

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** 3/2/2022      **Approx. Start Time:** 11am      **Approx. Length:** 1HR

**Presentation Title:** Administrator's Housing Task Force Housing Session #2 – Transitional Shelter Options

**Department:** Health, Housing, and Human Services (H3S)

**Presenters:** Rodney Cook, Director of Health, Housing, and Human Services

Vahid Brown, Supportive Housing Services Manager

**Other Invitees:** Ed Johnson, Toni Karter, Brenda Durbin, Dan Johnson, Joe Vennes  
Mark Sirois, Pamela Anderson,

### WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Staff is requesting direction on the question of moving forward with issuing a Request for Information (RFI) to determine the feasibility of developing Transitional Shelter(s) in the County. As context, staff will present examples of different models of Transitional Shelters that are evidence-based and have demonstrated success in what is commonly known as Safety Off the Streets programs.

### EXECUTIVE SUMMARY:

The Administrator's Housing Task Force is bringing information to the Board regarding Safety Off the Streets program models which include the continuum of transitional shelter options.

### **What is Safety off the Street?**

Safety off the street programs are shelters or types of crisis housing with the primary purpose of providing safe temporary shelter for people experiencing a housing crisis. All such programs are "transitional" – they are not meant as permanent places of residence and should connect households to permanent housing and access to other services as quickly as possible. Such programs provide a temporary place for people to stay, meet basic needs such as food, safety, and hygiene, and offer some level of support to seek and obtain housing. Safety off the street programs play a critical role in a system's response to homelessness, as people in a housing crisis will always need a safe and decent place to go that is immediately available.

Safety off the street programs exist on a spectrum, from temporary structures in designated "safe rest" areas, to permanent facility-based shelter. Best practices for these programs are grounded in low-barrier access and entry. Low-barrier shelters have a housing-first orientation and few, if any, barriers to entry, such as sobriety requirements or background checks.

### **Safety off the Street Models**

Below are five general models from the continuum of transitional shelter options:

### 1. *Safe Rest Areas*

These are designated areas for immediately accessible short-term camping or sleeping in other temporary structures. They have basic amenities such as common areas for food preparation and/or distribution, access to hygiene facilities, garbage services, and fencing. Participants utilizing these sites can stay 24/7 until they are connected to services and navigated into permanent housing. Typically, these sites are operated by a service provider or peers who provide site management, housing navigation assistance, and other services as needed.

Safe rest areas are best suited for adults experiencing homelessness. Families with children, unaccompanied youth, and survivors of domestic violence typically are not served by this model and are best served by lower density models with more privacy.

The City of Eugene currently operates two successful safe rest area programs. The City operates or has approved six [safe sleep sites](#) which have shelters ranging from tents to tiny-house style structures, serve 35-95 households per site, and are managed by non-profit partners. The City also has nine [rest stops](#) which have Conestoga huts or pallet shelters and basic amenities, serve up to 20 households per site, and are also managed by non-profit partners.

### 2. *Safe Parking Sites*

These sites are designated parking areas for people temporarily living in their vehicles where they can stay during the day and overnight without fear of being towed or ticketed. They range from small, distributed sites hosting up to six vehicles to larger parking lots capable of hosting 50+ vehicles. Safe parking sites offer basic amenities such as access to hygiene facilities, food preparation/distribution, storage options, garbage service, and onsite security. These sites are frequently utilized by most populations experiencing homelessness and sleeping in their vehicle, but do not generally serve unaccompanied minor youth.

The Cities of Eugene and Vancouver both currently operate successful safe parking site programs. Vancouver's [Safe Parking Zone Program](#) is staffed by City personnel in conjunction with contracted security. This program utilizes the parking lot of a transit center which has the capacity to host up to 50 vehicles and currently serves 60 people. Eugene's [Overnight Parking Program](#) is a disbursed safe parking model: the City partners with local organizations such as churches, businesses, and other entities to utilize their parking lots. This program utilizes 40 disbursed parking lots through these partnerships which can host up to six vehicles per site for a total of up to 60 vehicles.

