



Health & Human Services and Public Safety Committee

Tuesday, July 13, 2021, 5:30 PM
Remote Meeting

Councilor Tae Chong, District 3, Chair
Councilor Belinda Ray, District 1
Councilor Mark Dion, District 5

1. Announcements
 - a. Zoom Information
Please click the link below to join the webinar:
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Webinar ID: 918 9088 5716
Passcode: 595960
International numbers available: <https://zoom.us/u/axSh06lVD>
2. Review and Approval of Minutes
 - a. June 8, 2021 Draft Meeting Minutes
3. Updates
 - a. HHS Updates
4. Maine Homeless System Redesign Initiative
 - a. Presentation by MaineHousing
5. Shelter Licensing

a. Draft Shelter Licensing Requirements

NOTE: Since there are no action items on the agenda, there will be no opportunity for public comment at this meeting. Please feel free to send comments to members of the committee on any issue at any time via email. Councilors email addresses are available on the city website: www.portlandmaine.gov

The meeting can be watched online via livestream: www.portlandmaine.gov/livestream

Keep up to date with the new shelter design and planning process at the City's website

www.portlandmaine.gov/shelterplanning



Health & Human Services and Public Safety Committee Minutes

Tuesday, June 8, 2021, 5:30pm, Remote Meeting

Committee Attendance:

Tae Chong, Chair (District 3), Belinda Ray (District 1), Mark Dion (District 5).

Councilors in Attendance:

Mayor Kate Snyder

City Staff:

Kristen Dow, Director of HHS; Anne Torregrossa, Corporation Counsel; Ethan Hipple, Director of Parks, Recreation & Facilities; Adam Harr, Executive Assistant for Social Services.

Meeting called to order at 5:31 PM.

AGENDA ITEM 1 – Announcements

- May 11, 2021 draft workshop minutes.
 - Councilor Ray moved to accept the minutes; Councilor Dion seconded and the minutes were accepted unanimously.

AGENDA ITEM 2 – Updates

- Ethan Hipple, Director of Parks, Recreation & Facilities presented a map detailing where syringe litter is collected.
 - Park rangers, safety officers and other staff regularly pick up needles on the ground and in community sharps boxes.
 - This tracking started in a spreadsheet and then a google form.
 - Required manual entry.
 - A GIS staff member created the map.
 - Blue dots are sharps boxes.
 - Pink dots are on the ground.
 - Each dot is a pick up.
 - Dots are locations where people logged the report which could be yards away from where needles were actually picked up.
 - Helps identify where sharps containers are needed.
 - Tracks categories, of open space, parks trail, community sharps box or other.
- 39 Forest Avenue Update
 - Estimated timeline:
 - Early June: begin renovations.
 - Mid to late July: move City Hall and Cummings Center staff.
 - Mid to late August: move Lancaster Street operations.
 - Mid to late October: move India Street Clinic operations.

* Currently these dates are estimates and are based on renovation schedules.

- o Additional community outreach and input will be forthcoming as programs begin led by Deputy HHS Director Tina Pettingill.
- May totals for the City's General Assistance Program:
 - o Total Applications: 1,269
 - o Number of denials: 104
 - o Denial rate: 8%
- Oxford Street Shelter:
 - o OSS average nightly census: 45
 - o Contract hotel average nightly census: 122
- Overview of the Family Shelter:
 - o Number of on-site at the family shelter: 28 families/84 individuals
 - o Number of families at local hotels for shelter overflow: 64 families/ 196 individuals
- May totals for the Needle Exchange Program (NEP) are as follows:
 - o Total number of exchanges: 605
 - Number of on-site exchanges: 333
 - o Total number of needles collected: 27,197
 - o Total number of needles distributed: 36,706
 - o Total number of Narcan doses distributed: 207 kits (414 doses)
 - o Community needles collected: 841
 - Collected from community sharps containers: 452
 - Collected elsewhere: 389
 - o Staff met with Amistad to discuss syringe services in Portland, including questions of where additional sharps boxes might be needed and how the current boxes are being utilized.
 - o Sharps box at Oxford Street is by far the most heavily utilized (812 syringes deposited there since November 2020) with Chestnut Street Garden the 2nd highest (66 syringes).
 - o The two least used sharps boxes (at 3 and 4 each since November 2020) are at the Deering Oaks playground and the Stone Street playground; would recommend these remain despite low utilization given their placement in playgrounds.
 - o General feedback from exchange clients indicate some reluctance to use sharps boxes due to concern about being caught with excessive needles. Have added questions to exchange sheets at NEP to request more specific information from clients about why they do and don't use sharps boxes. Appears that many people are finding alternative ways to dispose of their used sharps (placing in empty detergent bottles and throwing in trash; others placing used needles in sharps containers at hotels). Amistad is also planning to seek feedback from clients about their use (or non-use) of sharps boxes.
 - o Plan to continue regular meetings with Amistad to share data, coordinate outreach activities, and collaborate on information such as sharps box placement needs, community clean-up events, community education, etc.
- Clinic Numbers:
 - o STD Clinic: Patients seen: 88, new patients: 34

- o PCFC: Patients seen: 65, new patients: 9
- o Covid Vaccinations: 64 doses administered

Committee questions and discussion.

- Councilor Ray asked if the Portland Needle Collection Data map and information is available for access.
 - o It is not currently on the city website.
 - o It can be shared on request.
 - o This tool is also used by Public Health.
- Councilor Chong asked if we want to entertain the idea of putting up signs instructing the public to not pick up needles and to contact parks and rec for pick-up in high collection areas or high traffic areas.
 - o We do not have anything yet.
 - o Want to balance informing the public and deterring use of the park.
 - o Will work with Public Health on messaging.
- Councilor Ray asked how we are using this data.
 - o Ethan's point
 - o Inform policies and collaboration with Public Health.
 - o This information has identified the need where new sharps boxes were then installed.
 - Director Dow said community members are helping identify where sharps boxes are needed.
 - We want to hear from people accessing the exchange why they are not using sharps boxes and if there are better locations that may result in them being utilized more.
- Councilor Chong asked of the 22 sharps boxes, how many are not collecting anything?
 - o Will get an answer.
 - o Some boxes are heavily used.
 - Oxford Street
 - Is it possible to have more than one sharps box on Oxford Street?
 - There are several.
 - o We can do a targeted outreach campaign.
- Councilor Chong asked why there was an increase in needles collected in May.
 - o We increased from a 10-1 exchange to a 50-1.

AGENDA ITEM 3 – Referendum

- Associate Corporation Anne Torregrossa explained that if the referendum got on the ballot and passed, it would limit the size of shelters to 50 beds. This would preclude 200 bed shelters.
- The referendum's authors intended it to be retroactive to April but that charter may not work with our charter.
- There is a state statute that means permits given conditional use approval at least 45 days before an election.

Committee questions and discussion.

- Councilor Ray thought that this was about enactment not the election date. Does this mean after 30 days after the clerk certifies the election?
 - Corporation Counsel got an outside opinion and decided to consider election day.
- We don't have a requirement that shelters be within a quarter mile of Metro, just day space?
 - This language is problematic; the facility space shall provide adequate space for basic shelter operations.
 - What is the definition of basic shelter operations?
 - Planning board would need to determine if passed.
 - Organizers claim this guarantees day space.
 - It doesn't explicitly require days space; it requires shelters to be open 24/7.
 - If an applicant without days space gets denied, they could challenge this.
 - In striking the metro requirement, we lose the day space requirement.
 - If this passes, it cannot change for 5 years. We lose requiring day space.
- There is a hotel shelter being operated by Preble Street; how many people do they serve?
 - Around 40.
 - This number is separate from the hotel numbers in the HHS Update.
- If this were to pass, we are looking at a minimum of 10 shelters needed to meet our current usage.
 - Many shelters are smaller than 50 (12 beds, 24 beds, etc.) so we could need 20 shelters to meet our current needs.
- How would our licensing be impacted if this was the ordinance?
 - We have been thoughtful in the zoning not conflicting with the ordinance.
 - If new homeless shelters are effectively prevented in the city, there will be a problem.
 - If the licensing and zoning conflict there will be issues (such as licensing requiring day space but not in zoning).
 - If this passed, licensing would need to be revisited.
- Councilor Chong asked how Milestone is categorized? It has 40 beds. If the need for beds for people experiencing shelter beds, they would not be able to exceed 50 beds. Would Milestone need to create a new facility?
 - Director Dow believes they are categorized as an emergency shelter but would need to defer to Milestone to define.
 - They have a treatment facility and an emergency shelter.
- What happens if someone presents for shelter and we are full.
 - Each municipality has a responsibility and Portland uses General Assistance when the shelter is full.
 - People are not receiving the wrap around services including housing and food that are part of shelter operations.
- Mayor Snyder asked about OSS continuing to operate at pre-Covid capacity in the language of the perceived capacity. Her understanding is that that facility and that

capacity does not work. Has the City contemplated reducing the OSS and Riverside capacity to 50, and the feasibility of staffing? There would be many unsheltered. What would the costs be? If you have been to OSS, it's clear it should not continue.

