one disabling condition	39%
Previous living situation	
Emergency shelter	41%
Places not meant for habitation	14%
institutional settings or transitional housing	18%
Other (motel, friends, family or other Permanent Supportive Housing)	27%
Percent with income and/or benefits	
Without income at entry	38%
Without income at exit or one year assessment	27%
Earned income	21%
SSI	25%
SSDI	27%
No sources	26%
SNAP	43%
Medicaid	27%
Medicare	12%
No benefits	26%
Length of stay and exit destination	
Median length of stay	1–2 years
Percent exiting to permanent destinations	49%
Percent exiting to other destinations (institutional settings, deceased, family and friends)	42%
Percent exiting to homelessness	9%

Source: Utah HMIS combined Permanent Supportive Housing Annual Progress Reports July 1, 2013–June 30, 2014



to homeless veterans struggling with issues pertaining to physical health, mental health, substance abuse, financial issues, legal issues, credit issues, etc. The HJCR Program currently provides support and funding for 244 beds/units at eight different facilities in Salt Lake and Weber Counties (First Step House, First Step House-Critical Time Intervention, St. Mary's Center for Recovery, Homeless Veterans Fellowship, Sunrise Metro Apartments, Valor Apartments, Freedom Landing and Valor House). Veterans are also provided with a clean and sober environment with supervision 24 hours per day, 7 days per week.

**2) The Department of Housing and Urban Development and Department of Veterans Affairs Supported Housing (HUD-VASH) Program:** provides Permanent Supportive Housing with case management and other clinical services to homeless veterans requiring these services to live independently in the community. HUD and VA currently provide funding for 387 vouchers to four housing authorities (Housing Authority of Salt Lake City, Housing Authority of the County of Salt Lake, Ogden Housing Authority and the St. George Housing Authority).

**3) Supportive Services for Veteran Families (SSVF):** is funding for rapid rehousing and supportive services to veterans and their families. The Road Home in Salt Lake City and Homeless Veterans Fellowship (HVF) in Ogden administer the program in their communities, and HVF administers the program across the state and into Idaho, Nevada and Wyoming.

**Figure 4.5 Housing Situation for Homeless Veterans in Utah, 2013–2014**

Housing category	2013	2014	Percent change
In grant per diem or other transitional housing	186	117	-37%
In emergency shelter	103	176	71%
On the street	37	24	-35%
Total homeless veterans	326	317	-3%

#### **Strategic planning next steps:**

- Establish backbone entities and further regional and statewide efforts to collaborate across local and state governments and community partners to strategically plan for housing and resources for services
- Determine performance of homeless providers using the Homeless Management Information System (HMIS)
- Coordinate resources across funders using data and best practices to support an effective and sustainable system of services.
- Understand how to secure additional services or resources via the Affordable Care Act for persons experiencing homelessness

## **B. HOUSING**

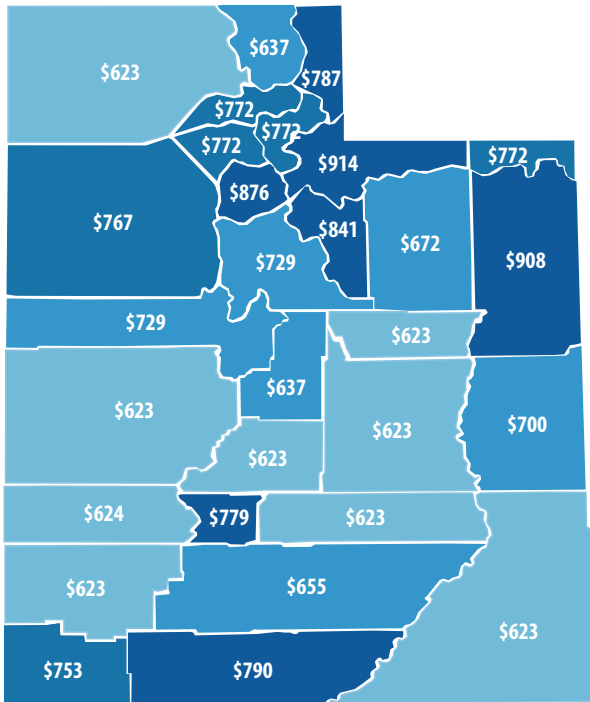
This section outlines the need for market-based and public or service-based housing necessary to prevent and end homelessness across the state.

#### **Affordable housing:**

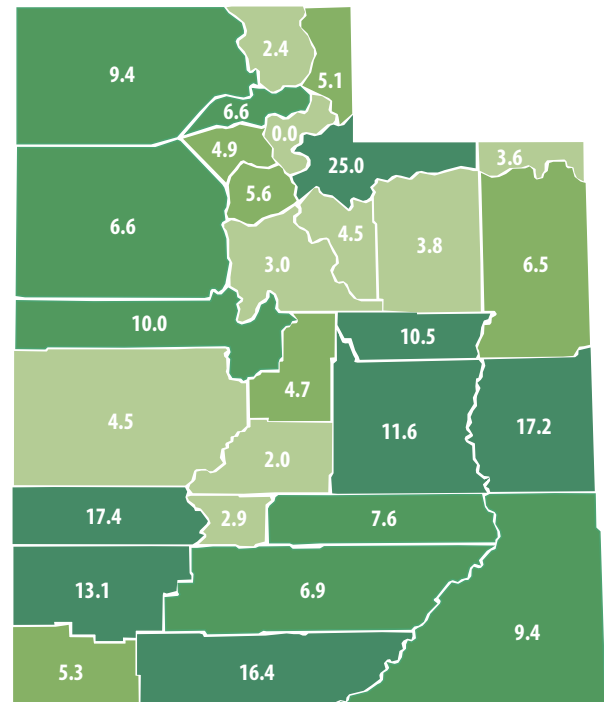
There is a strong link between affordable housing and homelessness. Several studies looking at the rate of homelessness across metropolitan areas found as the rate of affordable or available housing decreases the total number of homeless persons increases.<sup>4</sup> These studies account for the total population, climate and the number of shelter beds available.

<sup>4</sup>e.g. 1) Fertig, Angela R., and David A. Reingold. "Homelessness Among at Risk Families with Children in Twenty American Cities." *Social Service Review* 82.3 (2008): 485-510. 2) Lee, Barrett A., Kimberly A. Tyler, and James D. Wright. "The New Homelessness Revisited." *Annual Review of Sociology* 36 (2010): 501. 3) Wright JD, Donley AM, Gotham KF. Housing policy, the low income housing crisis, and the problem of homelessness. In: McNamara R, editor. *Homelessness in America*, Vol. 2, Causes of Homelessness. Praeger; New York: 2008. pp. 31–48.

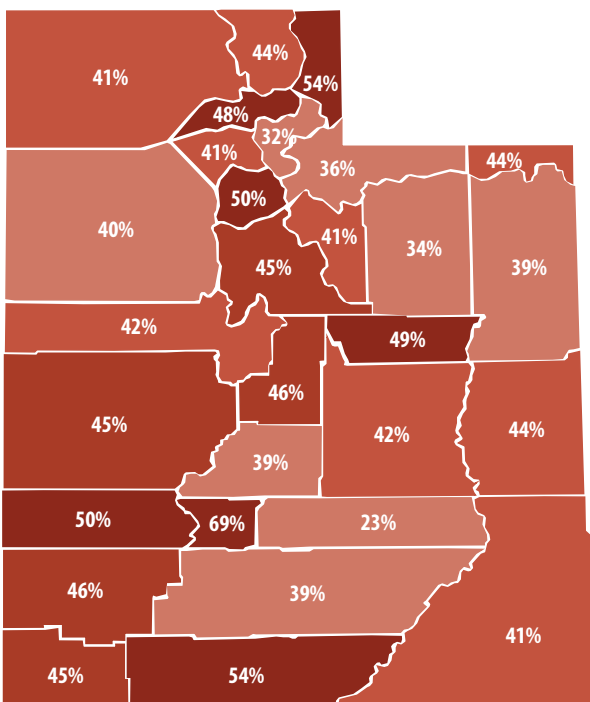
**Figure 4.6 Affordable Housing**



**Figure 4.7 Vacancy Rates**



**Figure 4.8 Percent Unable to Afford FMR**



These maps depict the housing market conditions in Utah. More information is located on the National Low Income Housing Coalition website ("Out of Reach" 2014 Report). Affordable housing is determined by the number of housing units priced so that a household with one full-time worker earning the minimum wage can afford the local fair-market rent for a two bedroom apartment. Typically this means that rents are no more than 30 percent of a household's total income.

Available housing refers to the percent of units that are vacant and on the market to rent or buy. Affordable and available housing also needs to correspond to the needs of the population in terms of the price and availability of studio, one, two, and three or more bedrooms relative to the number of households that are single individuals, couples, and families of varying sizes.

The percent of renters who cannot afford rental housing for a two bedroom apartment in Utah was estimated around 47 percent in 2014, an increase from 36.7 percent in 2010. The figure below shows the gap between affordable rent and monthly income for persons earning minimum wage, living

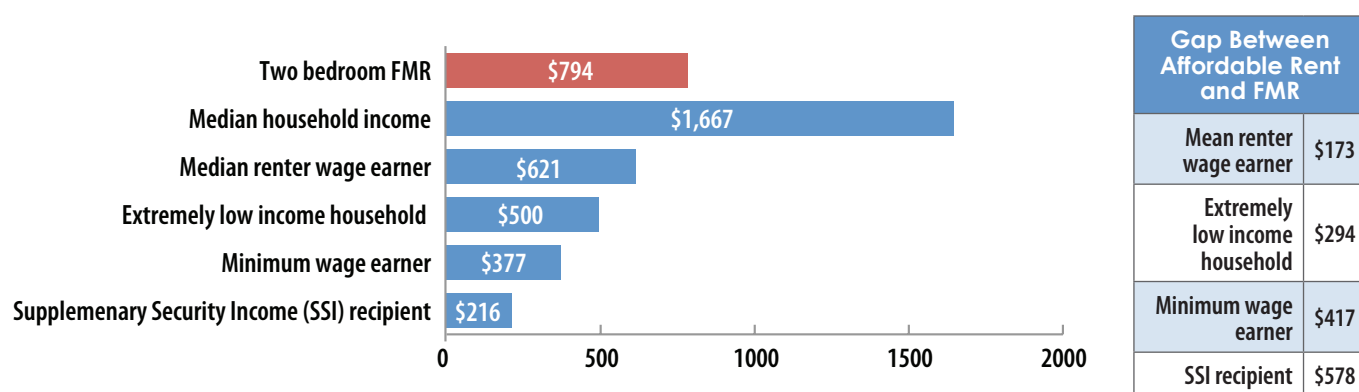
in poverty or receiving SSI. The income-to-rent gap can cause many without other supports to seek shelter or experience homelessness. The table below, from the Cushman & Wakefield 2013 Report "Utah's Economy—Needed: More Apartment Construction," shows the demand met by new construction (35 percent for the state) and the remainder of those who are accommodated by private rentals (65 percent for the state). A shortage of new apartments to accommodate the increasing number of renters could lead to

increases in homelessness or a shortage of housing available for rehousing homeless persons. Potential shortages in family or single rental units can play a role in the composition of the homeless population.

#### Supportive housing:

The majority of housing in Utah follows the Housing First philosophy described earlier in the approach to end chronic homelessness. The amount of Permanent Supportive Housing has steadily increased over time and there are efforts to convert

**Figure 4.9 Monthly Rent Affordable to Selected Income Levels Compared with Two Bedroom FMR**



Source: National Low Income Housing Coalition 2014 Out of Reach Report

**Figure 4.10 Comparison of New Apartment Construction to Increase in Renters 2000–2010 (Selected Cities)**

	A. New apt. construction	B. Increase in renters	Difference between B and A	Demand met by new construction
Salt Lake City	2,658	3,571	913	74.4%
West Jordan	2,195	3,406	1,211	64.4%
St. George	1,050	3,386	2,336	31%
Provo	818	1,588	770	51.5%
Orem	767	1,998	1,231	38.4%
Riverton	648	1,048	400	61.8%
Logan	567	1,308	741	43.3%
Draper	526	1,428	902	36.8%
North Salt Lake	509	562	53	90.6%
Cedar City	509	1,592	1,083	32%
State	21,137	59,821	38,684	35.3%

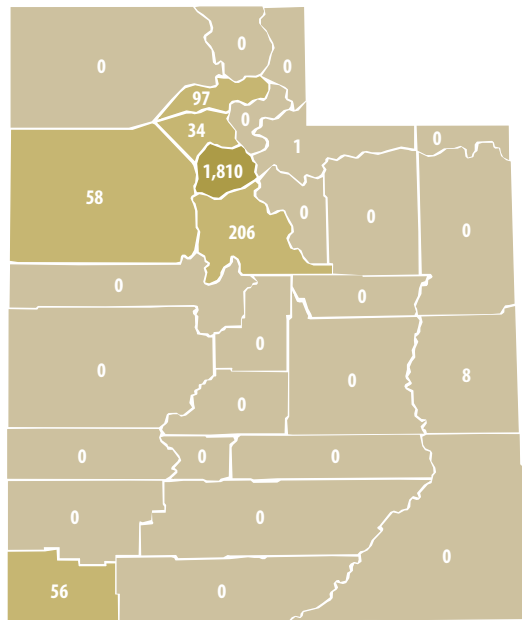
Source: U.S. Census Bureau and Bureau of Economic and Business Research, University of Utah

existing transitional housing stock into Permanent Supportive Housing. Rapid Rehousing (RRH) is also considered a form of Permanent Supportive Housing because it provides a more permanent housing solution with supportive services until the household can support itself and does not require the household to relocate when a housing

subsidy ends. Figure 4.11 shows the location of all of the Permanent Supportive Housing units in 2014 according to the Housing Inventory Chart submitted to HUD. Figure 4.12 identifies the subpopulations targeted for those units.

To determine the amount of housing still needed, every year providers in each community go

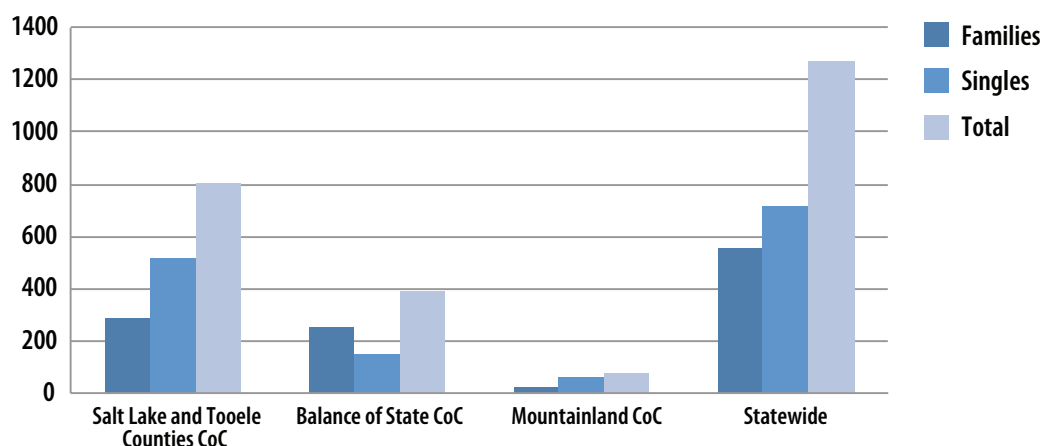
### Figure 4.11 Permanent Supportive Housing Units in Utah



**Figure 4.12 Permanent Supportive Housing Targeted to Specific Population, State of Utah, 2014 Housing Inventory**

	Totals	Percent of 2,264 Total
Total for families	1,059	47%
Total for individuals	1,205	53%
<b>Total Permanent Supportive Housing</b>	<b>2,264</b>	-
Total for chronic families	330	29%
Total for chronic individuals	821	71%
<b>Total for chronic</b>	<b>1,151</b>	<b>51%</b>
Total for veterans	402	18%
Total for youth	10	0.4%

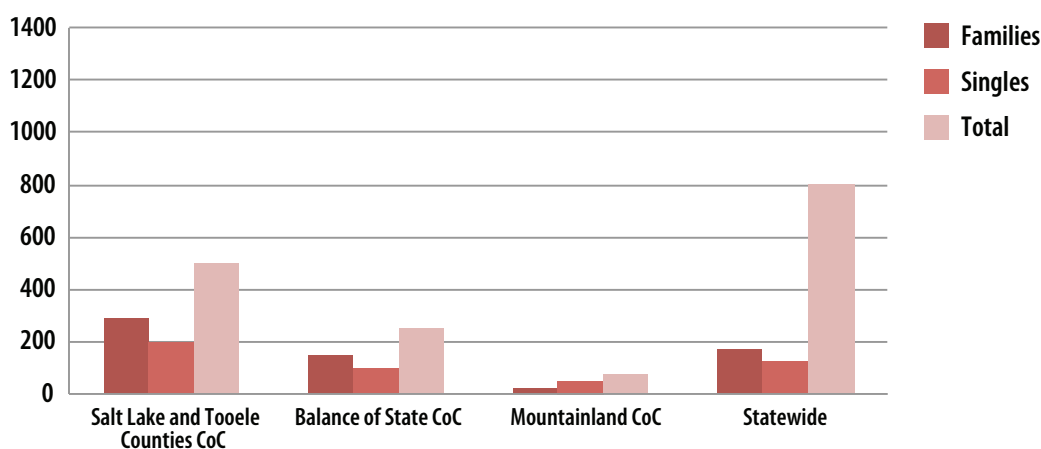
**Figure 4.13 Unmet Need for Permanent Supportive Housing Units based on 2014 Point-In-Time Count and Provider Survey**



through an exercise to determine the number of units needed to end homelessness. In 2014 it was determined that 718 Permanent Supportive Housing beds were needed for single individuals and 553 Permanent Supportive Housing beds for families. Permanent Supportive Housing are for homeless persons with a disabling condition and

primarily targeted toward chronically homeless individuals and families. In addition, to determine the need for Permanent Supportive Housing, providers also estimated the need for rapid rehousing statewide. See Figures 4.13 and 4.14 for a breakdown of unmet need for Permanent Supportive Housing by Continuum of Care.

**Figure 4.14 Unmet Need for RRH based on 2014 Point-In-Time Count and Provider Survey**



#### **Housing next steps:**

- Significantly increase the number of affordable housing units for individuals and families with children throughout the state. Even with housing vouchers available it is still difficult to find available rental units for single individuals or families with children in communities across the state.
- Increase the amount of Permanent Supportive Housing for chronically homeless persons and other special populations in need. According to the 2014 Point-In-Time Count and provider discussions it was determined 718 permanent supportive housing beds are needed for single individuals and 553 beds for families.
- Determine what mix of scattered site (voucher-based) and congregate site (facility-based) housing will best address

housing needs for chronically homeless individuals and how to project the need for this housing over a longer time period. More research is necessary to determine this need.