### 3. *Transitional Villages*

This model establishes small, transitional communities through the construction of stick-built or pre-fabricated small living structures and common facilities on a single site. Program participants stay in hard-walled structures with electricity but often do not have plumbing. Common facilities provide communal space and access to both cooking and hygiene amenities. These sites are typically either managed by non-profit service providers or may be "self-governed" through peer management of the site. Transitional villages offer more privacy, greater amenities, more on-site services, and case management services than the two previous models. Program participants in these models typically live onsite for a few months (most commonly up to 24 months maximum) until they can be navigated into permanent housing.

Transitional villages are best suited for adults experiencing homelessness. This model does not typically serve families with children or unaccompanied youth.

Clackamas County currently operates the [Veterans Village](#), which is an example of the transitional village model. This village houses 24 pods which provide a safe space to sleep and

store personal items for program participants and also provides shared hygiene facilities, communal meeting spaces, and a shared kitchen. The village is operated by Do Good Multnomah which provides onsite services and assists program participants in becoming self-sufficient and finding permanent housing.

[Dignity Village](#) in Portland is another successful transitional village model. This village is a self-governed and self-funded program which provides shelter for 60 people. Multnomah County funds one full-time social services provider to assist program participants with case management services.

#### *4. Facility Based Congregate Shelter*

This model provides either year-round or temporary shelters for people to stay overnight. Temporary shelters are typically opened in response to severe weather events such as heat, cold, or smoke. These shelters are easily accessible to provide a sheltered area to sleep overnight. Year-round shelters are typically dorm-style while temporary shelters typically offer cots or sleeping mats. These shelters offer basic amenities such as access to hygiene facilities, some limited food options, and on-site staff or volunteers to assist anyone staying overnight.

While this model can serve all populations, it is often limited to adults only as the congregate nature tends to dissuade families with children from staying overnight. Additionally, this model has not been feasible during much of the COVID-19 pandemic.

Clackamas County operates [temporary overnight shelters](#) in response to severe weather events. The Portland Rescue Mission currently operates a year-round congregate shelter through their [Burnside Shelter](#). This permanent shelter offers daily meals, access to hygiene facilities, mail service, and onsite healthcare, employment, and housing resources.

#### *5. Facility Based Non-Congregate Shelter*

These shelters provide private rooms, units, or dwellings for program participants to stay in for either short periods of time or until they can be navigated into permanent housing. There are several sub-types of this model, such as family shelter, motel shelter voucher programs, motel shelters such as Project Turnkey properties, and transitional housing programs. These shelters typically offer individual and more private amenities for hygiene or cooking within the room or dwelling for program participants than the other models detailed above. While these shelters can be utilized by any population, this model is the preferred and safest model for families with children. This model can also be tailored to meet the needs of specific populations such as youth or survivors of domestic violence.

Clackamas County currently partners with Northwest Housing Alternatives to operate a non-congregate family shelter. The [Annie Ross House](#) in Milwaukie serves up to eight families at a time, each family resides in a private room which is equipped with its own bathroom and kitchenette. Families work closely with case managers to move into permanent housing. The [Lake Oswego Transitional Shelter Ministry](#) operates a series of transitional shelter units which provide small, rent-free apartments for program participants who need short-term assistance due to severe economic setbacks.

Another popular example of facility based non-congregate shelters being utilized throughout Oregon is the motel/hotel model. Program participants in these models stay in a private hotel or motel room with in-room hygiene facilities and, depending on the property, in-room kitchenette. Clackamas County currently operates one such program which began in response to the COVID-19 pandemic. Additionally, [Project Turnkey](#), an initiative by the Oregon Legislature, has helped 13 counties acquire 19 motel/hotel sites to be used as non-congregate shelter. Hotel/motel properties which are acquired for non-congregate shelter can also be transitioned into permanent housing.

## Clackamas County Safety off the Street Inventory

The following table demonstrates the existing safety off the street capacity of transitional housing and shelter programs in Clackamas County as of December 14, 2021. Extreme weather warming shelters are not operated year-round, but are activated when the weather is predicted to “feel like” 33 degrees or lower or when other conditions, such as accumulated snowfall or high winds, make sleeping outdoors especially dangerous. Each site decides by 1 PM whether they will open, based on National Weather Service predictions.