- o Several scenarios were looked at from several years ago that look at staffing and costs.
 - o We realistically have not considered this.
 - Last night we sheltered 171 people between OSS and the contracted hotel.
 - We also had 107 people in GA hotels.
 - o In terms of staffing, we have been staffing two 24-hour facilities since the beginning of Covid. We are fortunate that MaineHousing is paying for the second shelter, including staffing. The budget would look much different if we had to fund both shelters.
- Councilor Dion asked the committee about the seemingly specific elements of the referendum.
 - o At some point there, it seems operational components were picked up where size equates to humane management.
 - o The removal of a security space seems specific.
 - o Have these issues come up in the past?
 - o He hears the idea that we are anxious and will build a big facility when the state will say we only need 20 or so beds.
 - o He would be hopeful to have a workshop led by director Dow to have key individuals to come before the entire Council. Maybe this workshop examining the propositions from the state could be helpful. This could be disastrous for the city.
- Councilor Ray doesn't understand why some provisions were stricken.
 - o Sight lines to sleeping areas did not have opposition to it during discussion. It was understood it is best practice from the shelter staff and counselors visited.
 - o The clear sight line shelter model helps people feel safe; Donna Yellen explained this was a lesson learned at the Sullivan Gym Wellness Shelter.
 - o Basic shelter operations seem to be intended to do more than it could.
 - o Security may have been off-putting.
 - o The transportation requirement was not controversial.
- Councilor Chong said the plethora of empty hotel rooms last season and how it may heat up; what will happen when the hotels are full and we don't have 20 emergency shelters?
 - o We have not come across that.
 - o In the past, we have opened other overflows.
 - Preble Street
 - General Assistance office.
 - o Our overflows were not 24/7 and would need to leave in the morning.
- Councilor Ray said before she was on the Council, the Taskforce to End Homelessness determined there should be one large central intake facility in 2011 and again in 2015 where they compared Two large shelters (one City and one operated by Preble Street), 3

and 5 shelters. 5 was determined to be cost prohibitive. We again came to the conclusion to one central facility with the Homeless Services Center currently planned.

- o Some people who wrote the referendum lobbied for there to be no cap at the City shelter.
- We haven't talked about asylum seekers; could small shelters absorb a migration wave?
- Is there any talk in other towns creating a low barrier shelter?
 - o Not aware of other towns planning on building permanent emergency shelters.
 - o Other towns provided emergency shelter for the first time under Covid using hotels.
- Councilor Ray is not aware of any plans to open facilities. GPCOG is working on supportive housing zoning change as many communities don't even allow apartments.
- Councilor Ray said cost effectiveness was one consideration but a single large shelter's value is in the service model.

AGENDA ITEM 4 – Shelter Licensing

- Corporation Counsel Anne Torregrossa made requested changes.
 - o Required indoor day space.
 - An existing shelter that has been operating without indoor day space would not be required or fined.
 - Buffer zone went down to 1,000.
- Director Dow explained the changes made to the monitoring requirements.
 - o Referrals to other shelters are not counted.
 - o Eliminated the total numbers of chronically homeless individuals, only tracking Long-Term Stayer status due to the overlap of people who meet both criteria.
 - o Removed crisis calls for service as they are collected elsewhere.
- Councilor Ray suggested a change before public comment:
 - o In speaking with Mark Swann, Executive Director of Preble Street, she learned the Teen Center's day services and night services are across the street from each other. They would like to move to 333 Cumberland. It is not currently approved for that use. This consolidation is in the spirit of our ordinance so Corporation Counsel Torregrossa drafted language in a preexisting shelter that would allow the consolidation of operations of the teen shelters into one shelter.
 - Adds to preexisting shelter section, allowing: the consolidation of the operations of the Joe Kreisler Teen Shelter at 38 Preble Street and the Preble Street Teen Center 343 Cumberland Avenue into one 24/7 emergency shelter facility for teens at 343 Cumberland Avenue provided there is no expansion of individuals served or beds currently provided between the two locations.
 - She will propose this after public comment.
- Councilor Chong said the spirit of the ordinance is to make sure new shelters meet basic requirements based on the operations of existing shelters.
 - o We are trying to get consensus on minimum requirements.

Public comment opened at 6:51.

- Rebeca Hobbs Executive Director of Through These Doors, Cumberland County's Domestic Violence Shelter and resident of Libby town. She is speaking in opposition of the shelter licensing as she did on the moratorium. They receive oversight from MaineHousing and others and must comply with intense oversight. This licensing ordinance does not seem to add anything meaningful except more meetings. This appears to be arbitrary. We are concerned with elements that are punitive but not specific. For example, random inspections with now specificity of what kind of inspection and parameters to pass. MaineHousing has clear parameters. They would be happy to report to the city the operational data they collect. No licensing with an annual application would be necessary to share information. They enjoy operating in the city of Portland and working with the city, but the licensing is a waste of time that takes away from their work.
- Carolyn Sylvius of Pembroke Street in Portland and advocate of Homeless voices for justice. Looking at the licensing they asked, who is this for? It was not for people experiencing homelessness. The language was offensive and failed to recognize what the clients in shelter can do. There is no racial equity or impact assessment. It's already difficult to site shelters and this will exacerbate the problem. The line saying shelters are not accountable to outside parties is false; shelters must report to MaineHousing and are closely monitored by MaineHousing and HUD. As it is written, HVJ cannot endorse the shelter licensing ordinance. People experiencing homelessness should be included in the process. She cannot support this proposal and questions having any shelter licensing at all.
- Jim Hall of cedar street thanked the committee and said after the moratorium passed, he could relax. He wants this to help everyone; the clients, staff and community. Getting licensing right is only one part. There has been fear on the provider side and he hopes some can enter the conversation. He doesn't want the reticence of providers to create a self-fulfilling prophecy. He heard the hopes of the teen shelter and Councilor Ray proposing to accommodate them. What does Milestone or Through These Doors need? Be specific. He thanked Director Dow for thinking of the impact area around the HHS consolidation and this could be done in Riverside. We are a great city.
- Oliver Bradeen, Executive Director of Milestone recovery. It is a 35-bed shelter under Covid and is 41 normally. He appreciates the work done over the past 5 months with staff, city councilors and public comment. Tonight, we are in a place engaging all sides. There was a referendum and questions where we were characterized as being wholly against. A number above 300 causes a strain on a neighborhood. With the Riverside project which he supports, the beds would move; he suggests 300 beds because Bayside would then have 292 and gives some breathing room. He appreciates the change of 2,500 feet to 1,000 but staff did recommend 500 feet and asked the committee to revisit it. All other buffer zones are 100 to 500. We would have a bigger buffer for shelters than marijuana businesses. Day space is important but there is no funding stream for day space. When you ask people to provide day space, that is a barrier. He appreciates the exemption for existing shelters. A milestone board member submitted some documents to corporation counsel explaining that their clients are protected under the Fair Housing Act under the review procedures. Milestone is in support of the riverside project; the path forward is having more services.

- Jenny Stasio, the Director of Operations of Through These Doors spoke against the shelter licensing. Through These doors serve people fleeing abuse and violence in their homes. They are against the shelter licensing as it doesn't improve life for people seeking services and adds stress and takes away from services. Shelters currently have oversight. Adding an additional level of work is duplicative and burdensome in an already overburdened system, this will take staff time and have financial costs. She hopes the City will continue to support shelters.
- Sarah Michniewicz of Cedar Street. She hears that people feel it is an extra level of work but also hears it is reporting that is done anyway and the feeling that this takes focus away from important work. All of the existing reports have to do with the state and funding, not the broader community. In that way, this is not different from other licensing for high impact use. The city is responsive to all constituents and managing businesses and nonprofits so there is not undue impact. Oliver makes a lot of really good points and understand the spacing. There are some expansion possibilities that would make sense but then there would really need to be a 1,000-foot buffer. 500 feet is the spacing we have now. 500-foot buffers seem arbitrary. We need to retain the right to ensure safety. The teen center exception makes sense. In the past, there was discussion about a fee for licensing; is there a budget-based scale or waiver if there is a hardship for small non-profits.
- John Branson serves as general counsel to Milestone Recovery and is on their board of directors. He operates a practice on Congress Street in Portland and has been in the field of recovery housing since 2003. He frequently deals with municipalities who are trying to prevent sober houses and recovery services in their municipalities. Municipalities are shocked as to how little can be done in providing housing people qualified as handicapped persons under the law. People fleeing domestic violence and people with mental illness. 40% of all homeless people have a condition that would qualify them under the act. Any time a city is acting under pressure under neighbors or businesses, it is like they've lost before they've gone to court. The council is not allowed for housing disabled person to be influenced by this. Milestone has concerns and proposed language: the elimination of subsection e ii under pre-existing shelter so that if milestone wanted to offer 5 additional shelter beds, it would not be required to operate a day shelter it does not have funding for. Other language to make sure it is clear that the fair housing act applies, reasonable accommodations need to be made and discriminatory impacts and intent are prohibited.
- Laura Underkuffler of Oxford Street said there are many people who have legitimate interest in this issue: people experiencing homelessness, service providers, and host neighborhoods. There is no law that says the interests of neighbors are required to be ignored. We are convincing neighborhoods to become hosts of future shelters; we need to be sensitive to them for their acceptance. The 1,00 foot is less than three city blocks in Portland. It is reasonable. We need a realistic understanding not only of the shelter population but also that there are people who come and congregate and prey on the shelter population. This relates directly to the need for day shelter. People from the shelters are out on the street because there is no place for them to go. When she moved in, people had to leave OSS when they woke up in the morning. Operating 24/7 doesn't matter if there is no space during the day. She is glad these issues are being addressed so thoughtfully.