- Increase funding for rapid rehousing for families and individuals including housing location and stabilization resources.
- Increase specialized housing for those in Permanent Supportive Housing who are aging and need nursing care. According to the 2013 AHAR report, roughly 140 formerly homeless persons living in Permanent Supportive Housing that are 62 years old or older have a disabling condition and will need additional services as they age.
- Promote relationships between service providers and landlords to increase access to housing.

## C. SUPPORTIVE SERVICES

Supportive services consist of a variety of services meant to support homeless persons in regaining or maintaining housing. Supportive services operate in conjunction with outreach, shelter and housing programs to meet these ends. Activities typically include support with employment, housing retention or location, mental and physical health, and support with activities of daily living.

General case management is difficult to define. A committee of case managers worked to develop agreed upon approaches and practices for case managers. To see a copy of these guidelines go to: <http://jobs.utah.gov/housing/scso/documents/guidelines.pdf>

### Employment:

The Utah Department of Workforce Services (DWS), in conjunction with homeless service providers statewide, offers employment services including the following:

- Help determining whether adults are able, available and qualified for employment
- Job search techniques
- Clothing and transportation for interviews
- Resume and job application assistance

- Interview practice and techniques
- Assistance with communication and professional image
- Assistance with barriers to employment
- Help finding training and workshops or other opportunities to increase qualifications for employment
- Referrals for childcare, internal recruitment, GED or other education opportunities and job clubs

Special employment efforts target formerly chronically homeless persons living in Permanent Supportive Housing and homeless families receiving rental assistance through TANF homeless prevention and rapid rehousing programs. For Permanent Supportive Housing programs, an employment counselor is available on site and works with residents to access job opportunities. As part of the TANF program, recipients are required to meet with an employment counselor as part of the program to help with maintaining long-term housing stability following the program assistance.

Once individuals and families experiencing homelessness are housed, they can focus more on increasing their income through employment. From July 2013 to June 2014, 644 persons, or 13 percent increased income from employment while in housing, and 476 persons, or 10 percent,

**Figure 4.15 Income from Employment and Benefits for Adults**

	Prevention	Rapid Rehousing	Transitional Housing	Safe Haven	Permanent Supportive Housing	Total
Maintaining or increasing earned income	28%	27%	23%	1%	14%	21%
Maintaining or increasing total income	62%	66%	63%	72%	64%	64%
Increasing earned income	15%	10%	17%	1%	11%	13%
Increasing total income	41%	32%	44%	55%	51%	45%
Gaining earned income (had no earned income at entry)	10%	7%	13%	1%	9%	10%
Gaining any income (had no income at entry)	18%	13%	21%	10%	19%	18%
Number served	1203	741	1005	69	1938	4956

Source: July 1, 2013–June 30, 2014 Utah HMIS

of those housed had entered with no earned income and gained income from employment during the housing program (See Figure 4.16 for a breakdown by housing type).

#### Increasing benefits:

A major goal of case managers in housing programs is to increase the access to mainstream benefits for their clients in order to maximize the services and supports needed to maintain housing and overall wellbeing.

One initiative, SOAR or SSI/SSDI Outreach, Access and Recovery, provides specialized training for case managers to shorten the application process for benefits for Social Security and ensure better outcomes. SSI stands for Supplemental Security Income and SSDI stands for Social Security Disability Insurance. Applications for these benefits can take a long time, and are often denied if applications are not completed correctly. According to the U.S. Social Security Administration, the typical payment for SSI is \$721 per month and \$1,148 for SSDI. These payments are typically less than a person would make if earning minimum wage (\$7.25 per hour) at a full-time job but still offer needed income.

Other cash and non-cash benefits include:

- Alimony or other spousal support
- Child Support
- General Assistance
- Medicaid
- Medicare
- Primary Care Network (PCN)
- Private disability insurance
- Retirement income from Social Security
- Section 8, Public Housing or other ongoing rental assistance
- Social Security Disability Income (SSDI)
- Special Supplemental Nutrition Program for Women, Infants and Children (WIC)
- State Children's Health Insurance Program
- Supplemental Nutrition Assistance Program (SNAP) (Food Stamps)
- Supplemental Security Income (SSI)
- Temporary Assistance for Needy Families (TANF)
- TANF Child Care Services

- TANF transportation Services
- Temporary rental assistance
- Unemployment Insurance (UI)
- Veteran's Administration Medical Services
- Veteran's Disability Payment
- Veteran's Pension
- Worker's Compensation
- Other income

Each of these benefits is tracked within housing programs and is evaluated in terms of a housing program's performance. Those who were receiving income or benefits through mainstream services were 5,106 (80 percent), of the 6,358 housed. The percentages by housing type are presented below:

**Figure 4.16 Income from Public Benefits**

Housing Type	Persons Receiving Benefits (does not include earned income)
Prevention	80%
Rapid rehousing	74%
Transitional housing	82%
Safe haven	91%
Permanent Supportive Housing	81%

Source: July 1, 2013–June 30, 2014 Utah HMIS

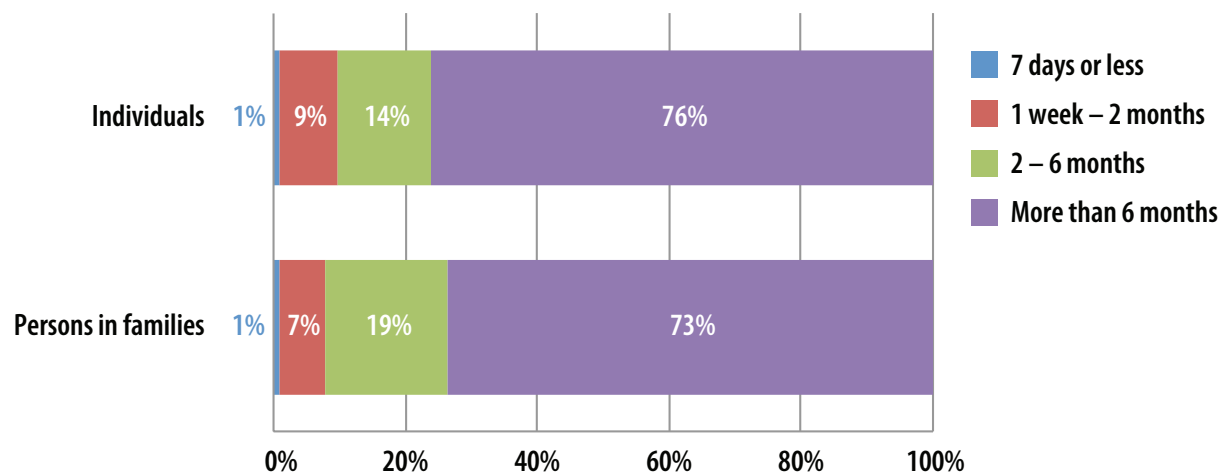


### Housing retention and housing location:

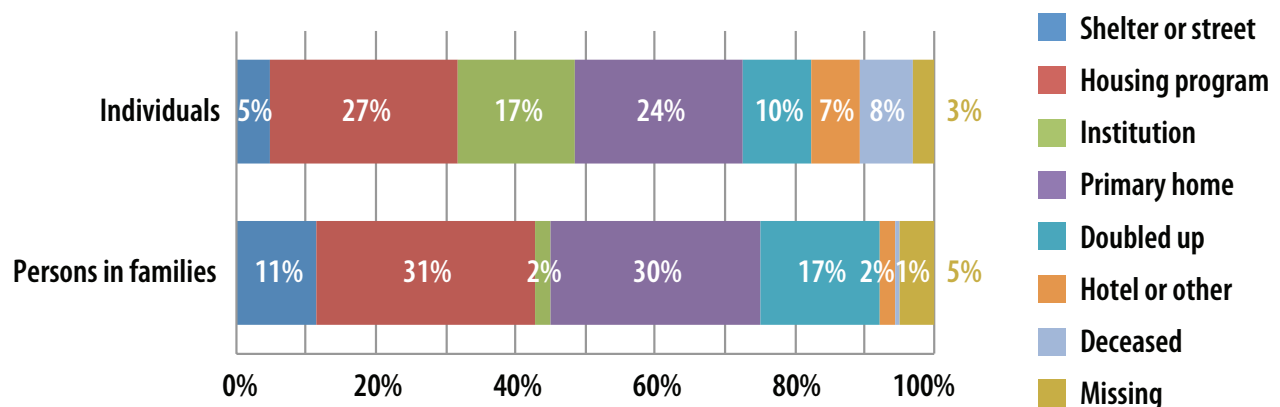
Permanent housing coupled with supportive services described above has shown effective results in terms of promoting housing retention and gains in income and benefits for formerly homeless persons, and primarily chronic homeless persons. Retaining

housing for six months or longer or exiting to a permanent destination is a central goal for case managers working in Permanent Supportive Housing programs. See Figure 4.17 and 4.18 for length of stay in Permanent Supportive Housing and exit destinations from Permanent Supportive Housing.

**Figure 4.17 Length of Stay in Permanent Supportive Housing Programs: State of Utah, Utah HMIS Oct. 2012 – Sept. 2013**



**Figure 4.18 Exit Destination from Permanent Supportive Housing Programs: State of Utah, Utah HMIS Oct. 2012 – Sept. 2013**





Several barriers still exist for housing. Homeless service providers have identified the following as areas where additional funding and collaboration is necessary for helping clients find and retain housing:

<b>Housing location</b>
Apartments with adequate amenities
Apartments with number of rooms needed
Apartments convenient for employment and transportation
<b>Legal services</b>
Legal advice
Support expunging records
Transportation/bus passes for cross jurisdictional court hearings
<b>Credit services</b>
Credit reporting
Debt consolidation and counseling
<b>Landlord and tenant services</b>
Rental arrear payments
Funds for rental applications/background checks
<b>Documentation services</b>
Driver's license/identification cards
Social Security cards

**Figure 4.19 Outreach Services Provided for Programs Participating in the Utah HMIS**

Type of Outreach Service or Contact	Number of Services in HMIS July 2013 – July 2014
First contacts on the street	364
Referrals for additional services including housing	2,462
Counseling and life skills development	393
Basic needs services such as transportation, clothing, food and identification	17,953
<b>Total services</b>	<b>21,172</b>

#### **Outreach:**

Most of the homeless population will access the homeless services through the emergency shelter system or other services. There are, however, persons experiencing homelessness who generally do not access homeless services. Outreach workers make contact with these individuals on the street and in camps and encourage them to receive medical services and eventually housing. Outreach teams have been developed in Salt Lake, Weber, Utah and Washington Counties and specialize in working with youth, chronically homeless persons and others who often interact with medical and police emergency responders.

#### **Supportive services next steps:**

- Increase the number of case managers and funding sources for supportive services in homeless and housing programs.
- Increase the number of Assertive Community Treatment (ACT) teams to provide outreach and housing stabilization services. ACT teams have members who specialize in social work, rehabilitation, counseling, nursing, psychiatry, substance abuse, and employment and education and therefore provide a breadth of services in a coordinated fashion.
- Increase the amount of flexible funds to remove housing barriers.
- Increase training and coordination for case managers to help clients obtain mainstream resources and increase income, for instance through the SOAR program.
- Promote relationships between service providers and employers to increase access to employment for homeless or formerly homeless persons. In addition, increase employment supports such as training or educational opportunities and transportation to promote employment.

Emergency services are most often associated with homelessness. Emergency services include temporary shelters, soup kitchens, day centers and outreach services. The goal of many communities is to minimize the amount of emergency services in order to direct more resources towards housing. Most homelessness is characterized by a single episode of short duration due to a short term crisis (see Figure 4.22). For these persons, temporary shelter is all the service they will need. For others, shelter often becomes a gateway to additional services and housing. Based on the annual Point-In-Time homeless count, 92.8 percent of homeless individuals and families are sheltered, up from 82.4 percent in 2005, and compared with 64.7 percent sheltered nationally. The total number sheltered year-round by providers participating in the Utah HMIS based on federal reporting for the Annual Homeless Assessment Report (AHAR) is included in the table below.

	Persons in Families	Individuals	Total
Salt Lake and Tooele Counties CoC	2,583	5,110	7,693
Balance of State CoC	625	1,469	2,094
Mountainland CoC	317	601	918
Statewide	3,525	7,180	10,705

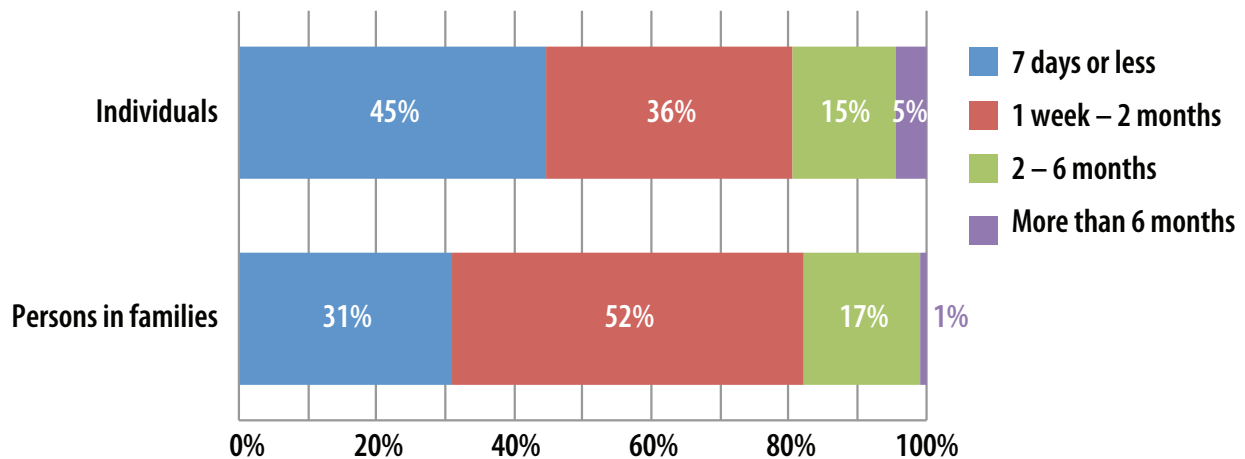
The State of Utah has several homeless emergency shelters and providers in 15 out of 29 counties and a total of 2,265 beds. Of the total beds, roughly 36 percent, or 444 are dedicated to victims of domestic violence.

Map of Ohio showing the number of votes for each congressional district in the 2008 election. The map uses a color gradient from light yellow to dark brown to represent the number of votes, with darker shades indicating higher vote counts. The highest vote count is 1,652 in the 1st district, followed by 488 in the 12th district and 207 in the 7th district.

Congressional District	Number of Votes
1st	1,652
2nd	0
3rd	0
4th	0
5th	0
6th	0
7th	207
8th	0
9th	0
10th	0
11th	0
12th	488
13th	0
14th	0
15th	0
16th	0
17th	0
18th	0
19th	0
20th	0
21st	0
22nd	0
23rd	0
24th	0
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99th	0
100th	0

- Increase coordination between emergency services as well as other community resources to improve services
- Determine who needs emergency services only and who needs additional services through rapid rehousing or Permanent Supportive Housing to scale services appropriately
- Continue to reduce the number of unsheltered homeless persons
- Reduce the length of stay in the shelters by increasing the number of housing opportunities and reducing barriers to housing

**Figure 4.22 Length of Stay in Emergency Shelter, Utah  
HMIS, Oct. 2012 – Sept. 2013**



## E. DISCHARGE PLANNING

Part of the Ten-Year Plan to reduce overall homelessness is providing effective discharge planning for those individuals coming out of incarceration or state sponsored/funded treatment programs. This would include those coming out of prison, jails, mental health and substance abuse treatment, foster care and juvenile justice systems. Summarized below are data of these systems and the overlap with the homeless services system. With three years of complete and accurate homeless data, these data are now being matched with data from other state departments to determine who of their clients or potential clients are homeless.

### Utah Department of Corrections:

The Prison and Jail Discharge Planning Committee is working to develop interventions to reduce the

number who become homeless after release. In addition, several partners are working to establish a reporting system to identify those who might become homeless and create interventions to keep from becoming homeless.

### County jails:

Individuals experiencing homelessness are often arrested for minor criminal infractions such as loitering, trespassing, open container, public nuisance etc. and occupy a significant percentage of jail beds. Providers and local institutions need to be able to work across jurisdictions to create opportunities for persons experiencing homelessness to efficiently appear in court, conduct service work or pay fines without accumulating additional charges or fines in the process. Data from homeless service providers and jails have not yet been compared to determine the number of homeless persons with jail history. In a 2013 survey in Salt Lake County, roughly 73 percent of homeless persons stated having been incarcerated demonstrating the need for further attention.

### Department of Human Services:

The Division of Substance Abuse and Mental Health contracts with local Mental Health and Substance Authorities to serve the homeless persons with mental illness and co-occurring substance abuse disorders. More work needs to be done to provide additional services to those

Released from prison since 2011 . . . . .	<b>9,488</b>
Homeless after release . . . . .	<b>647</b>
Percent who became homeless . . . . .	<b>7%</b>
Released using homeless services . . . . .	<b>1,063</b>
Percent using homeless services . . . . .	<b>11%</b>

persons with severe mental illness and or chronic substance abuse who are also experiencing homelessness including improving coordination between service providers and case managers in instances where more than one case manager is working with the same client. Those served annually are estimated to be:

#### MENTAL HEALTH:

Total served . . . . . **15,995**  
 Homeless served 2013 . . . . . **1,376**  
 Percent homeless . . . . . **8.6%**

#### SUBSTANCE ABUSE:

Total served . . . . . **28,981**  
 Homeless served 2013 . . . . . **1,681**  
 Percent homeless . . . . . **5.8%**

#### Department of Human Services:

The Division of Child and Family Services does not track whether clients are experiencing homelessness; however, inadequate housing is identified and is a contributing factor to homelessness. More work needs to be done to provide additional services to youth who are also experiencing housing instability or are experiencing homelessness.

	Total clients	Inadequate housing
Child protective services	3,047	7%
In-home services	3,164	17%
Foster care services	2,573	26%

#### Department of Health:

The Health Center Grantees in Utah provide medical services to the state's homeless citizens and coordinates with hospitals and clinics to provide housing supports for people being discharged without housing.