<b>Current System Capacity for Transitional Housing &amp; Shelter in Clackamas County</b>			
<b>Type of Transitional Housing/Shelter</b>	<b>Beds for HH w/ Children</b>	<b>Beds for HH w/o Children</b>	<b>Total Beds</b>
Emergency Shelter	26	72	98
Extreme Weather Warming Shelters	--	--	120
Domestic Violence Shelter	227	63	290
Transitional Housing and Interim Housing (includes Veterans Village)	33	47	80
<b>Total</b>	<b>286</b>	<b>182</b>	<b>588</b>

## Existing Need for Safety off the Street Programming

The County’s Coordinated Housing Access (CHA) system was created to allow people experiencing a housing crisis access to all available homelessness prevention and housing programs through a single point of contact. The CHA system provides the best measure of the needs of our unhoused neighbors.

<b>Chronically Homeless &amp; Literally Homeless Households</b>			
<b>Household Type</b>	<b>2019 Data</b>	<b>2022 Data</b>	<b>Change</b>
Adult Only	774	890	+ 15.0%
Families with Children	126	158	+ 25.4%
<b>Total Households</b>	<b>900</b>	<b>1067</b>	<b>+ 18.5%</b>
<b>Data by Subpopulation</b>			
<b>Subpopulation Type</b>	<b>2019 Data</b>	<b>2022 Data</b>	<b>Change</b>
Youth Households under 25	17	35	105.9%
Adults Age 62+	123	155	26.0%
Survivors of Domestic Violence	282	313	11.0%
Veteran Households	128	63	(50.8%)

The above data indicates the following trends:

- There are significantly more Adult Only Households who are unsheltered; however, the current inventory has little capacity for Adult Only Households.
- There was a dramatic increase in need specifically for the Youth Households under 25, which could be attributed to increased outreach services for youth.
- There was a significant decrease in unsheltered Veterans, which could be attributed to the availability of veteran’s specific resources. Please note that those in the Veterans Village remain on the CHA waitlist.

## Issuing a Request for Information (RFI)

Issuing an RFI would allow the Board to move from abstract program options towards concrete proposals. An RFI is a broad procurement process which allows the County to assess a wide variety of concepts, including initial capital/startup operational cost estimates, emerging from community partners. Responses to an RFI would reflect the most realistic and effective programs to address the urgent needs in our community to be maintained and operated by community providers who specialize in this type of service. An RFI was the procurement process through which the Clackamas County Veterans Village proposal was selected and is also the procurement process recommended by the Administrator's Housing Task Force to provide options for the Board to further consider.

### **Funding Considerations**

Aside from General Funds, the County has a variety of funding sources that could support the procurement of Safety off the Street programming through an RFI. The Supportive Housing Services program has significant investments in shelter anticipated in the Local Implementation Plan (LIP), including up to \$3.5M for shelter-related capital or lease costs and \$2M for shelter-related operations and services. In recent engagements with the community of homeless services providers in the County, in which SHS program staff sought input on priorities for future funding, providers gave shelter the highest priority. There are also several funding bills currently under consideration by the State Legislature that earmark funds for Safety off the Streets programming. The County was also awarded approximately \$3.7M in HOME-American Rescue Plan funds, the eligible uses of which include both building or acquiring shelter and ongoing operational services.

### **FINANCIAL IMPLICATIONS (current year and ongoing):**

Is this item in your current budget?  YES  NO

What is the cost? Not to exceed \$6.2M

What is the funding source? Supportive Housing Services funds; HOME-ARP; potential of State allocation. No County General Funds will be requested.

### **STRATEGIC PLAN ALIGNMENT:**

- How does this item align with your Department's Strategic Business Plan goals?
  - Ensuring Access to Safe, Stable Housing by offering transitional housing and shelter options for residents while transitioning them to permanent housing solutions.
  