Public comment closed at 7:26

- Councilor Dion said one of the reasons they voted for the moratorium was to take the time to do licensing right.
 - The inspection process is general and the city should consider who will do inspections and outline the process further.
 - Maybe racial equity should be included.
 - He supports the proposition around the teen center.
 - We haven't said much about youth services. Should we make some reference to expectations around youth services?
 - He is comfortable around the buffer zone.
 - He appreciates Mr. Branson's testimony and work on recovery houses. He has not read his memo yet.
 - More work is to be done.
- Councilor Ray agreed that there is less urgency given from the moratorium passing. We are close and could be ready to vote next month with a first read as early as July and a vote in August.
 - How often does the Maine State Housing Authority go down to a facility?
 - Annually; it is an announced, scheduled inspection.
 - Peoples housing coalition said facilities run and not run by the city needs a closer look. Shelters were on their best behavior on the scheduled inspection.
 - Unannounced inspections would be authentic.
 - Wanted an inspector from outside the city.
 - She does not think the MaineHousing inspection is sufficient and wants it to stay.
 - How would this impact low barrier services?
 - Nothing in our ordinance talks about ease of entry/barrier. It does not encourage or prohibit any particular service model.
 - She is open to a 300-bed limit instead of 250.
 - Can we find any examples on over 300 beds causing strain on a neighborhood?
 - Corporation Counsel recommended adding the fair housing act language from Chapter 14.
 - Pulled from land use code and will modify for Shelter Licensing; Corporation Counsel has not yet received John Branson's proposed language.
 - Models existing language.
 - Would like to add the Teen Center consolidation language.
 - She is good with eliminating v and xi in the monitoring requirements.
 - Could we change all instances of homeless shelter to emergency shelter?
 - Language of the moratorium is disrespectful.
 - This is a fair criticism; it is hard to get the language right.
 - Use people-first language. "Individuals experiencing homelessness."

- Councilor Dion said that they have read John Branson's memo and asked if the Act treats residential and recovery facilities the same?
 - He still supports the concept of inspections.
 - Should we identify who would inspect?
 - It may be helpful to insert language that we are seeking compliance first and preface improvement if non-compliant.
 - Include what we are looking for?
 - Compliance is the first order of business for state inspectors.
 - Makes sure people are safe.
- Director Dow asked for clarification around inspections; are we looking at it as building code inspections or examining policies and procedures like MaineHousing.
 - Corporation Counsel said existing shelters are already subject to life safety inspections. New inspection piece would be in compliance with the licensing ordinance. It's not an arbitrary standard, but the standards required in this licensing ordinance. Are shelters following the plan set forth in the licensing agreement?
 - Use someone who has experience with licensing standards and it is like a restaurant or entertainment inspection against the standards in the code.
 - Any inspection would be based on substantiating that the operational plan is being followed with life safety.
 - Who do we want to do inspections and that we are looking for compliance first? Chronic non-compliance should be sanctioned but an initial violation should have an opportunity to come into compliance with guidance on how.
 - Chapter 6 has notice of violation language we can mirror.
 - Councilor Ray likes having clear expectations. There are clear sightlines in the ordinance; should this be in licensing and inspected for?
 - Director Dow said clear sight lines are best practice and recommends requiring it for new shelters (and not for apartment style family shelters).
 - Councilor Dion thinks it's a good proposal with harmony between ordinance and the licensing.
- Councilor Ray said under application submission requirements, g iii: management responsibilities are unclear.
 - Management on the premises but can clarify.
- Is item 6, noise levels redundant?
 - It is to ensure that controls are in place at the shelter.
 - Noise level and resident behavior are important; staff training can fall under this.
- Councilor Ray asked we should measure along streets and public ways like with entertainment licensing. As is, the language doesn't account for physical barriers between shelters. (a river, undeveloped land, etc.)
 - Councilor Dion thinks it makes sense and likes being consistent, using the same measurement index across licenses.
 - Add this language and choose between both options next time.
 - Some distances are measured door to door, or property line to property line. Corporation Counsel will lay down options.
- This licensing is for the clients, the neighbors, the employees and the service providers.
 - He agrees with the Teen Center consolidation language.

- o He supports increasing the bed census to up to 300.
- o He supports incorporating Fair Housing language
- o The inspection process should be as simple and basic as possible.
- o Looking for the best option for measuring between shelters.
- o We want everyone to be heard in this process.

AGENDA ITEM 5 – July 13, 2021 Agenda Planning

- Shelter Licensing

The meeting adjourned at approximately 8:03 PM

DRAFT



Health & Human Services Department
Kristen Dow, Director

MEMORANDUM

To: Members of the Health & Human Services & Public Safety Committee
From: Kristen Dow, Director of Health & Human Services
Date: July 7, 2021
Re: June Health and Human Services Department Updates

The following data and information is to serve as the monthly update from the Health & Human Services Department to the HHS & PS Committee:

39 Forest Ave relocation update:

- Renovations are ongoing, but slightly delayed. Because of this, we are now looking to move our operations out of 196 Lancaster St by the end of September. We are still planning to move our India Street space at the end of October and are working to solidify a date to move City Hall staff. The intent is to have City Hall staff moved first so that HHS Administration is on-site.

The June totals for the City's General Assistance Program are as follows:

- Total Applications: 1275
- Denials: 103
- Denial rate: 8%

Overview of Oxford Street Shelter and contract hotel:

- OSS average nightly census 49
- Contract hotel average nightly census 120

Overview of the Family Shelter:

- Average number of Families/individuals onsite in shelter 31 families/95 individuals
- Average number of families/individuals in hotel overflow 66 families/ 199 individuals

June totals for the Needle Exchange Program (NEP) are as follows:

- Total number of exchanges:
 - Number of on site exchanges: 495

- Total number of needles collected: 28,576
- Total number of needles distributed: 34,173
- Total number of Narcan doses distributed: 364
- Community Needles collected: 1491
 - Collected from community sharps containers: 622
 - Collected elsewhere: 869

Clinic Numbers:

- **STD Clinic:** Patients seen: 109, new patients: 33
- **PCFC:** Patients seen: 62, new patients: 11

Outreach efforts in the area around OSS:

- Four designated outreach positions in the Social Services division are currently posted: <https://www.portlandmaine.gov/1107/Current-Job-Opportunities>. These positions will be based out of OSS, but their primary responsibility will be to provide outreach to those experiencing homelessness in the community.
- Signs have been placed around the Family Shelter that speak to no drinking, smoking or syringe use.
- Coordination between Public Health, Social Services and the Police Department to focus efforts on the area around OSS. The efforts are as follows:
 - Needle Exchange staff have been doing sweeps of the area to pick up discarded syringes at 7am and 4pm.
 - Needle Exchange staff will provide dedicated and intensive outreach 7 days per week and will be working in tandem with the HOME Team for outreach shifts Monday-Friday.
 - Shelter staff are spending a significant amount of time trying to provide outreach and manage the area surrounding the shelter.
 - The Police Department currently has several shifts (footbeat, patrol & community policing) in the area daily.
 - Alternative response teams have been spending a significant amount of time in the area.
 - City staff are all working to ensure large items are removed from the sidewalk promptly.
- HHS is working with area social service providers to provide additional outreach efforts in the Bayside neighborhood.