Health center grantees	Served
Fourth Street Clinic	3,747
Other federally qualified centers	3,459
<b>Total</b>	<b>7,206</b>

#### Division of Juvenile Justice Services:

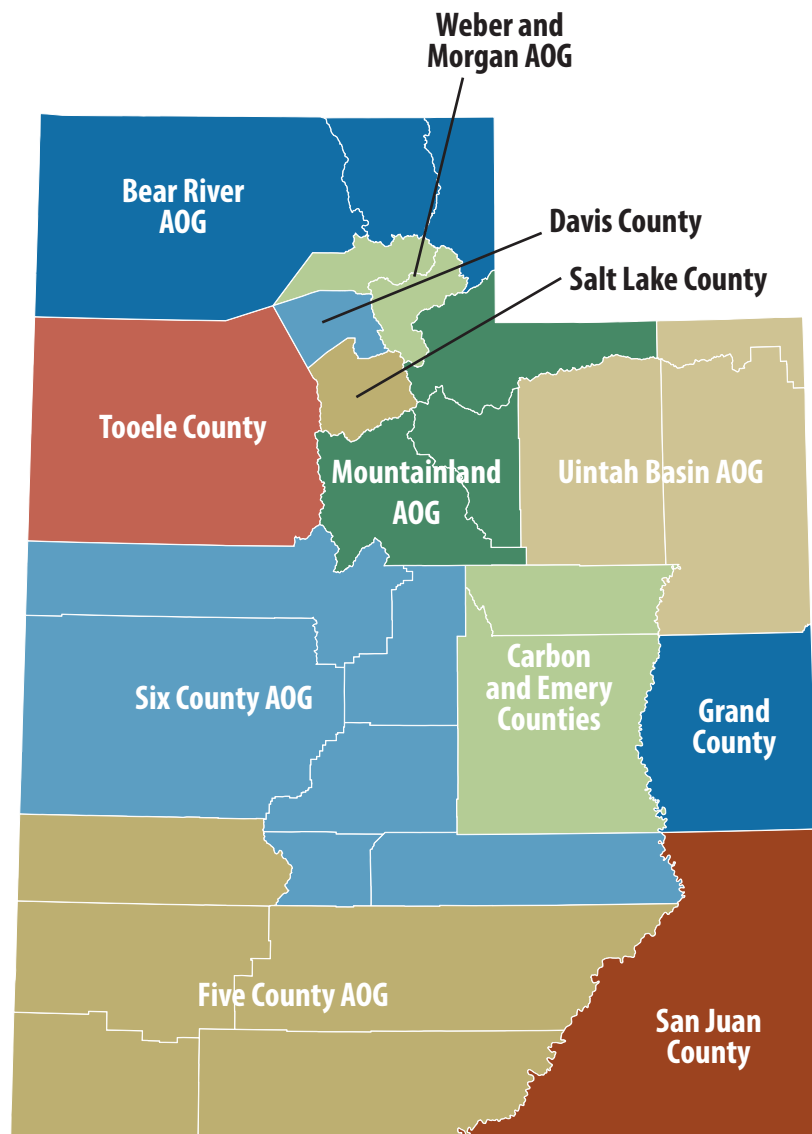
Homelessness is not tracked as a distinct data set for this group in DJJS. Based on other data an estimate can be made of those who are homeless among those served by DJJS.

Programs	Youth served	Estimated homeless
Youth services	2,695	8
Diversion program	1,044	4
Detention	4,275	6
Case management	1,875	6
Observation and assessment	624	4
Long term secure facilities	321	11
Other programs	4,182	0
<b>Total programs</b>	<b>15,016</b>	<b>39</b>

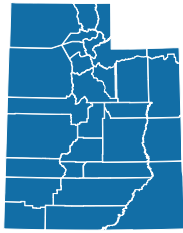
#### Discharge planning next steps

- Determine how many people experiencing homelessness access other mainstream resources or services across the state and identify gaps in services or opportunities to streamline services
- Promote collaboration between state agencies to address homelessness with a variety of resources
- Develop interventions to reduce the number who become homeless after release from jail or prison, or for youth aging out of foster care, or for persons being discharged from emergency rooms or hospitals.
- Prioritize strategic initiatives across public sectors based on the number of people experiencing homelessness that also receive services or should receive services from other service sectors

# 5 LOCAL HOMELESS COORDINATING COMMITTEE (LHCC) PROFILES



Utah Local Homeless Coordinating Committees (LHCCs)



## STATE OF UTAH PROFILE

### Data Sources

<sup>1</sup>2013 U.S. Census Population Estimate

<sup>2</sup>U.S. Census, 2008–2012 American Communities Survey

<sup>3</sup>U.S. Bureau of Labor Statistics—2013 Annual Average Summary

<sup>4</sup>U.S. Department of Housing and Urban Development

<sup>5</sup>Utah Department of Workforce Services, Workforce Research and Analysis

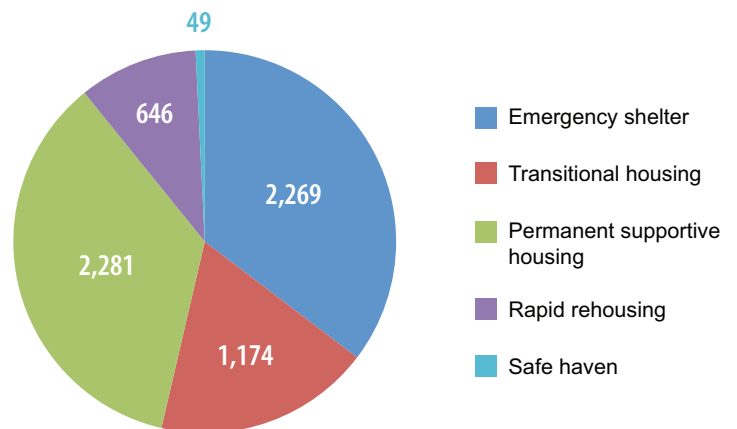
<sup>6</sup>Utah State Community Services Office 2014 Annualized Homeless Point-In-Time Count Derived from Single Night Count

<sup>7</sup>Utah State Office of Education 2014 Point-In-Time Count

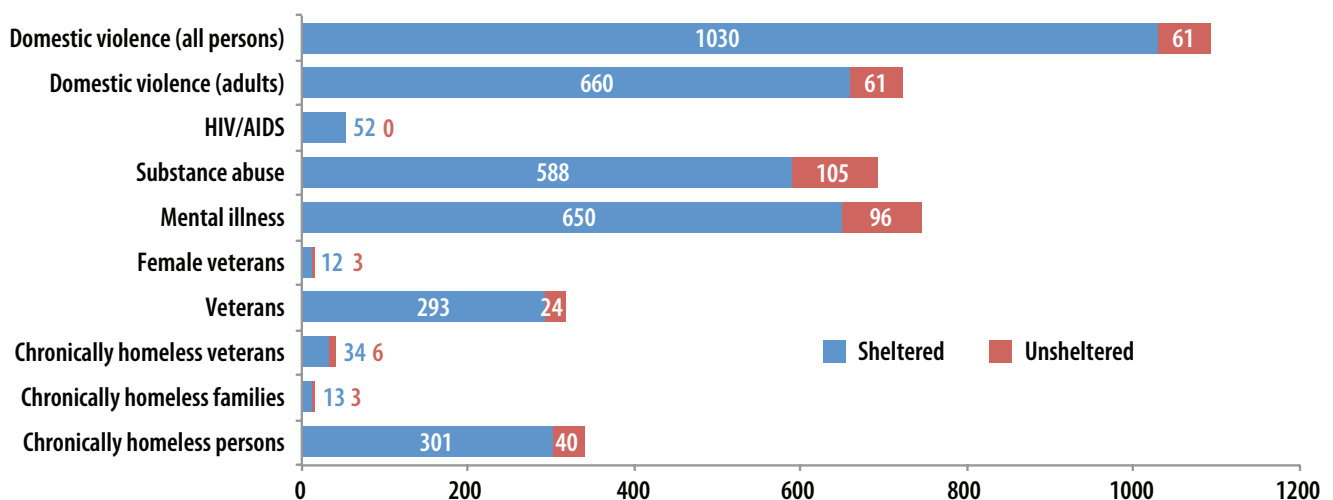
<sup>8</sup>2014 Utah Homeless Housing Inventory Chart

<sup>9</sup>Utah State Community Services Office Single Night Homeless Point-In-Time Count

### 2014 Housing Inventory Total: 6,419<sup>8</sup>



### Homeless Subpopulations: 2014 Single Night Count<sup>9</sup>



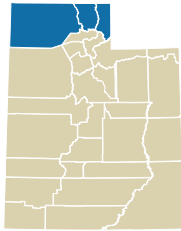
Area Characteristics	
2013 population <sup>1</sup>	2,900,872
2012 poverty rate <sup>2</sup>	12.1%
2013 unemployment rate <sup>3</sup>	4.4%
2012 percent of persons receiving food stamps <sup>1</sup>	8.3%
2014 fair market rent (FMR) for two bdrm unit <sup>4</sup>	\$623–\$914
Estimated percent of renters unable to afford two bdrm FMR <sup>4</sup>	47%
Estimated number of persons experiencing intergenerational poverty <sup>5</sup>	87,889

Homelessness	
2014 annualized homelessness estimate <sup>6</sup>	13,671
2014 homelessness as percent of area population	0.47%
2014 total number of homeless school children <sup>7</sup>	12,171
Total number of school children living in shelters or in places not meant for habitation	778
Total number of school children doubling-up, in motel or living without adequate facilities	11,393
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.14%

### Utah Single Night Point-In-Time Count<sup>9</sup>

Headcount		2013 State Total	2014 State Total
Sheltered	Family of adult and minor	1,266	1,228
	Households only children	12	3
	Households no children	1,581	1,513
	Total	2,859	2,744
Unsheltered	Family of adult and minor	52	124
	Households only children	1	0
	Households no children	361	189
	Total	414	313
Total	Family of adult and minor	1,318	1,352
	Households only children	13	3
	Households no children	1,942	1,702
	Total	3,273	3,057
Households		2013 State Total	2014 State Total
Sheltered	Family of adult and minor	391	380
	Households only children	12	3
	Households no children	1,574	1,501
	Total	1,977	1,884
Unsheltered	Family of adult and minor	15	18
	Households only children	1	0
	Households no children	338	176
	Total	354	194
Total	Family of adult and minor	406	398
	Households only children	13	3
	Households no children	1,912	1,677
	Total	2,331	2,078

**NOTE:** Households no children total may not match headcount if more than one adult is present.



## Bear River Association of Government LHCC

Headcount		Bear River AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	89	69	84	75	347	1,228
	Households only children	-	3	-	-	1	3
	Households no children	15	11	14	6	266	1,513
	Total	104	83	98	81	614	2,744
Unsheltered	Family of adult and minor	3	3	-	-	114	124
	Households only children	-	-	-	-	-	0
	Households no children	5	5	2	1	54	189
	Total	8	8	2	1	168	313
Total	Family of adult and minor	92	72	84	75	461	1,352
	Households only children	-	3	-	-	1	3
	Households no children	20	16	16	7	320	1,702
	Total	112	91	100	82	782	3,057
Households		Bear River AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	26	22	26	24	110	380
	Households only children	-	1	-	-	1	3
	Households no children	13	11	14	6	262	1,501
	Total	39	34	40	30	373	1,884
Unsheltered	Family of adult and minor	1	1	-	-	16	18
	Households only children	-	-	-	-	-	-
	Households no children	5	5	2	1	51	176
	Total	6	6	2	1	67	194
Total	Family of adult and minor	27	23	26	24	126	398
	Households only children	-	1	0	0	1	3
	Households no children	18	16	16	7	313	1,677
	Total	45	40	42	31	440	2,078



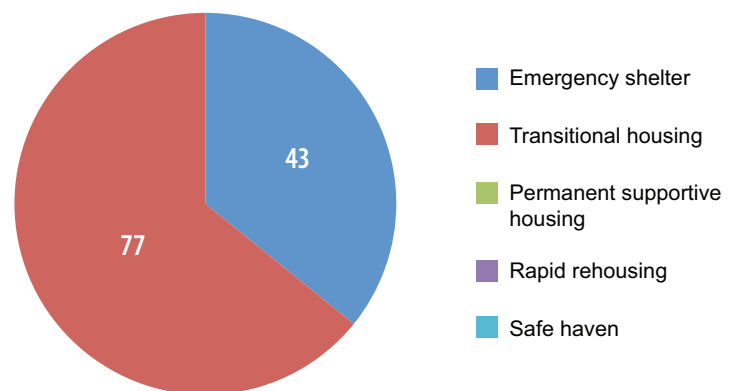


Area Characteristics	
2013 population	169,991
2012 poverty rate	5.2%
June 2014 unemployment rate	3.2%
2012 percent of persons receiving Food Stamps	13.2%
2014 fair market rent (FMR) for two bedroom unit	\$682
Estimated percent of renters unable to afford two bedroom	46%
Estimated number of persons experiencing intergenerational poverty	4,527

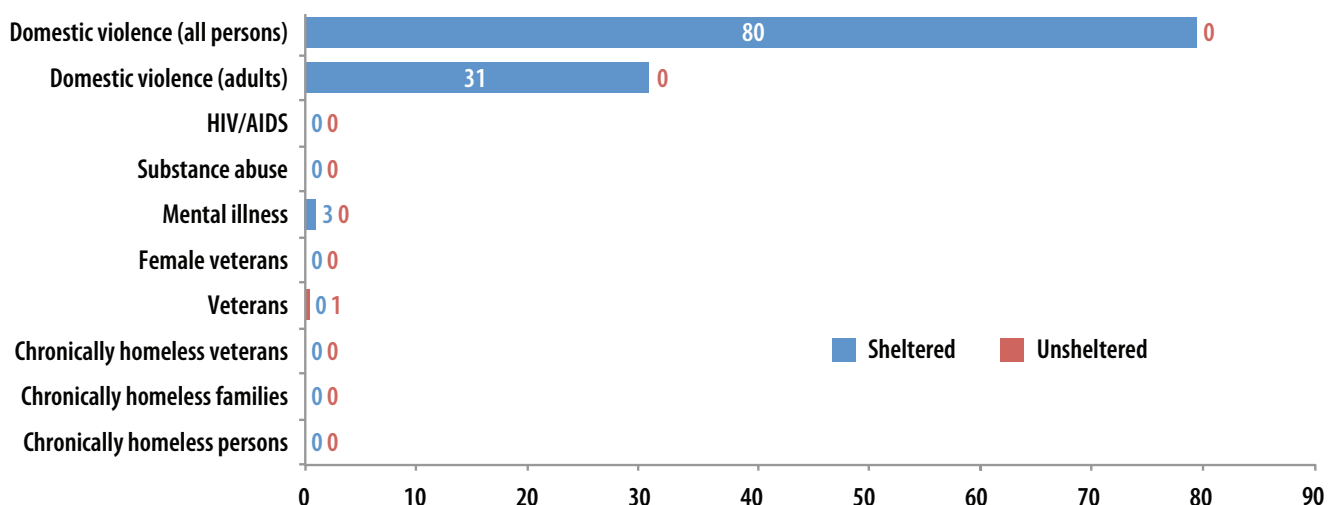
Homelessness	
2014 annualized homelessness estimate	410
2014 homelessness as percent of area population	0.24%
2014 total number of homeless school children	251
Total number of school children living in shelters or in places not meant for habitation	4
Total number of school children doubling-up, in motel or living without adequate facilities	247
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.01%

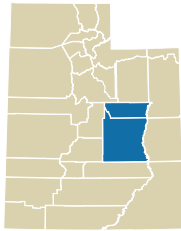
Services
Area Housing and Shelter Providers:
Bear River AOG
Community Abuse Prevention Services Agency
New Hope

### 2014 Housing Inventory Total: 120



### Homeless Subpopulations: 2014 Single Night Count





## Carbon and Emery Counties LHCC

Headcount		Carbon/Emery AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	2	8	5	5	347	1,228
	Households only children	0	0	0	0	1	3
	Households no children	7	18	1	1	266	1,513
	Total	9	26	6	6	614	2,744
Unsheltered	Family of adult and minor	0	0	0	0	114	124
	Households only children	0	0	0	0	0	0
	Households no children	0	0	2	0	54	189
	Total	0	0	2	0	168	313
Total	Family of adult and minor	2	8	5	5	461	1,352
	Households only children	0	0	0	0	1	3
	Households no children	7	18	3	1	320	1,702
	Total	9	26	8	6	782	3,057
Households		Carbon/Emery AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	1	3	1	2	110	380
	Households only children	0	0	0	0	1	3
	Households no children	7	16	1	1	262	1,501
	Total	8	19	2	3	373	1,884
Unsheltered	Family of adult and minor	0	0	0	2	16	18
	Households only children	0	0	0	0	-	-
	Households no children	0	0	2	1	51	176
	Total	0	0	2	3	67	194
Total	Family of adult and minor	1	3	1	4	126	398
	Households only children	0	0	0	0	1	3
	Households no children	7	16	3	2	313	1,677
	Total	8	19	4	6	440	2,078

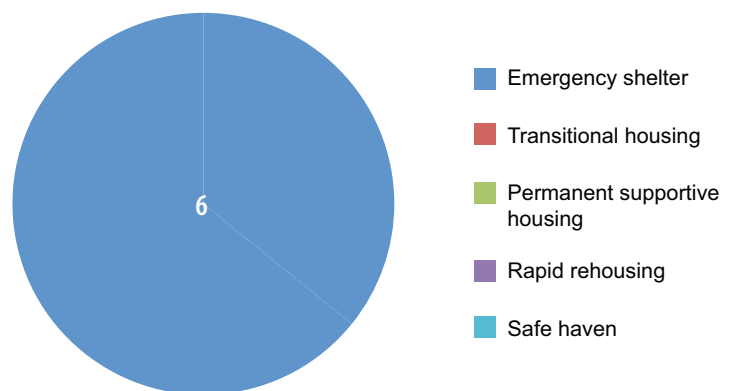


Area Characteristics	
2013 population	31,737
2012 poverty rate	7.4%
June 2014 unemployment rate	4.9%
2012 percent of persons receiving Food Stamps	18.9%
2014 fair market rent (FMR) for two bedroom unit	\$623
Estimated percent of renters unable to afford two bedroom	46%
Estimated number of persons experiencing intergenerational poverty	2,094