- How does this item align with the County's Performance Clackamas goals?
  - Ensure Safe, Healthy and Secure Communities by offering a variety of immediate housing and shelter solutions to meet the needs for our houseless neighbors.
  - Build Public Trust through Good Government by discussing all the types of transitional housing and shelter options that could be considered to expand our system capacity.

### **LEGAL/POLICY REQUIREMENTS:**

N/A

### **PUBLIC/GOVERNMENTAL PARTICIPATION:**

N/A

### **OPTIONS:**

1. Direct staff to issue a Request for Information (RFI) for proposals for Safety Off the Streets programs from across the entire continuum of Safety Off the Streets models.
2. Direct staff to issue a Request for Information (RFI) for specific Safety Off the Streets program models selected by Commissioners.
3. The Board receives the information presented and takes no further action at this time.

**RECOMMENDATION:**

Staff recommends Option 1 to direct staff to issue a Request for Information (RFI) for proposals for safety off the street programs from across the entire continuum of Safety Off the Streets models.

**ATTACHMENTS:**

Power Point Presentation

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_

Department Director/Head Approval \_\_\_\_\_

County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments, please contact _____ @ 503- _____
---

# Administrator's Housing Task Force

## Housing Session #2

### Transitional Shelter Options



# Safe Rest Areas

- Designated areas for short-term camping or sleeping in temporary structures
- Basic amenities: common areas for food prep or distribution, hygiene access, garbage service, fencing
- Participants can stay 24/7 until exiting to housing
- Often a service provider or peers provide site management, navigation to housing and services
- Population served: adult only households
- Not generally served: Families with children, unaccompanied youth, survivors of DV

## Example: Safe Sleep Sites in Eugene

Parking Lot on Garfield



## Example: Rest Stop in Eugene

Conestoga Huts at Westmorland Safe Spot



# Safe Parking Sites

- Designated parking areas for people living in vehicles
- Managed by local jurisdictions or non-profits
- Range in size: 6 to 50+ vehicles
- Basic amenities: hygiene access, food access, storage, garbage service, security
- Populations served: Adult only households and families with children
- Not generally served: unaccompanied minor youth

## Example: Safe Parking Zone

Vancouver, WA



## Example: Overnight Parking Program

Eugene, OR



# Transitional Villages

- Stick-built or pre-fab small individual living structures
- Hard-walled structures electrified, but not often plumbed
- Basic amenities: community meeting space, common facilities for cooking and hygiene access
- Managed by peers (self-governed), or non-profit service providers
- Often include on-site services and case management
- Population served: Adult only households
- Not generally served: Families with children, unaccompanied minor youth

## Example: Veterans Village

Clackamas County, OR



## Example: Dignity Village

Portland, OR



# Facility Based Congregate Shelter

- Year-round (permanent) or temporary
- Often dorm-style when permanent
- Cots or sleeping mats when temporary
- Typically only open overnight
- Basic amenities: hygiene access, limited food, on-site staff or volunteers
- Not feasible in pandemic circumstances
- Population served: can serve all populations, often limited to adults only
- Not generally served: Families with children, unaccompanied minor youth

## Example: Portland Rescue Mission

Burnside Shelter



## Example: Clackamas Warming Shelters

The Father's Heart Street Ministry



# Facility Based Non-Congregate Shelter

---

- Provides private rooms, units, or dwellings
- Improved amenities: usually private restroom, kitchenette, storage, and garbage service
- Can be tailored to meet the needs of specific populations
- Smaller sizes of these models tend to have better outcomes
- Often preferred model by households
- Population served: all populations, safest and best suited models for families with children

## Subtypes include:

- Family Shelters
- Transitional Housing Programs
- Youth Crisis Beds
- DV Shelters
- Motel Shelters such as Turnkey Projects
- Motel Shelter Voucher Programs

# Facility Based Non-Congregate Shelter

## Example: Family Shelter

Annie Ross House in Milwaukie, OR



## Example: Transitional Housing Programs

Lake Oswego Transitional Shelter Ministry



## Example: Hotel/Motel Shelter

Motel 6 – McMinnville, OR – Project Turnkey



## Example: Hotel/Motel Shelter

Redwood Inn – Medford, OR – Project Turnkey