Sharps Containers

- It was asked at the last meeting if there are any sharps containers that are not used. Below is the current breakdown of the number of needles recovered from each container since November, 2020:

Needles Recovered by Container: November, 2020 to June, 2021:

Sharps Container	Qty
Oxford St Shelter (Either)	967
Chestnut St Garden	79
Spring St Garage Bathroom	36
Bayside Trail (Either)	31
Western Prom	28
D. Oaks - Mellen St Sidewalk	24
D. Oaks - Porta Potty Shed	21
D. Oaks - Footbridge	19
Harbor View Park	18
Peppermint Park	15
Congress Square Park	11
D. Oaks - Rose Circle	6
East End Beach	5
Stone St Playground	4
D. Oaks - Playground	3
Grand Total	1267

Statewide Homeless Council

SHC Membership:

Stephanie Primm, Chair

MaineHousing

Maine Department of
Health & Human Services:

➤ Office of Behavioral
Health

➤ Office of Child and
Family Services
(OCFS)

Maine Department of
Corrections (DOC)

Maine Bureau of Veterans
Services

Region I Reps:

➤ Cheryl Harkins

➤ Donna Yellen

➤ Virginia Dill

Region II Reps:

➤ Cullen Ryan

➤ Donna Kelley

➤ Emily Flinkstrom

Region III Reps:

➤ Josh D'Alessio

➤ David McCluskey

➤ Tracey Hair

Statewide Homeless Council
c/o MaineHousing
26 Edison Drive
Augusta, ME 04333

July 2, 2021

To: Statewide Homeless Council

From: Stephanie Primm, Chair

Lauren Bustard, Senior Director of Programs, MaineHousing

RE: Final CSH Report attached---Considerations prior to reviewing

Dear Colleagues,

Attached is the final report generated by the team at Corporation for Supportive Housing (CSH).

Thank you to all of you who contributed to this year long process with your time, knowledge and wisdom.

Some context we'd like you to consider in reviewing the report includes the following:

- The final recommendations and methodologies/interventions contained herein are those of CSH and are grounded in their national experience as well as their time looking at our current system and data available.
- CSH was retained as a consultant to provide us with their opinion about what mix of interventions can help Maine strengthen the homeless response system and move the needle for systemic change and improvement.
- CSH philosophy is grounded in supportive housing and creation of affordable housing. Long term strategies in their experience work to reduce the need for shelter in some states they've worked with, but reduction in the need for shelter can only happen when all interventions are funded and running efficiently and effectively. Unlike what occurred with the Deinstitutionalization mandate, we need to ensure that individuals and families experiencing homelessness have a safe place to be while we work on building a system that will prevent and reduce homelessness in the longer term.
- Together we must view these foundational results with our own filters and recommend changes as Maine Statewide Homeless Council members and contributors. We must consider and evaluate budget allocations and methodologies, basis for data, shelter capacity and format and 'front door' considerations. Only after we've reviewed this together and finalized will it be 'our collective plan'.
- An example of what is missing from this report is attention to shelter needs in geographic areas where there are no resources—and some interim considerations based on COVID/congregate considerations and current increasing need.
- The implementation of our plan will take years—and represents a 'long term view', but we will get there together and will consider short term needs as part of the long term step by step approach for Maine in order to do our best for those experiencing or at risk of homelessness.

Statewide Homeless Council

We plan on dedicating the July 13 meeting to discussing CSH's plan together and identifying what we collectively feel needs to be adjusted or changed or added. As you are able to, please be ready to bring your positive input about the plan, what works, what makes most sense to you—and what you may feel needs to be addressed more fully, what is missing for Maine to be successful in strengthening our homeless response system and ultimately creating positive systemic change for our most vulnerable and for generations to come.

Thank you all. Look forward to seeing everyone on July 13.



Steph Primm, Chair



Lauren Bustard, MaineHousing

A photograph of the Maine State Capitol dome, a large white structure with a dark brown copper dome and a golden finial. The dome is partially obscured by trees with vibrant autumn foliage in shades of red, orange, and yellow. The sky is a clear, bright blue.

Maine Homeless System Re-Design Initiative

*Final Report and
Recommendations*

June 2021



For more information:
Jamie Blackburn, MPA
New England Program Manager
Corporation for Supportive Housing
Jamie.Blackburn@CSH.org

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TERMS AND DEFINITIONS USED IN THIS ASSESSMENT

Homeless

A person or family that lacks or is in imminent danger of losing legal access to, a fixed, regular and adequate nighttime residence. "Fixed, regular and adequate nighttime residence" means a dwelling at which a person resides on a regular basis that adequately provides safe shelter. This does not include a publicly or privately operated institutional shelter designed to provide temporary living accommodations; transitional housing; a temporary placement with a peer, friend or family member who has not offered a permanent residence, residential lease or temporary lodging for more than 30 days; or a public or private place not designed for, nor ordinarily used as, a regular sleeping accommodation for human beings (*Source: 2017 Maine Plan to End and Prevent Homelessness*).

Chronically Homeless

A person with a disability who has been continually homeless for at least 12 months, or on at least 4 separate occasions in the last 3 years, where the combined length of homeless occasions is equal to at least 12 months. (*Source: 2017 Maine Plan to End and Prevent Homelessness*).

Homelessness Prevention

Prevention services are used to assist people who are currently housed but face an imminent risk of becoming homeless. Prevention programs help people remain housed with the use of onetime financial assistance or case management. A person successfully exits a prevention program when he remains in housing and doesn't become homeless

Homelessness Diversion

Diversion services offer people experiencing homelessness one-time financial assistance or services to bypass shelter and move directly to housing. Diversion is offered to people who are homeless but have not yet or have just entered the shelter system.

Supportive Housing (SH)

A form of permanent, affordable/subsidized housing with wrap around services to support vulnerable populations.

Rapid Re-Housing (RRH)

Rapid re-housing is an intervention designed to help individuals and families that don't need intensive and ongoing supports to quickly exit homelessness and return to permanent housing. Rapid re-housing assistance is offered without preconditions — like employment, income, absence of criminal record, or sobriety — and the resources and services provided are tailored to the unique needs of the household. (*Source: USICH*).

Transitional Housing

Transitional housing (TH) is designed to provide homeless individuals and families with the interim stability and support to successfully move to and maintain permanent housing. Transitional housing may be used to cover the costs of up to 24 months of housing with accompanying supportive services. (*Source: HUD Exchange*).

ABOUT CSH

CSH is the national champion for supportive housing, demonstrating its potential to improve the lives of very vulnerable individuals and families by helping communities create over 335,000 real homes for people who desperately need them. CSH funding, expertise and advocacy have provided \$1 billion in direct loans and grants for supportive housing across the country. Building on nearly 30 years of success developing multi and cross-sector partnerships, CSH engages broader systems to fully invest in solutions that drive equity, help people thrive, and harness data to generate concrete and sustainable results. By aligning affordable housing with services and other sectors, CSH helps communities move away from crisis, optimize their public resources, and ensure a better future for everyone. Visit us at [csh.org](https://www.csh.org).

ACKNOWLEDGEMENTS

CSH wishes to acknowledge all those who participated in the discussions and activities that helped to shape this document and the Re-Design process. CSH thanks the Maine *Statewide Homeless Council*, *MaineHousing*, *the Continuum of Care* and the many other stakeholders and providers who tirelessly worked on this initiative over the last year while simultaneously leading efforts to keep staff and clients safe during the COVID-19 pandemic. This report reflects those efforts to re-organize and strengthen the homeless response system in Maine to create a more robust, person-centered response system and support the roll-out of Coordinated Entry.

I. INTRODUCTION AND BACKGROUND

In response to the state's homeless and housing crisis, The Maine State Housing Authority, in partnership with the Statewide Homeless Council, contracted with *Corporation for Supportive Housing*, a national technical assistance provider and housing advocacy agency to assess the homeless response system, the need for supportive housing and other interventions and estimate costs associated with system strengthening. CSH developed a framework to guide a localized, coordinated homeless system rooted in best practice that aligns with ongoing initiatives and engages sectors not typically engaged in housing. This initiative sought to identify gaps and opportunities to support the homeless response system in Maine and create a structure for successful re-launch of coordinated entry.

Work on the yearlong project began in July 2020. The framework and approach is based largely on the ongoing work and lessons learned in other states and communities across the country seeking to end homelessness. This assessment and effort, combined with observations and insights from key stakeholders about what has and has not worked well, currently and in previous efforts, will provide a perspective on best and promising practices related to homeless response and supportive housing. This perspective will drive one of the primary goals, to tailor recommendations to local needs, particularly recognizing Maine's geographic needs and divides, both urban and rural.

Why is this the time for change?

1. Across the country, states are recognizing the significant impact of the COVID-19 pandemic and systemic vulnerabilities on people experiencing homelessness.
2. The disproportionate impact of the pandemic against communities of color, those with disabilities and those living in extreme poverty, has been made undeniably clear in congregate settings such as public nursing homes, jails, prisons and shelters.
3. Given the complex needs of people experiencing homelessness, collaboration, relationships and connections across systems are needed now more than ever.