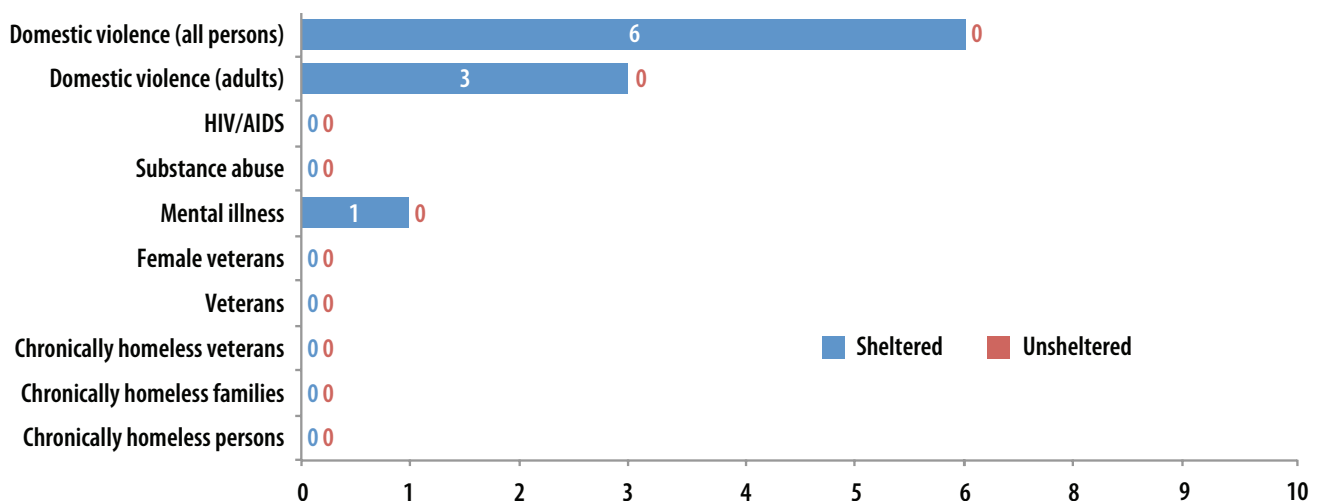
Homelessness	
2014 annualized homelessness estimate	30
2014 homelessness as percent of area population	0.09%
2014 total number of homeless school children	275
Total number of school children living in shelters or in places not meant for habitation	1
Total number of school children doubling-up, in motel or living without adequate facilities	274
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.02%

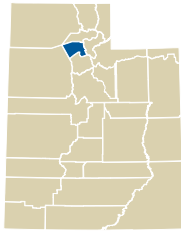
Services
Area Housing and Shelter Providers:
Colleen Quigley Women's Shelter

2014 Housing Inventory Total: 6



Homeless Subpopulations: 2014 Single Night Count





## Davis County LHCC

Headcount		Davis County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	88	89	89	81	347	1,228
	Households only children	0	0	-	-	1	3
	Households no children	25	2	5	8	266	1,513
	Total	113	91	94	89	614	2,744
Unsheltered	Family of adult and minor	0	0	-	-	114	124
	Households only children	0	0	-	-	0	0
	Households no children	17	18	9	8	54	189
	Total	17	18	9	8	168	313
Total	Family of adult and minor	88	89	89	81	461	1,352
	Households only children	0	0	0	0	1	3
	Households no children	42	20	14	16	320	1,702
	Total	130	109	103	97	782	3,057
Households		Davis County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	29	28	29	27	110	380
	Households only children	0	0	-	-	1	3
	Households no children	23	2	5	8	262	1,501
	Total	52	30	34	35	373	1,884
Unsheltered	Family of adult and minor	0	0	-	-	16	18
	Households only children	0	0	-	-	-	-
	Households no children	11	14	8	7	51	176
	Total	11	14	8	7	67	194
Total	Family of adult and minor	29	28	29	27	126	398
	Households only children	0	0	0	0	1	3
	Households no children	34	16	13	15	313	1,677
	Total	63	44	42	42	440	2,078

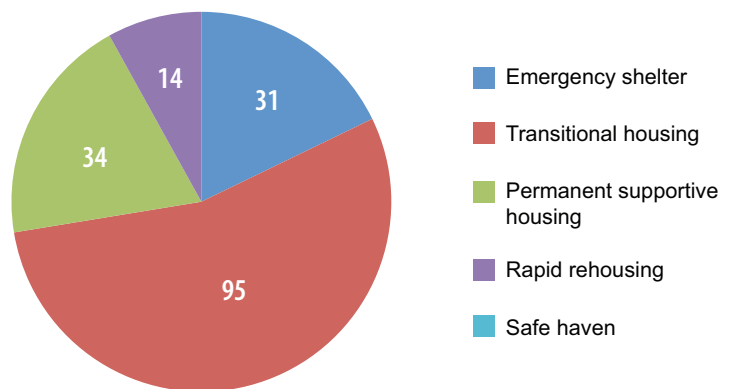


Area Characteristics	
2013 population	322,094
2012 poverty rate	6.0%
June 2014 unemployment rate	3.6%
2012 percent of persons receiving Food Stamps	10.9%
2014 fair market rent (FMR) for two bedroom unit	\$772
Estimated percent of renters unable to afford two bedroom	41%
Estimated number of persons experiencing intergenerational poverty	6,920

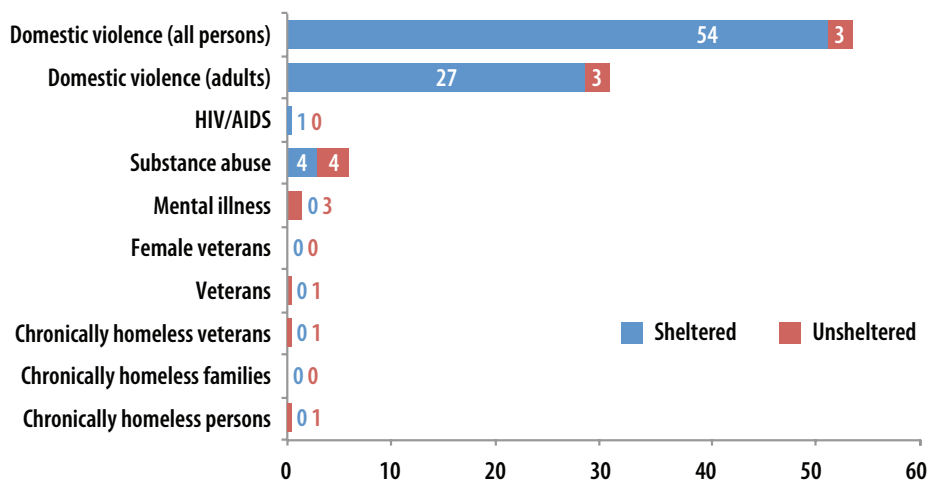
Homelessness	
2014 annualized homelessness estimate	482
2014 homelessness as percent of area population	0.15%
2014 total number of homeless school children	1,105
Total number of school children living in shelters or in places not meant for habitation	60
Total number of school children doubling-up, in motel or living without adequate facilities	1,045
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.08%

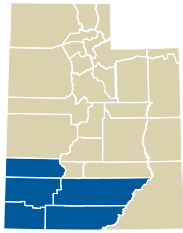
### 2014 Housing Inventory Total: 174

Services
Area Housing and Shelter Providers:
Davis Behavioral Health
Davis Citizen's Coalition Against Violence
Davis County Housing Authority
Family Connection Center



### Homeless Subpopulations: 2014 Single Night Count





## Five County Association of Government LHCC

Headcount		Five County AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	88	97	95	73	347	1,228
	Households only children	0	-	-	-	1	3
	Households no children	112	104	101	74	266	1,513
	Total	200	201	196	147	614	2,744
Unsheltered	Family of adult and minor	0	-	4	112	114	124
	Households only children	0	-	-	2	0	0
	Households no children	0	63	43	22	54	189
	Total	0	63	47	136	168	313
Total	Family of adult and minor	88	97	99	185	461	1,352
	Households only children	0	-	0	2	1	3
	Households no children	112	167	144	96	320	1,702
	Total	200	264	243	283	782	3,057
Households		Five County AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	30	33	29	22	110	380
	Households only children	0	-	-	-	1	3
	Households no children	100	100	99	72	262	1,501
	Total	130	133	128	94	373	1,884
Unsheltered	Family of adult and minor	0	-	1	15	16	18
	Households only children	0	-	-	-	-	-
	Households no children	81	56	40	23	51	176
	Total	81	56	41	38	67	194
Total	Family of adult and minor	30	33	30	37	126	398
	Households only children	0	-	0	0	1	3
	Households no children	181	156	139	95	313	1,677
	Total	211	189	169	132	440	2,078

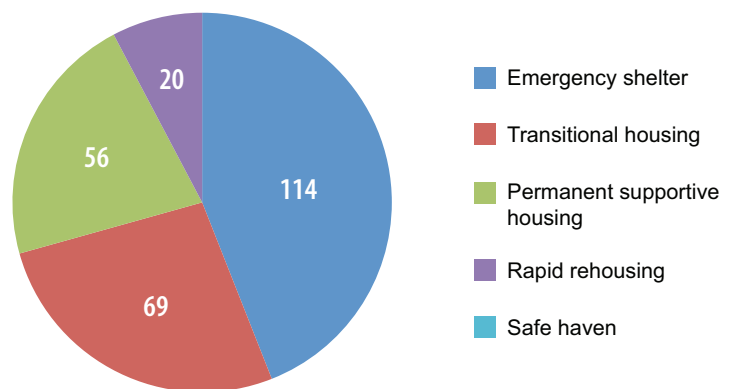


Area Characteristics	
2013 population	213,382
2012 poverty rate	13.5%
June 2014 unemployment rate	4.7%
2012 percent of persons receiving Food Stamps	16.2%
2014 fair market rent (FMR) for two bedroom unit	\$689
Estimated percent of renters unable to afford two bedroom	47%
Estimated number of persons experiencing intergenerational poverty	7,623

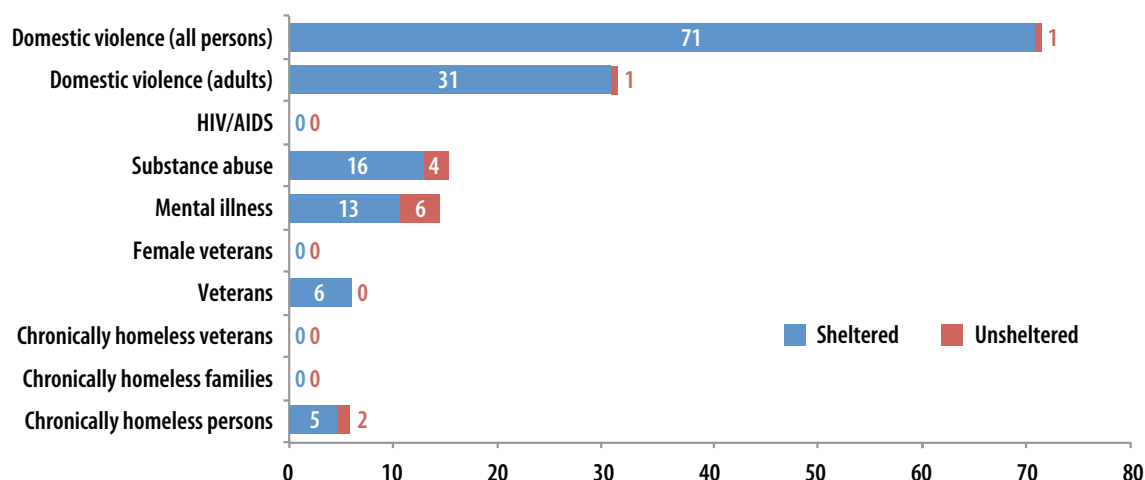
Homelessness	
2014 annualized homelessness estimate	946
2014 homelessness as percent of area population	0.44%
2014 total number of homeless school children	976
Total number of school children living in shelters or in places not meant for habitation	53
Total number of school children doubling-up, in motel or living without adequate facilities	2,175
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.04%

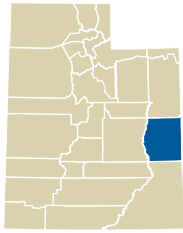
### 2014 Housing Inventory Total: 256

Services
Area Housing and Shelter Providers:
Canyon Creek
DOVE Center
Dixie Care & Share
Erin Kimball Foundation
Iron County Care & Share
Southwest Behavioral Health
St. George Housing Authority



### Homeless Subpopulations: 2014 Single Night Count





## Grand County LHCC

Headcount		Grand County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	0	2	-	2	347	1,228
	Households only children	0	0	-	-	1	3
	Households no children	0	1	5	2	266	1,513
	Total	0	3	5	4	614	2,744
Unsheltered	Family of adult and minor	0	0	-	-	114	124
	Households only children	0	0	-	-	0	0
	Households no children	5	6	9	-	54	189
	Total	5	6	9	-	168	313
Total	Family of adult and minor	0	2	0	2	461	1,352
	Households only children	0	0	0	0	1	3
	Households no children	5	7	14	2	320	1,702
	Total	5	9	14	4	782	3,057
Households		Grand County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	0	1	-	1	110	380
	Households only children	0	0	-	-	1	3
	Households no children	0	1	5	2	262	1,501
	Total	0	2	5	3	373	1,884
Unsheltered	Family of adult and minor	0	0	-	-	16	18
	Households only children	0	0	-	-	-	-
	Households no children	5	6	8	-	51	176
	Total	5	6	8	-	67	194
Total	Family of adult and minor	0	1	0	1	126	398
	Households only children	0	0	0	0	1	3
	Households no children	5	7	13	2	313	1,677
	Total	5	8	13	3	440	2,078



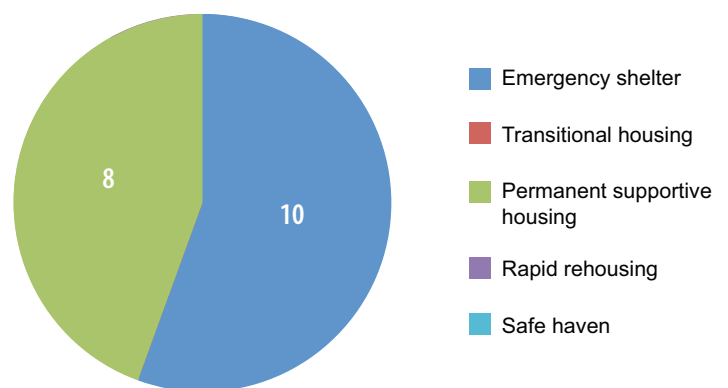


Area Characteristics	
2013 population	9,360
2012 poverty rate	16.7%
June 2014 unemployment rate	5.7%
2012 percent of persons receiving Food Stamps	20.7%
2014 fair market rent (FMR) for two bedroom unit	\$700
Estimated percent of renters unable to afford two bedroom	41%
Estimated number of persons experiencing intergenerational poverty	532

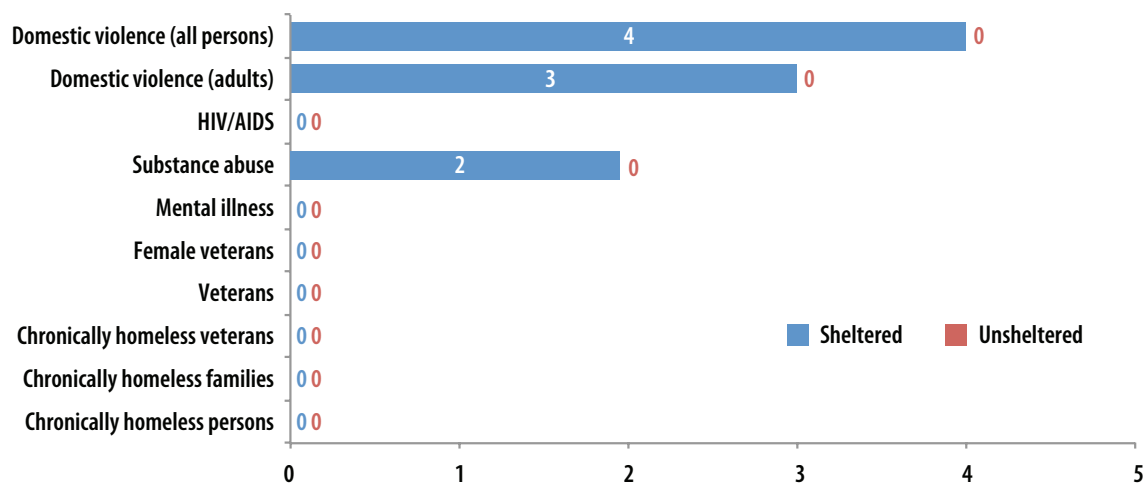
Homelessness	
2014 annualized homelessness estimate	20
2014 homelessness as percent of area population	0.21%
2014 total number of homeless school children	0
Total number of school children living in shelters or in places not meant for habitation	0
Total number of school children doubling-up, in motel or living without adequate facilities	0
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.00%

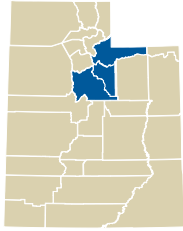
Services
Area Housing and Shelter Providers:
Four Corners Behavioral Health
Moab Solutions
Seekhaven

### 2014 Housing Inventory Total: 18



### Homeless Subpopulations: 2014 Single Night Count





## Mountainland Association of Government LHCC

Headcount		Mountainland AOG				2014 State Total
		2011	2012	2013	2014	
Sheltered	Family of adult and minor	88	48	67	68	1,228
	Households only children	0	9	7	0	3
	Households no children	75	38	51	46	1,513
	Total	163	95	125	114	2,744
Unsheltered	Family of adult and minor	6	7	27	5	124
	Households only children	0	-	0	0	0
	Households no children	195	83	101	30	189
	Total	201	90	128	35	313
Total	Family of adult and minor	94	55	94	73	1,352
	Households only children	0	9	7	0	3
	Households no children	270	121	152	76	1,702
	Total	364	185	253	149	3,057
Households		Mountainland AOG				2014 State Total
		2011	2012	2013	2014	
Sheltered	Family of adult and minor	30	16	21	21	380
	Households only children	0	9	7	0	3
	Households no children	72	34	48	45	1,501
	Total	102	59	76	66	1,884
Unsheltered	Family of adult and minor	2	2	6	1	18
	Households only children	0	-	0	0	-
	Households no children	188	71	95	26	176
	Total	190	73	101	27	194
Total	Family of adult and minor	32	18	27	22	398
	Households only children	0	9	7	0	3
	Households no children	260	105	143	71	1,677
	Total	292	132	177	93	2,078