Objectives:

1. Conduct a Statewide Needs Assessment using both quantitative and qualitative data.
2. Conduct an analysis of costs related to affordable and supportive housing and other interventions.
3. Produce a framework to strengthen the homeless response system and provide the platform for the re-launch of coordinated entry.
4. Provide technical assistance and recommendations to increase housing unit production by creating a pipeline and development structure through the short-term goal of 200 affordable and 40 supportive housing units.

Early on the Statewide Homelessness Council identified the following guiding principles and core components that would drive the efforts for the redesign.

- Data Driven and Accountable
- Person Centered Design
- Grounded in Housing First
- Balances statewide standards with a tailored, localized response
- Move from "Models" to "Systems" with the right array of interventions
- Build Thriving Communities that Foster Educational Connections, Build Career Pathways, Integrate Healthcare and Ensure Food Security
- Addresses Race Equity

II. METHODOLOGY AND TIMELINE

In order to ensure broad-scale community input for the system re-design, CSH used key stakeholder interviews, targeted working groups, peer to peer learning sessions, focus groups with people with lived expertise and regular updates and information sharing through the Statewide Homeless Council. CSH held over 60 virtual listening sessions with key leaders to understand what is working, what needs improvement and what needs to be realigned. This extended process of community engagement resulted in the creation of shared priorities and a new coordinated system design to address homeless and housing instability at the local and regional levels.

July 2020-October 2020 - Data Gathering & Document Review

- Statewide Plan to End Homelessness
- Scan of governmental organizations and non-profit service providers
- Review of CoC governance structure
- Review of ongoing Technical Assistance around Coordinated Entry.
- Data requests to HMIS, DHHS, MaineCare, Justice and Child Welfare to inform the Statewide Needs Assessment

July-September 2020 - Stakeholder Interviews

- Structured meetings with 60+ stakeholders from a wide range of organizations, both governmental and private including shelter, housing and service providers.
- Questions centered around HMIS data, access to resources challenges and opportunities to improve.

August 2020 - Launch of Leadership Team

- Cross Sector representation from Housing, Justice, Education, Health and Human Services, Shelter and Veterans Affairs to provide overall leadership and assist in integration with mainstream systems.

September 2020-January 2021 - Focus Groups

- Shelter Providers: September 2020
- Regional: September 2020
- Persons with Lived Expertise: December 2020 and January 2021

December 2020 – April 2021: Service Hub Design Phase

- Consensus building with the Statewide Homeless Council members around the need for a localized approach to the homeless response system.

January 2021- February 2021: Draft Framework & Recommendations for Initial Feedback and Review

- Compiled recommendations and cost projections from Workgroups and incorporated into final presentation of Analysis and Framework.

March 2021 – June 2021: Planning and Implementation Phase for Individual Service Hubs

- Met with volunteers from each service hub to brainstorm what should be consistent across the service hubs, what should be tailored locally, and what should be included as data points in the performance dashboards, as well as facilitating a discussion around the implementation and sustainability of the service hubs moving forward. Additionally, CSH hosted a series of Special Sessions with the SHC to address coordinated entry implementation issues as well as opportunities to align the redesign efforts with the IAP/Health Home Initiative in Maine.

1. Special Session on Coordinated Entry with Lisa Tepper Bates from Connecticut.
2. Special Session on Health System Integration with Marcella McGuire and Michelle Probert

June 2021 - Final Presentation of Analysis, Framework and Recommendations to the Statewide Homeless Council

- Using feedback from the draft results, make any necessary adjustments and re-present final analysis and framework to the planning group and Statewide Homeless Council.

Findings from Shelter and Housing Providers

In Maine there is a single Continuum of Care (CoC), with *MaineHousing* acting as both the HMIS Administrator and Collaborative Applicant for the CoC. *MaineHousing* also disperses Emergency Solutions Grant Funding (ESG) for shelters across the state. CSH conducted structured interviews with 8 shelters and 3 housing providers and conducted 4 focus groups (1 general shelter, 1 rural focused, 1 urban focused (Portland/Bangor) and 1 Lewiston-specific) comprised of mostly shelter/housing and some service providers. Themes centered upon insufficient funding for shelter operations and services, lack of consistent quality among shelter providers and limited housing for placement.

Larger providers expressed concern regarding COVID-19 and emphasized the need for consistent, dedicated state funding in recognition of the vital role shelters play in public health crisis response. Rural providers identified a lack of overall services and transportation, leading individuals to seek services and shelter in population centers. Providers also discussed the unique challenges of serving families in shelter while remaining “low-barrier” to service individual adults.

Identifying the Shared Problem

“Persistent inequality and discrimination, limited shelter access, affordable and supportive housing; underfunded mental health, substance use and prevention services create overreliance on the shelter system. There is a need to engage mainstream systems such as General Assistance, Justice and Healthcare in equitable prevention, diversion and discharge planning.”

- Problem Statement drafted from the Shelter Provider Workgroup

Summary of Common Themes and Feedback

Governance And Responsibilities	Lack of clarity around roles and responsibilities between <i>MaineHousing</i> and the CoC. <i>“Role clarity and role definition is key across these groups so everyone feels empowered within their sphere of influence.” – Shelter Provider</i>
Developing A Shared Vision	Lack of historic trust in <i>MaineHousing</i> . Defining a common vision and common language (high vs low barrier shelter). Meeting the needs of Family Shelter while remaining low-barrier and qualifying for funding.
Geographic Equity	Individuals seek population centers due to lack of services in their locality placing pressure on providers in those areas. A sense of Portland vs. Non-Portland or lack of attention to regions “North of Bangor”. A desire to serve people “where they are”. Lack of low-barrier shelter in high need areas such as Lewiston.
Professionalization Of Shelter Staff	Professionalize staff and provide access to consistent training on core topics such as Diversion, Trauma-informed Care, Housing First, Harm Reduction and Motivational Interviewing.
Engagement Of Mainstream Systems	General Assistance (GA), Healthcare and Justice were the primary mainstream systems identified for engagement. Reports of inconsistent participation of municipal GA offices were numerous. Better coordination and discharge planning from healthcare centers was also identified as a key concern as a way to avoid discharges to homelessness.

Findings from Service Providers

The consequence of the lack of dedicated funding are felt in real terms by providers in the community and impact their ability to deliver services and ensure clients maintain housing. Without exception, service providers cited a lack of permanent housing, particularly supportive and affordable housing as a critical challenge. Much of the progress to lower the homeless count number has been done *despite* the affordability and supportive housing gap. With federal resources scarce and competitive, they are not enough to make up the core of Maine's need for supportive housing. That need is then compounded by both lack of any housing and barriers to development of new housing.

Findings from People with Lived Expertise

A central piece of this initiative is creating a person-centered homeless response system that is trauma-informed and easily accessible. This means engaging persons with lived expertise in all phases of the Re-Design to ensure this valuable perspective provides the foundation of a stronger system. To achieve this, CSH recruited persons with lived expertise to serve on the Leadership Team, held multiple focus group discussions and in-depth interviews with people from both rural and urban areas of Maine.

"Folks have to 'cast off' social supports in order to display enough vulnerability to actually gain services. That is the dysfunction of the entire system. We only deliver value and services to folks who have nothing left."

- Focus Group Participant 12/5/20

Feedback from this group that was incorporated into a number of recommendations and action steps within the new structure including:

Accessing the System

- Improve system access through use of technology.
- Universal Common housing application, universal policies/procedures and greater transparency in prioritization of beds and/or resources.
- More mobile crisis units and outreach efforts to unsheltered people.
- Better discharge planning from medical institutions, particularly for those with disabilities.

Service Hub Design

- Better communication and coordination between providers.
- Representation of people with lived expertise in the Hubs, on the CoC Board and SHC.
- Include funded peer navigator/support specialist as part of the service hubs

"Even if you get a voucher, the case worker will just hand it off to you and you're on your own to find your unit. Housing navigation is very limited. Landlords legally discriminate against voucher holders"

— Focus Group Participant 12/1/2020

Services Improvement

- Increase landlord engagement and community education to end stigma around homelessness and vouchers
- Better use of data to track outcomes and progress
- Professionalization of shelter staff and training in trauma-informed care and other best practices.

III. HOMELESS SYSTEM DATA OVERVIEW

Assessing the statewide need and cost for supportive housing

The CSH Needs Assessment Model of supportive housing was developed by looking at data across a spectrum of public systems. Supportive housing is affordable housing with flexible services that help vulnerable people access and maintain the housing and community supports needed to live independent and dignified lives. It is focused on addressing the needs of vulnerable individuals and families that are often disconnected from the community, receiving services inefficiently delivered from multiple systems, or in crisis and institutional settings. It is a subset of the much larger affordable and private housing markets and represents a small but critical portion of housing and service needs. Supportive housing uses a holistic approach to bridge these gaps and make communities, stronger, safer, and healthier, often reducing public costs and improving the quality of life.