## Area Characteristics

2013 population	616,814
2012 poverty rate	9.3%
June 2014 unemployment rate	3.5%
2012 percent of persons receiving Food Stamps	8.8%
2014 fair market rent (FMR) for two bedroom unit	\$828
Estimated percent of renters unable to afford two bedroom	41%
Estimated number of persons experiencing intergenerational poverty	11,578

## Homelessness

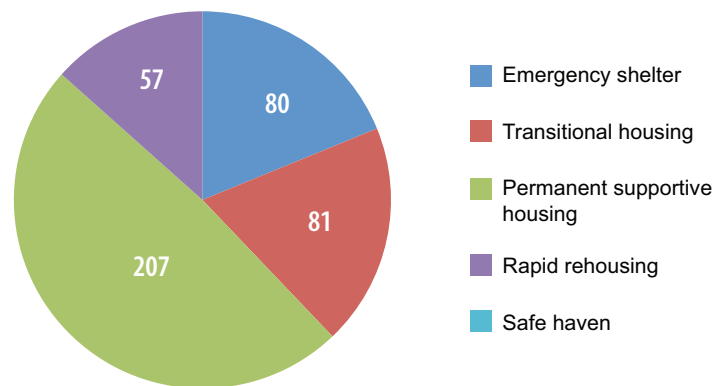
2014 annualized homelessness estimate	727
2014 homelessness as percent of area population	0.12%
2014 total number of homeless school children	2,231
Total number of school children living in shelters or in places not meant for habitation	56
Total number of school children doubling-up, in motel or living without adequate facilities	2,175
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.04%

## Services

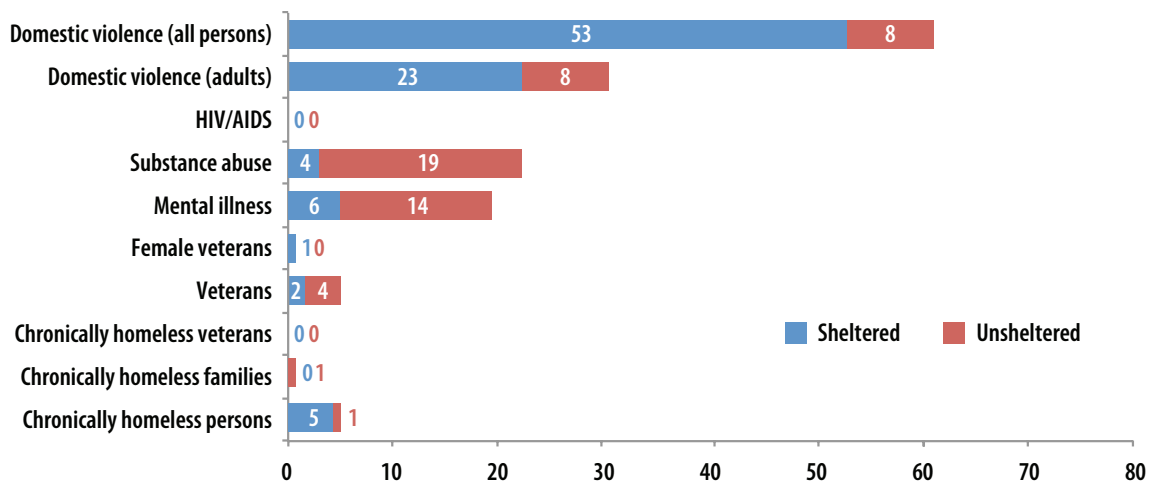
### Area Housing and Shelter Providers:

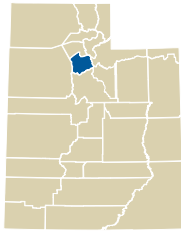
Center for Women & Children in Crisis  
 Community Action Services  
 Friends of the Coalition  
 Golden Spike  
 Housing Authority of Utah County  
 Mountainlands Community Housing Trust  
 Papilion House Inc.  
 Peace House Inc.  
 Provo City Housing Authority  
 Transient Services Office  
 Wasatch Mental Health

## 2014 Housing Inventory Total: 425



## Homeless Subpopulations: 2014 Single Night Count





## Salt Lake County LHCC

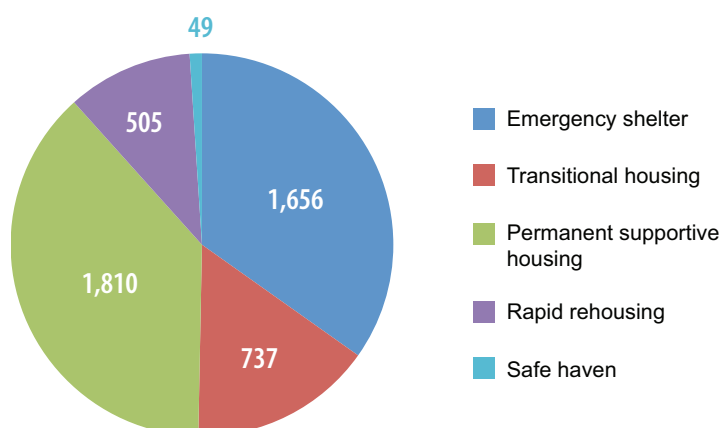
Headcount		Salt Lake County				SL/TC CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	800	961	768	783	813	1,228
	Households only children	3	8	5	2	2	3
	Households no children	1,025	1281	1236	1195	1,201	1,513
	Total	1828	2250	2009	1980	2,016	2,744
Unsheltered	Family of adult and minor	0	3	0	0	5	124
	Households only children	1	0	1	0	-	0
	Households no children	157	153	80	92	105	189
	Total	158	156	81	92	110	313
Total	Family of adult and minor	800	964	768	783	818	1,352
	Households only children	4	8	6	2	2	3
	Households no children	1,182	1,434	1,316	1,287	1,306	1,702
	Total	1,986	2,406	2,090	2,072	2,126	3,057
Households		Salt Lake County				SL/TC CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	232	281	238	240	249	380
	Households only children	3	8	5	2	2	3
	Households no children	1,023	1279	1236	1189	1,194	1,501
	Total	1258	1568	1479	1431	1,445	1,884
Unsheltered	Family of adult and minor	0	1	0	0	1	18
	Households only children	1	0	1	0	-	-
	Households no children	143	130	78	89	99	176
	Total	144	131	79	89	100	194
Total	Family of adult and minor	232	282	238	240	250	398
	Households only children	4	8	6	2	2	3
	Households no children	1,166	1,409	1,314	1,278	1,293	1,677
	Total	1,402	1,699	1,558	1,520	1,545	2,078



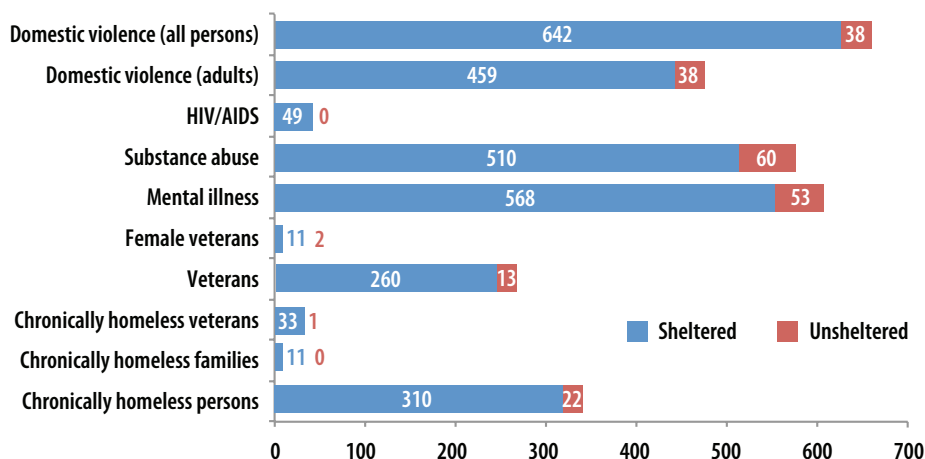
Area Characteristics	
2013 population	1,079,721
2012 poverty rate	9.3%
June 2014 unemployment rate	3.4%
2012 percent of persons receiving Food Stamps	15.2%
2014 fair market rent (FMR) for two bedroom unit	\$876
Estimated percent of renters unable to afford two bedroom	47%
Estimated number of persons experiencing intergenerational poverty	32,763

Homelessness	
2014 annualized homelessness estimate	9,356
2014 homelessness as percent of area population	0.87%
2014 total number of homeless school children	4,376
Total number of school children living in shelters or in places not meant for habitation	513
Total number of school children doubling-up, in motel or living without adequate facilities	3,863
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.27%

### 2014 Housing Inventory Total: 4,757



### Homeless Subpopulations: 2014 Single Night Count



### Services

#### Area Housing and Shelter Providers:

Catholic Community Services
Family Promise Salt Lake
Family Support Center
First Step House Apartments
Housing Assistance Management Enterprise
Housing Authority of Salt Lake City
Housing Authority of the County of Salt Lake
Housing Opportunities Inc.
Odyssey House
Rescue Mission of Salt Lake
Salt Lake County Youth Services
South Valley Sanctuary
The Road Home
Tooele County Relief Services
Utah Non-Profit Housing
Valley Mental Health
Volunteers of America Utah
Wasatch Homeless Health Care
West Valley City Housing Authority
YWCA Salt Lake City



## San Juan County LHCC

Headcount		San Juan County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	4	6	7	9	347	1,228
	Households only children	0	0	-	-	1	3
	Households no children	0	2	1	-	266	1,513
	Total	4	8	8	9	614	2,744
Unsheltered	Family of adult and minor	3	22	-	-	114	124
	Households only children	0	0	-	-	0	0
	Households no children	0	5	5	-	54	189
	Total	3	27	5	-	168	313
Total	Family of adult and minor	7	28	7	9	461	1,352
	Households only children	0	0	0	0	1	3
	Households no children	0	7	6	0	320	1,702
	Total	7	35	13	9	782	3,057
Households		San Juan County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	1	1	2	2	110	380
	Households only children	0	0	-	-	1	3
	Households no children	0	2	1	-	262	1,501
	Total	1	3	3	2	373	1,884
Unsheltered	Family of adult and minor	1	5	-	-	16	18
	Households only children	0	0	-	-	-	-
	Households no children	0	4	2	-	51	176
	Total	1	9	2	-	67	194
Total	Family of adult and minor	2	6	2	2	126	398
	Households only children	0	0	0	0	1	3
	Households no children	0	6	3	0	313	1,677
	Total	2	12	5	2	440	2,078

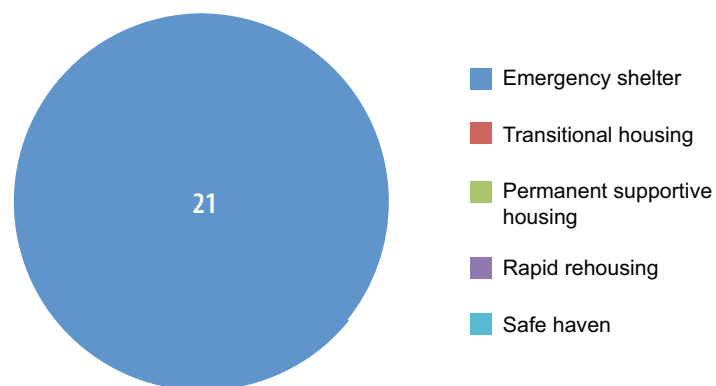


Area Characteristics	
2013 population	14,973
2012 poverty rate	28.7%
June 2014 unemployment rate	7.7%
2012 percent of persons receiving Food Stamps	37%
2014 fair market rent (FMR) for two bedroom unit	\$623
Estimated percent of renters unable to afford two bedroom	37%
Estimated number of persons experiencing intergenerational poverty	2,256

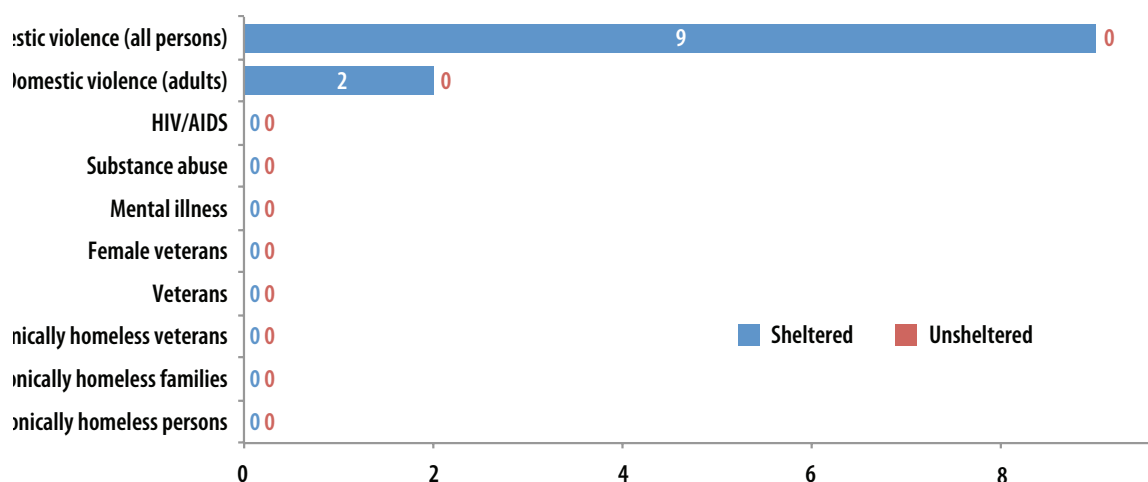
Homelessness	
2014 annualized homelessness estimate	45
2014 homelessness as percent of area population	0.3%
2014 total number of homeless school children	874
Total number of school children living in shelters or in places not meant for habitation	12
Total number of school children doubling-up, in motel or living without adequate facilities	862
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.40%

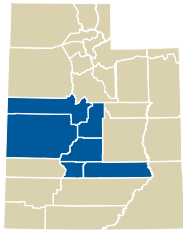
Services
Area Housing and Shelter Providers:
Gentle Ironhawk Shelter

### 2014 Housing Inventory Total: 21



### Homeless Subpopulations: 2014 Single Night Count





## Six County Association of Government LHCC

Headcount		Six County AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	26	31	31	15	347	1,228
	Households only children	0	-	-	-	1	3
	Households no children	12	15	18	17	266	1,513
	Total	38	46	49	32	614	2,744
Unsheltered	Family of adult and minor	0	-	-	-	114	124
	Households only children	0	-	-	-	0	0
	Households no children	5	-	-	-	54	189
	Total	5	-	-	-	168	313
Total	Family of adult and minor	26	31	31	15	461	1,352
	Households only children	0	-	-	-	1	3
	Households no children	17	15	18	17	320	1,702
	Total	43	46	49	32	782	3,057
Households		Six County AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	8	10	10	5	110	380
	Households only children	0	-	-	-	1	3
	Households no children	11	14	18	17	262	1,501
	Total	19	24	28	22	373	1,884
Unsheltered	Family of adult and minor	0	-	-	-	16	18
	Households only children	0	-	-	-	-	-
	Households no children	5	-	-	-	51	176
	Total	5	-	-	-	67	194
Total	Family of adult and minor	8	10	10	5	126	398
	Households only children	0	-	-	-	1	3
	Households no children	16	14	18	17	313	1,677
	Total	24	24	28	22	440	2,078



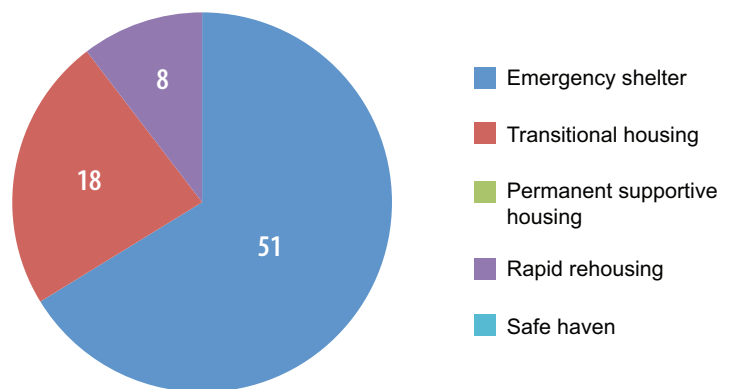


Area Characteristics	
2013 population	76,356
2012 poverty rate	12.0%
June 2014 unemployment rate	5.0%
2012 percent of persons receiving Food Stamps	17.0%
2014 fair market rent (FMR) for two bedroom unit	\$669
Estimated percent of renters unable to afford two bedroom	44%
Estimated number of persons experiencing intergenerational poverty	3,445

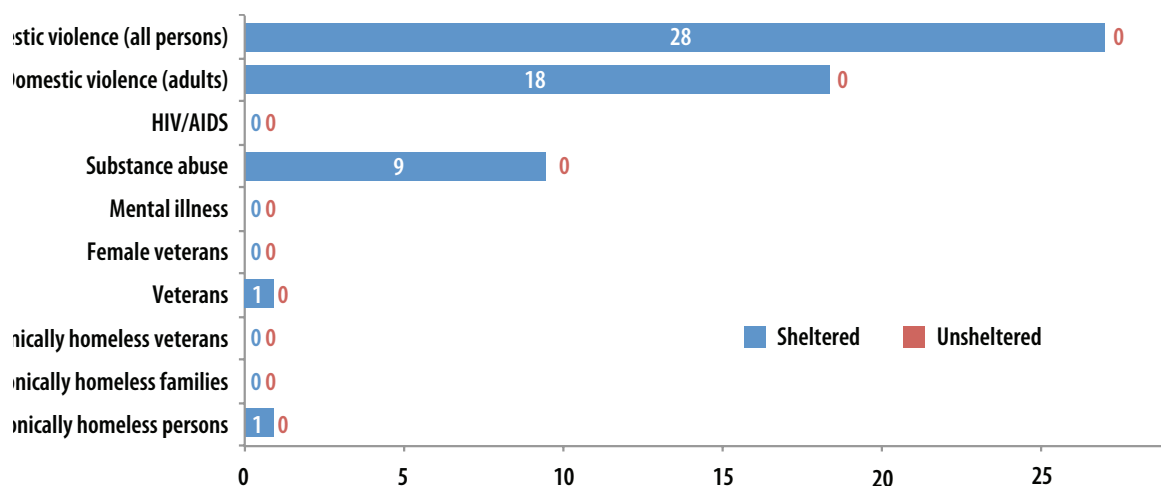
Homelessness	
2014 annualized homelessness estimate	157
2014 homelessness as percent of area population	0.21%
2014 total number of homeless school children	199
Total number of school children living in shelters or in places not meant for habitation	9
Total number of school children doubling-up, in motel or living without adequate facilities	190
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.06%

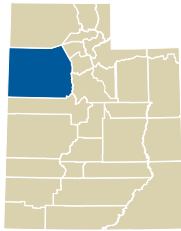
### 2014 Housing Inventory Total: 77

Services
Area Housing and Shelter Providers:
New Horizons
One Way Ministry
Six County AOG
LDS Church



### Homeless Subpopulations: 2014 Single Night Count





## Tooele County LHCC

Headcount		Tooele County				SL/TC CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	5	20	21	30	813	1,228
	Households only children	0	0	0	0	2	3
	Households no children	1	3	4	6	1,201	1,513
	Total	6	23	25	36	2,016	2,744
Unsheltered	Family of adult and minor	22	13	3	5	5	124
	Households only children	0	1	0	0	-	0
	Households no children	8	20	15	13	105	189
	Total	30	34	18	18	110	313
Total	Family of adult and minor	27	33	24	35	818	1,352
	Households only children	0	1	0	0	2	3
	Households no children	9	23	19	19	1,306	1,702
	Total	36	57	43	54	2,126	3,057
Households		Tooele County				SL/TC CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	2	6	5	9	249	380
	Households only children	0	0	0	0	2	3
	Households no children	1	3	4	5	1,194	1,501
	Total	3	9	9	14	1,445	1,884
Unsheltered	Family of adult and minor	4	4	1	1	1	18
	Households only children	0	1	0	0	-	-
	Households no children	8	12	10	10	99	176
	Total	12	17	11	11	100	194
Total	Family of adult and minor	6	10	6	10	250	398
	Households only children	0	1	0	0	2	3
	Households no children	9	15	14	15	1,293	1,677
	Total	15	26	20	25	1,545	2,078

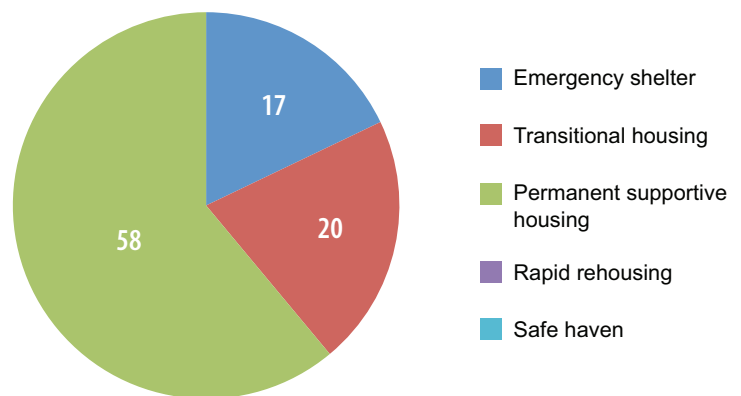


Area Characteristics	
2013 population	60,762
2012 poverty rate	5.9%
June 2014 unemployment rate	3.5%
2012 percent of persons receiving Food Stamps	16.0%
2014 fair market rent (FMR) for two bedroom unit	\$767
Estimated percent of renters unable to afford two bedroom	40%
Estimated number of persons experiencing intergenerational poverty	2,198

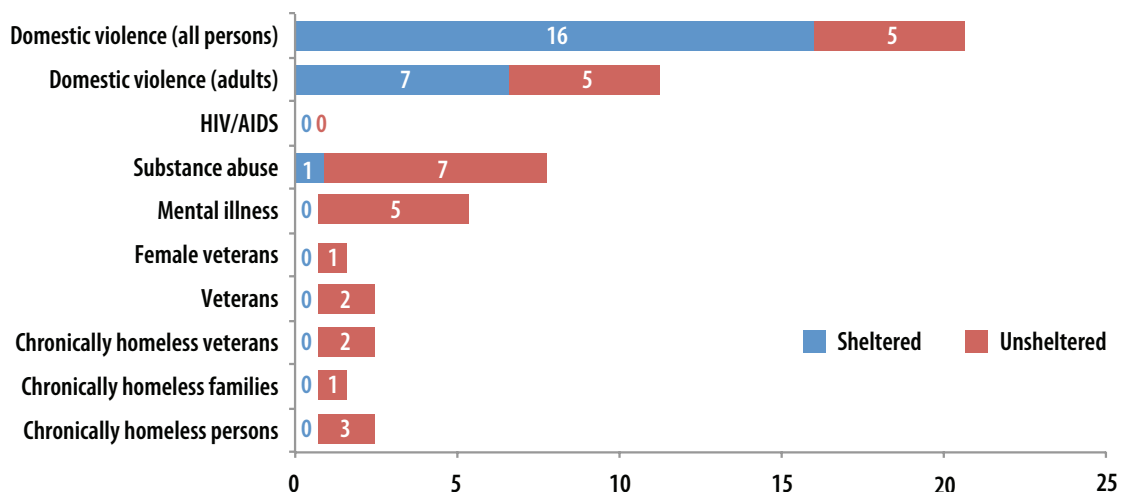
Homelessness	
2014 annualized homelessness estimate	261
2014 homelessness as percent of area population	0.43%
2014 total number of homeless school children	694
Total number of school children living in shelters or in places not meant for habitation	31
Total number of school children doubling-up, in motel or living without adequate facilities	663
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.22%

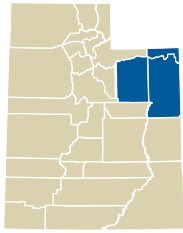
### 2014 Housing Inventory Total: 95

Services
Area Housing and Shelter Providers:
Tooele County Housing Authority
Tooele Department of Human Services



### Homeless Subpopulations: 2014 Single Night Count





## Uintah Basin Association of Government LHCC

Headcount		Uintah Basin AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	15	8	11	7	347	1,228
	Households only children	0	-	-	-	1	3
	Households no children	2	6	19	6	266	1,513
	Total	17	14	30	13	614	2,744
Unsheltered	Family of adult and minor	0	-	-	2	114	124
	Households only children	0	-	-	-	0	0
	Households no children	27	-	8	-	54	189
	Total	27	-	8	2	168	313
Total	Family of adult and minor	15	8	11	9	461	1,352
	Households only children	0	0	0	0	1	3
	Households no children	29	6	27	6	320	1,702
	Total	44	14	38	15	782	3,057
Households		Uintah Basin AOG				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	6	3	3	2	110	380
	Households only children	0	-	-	-	1	3
	Households no children	2	6	17	6	262	1,501
	Total	8	9	20	8	373	1,884
Unsheltered	Family of adult and minor	0	-	-	1	16	18
	Households only children	0	-	-	-	-	-
	Households no children	27	-	8	-	51	176
	Total	27	-	8	1	67	194
Total	Family of adult and minor	6	3	3	3	126	398
	Households only children	0	0	0	0	1	3
	Households no children	29	6	25	6	313	1,677
	Total	35	9	28	9	440	2,078

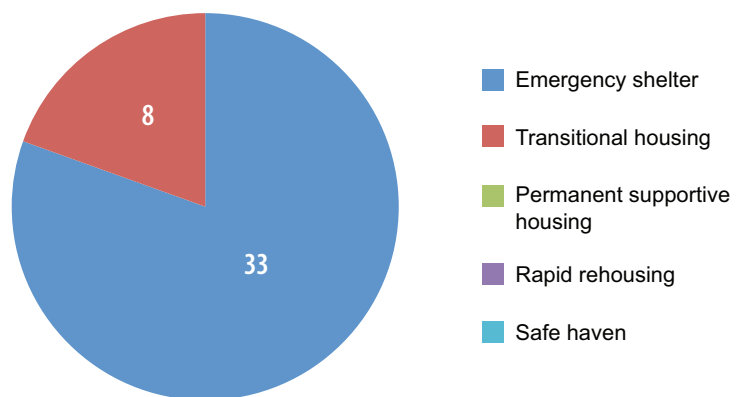


Area Characteristics	
2013 population	56,990
2012 poverty rate	9.0%
June 2014 unemployment rate	3.4%
2012 percent of persons receiving Food Stamps	12.5%
2014 fair market rent (FMR) for two bedroom unit	\$784
Estimated percent of renters unable to afford two bedroom	39%
Estimated number of persons experiencing intergenerational poverty	2,287

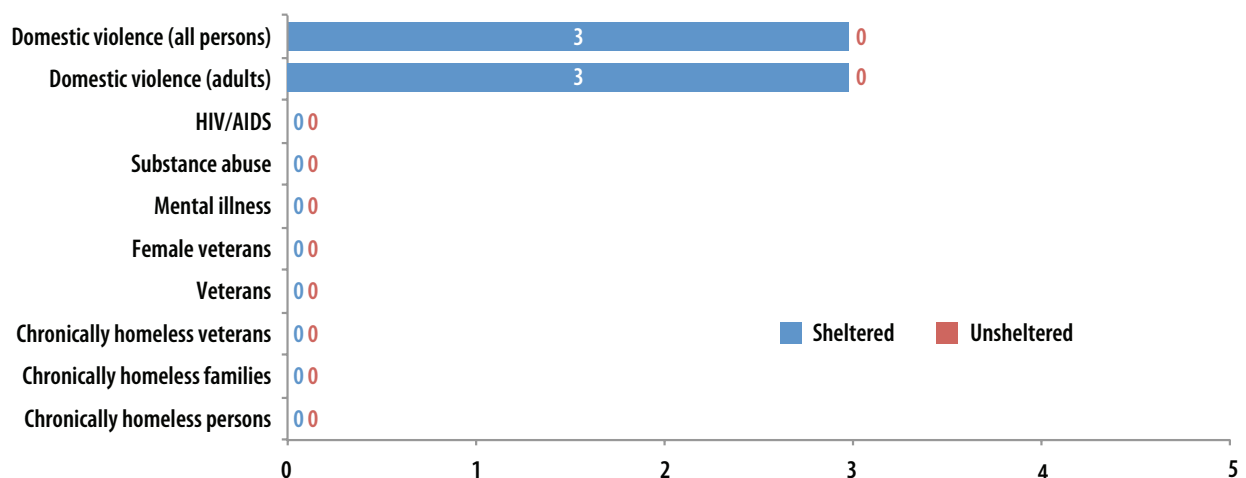
Homelessness	
2014 annualized homelessness estimate	75
2014 homelessness as percent of area population	0.13%
2014 total number of homeless school children	91
Total number of school children living in shelters or in places not meant for habitation	4
Total number of school children doubling-up, in motel or living without adequate facilities	87
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.03%

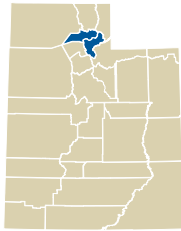
### 2014 Housing Inventory Total: 41

Services
Area Housing and Shelter Providers:
Uintah's Women Crisis Center
Uintah Basin AOG
Uintah County



### Homeless Subpopulations: 2014 Single Night Count





## Weber and Morgan Counties LHCC

Headcount		Weber/Morgan County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	63	72	88	80	347	1,228
	Households only children	0	0	0	1	1	3
	Households no children	172	140	126	152	266	1,513
	Total	235	212	214	233	614	2,744
Unsheltered	Family of adult and minor	0	19	18	0	114	124
	Households only children	0	0	0	0	0	0
	Households no children	39	54	87	21	54	189
	Total	39	73	105	21	168	313
Total	Family of adult and minor	63	91	106	80	461	1,352
	Households only children	0	0	0	1	1	3
	Households no children	211	194	213	173	320	1,702
	Total	274	285	319	254	782	3,057
Households		Weber/Morgan County				BOS CoC 2014 Total	2014 State Total
		2011	2012	2013	2014		
Sheltered	Family of adult and minor	19	22	27	25	110	380
	Households only children	0	0	0	1	1	3
	Households no children	168	136	126	150	262	1,501
	Total	187	158	153	176	373	1,884
Unsheltered	Family of adult and minor	0	6	7	0	16	18
	Households only children	0	0	0	0	-	-
	Households no children	39	46	85	20	51	176
	Total	39	52	92	20	67	194
Total	Family of adult and minor	19	28	34	25	126	398
	Households only children	0	0	0	1	1	3
	Households no children	207	182	211	170	313	1,677
	Total	226	210	245	196	440	2,078

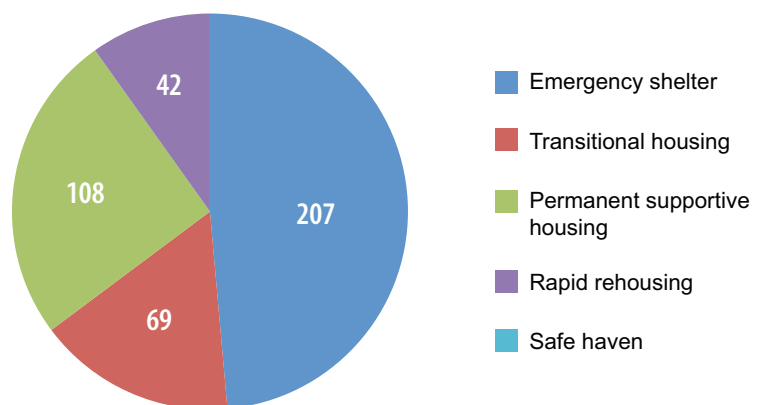


Area Characteristics	
2013 population	248,692
2012 poverty rate	7.2%
June 2014 unemployment rate	3.5%
2012 percent of persons receiving Food Stamps	11.1%
2014 fair market rent (FMR) for two bedroom unit	\$772
Estimated percent of renters unable to afford two bedroom	36%
Estimated number of persons experiencing intergenerational poverty	11,205

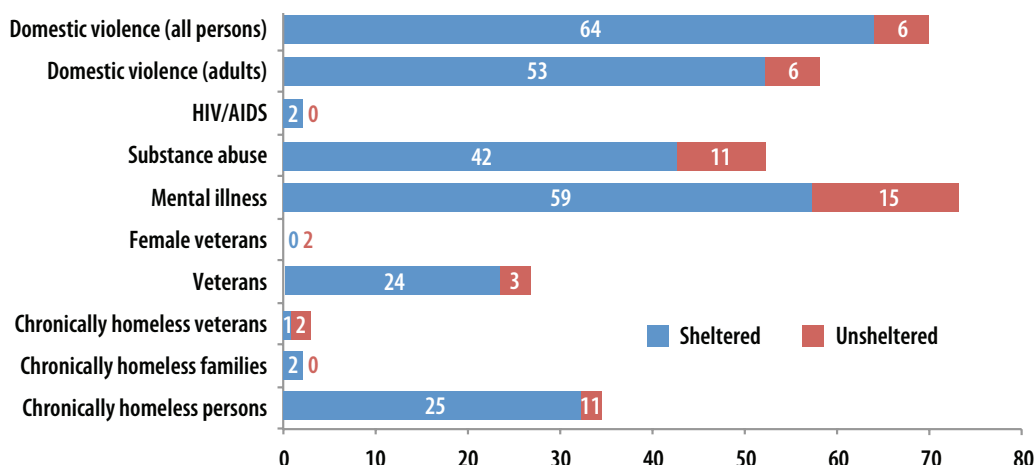
Homelessness	
2014 annualized homelessness estimate	1,162
2014 homelessness as percent of area population	0.47%
2014 total number of homeless school children	1,099
Total number of school children living in shelters or in places not meant for habitation	35
Total number of school children doubling-up, in motel or living without adequate facilities	1,064
Total number of homeless school children as defined by HUD as a percent of the 2013 fall enrollment	0.07%

### 2014 Housing Inventory Total: 426

Services
Area Housing and Shelter Providers:
Homeless Veterans Fellowship
Ogden City Housing Authority
Ogden Rescue Mission
St. Anne's Center
Weber County Housing Authority



### Homeless Subpopulations: 2014 Single Night Count





# 6 APPENDICES

## A. DEFINITION OF HOMELESSNESS

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Homelessness is difficult to classify. Several federal agencies have different definitions based on how they characterize the needs of the populations they serve. The data in this report uses the U.S. Department of Housing and Urban Development (HUD)'s definition of homelessness, which was updated in January 2012 as a part of the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act. This new definition includes four categories of homelessness including:

- **Literally Homeless:** An individual or family who lacks a fixed, regular and adequate nighttime residence and has a primary nighttime residence that is a place not meant for human habitation, an emergency shelter, transitional housing, or are exiting an institution where they stayed a short time (90 consecutive days or less) and who resided in an emergency shelter or place not meant for human habitation prior to entering the institution.
- **Imminent Risk of Homelessness:** An individual or family who will lose their primary nighttime residence within 14 days, have not identified subsequent housing, and lacks the networks or resources to find subsequent housing.
- **Homeless Under Other Federal Statutes:** Unaccompanied youth (under age 25) or families with children who do not meet either category 1 or 2, but have been persistently unstably housed (have not had a lease or ownership in housing), or have had two or more moves in the last 60 days, and are defined as homeless under other federal statutes.
- **Fleeing/Attempting to Flee Domestic Violence:** Any 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.

A person is considered chronically homeless if he or she has a disabling condition and has been homeless for at least one year continually or four times in three years. This definition is currently being amended to further clarify the time spent homeless and how to identify disabling conditions. A homeless family may be considered chronically homeless if an adult within the family meets this definition.



## B. DATA SOURCES

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Persons experiencing homelessness have no fixed residence and therefore move in and out of the homeless system making homelessness difficult to track. There are two main sources of data used for evaluating homelessness nationally. They are an annual “Point-In-Time Count” (PIT) and the Homeless Management Information System (HMIS).

HUD requires all states with federally-funded homeless services to participate in PIT during the last part of January each year. The PIT count is a physical count or census of all homeless persons living in emergency shelters, transitional housing, and on the streets on a single night. The PIT is not the best estimate for those who experience only brief episodes of homelessness or account for changes throughout the year due to economic and social forces. Therefore, estimates are generated to estimate the total number of persons experiencing homelessness in a given year, called an “Annualized Count.”

Utah has a single HMIS that collects information on homeless persons served, such as their characteristics and circumstances and the services they receive. The Utah HMIS is administered by the Utah State Community Services Office and is governed by the state’s three Continua of Care. A steering committee made up of continua representatives and other funders and service providers acts as an approval/advisory body and supports and enhances the overall mission of the Utah HMIS. In order to be an effective resource for strategic planning the HMIS must 1) cover as many services as possible and 2) have complete records on all participants or high data quality. The Utah HMIS covers approximately 85percent of homeless service providers statewide, with 93 percent data quality.

The Utah HMIS provides reports and reporting resources on its website [utahhmis.org](http://utahhmis.org).