Methodology

This assessment is a compilation of point in time, or census, counts of people involved in multiple public systems that have needs consistent with supportive housing. It is a snapshot of the present need for supportive housing. In order to avoid duplication, it does not show need over time in each individual system or project broader trends, although this is an area for future data development. This model draws on the best available data, attempting to be transparent and clear about how and where we are estimating needs. Once input data is secured from each system, stakeholders are invited to provide comment on feedback relating to assumptions taken within the model that inform the analysis and to ensure it is as accurate a representation of each system as possible.

Participating systems

- Homelessness
- Child Welfare Families
- Transition-Age Youth
- Justice Involved
- Education
- Mental Health/Substance Use
- Intellectual and Developmental Disabilities
- Aging

CSH worked with the Leadership Team and the Statewide Homeless Council to refine the model and reach consensus on the rate of need by population based on national data and local landscape needs. “Population Need” lists the number of supportive housing units needed to meet the needs of a particular system or population.

STATEWIDE SUPPORTIVE HOUSING NEEDS ASSESSMENT RESULTS BY POPULATION/SYSTEM

System	Population Size	Estimated Rate of Need	Population Need
<i>Homeless Individuals (Chronic)</i>	210	90%	189
<i>Homeless Individuals (Non-Chronic)</i>	972	20%	194
<i>Homeless Families</i>	836	16%	134
<i>Domestic Violence Shelter Families</i>	83	84%	70
<i>Child Welfare Families</i>	4,348	18%	783
<i>Unaccompanied Homeless Transition-Aged Youth</i>	125	80%	100
<i>Youth Held in Residential Juvenile Justice Facilities</i>	38	20%	8
<i>Transition-Aged Youth in Foster Care</i>	334	25%	84
<i>Prison Population</i>	1,788	10%	179
<i>Jail Population</i>	1,622	19%	308
<i>IDD Individuals on Waitlist for Services</i>	2,017	33%	666
<i>IDD Individuals in Institutional Settings</i>	319	33%	105
<i>IDD Individuals in Residential Group Homes</i>	2,451	33%	809
<i>Individuals with Mental Health Needs in Institutional Settings</i>	NA	24%	
<i>Individuals with Mental Health Needs in Residential Settings</i>	308	24%	74
<i>Individuals Age 65+ in Nursing Homes</i>	3,651	19%	694
<i>Individuals in Residential Substance Use Treatment Facilities</i>	294	34%	100
Total		4497	

IV. ASSESSING SYSTEM PERFORMANCE AND INVENTORY

Recognizing that system performance is a key indicator of a strong response to homelessness, an analysis of system interventions and programs was conducted. This analysis aimed to examine the homeless system metrics and interventions used in Maine to ensure that homelessness is rare, brief and non-re-occurring and to evaluate need, gaps and costs across the system.

Homelessness Through a Race Equity Lens

While overall homelessness is declining, it is on the rise for Black, Indigenous, People of Color. According to the 2019 ESG Utilization Report, 6,530 people served in shelter annually and 50% were first time homeless. High rates of first time homeless indicate an opportunity to assist vulnerable households in avoiding homelessness altogether through diversion and prevention activities.

Over all in Maine, the length of time for which people are experiencing homelessness is relatively short. HMIS Data for the time period of 8/1/2020 through 9/1/2020 indicates that 41% people were in shelter <14 days, 50% people were in shelter between 15 and 180 days, and 9% were in shelter between 180 and 730 days. Of those that entered shelters, 28% exited to a positive destination.

Maine Homeless Subpopulations

A study by the National Institute of Mental Health found that approximately 6% of Americans are severely mentally ill, compared to the 20-25% of the homeless population that suffers from severe mental illness. Furthermore, 45% of the homeless population shows history of mental illness diagnoses. HMIS Data on Residence Prior to Entry indicated that people enter homelessness from a variety of living situations. This data indicates the opportunities for diversion to prevent people from entering shelter in the first place.

The top 5 residences prior to entry were:

- 33% Place not meant for human habitation
- 24% Emergency shelter, incl. hotel or motel
- 20% doubled up with family or friends
- 7% Self paid hotel or motel
- 4% Hospital or other non-psychiatric medical facility

Performance Metrics: Homelessness should be rare...brief...one time

- Number of People experiencing homelessness relative to the general population disaggregated by race and ethnicity.
- Number and percent of people entering homelessness for the first time.
- Mean length of episode of homelessness (in days) for permanently housed exits
- Mean and median total length of time homeless
- Number and percent of people exiting homelessness to permanent housing destinations
- Number and percent of people returning to homelessness within two years after a permanently housed exit.

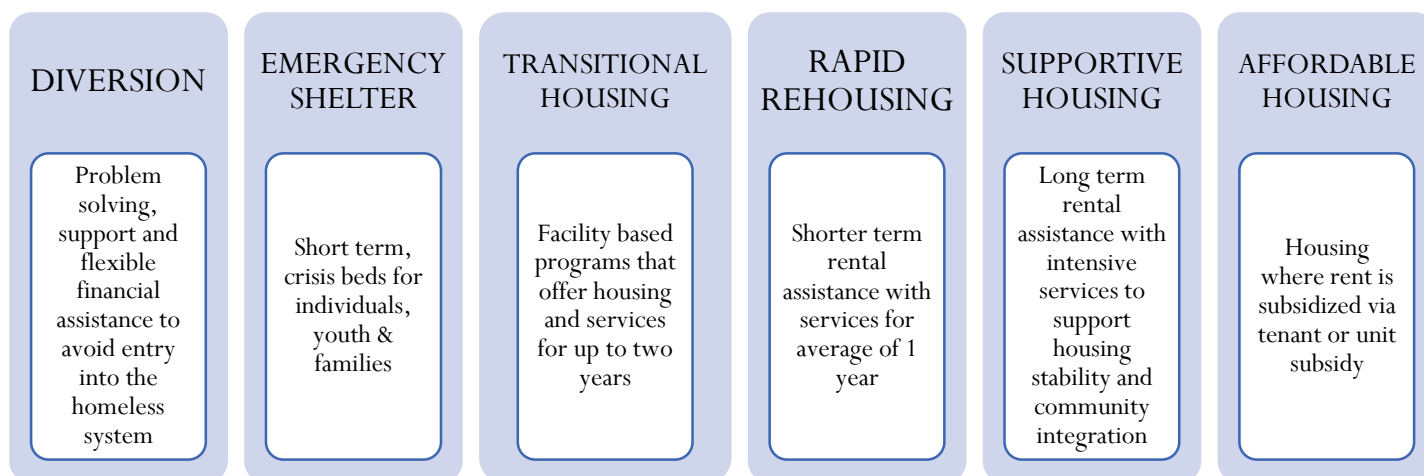
KEY PERFORMANCE INDICATORS BY COUNTY

County	Average Length of Stay	Average Shelter Utilization	Percent homeless >14 days	% exit to positive destination (8/1/2020 - 9/1/2020)
Aroostook	32	31 %	74%	14%
Penobscot	42	84 %	72%	14%
Franklin	46	65 %	-	-
York	48	77 %	82%	40%
Oxford	51	72 %	80%	52%
Kennebec	57	93 %	76%	80%
Cumberland	60	84 %	43%	21%
Hancock	65	65 %	72%	30%
Androscoggin	80	68 %	71%	25%
Knox	97	87 %	100%	67%

Data Sources: HMIS and 2019 ESG Report

Interventions Assessed

A number of assumptions by specific intervention were taken into account for the system performance assessment. These assumptions are based on national best practices relating to homelessness program interventions are used to calculate need and costs for the Maine re-design.



Diversion

- Targets people experiencing homelessness for the first time
- 40% of people calling 211 for housing-insecurity needs
- 60% of people who show up at shelter will be diverted

Annualized # of First Time Homeless	3268
Annual housing related calls to 211	2584
70% of 211 calls diverted	1809
Show up at shelter (= FTH – 211 DIV)	1459
40% diverted at shelter	584
Total Diverted = (211 DIV) + (shelter DIV)	2392
Current Diversion Resources	0
New Diversion Need	2392

Self-Resolution

- 20% of people served in shelter self-resolve with assistance through shelter and community based services
- Calculated by percent of people in shelter for greater than 14 days

Emergency Shelter

- Functioning at 50% capacity since COVID 19
- Greater use of hotels adds diversion options
- Need to address public health and safety needs related to congregate settings
- New estimates for shelter capacity needs are based on implementation of full diversion services.

Annualized # of First Time Homeless	3268
70% of 211 calls diverted	1809
Show up at shelter (= FTH – 211 DIV)	1459
40% diverted at shelter	584
Current Shelter Resources	1222
Shelter Capacity Need (FTH - 40% DIV)	875

Transitional Housing

- Expectation of improved outcomes
- Target subset of people exiting substance use treatment facilities, prison, or child-welfare involved families and youth.