Reports include the following information

- The Annual Homeless Assessment Report (AHAR)—all housing programs participating in Utah HMIS
  - Total persons served each year in emergency shelters, transitional housing and Permanent Supportive Housing
  - Basic demographic information and household size of persons served
  - Veterans and persons with a disabling condition served
  - Length of stay in programs
  - Prior living situation and location
  - Exit destination and type of disabling condition for persons in Permanent Supportive Housing
- Community Quarterly Performance Reports
  - Housing Program, Shelter Program and Service Program utilization each quarter
  - Housing Program, Shelter Program and Service Program performance each quarter

# UTAH

## COMPREHENSIVE REPORT ON HOMELESSNESS 2014



***Department of Workforce Services***

*Equal Opportunity Employer/Program*

*Auxiliary aids and services are available upon request to individuals with disabilities by calling (801)526-9240. Individuals with speech and/or hearing impairments may call the Relay Utah by dialing 711. Spanish Relay Utah: 1-888-346-3162*



**Wallace Stegner Center**  
for Land, Resources and the Environment  
UNIVERSITY OF UTAH S.J. QUINNEY COLLEGE OF LAW

## *Situation Assessment*

Homeless Issues in Downtown Salt Lake City

January 2014

Conducted for Salt Lake City Mayor's Office  
and Community & Economic Development

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Researchers/Editors: Haley Carmer, Jamie Pleune, Jason Steiert

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Haley Carmer, Melissa Reynolds, Jason Steiert, Shane Stroud

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### **Environmental Clinic**

<http://www.law.utah.edu/clinic/clinic-list/the-environmental-clinic/>

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## I. Executive Summary

To effectively address homelessness and related issues affecting downtown Salt Lake City, the Mayor's Office determined that a comprehensive understanding of the situation was essential. The Wallace Stegner Center Environmental Dispute Resolution Program was brought in to conduct a Situation Assessment exploring public perceptions and existing efforts, and identifying opportunities for collaboration and increased coordination with particular focus on the City's role. This Assessment Report reflects a snapshot in time about an extremely dynamic situation.

The Assessment Team conducted 60 interviews across stakeholder categories: residents, businesses, all levels of government, law enforcement, homeless service providers, homeless individuals and other knowledgeable community members. The Team took stock of existing homeless-related resources in the Salt Lake community and researched the approaches taken by three other cities facing similar issues (Calgary, Houston and Phoenix). The Team also reviewed empirical data from existing reports, as well as documents offered by interviewees. Members of the Team supplemented interview perceptions through visits to the downtown areas most affected by homelessness and related issues.

### Current Situation and Major Issues of Concern

After compiling the information gathered from this plethora of sources, the Team distilled the major issues of concern into six overarching topics:

Livability and quality of downtown life: The livability and quality of downtown life affects downtown residents and businesses, downtown visitors, individuals and developers aspiring to locate downtown, service providers' ability to reach the homeless population effectively, and the homeless population itself. The perceptions that livability and quality of downtown life is being negatively affected are based on these conditions:

*Mass of people.* Virtually all of the individuals we interviewed expressed some level of concern regarding the massive amount of people who congregate downtown, particularly in the four-block area bounded by 500 West, 200 South, 300 West and 400 South. Individuals' concerns across stakeholder categories involved personal safety and aesthetics, while businesses described an impact on profitability.

*Camping.* Residents living immediately next to Pioneer Park expressed aesthetic concerns regarding camping in their neighborhood. Other interviewees stated that homeless camps are dispersed throughout the city and nearby canyons and can present health and safety concerns.

*Cleanliness.* A majority of interviewees expressed concern about cleanliness related to the homeless population's activities downtown. Generally, cleanliness refers to trash, litter, and urine/feces. The primary areas of downtown that experience problems with cleanliness are generally the same as described previously, although some interviewees also noted cleanliness issues in and around the Gateway Mall.

*Crime and drugs.* Virtually all interviewees expressed concern regarding crime and drug use, primarily in the same geographic area affected by cleanliness issues, with many individuals having personally witnessed drug deals on a daily basis. There were differing opinions, however, about the relationship between crime and the homeless population, with many interviewees suggesting that drug dealers prey on the homeless population and use the mass of people as a cover for illegal activity. Many interviewees observed that police presence makes an aesthetic difference, causing drug dealers to move their activity to avoid arrest.

*Panhandling.* Interviewees identified panhandling as a significant issue in downtown Salt Lake, but also indicated that the practice of panhandling is expanding rapidly throughout the Salt Lake valley. Perceptions of the nature of the panhandling community vary, but many interviewees suggested that a large percentage of panhandlers are not actually homeless, but rather running a profitable business pretending to be homeless. Many interviewees believed that panhandlers' success in downtown and elsewhere is directly attributable to the generous nature of the Utah community.

The face of the homeless population: Many interviewees suggested that the face of the homeless population has changed over the past few years, making the strategic plans developed ten years ago to "end chronic homelessness" no longer comprehensive. Annual data collected to count the homeless population supports this conclusion. In addition to the chronic homeless (a large percentage of whom have now been successfully housed), Salt Lake City's homeless population includes the following sub-populations, with each group benefitting from a unique suite of services: families with children, women with children (often victims of domestic violence), youth, veterans, and individuals who resist transcending homelessness (referred to by some as "homeless-by-choice").

Daytime facilities for homeless individuals: Interviewees from various stakeholder groups consistently agreed that there are an inadequate number of places or facilities for homeless people to go during the day, and that essential services for the activities of daily living are inadequate. Needed daytime facilities and services include bathrooms, laundry, safe storage for their life's belongings, mail receipt, and an indoor area to "hang out".

Connecting the homeless with services and coordination of services: Formerly homeless individuals confirmed the opinion of many other interviewees that personalized one-on-one outreach to homeless individuals providing information about the specific services that individual needs (e.g., housing, mental health treatment, a hot meal) is the most effective approach. Generally, interviewees agreed that there are a number of outreach efforts to connect homeless individuals with needed services, but that the various entities providing outreach can collaborate more effectively to track homeless individuals and coordinate services.

Housing first: Starting with the Ten-Year Plan to End Chronic Homelessness, most efforts to deal with homelessness in Utah rely on the Housing First model. The premise of Housing First is that once homeless individuals have housing, they are more likely to seek and continue receiving services and can search for employment. The interview results support the effectiveness of the Housing First model, although the type of housing required for different homeless sub-populations may differ. In addition, interviewees stated that the homeless housing market could benefit from additional permanent housing, transitional housing, and housing located near services.

Opportunities for transformative redevelopment: The issue of redevelopment in the area of downtown SLC housing Pioneer Park, homeless service providers and related facilities was a hot topic among many interviewees, especially residents and businesses. Interviewees shared many dreams and creative ideas about what redevelopment could look like, but no consensus emerged. Similarly, there is no consensus about the appropriate role that homeless facilities might play in transformative redevelopment of the area. Despite the lack of a common vision, many interviewees suggested that the time is right to move forward with redevelopment plans.

## Conceptual Framework

The interview results highlight the complexity of the issues, the multiplicity of players, and the great potential for duplication of effort, confusion, and overlooking or omitting stakeholders and solutions. The Assessment Team has found the following conceptual framework helpful to think about homelessness issues and needed facilities and services.

The non-uniform nature of the current homeless population must be taken into consideration. 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.

Much of the strategic focus nationally and within Utah has been on *ending* homelessness, with initial successful efforts devoted to housing the chronic and veteran homeless populations. The interview results suggest that housing alone will not be



adequate to end homelessness for all sub-populations, and that providing housing and supportive services is itself an ongoing (possibly never-ending) solution. In addition, exclusive focus on providing housing can reduce the attention and funding provided to needed services and facilities for the indeterminate amount of time while homeless individuals are still homeless (i.e., before they are connected to long-term housing).

We suggest that to be successful in “ending homelessness”, efforts in Utah need to address four stages of homelessness:

- Preventing homelessness – broad strategies that could significantly reduce the numbers of individual falling into homelessness;
- Homelessness – daily life while an individual is experiencing homelessness;
- Transcending homelessness – taking steps to find housing, employment and other needed services; and
- Preventing recurrence of homelessness – providing supportive services as needed after housing has been secured to prevent individuals from going through multiple rounds of homelessness.

The facilities and services needed in each of the four stages may overlap, but analysis of the best strategies to end homelessness for all sub-populations should be done separately for each stage.

## Opportunities for the Future

The Situation Assessment Report includes suggestions for increased collaboration and coordination on the various issues and concerns heard in the interviews. The Team does not intend to suggest specific solutions, but rather suggests ways of structuring the right conversation so that the necessary stakeholders can find effective solutions that everyone will be willing to implement. While some of the suggestions cannot be implemented without co-leadership across multiple levels of government, the report focuses primarily on ways in which Salt Lake City is uniquely positioned to add value and exercise leadership on issues related to homelessness in its downtown.

Services for the homeless: Many of the immediate issues of concern to the majority of interviewees (e.g., a mass of people, cleanliness, crime and drugs, panhandling) may not improve substantially until our community grapples with homelessness and redevelopment. The report discusses these two issues in their appropriate order – a community vision of how best to provide for our homeless population will inform the opportunities for and parameters of redevelopment in the affected area of downtown.

*Strategic Planning.* We suggest three ways in which the City can promote and support the needed strategic planning conversations to address homelessness:

- Co-convene an action-oriented two-day Homeless Solutions Retreat with Salt Lake County, State of Utah (Workforce Services) and the Salt Lake Chamber.

Day 1 of the Solutions Retreat would result in a snapshot of current and desired facilities and services for each homeless sub-population at each of the four stages of homelessness, to help inform the future development of a strategic vision and action plans. Day 2 would result in a set of principles that can guide future decisions about locating homeless facilities and services, as well as a prioritization of immediate needs to address livability and quality of life issues and development of relevant action plans.

- Continue to host the Mayor's Committee on Homelessness.
- Provide active City representation in other ongoing conversations about homelessness, including at a minimum the state and county level homeless coordinating committees.

*Outreach.* Existing outreach efforts may benefit from increased coordination. Face-to-face outreach efforts could easily be expanded in number and reach if someone (possibly the City) identifies ongoing instances of contact with currently and potentially homeless individuals that provide an easy opportunity for outreach. Finally, printed outreach materials should be available in any and all locations where homeless individuals are likely to spend time.

*Charitable groups and volunteers.* There is an opportunity to coordinate the numerous charitable efforts to "help the homeless" and channel the enormous community goodwill to improve the overall impact and effectiveness of each individual effort. The coordination can be provided by the City or possibly by a particular charitable organization itself. Coordination as to time and place can ensure that the food and clothing drops are distributed geographically throughout the City or valley and throughout the week. Consideration should also be given to developing a list of specific actions that community volunteers and charitable organizations can take to help the homeless population beyond food and clothing drops.

Redevelopment. Past and current discussions about redevelopment in the area have gotten stuck on the question of whether and where to relocate existing homeless facilities and services. The principled outcomes from the Homeless Solutions Retreat can inform the community's conversations about how to meet the vision for serving the homeless population in conjunction with redevelopment of the western side of downtown. Decisions about where and how best to provide needed services for the homeless population can be decided proactively with everyone's best interests in mind.

Quality of life downtown. The report identifies several opportunities to address the immediate symptoms or consequences flowing from the current situation, while also creating a social infrastructure to reduce the likelihood of their reoccurrence.

*Enforcement / deterrence.* Strategic conversations that include a cross-section of relevant law enforcement personnel (police, prosecution, judiciary) can develop an enforcement approach that will have the greatest likelihood of successful convictions and deterrence value. This will likely involve a review of existing ordinances, statutes and available data, followed by an analysis of desired outcomes and strategies to best accomplish those outcomes. Since the issues and players are somewhat different, the report suggests separate strategic conversations for panhandling, camping/loitering/trespassing, and drugs.

*Specific activities to enhance quality of life downtown.* The City should continue to be involved actively in efforts to address cleanliness concerns downtown and help to improve coordination of existing efforts.

*Neighborhood / community building.* City and community leaders can work with existing neighborhood groups (or build a new group if necessary) to encourage the perception and use of downtown areas as a neighborhood. Neighborhood-building activities will not be successful over the long-term, however, unless the responsibility for inventing ideas, facilitating their implementation and ensuring their continued availability is institutionalized within one viable neighborhood-based organization. Finally, the City can signal that neighborhood-building in the Pioneer Park / Rio Grande portions of downtown is a municipal priority by instituting proactive neighborhood-wide communication methods.

Strategic support for others' efforts. While the full weight of planning and taking action to address homelessness does not and cannot rest on Salt Lake City, the City must be a key player in all aspects of the effort to address homelessness. The City's perspective must be heard and considered in strategic planning at all geographic levels (county, state, regional). The City plays an important role by providing strategic funding for the valuable efforts undertaken by other stakeholders, and at times filling in gaps in essential services. The City can also lend its voice and political weight to lobby for changes in policy, regulation and statutes as needed to facilitate a comprehensive and effective approach to addressing homelessness and related issues.

Public education and awareness-raising. The totality of interviews reflected that many community members have no knowledge about homelessness and related issues beyond what they see in Pioneer Park and the Rio Grande area (and the visceral feeling of discomfort that follows). The report suggests several opportunities for the City to help provide accurate information that can help dispel rumors and raise awareness among community members.

*Model how we as a community talk about the issues.* City and community leaders can and should model how we as a community talk about homelessness and

related issues. If done well, all levels of City government (Mayor, police, city staff, City Council), as well as business and other community leaders, would communicate a consistent message. The topics where community opinion and individual decisions are easily influenced by the content and tone that community leaders model include the nature of our homeless population, the approach this community is taking to provide for the homeless population and to address related issues (crime, panhandling, etc.), and a vision for the future of this part of downtown.

*Facilitate information-sharing about homelessness and related issues.* The City can and does play a significant role in facilitating information-sharing between the various stakeholders working on and interested in homelessness and related issues.

*Provide information that informs effective generosity.* The interviews suggest that a wider range of information than currently available, provided to the broadest possible audience, may help generous individuals and organizations direct their financial and volunteer contributions in the most constructive way.

## Conclusion

Homelessness and the societal issues that follow are not unique to a particular city, state, region, or nation. These issues transcend generations and political boundaries. Their causes are as numerous and nuanced as their solutions. It is unlikely that these issues will ever disappear, but Salt Lake City has the resources and wherewithal to make great strides towards eliminating, or at least reducing, homelessness in this community.



## Pioneer Park/Gateway Area Homeless Services Concepts

*Four strategies that support the goal of a vibrant neighborhood that includes homeless services.*

### **Strategy One:** Decouple drug trade from homelessness.

Three distinct groups currently use the space around homeless services. Drug dealers preying on vulnerable homeless to carry and buy drugs; non-homeless drug users coming for easy access to drugs and to “party” for a night or weekend; and homeless individuals and families - some who use drugs and some who don’t. Decoupling the drug trade from homelessness is essential to both address safety concerns of all neighborhood residents and to better serve homeless residents. Tactics:

**PROJECT:** Disrupt the most significant demand for drugs by making it riskier to purchase them by car along 500 W. Planning and public works can experiment with various design interventions that slow down traffic and prohibit an ‘easy escape’ onto highway 15. Interventions include eliminating places to stop except for service trucks, reducing traffic to a single lane, and preventing u-turns and a left-hand turn at 200 S (see map on slide 8). Interventions that work can be made permanent.

**POLICY:** Address barriers to effective enforcement of drug suppliers by convening a broader conversation with homeless and non-homeless residents in the neighborhood, service providers, city and county officials, the police department, the judicial system, and others.

**PROGRAM:** Continue or enhance services in the area that address substance abuse and recovery.

### **Strategy Two:** Build on strong foundation of services

Salt Lake’s ability to provide the most basic services to homeless individuals and families in crisis, including beds, showers, and meals, and investing in an outreach team across providers, is incredibly impressive. Not every city has figured this out. Beyond the basics, it’s hard to get a strong sense of the comprehensiveness of services available to support stable employment and housing. Gaps in services mentioned by clean-team members include, affordable SRO housing for working homeless, assistance with housing application fees and credit repair, better workforce assistance for job mobility, mental health and substance abuse services, and storage. Tactics:

**PROGRAM:** 1) In order to expand services and fill in gaps, existing facilities need the resources to operate at maximum capacity. Some existing facilities had limited hours, were not open on weekends, and appeared to have under-utilized space. Partnerships should be considered to support staffing and operational costs at existing service facilities. 2) Create a simple and inexpensive map of all neighborhood services available to the homeless and formerly homeless. Include hours of operation and update regularly as things change.



**PROJECT:** Provide sufficiently sized day-time storage for the belongings of the homeless so that individuals are free to access services and amenities throughout the neighborhood and city, enter into shops, and attend appointments. Not having access to storage forces the homeless to spend the day in one place, watching over belongings. This results in the congregation of homeless people around the service facilities and prevents people from being mobile. Storage is the greatest and potentially most transformative service not being addressed. Reach out to cities, such as Portland, New York, and San Diego, to research diverse solutions to storage. These cities are trying to utilize private storage facilities for the homeless, creating temporary structures on vacant land, and building new storage facilities.

### **Strategy Three: Create options for work and wellness activities**

Provide spaces and opportunities for homeless families and individuals to feel safe and to engage in activities of interest, to feel ownership and accountability for the area, and to build skill sets that will aid individuals to rejoin the workforce. Tactics:

**PROJECT:** 1) Re-design the courtyard of the Weigand Center. Add canvas shade structure, minimize grass, use ground material that is welcoming but easy to maintain, provide more seating options. Tap into pro bono design services via American Institute of Architect's 2% program. 2) Create gym space for physical activity. 3) Consider re-purposing Rio Grande in front of Road Home, Weigand Center, and St. Vincent de Paul so that it functions as additional public space.

**PROGRAM:** 1) Wellness – Provide encouragement and resources for activities like kickball or basketball in Pioneer Park, skill-sharing, trips to the mountains to hike and fish, and meditative opportunities. Homeless individuals could be encouraged to organize and lead. 2) Work - Build on current successful models, including the clean-team and trading work for services. For example, a homeless woman provides laundry services at one facility in exchange for money or two hours of work. Evaluate expanding this "time-currency" model to utilize underused homeless skills in the administration of common space and to access activities in the area. Explore mechanics utilizing local knowledge - Polly Wiessner, Professor of Anthropology at University of Utah, is a board member of Time Banks ([timebanks.org](http://timebanks.org)).



### **Strategy Four:** Provide opportunities for neighborhood interconnection

Support spaces and activities in which homeless and non-homeless residents can engage with one another and form the basis of a connected neighborhood.