Rapid Rehousing: Targets 80% of clients in shelter for greater than 14 days

Annual Number of Clients in Shelter (2019)	6,530	Current RRH Portfolio	New RRH Need
In shelter 14 days or more	3,654		
80% of those in shelter 14 days or more	2,923	331	2,592

Supportive Housing - Homeless

- 90% of chronically homeless population
- 20% of all people experiencing homelessness
- Current turnover rate is 28%. Reduce to 9%.

Population	Existing Stock	# Available Annually	Annual Need	New Need
Families	536	536	372	-164
Individuals	477	477	312	-165
Total	1013	1013	684	-329

SUMMARY BY INTERVENTION TYPE

2019 Housing Inventory Count and proposed change.

Intervention	Current Annual Inventory (2019 HUD AHAR)	Re-Design	Change
Diversion	0	2,392	+ 2,392
Shelter	1,222	875	- 347*
Rapid Rehousing	331	2,923	+ 2,592
Supportive Housing- Homeless (based on 9% turnover rate)	593	1,470	+ 877
Supportive Housing - Mainstream	0	3,027	+ 3,027
Transitional Housing	1,013	684	- 329
Affordable Housing	TBD	TBD	TBD

*Please note that this analysis is dependent upon implementation of full, robust diversion services for 70% individuals experiencing homelessness for the first time. Additionally, this analysis is based on an assumed diversion target rate of 40% for individuals who ultimately present at shelter. Reduction in shelter capacity is only recommended if this threshold is met and diversion resources are available to those households. Should these assumptions not be met, shelter capacity would remain at the current levels.

V. REGIONAL HOMELESS SYSTEM DESIGN AND IMPLEMENTATION

Based on findings from both the quantitative and qualitative analysis, along with learnings from similar states such as Alaska and Connecticut, the SHC has endorsed a multi-tiered strategy that includes centralized, coordinated entry and organizes the homeless response system into nine (9) local “Service Hubs”. Additionally, the SHC has identified the overall need for housing and service interventions such as diversion, rapid rehousing and supportive housing as well as training, capacity and infrastructure recommendations to support the system for the long term.

The Service Hubs will operate from a framework which coordination of activities such as provider training, coordination, referrals and distribution of housing resources can be efficiently deployed. This new structure will allow homeless service providers to effectively plan and launch the new Coordinated Entry System, standardize training, engage other mainstream systems such as justice and healthcare and remove access barriers for individuals seeking support. **Coordinated Entry** is a consistent, streamlined process for accessing the resources available in the homeless crisis response system. Through coordinated entry, a CoC ensures that the highest need, most vulnerable households in the community are prioritized for services and that the housing and supportive services in the system are used as efficiently and effectively as possible. Each Hub will determine its own governance structure and process for system engagement going forward, but with commitment to similar driving principles of person-centered care.

What Is the Benefit to The Current System?

Establishing Local Service Hubs allows for greater cooperation, coordination and equitable distribution of housing resources at a manageable level. Such an approach allows for local communities to serve people where they are and reduces pressure on organizations serving individuals in population centers. Furthermore, Local Service Hubs provide a local structure to engage mainstream systems such as Justice and Healthcare not well integrated with housing and shelter, but nonetheless integral components both driving homelessness and critical partners to ending homelessness.

What Are the Responsibilities of Each Hub?

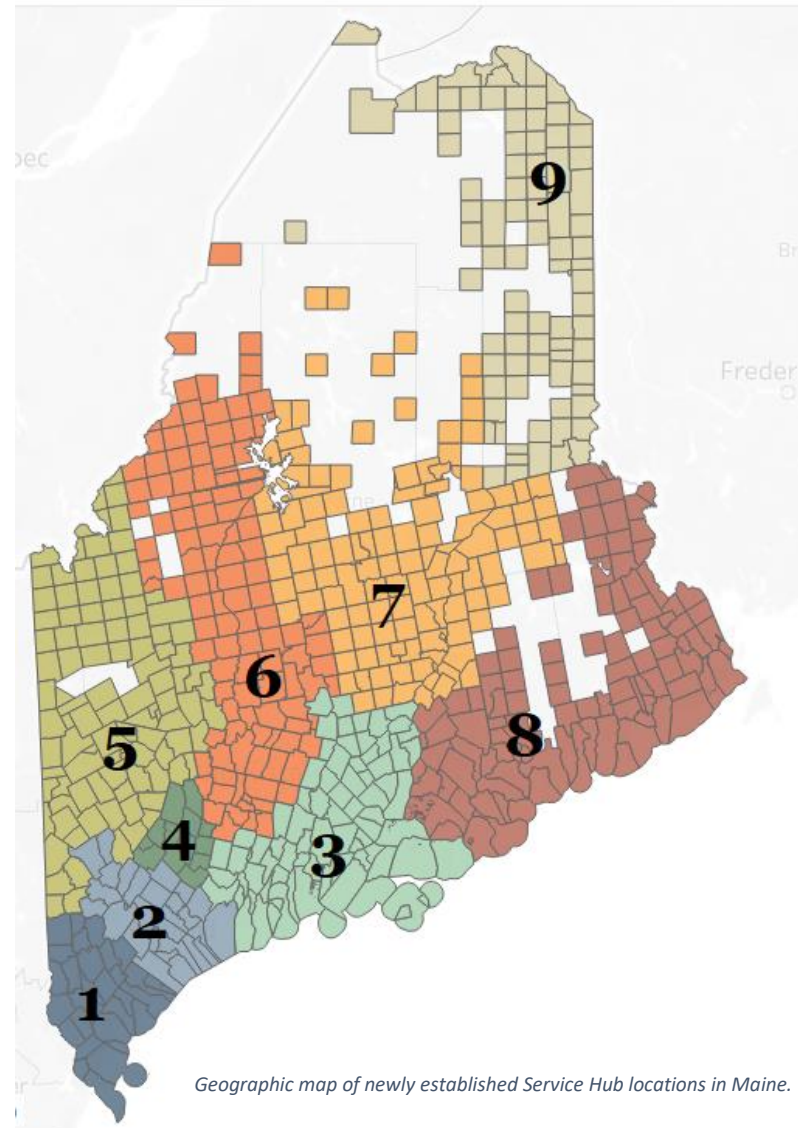
Broadly speaking, the Service Hubs will lead the processes of Coordinated Entry within their defined geographic area in accordance to outlined policies and procedures adopted by the Coordinated Entry Committee and the CoC. This includes facilitating case conferencing meetings, management of the prioritization list and matching individuals to available housing resources. Service hubs will have at least one “Access Point” for intake into HMIS and the prioritization list alongside “Referral Partners” who work regularly with individuals experiencing housing instability.

Geographic Structure of Local Service Hubs

To better understand the landscape and array of providers in Maine, CSH utilized the GIS Mapping Software Tableau to map existing providers and resources relevant to this Re-Design Initiative. The purpose is to guide decision-making relating to the re-design and ensuring equitable distribution of resources among hubs as much as possible. In addition to mapping existing resources, this tool was used to assist providers in determining the geographic structure of local Service Hubs, a critical objective to this initiative. Interactive versions of these GIS maps visualizing the assets and resources within the Service Hubs across Maine will be made available to MaineHousing and the Statewide Homeless Council for publication.

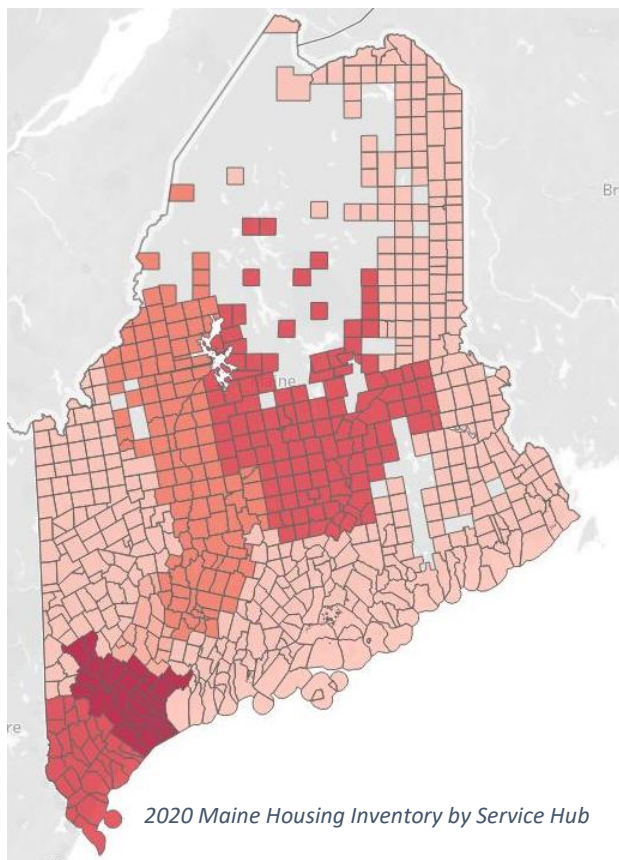
- Hub1: York
Hub 2: Cumberland
Hub 3: Midcoast: Sagadahoc, Knox, Lincoln, Waldo and Towns of Brunswick and Harpswell
Hub 4: Androscoggin
Hub 5: Western: Oxford, Franklin and Towns of Livermore and Livermore Falls
Hub 6: Central: Somerset and Kennebec
Hub 7: Penquis: Penobscot and Pisquataquis
Hub 8: Downeast: Washington and Hancock
Hub 9: Aroostook