**POLICY:** Ensure homeless residents can access a range of public activities in the neighborhood by making them free or very cheap. For example, the Twilight concert series in Pioneer Park recently went from free to \$5. This has excluded most homeless individuals and families. These activities could also charge in time-currency.

**PROGRAM:** 1) Seek skill-building volunteer opportunities with outside partners and businesses that lead to career or work opportunities (there are existing businesses that have such models - seek them out). 2) Engage burgeoning community of arts organizations in neighborhood to provide arts and crafts classes or other public or community art-making opportunities.

**PROJECT:** Engage homeless and non-homeless neighborhood residents in a community gardening initiative. Pilot/build-upon current Wiegand Center garden space. Identify an additional nearby vacant parcel to expand, and publicize on City community gardens website. Include mix of individual and communal plots. Utilize local garden groups to donate start-up costs, help maintain, and provide education, including Wasatch Community Gardens, Alternative Garden Club, and Utah State University Extension Service. Provide opportunity to sell produce at Pioneer Park Farmer's Market on Saturdays. Purchase booth for community garden at \$225/season (can also include selling crafts).

### **Social Agency Lab**

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# PIONEER PARK/ GATEWAY AREA HOMELESS SERVICES CONCEPTS

06.09.2014

*image source: city weekly*





**WE TOOK FOUR GUIDED TOURS WITH SERVICE PROVIDERS, CITY STAFF, HOMELESS POPULATION AND THE POLICE. ALL OF THE PARTIES ADDRESSED THE SAME ISSUES FROM SLIGHTLY DIFFERENT PERSPECTIVES. IN EVERY TOUR, WE SAW THE SPACE FROM EACH PARTY'S EYES AND EXPERIENCE OF PLACE.**



**GOAL:**

**A THRIVING NEIGHBORHOOD THAT  
INCLUDES HOMELESS SERVICES.**

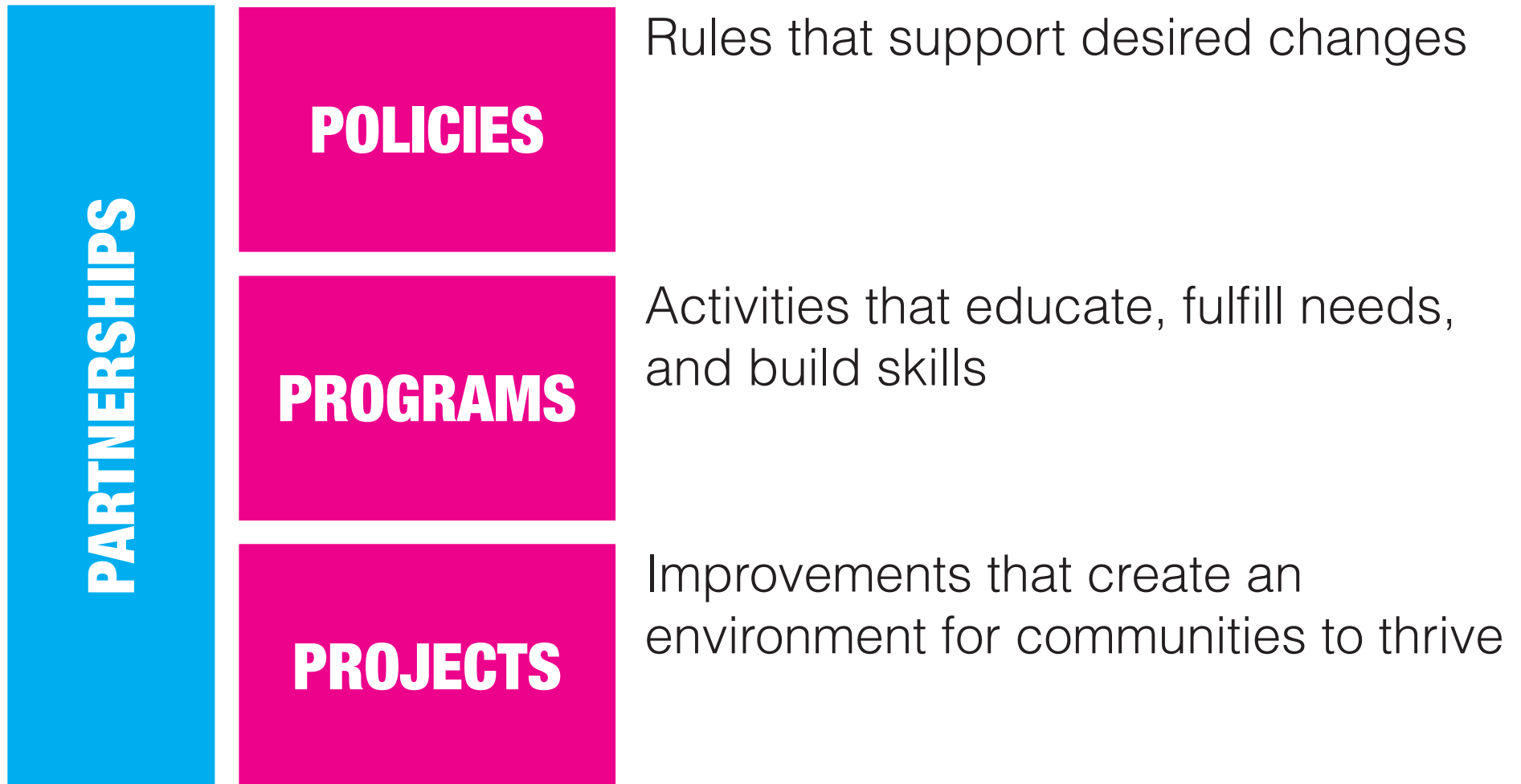


## ISSUES

- DRUG TRADE PREYING ON HOMELESSNESS
- DIFFERENTIATING HOMELESS POPULATIONS
- TARGETING SERVICES
- UNDERUSED HOMELESS SKILLS
- INACTIVITY
- PRIVACY



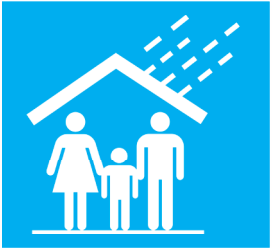
# COMPREHENSIVE TACTICS



# 4 STRATEGIES



**Decouple drug trade from homelessness**



**Build on strong foundation of services**



**Create options for work and wellness activities**

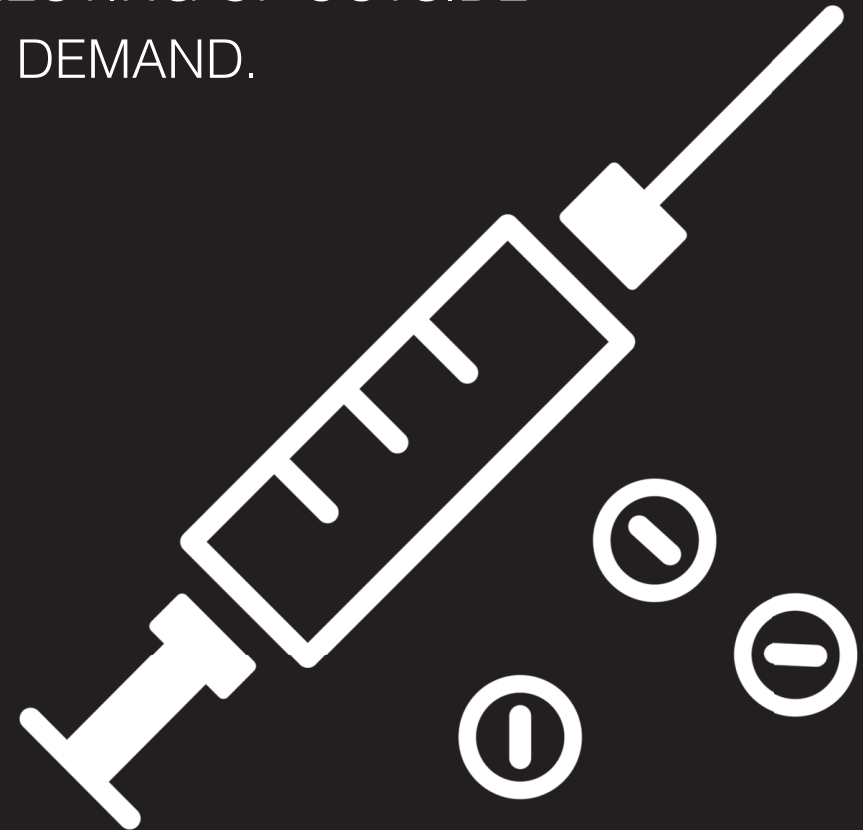


**Provide opportunities for neighborhood interconnection**

- **POLICY** - BROADER CONVERSATION INVOLVING (HOMELESS AND NON-HOMELESS) NEIGHBORS, SERVICE PROVIDERS, POLICE, JUDICIAL SYSTEM, CITY AND OTHERS.
- **PROGRAM** - CONTINUE TO CONNECT TO MENTAL HEALTH AND ADDICTION RECOVERY SERVICES

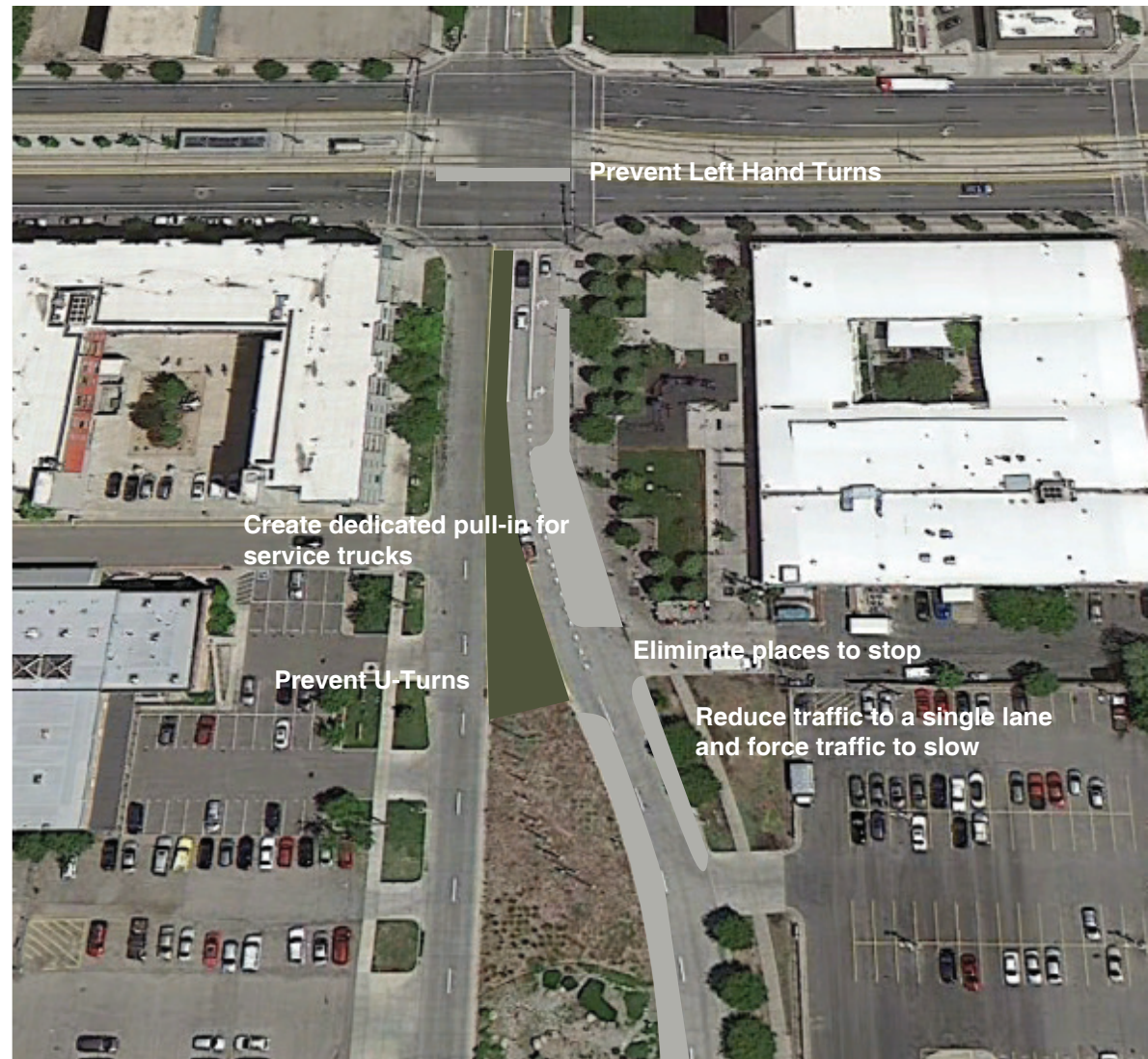
- **PROJECT - 500 WEST**
  - TEST INTERVENTIONS ALONG 500 WEST AND RIO GRANDE – TRAFFIC CONTROL AND REDIRECTING OF OUTSIDE DRUG DEMAND.

## STRATEGY ONE: DECOUPLE DRUG TRADE FROM HOMELESSNESS



500 WEST

USE TEMPORARY  
BARRIERS TO ADJUST  
LANE CONFIGURATIONS  
AND TRAFFIC PATTERNS  
TO MAKE EASY OUTSIDE  
ACCESS TO DRUGS  
MORE DIFFICULT. MAKE  
SUCCESSFUL ALIGNMENTS  
PERMANENT.



- **PROGRAM** - MAXIMIZE **POTENTIAL OF EXISTING FACILITIES** - CONSISTENT AND INCREASING FUNDING - **BANKING SERVICES** - INCLUDING CREDIT REHABILITATION AND LENDING - **SERVICE MAP** - CREATE SMALL MAP THAT PROVIDES COMPREHENSIVE INFORMATION ON AVAILABLE SERVICES.

- **PROJECTS** - **STORAGE**
  - LONG AND SHORT TERM LOCKERS - **SRO**
  - AFFORDABLE SEMI-PERMANENT HOUSING WITH PRIVATE BATHROOMS



## STRATEGY TWO: BUILD ON STRONG FOUNDATION OF SERVICES



## STORAGE

PLACE TO KEEP  
BELONGINGS SAFE FROM  
THEFT AND WEATHER;  
PROVIDES FLEXIBILITY TO  
GO TO APPOINTMENTS,  
JOB INTERVIEWS, AND  
OTHER ACTIVITIES WITHOUT  
HAVING TO CARRY  
EVERYTHING ONE OWNS.  
SHOULD HAVE SOME  
EFFECT ON DISPERSING  
POPULATION.



. **PROGRAM - WORK -**

BUILD ON CLEAN-TEAM  
MODEL; EVALUATE TIME-  
CURRENCY MODELS,

TRADING WORK AND

SERVICES. - **WELLNESS**

- SPORTS IN PARK, ARTS

AND CRAFTS; SKILL-

TRADE, OUTDOOR TRIPS

(PROVIDERS ORGANIZING,

OR, PROVIDING

TRANSPORTATION/

EQUIPMENT); MEDITATIVE

SPACE

. **PROJECTS - GYM -**

**PLAZA** ON RIO GRANDE

- REDESIGN OF WEIGAND

CENTER **COURTYARD.**



**STRATEGY THREE: CREATE OPTIONS FOR  
WORK AND WELLNESS ACTIVITIES**

## TIME-CURRENCY

A SKILL EXCHANGE AND  
COMMUNITY BUILDING  
TOOL. GIVE AN HOUR OF  
YOUR SKILLS TO GET SOME  
SERVICE IN RETURN. FOR  
EXAMPLE, YOU ACCESS THE  
GYM, IF YOU CLEAN FOR  
ONE HOUR.



- . **POLICY** - ENSURE RESIDENTS CAN ACCESS A RANGE OF PUBLIC ACTIVITIES IN NEIGHBORHOOD BY MAKING THEM FREE OR VERY CHEAP
- . **PROGRAM** - SEEK SKILL-BUILDING VOLUNTEER OPPORTUNITIES WITH OUTSIDE PARTNERS AND BUSINESSES THAT LEAD TO CAREER OR WORK OPPORTUNITIES - ENGAGE

BURGEONING COMMUNITY OF ARTS ORGANIZATIONS IN NEIGHBORHOOD TO PROVIDE ARTS AND CRAFTS CLASSES.

- . **PROGRAM** - **COMMUNITY GARDEN** AND HOMELESS RUN STALL IN THE FARMER'S MARKET - **SMALL AREA PLAN** THAT EQUALLY ENGAGES HOMELESS AND NON-HOMELESS POPULATIONS

## STRATEGY FOUR: PROVIDE OPPORTUNITIES FOR NEIGHBORHOOD INTERCONNECTION





## COMMUNITY GARDEN

- POWERFUL TOOL FOR COMMUNITY BUILDING, SKILL BUILDING, AND MENTAL HEALTH
- BUILD UPON CURRENT WIEGAND CENTER GARDEN SPACE, IDENTIFY A NEARBY VACANT PARCEL TO EXPAND
- INCLUDE INDIVIDUAL AND COMMUNAL PLOTS
- PROVIDE OPPORTUNITY TO SELL PRODUCE AT PIONEER PARK FARMER'S MARKET (CAN INCLUDE SELLING CRAFTS)



# THANK YOU

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## 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.

# HOMELESS SERVICES 6 POINT STRATEGY

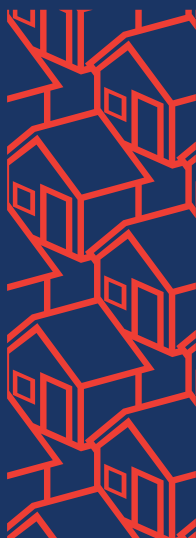
2015



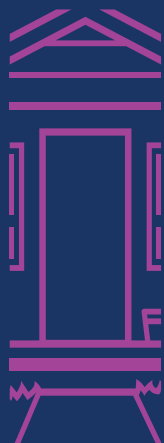
Salt Lake City has developed a services strategy to guide the City's efforts in homeless services. The strategies are based on the Situational Assessment, Solutions Retreat and proven methods.

## ① HOUSE 20

Create 20 short term housing units for the top users of homeless services



## ② HOUSING FIRST



Build 300 Permanent Supportive housing units beginning 2016 with our partners

## ③ DAY SERVICES

Enhance the capacity of homeless day services by October 2015 with \$180,000+ annually



## ④ LOCATION

Determine the best locations for homeless services based on health & safety, business, livability, transportation, service provision, and impact



## ⑤ SAFETY

Improve public safety in Pioneer Park neighborhood for everyone who visits



## ⑥ PIONEER PARK

Animate the Pioneer Park neighborhood for homeless and non-homeless individuals