Service Hub Structure (Beta)



HOUSING RESOURCE DISTRIBUTION BY SERVICE HUB

	Rapid Re-Housing	Project Based Voucher	PSH CoC-funded	PSH Mainehousing-funded	Tax Credit Project	Transitional Housing	Other Permanent Housing	Grand Total
1: York		33	231	156	84	81		585
2: Cumberland		40	523	34	139	40		776
3: Midcoast		9	52	22	14	13	7	117
4: Androscoggin		27	50	50	23	64		214
5: Western		7	27	12				46
6: Central		46	84	112	37	22	38	339
7: Penquis		30	329	88	40	90		577
8: Downeast		2	21	25	6	34		88
9: Aroostook				14		70		84
DV Resources			8			11	69	88
Statewide	309		1079			667		2055
Grand Total	309	194	2404	513	343	1092	114	4969



Total Beds
46 776

Data Sources: 2020 Maine Continuum of Care Housing Inventory Count; MaineHousing Data

VI. SUPPORTIVE HOUSING PIPELINE DEVELOPMENT

As a component of the Homeless System Re-Design Initiative, CSH and *MaineHousing* have convened five sessions of the affordable and supportive housing workgroup over the last four months. The purpose of this workgroup was to develop recommendations and plans for creating an initial goal of 200 units of housing (160 Affordable and 40 Supportive). This is an effort to expand the existing pipeline in Maine and to look at some strategic adjustments to continue that expansion.

Regarding cost analysis for this goal, CSH presented a draft analysis for creating the planned units. After discussion with the workgroup, several of our initial assumptions were revised and the cost worksheet included below is based on those discussions. On the resource side, CSH surveyed existing resources and potential new resources such the Homeless Assistance and Supportive Services Program (HASSP) from HUD, a component of the new American Rescue Plan legislation (see attached summary).

The recommendations included here focus on the capital and operating resources needed to create the pipeline goal. The possible sources for services funding, including HASSP are noted below. These recommendations are not intended to include all potential strategies for ending homelessness in Maine, but rather to attempt to chart a short-term course toward beginning toward that goal.

ENCOURAGE PRODUCTION OF SUPPORTIVE HOUSING IN ALL AFFORDABLE HOUSING DEVELOPMENTS.

While the state has created an effective means of creating supportive housing units, especially through use of the Housing Trust Fund, inclusion of supportive housing units in *all affordable* housing developments will help bring more supportive units online faster. To do this we recommend the following changes:

- *Revise the Qualified Allocation Plan and related program standards to make a certain percentage of supportive housing units a **threshold requirement** for affordable housing developments using tax credits or other state-controlled resources.* CSH conducts a survey of QAP's for all jurisdictions every year <https://www.csh.org/qap/> and what we have found is that states are successfully using thresholds rather than points for encouraging development of supportive housing. We recommend that a minimum of 4 units or 15% of all units in a development be supportive housing for homeless individuals or families.
- *Use Project-Based Vouchers (PBV's) from MaineHousing and other sources to ensure affordability of supportive housing units in affordable housing projects and incorporate their use into funding applications.* While our cost analysis shows the need for operating subsidy for deeply affordable units as well as for supportive units, we are recommending a minimum of 40 subsidies be designated for projects including supportive housing units over the next three years.
- *Support and enhance the redevelopment of RDA multi-family developments with the goal of including a number of supportive housing units in appropriate developments.* Support could include gap financing and/or project-based vouchers where necessary. Our understanding is that some 8,000 units will be re-developed and the preservation of that many units means that including a minimum of 100 units of supportive housing within these developments in appropriate locations should be possible.

IDENTIFY NEW RESOURCES FOR THE CREATION OF AFFORDABLE AND SUPPORTIVE HOUSING.

- *Investigate American Rescue Plan Act resources, especially Homeless Assistance and Supportive Services Program (HASSP).* Maine's estimated allocation under for homeless assistance through HASSP is \$15,924,780 through the state, \$3,648,903 through the City of Portland and \$1,726,736 through the City of Auburn. Prioritizing the use of the statewide funds to be used in fully supportive or integrated affordable/supportive developments should happen quickly. An important feature, as its name suggests, is that HASSP funds can be used for *services* in supportive housing. This can be used to provide funding to providers linked with developers of supportive and affordable units. We estimate that an initial investment of \$5 million in HASSP services funding would prime the pump for the later funding of services through other state and Federal resources.
- *Develop a specific legislative ask for additional capital and/or operating and services funding for supportive housing.* CSH encourages the state of Maine to fund a significant portion of this through debt. The cost of borrowing is at an historic low. Now is a good time to use debt as a source to help create an infrastructure of affordable and supportive housing units. Funds could be used for construction capital as well as for capitalized reserves to fund operations of projects aimed at extremely low and even no-income households. We recommend a *pilot initiative* linking capital services and subsidies to produce 40 units of supportive housing with a capital cost of approximately \$8 million.

STRUCTURAL – CREATE AN INTERAGENCY COMMITTEE ON SUPPORTIVE HOUSING(IACSH).

While the current efforts to organize planning among agencies through the work of the *Maine Homeless System Re-Design Initiative* may be effective, CSH's experience has shown us that a concerted and sustained effort to *end homelessness* can best be achieved through an empowered coordination of state agencies with the same goal.

- The first step is to sponsor legislation to create an IACSH. The legislation would detail the key state agencies who would participate, its governance and its methods of evaluation. Once the IACSH is created, the agencies would execute a Memorandum of Understanding (MOU) which would detail operations of the Committee and, in its first iteration, that MOU would list specific resources each agency would commit to the goal of ending homelessness in Maine.
- The IACSH would develop guidelines for supportive housing to clarify its goals for developers and service providers.
- The IACSH would create a working group of state officials from member agencies with personnel empowered to conditionally commit agency resources and to meet regularly to track progress.
- The IACSH should explore creating a supportive housing structured initiative which incorporates capital, operating funds and services in a unified RFP.

CAPACITY AND TRAINING

Maine has a number of very experienced affordable housing developers who have been effective at creating units of supportive housing. However, to enhance unit creation, existing developers would need to enhance their own capacity and additional developers might need to be attracted. Existing developers could expand and new developers could be attracted if there were a predictable consistent stream of resources for supportive housing.

In addition, because supportive housing development is more difficult than affordable housing development, training and technical assistance to supportive housing partnerships is critical. Training and technical assistance to developers and service providers should focus on three areas: the necessity of partnerships between developers, managers and service providers, the

more complicated siting and community support issues attendant to supportive housing and finally, the need to coordinate funding of three aspects of supportive housing simultaneously.

Creating a predictable stream of resources would help create additional capacity. Training and technical assistance to partnerships of developers, service providers and property managers involved in supportive housing production is an essential part of enhancing capacity as well. For example, Indiana, Connecticut and New Hampshire are just three states who have sponsored supportive Housing training institutes focused on these issues. The most effective institutes tie training to specific unified funding initiatives and we recommend this.

Ending homelessness in Maine requires a unified, coordinated approach. Leadership to bring together the disparate elements, state agencies, developers, service providers and other stake holders is a critical part of creating a plan and carrying it out. The commitment from *MaineHousing* to the current process is an example of this leadership. Moving to the next step will require the engagement of more key stakeholders with the single goal of ending homelessness.

VII. SUSTAINABILITY AND STRUCTURE OF EFFORT MOVING FORWARD

Building Shelter Capacity

CSH worked with the Statewide Homeless Council, the Shelter Provider workgroup and Service Hub planning sessions to determine what should be considered as a core competency and standardized across all shelter and outreach providers. Standardization will allow staff to provide quality services while ensuring such training is recognized as transferrable among agencies.

The capacity building discussions focused on identifying training needed to strengthen the shelter response and how to support shelter and outreach systems to operate *from a housing first framework with the goals of being low barrier, focusing on assessment and triage and intentionally linking people to resources so that they can move into permanent housing as quickly as possible*. With the goal having been identified as establishing continuity of training across providers and ensuring it is transferable among agencies, the stakeholders in the Maine Homeless System Re-Design have presented the list below as the core competencies to be included in the Service Hubs.

- Domestic Violence and sexual assault education
- Best practice for engagement of those unsheltered
- Evidence based practices including Critical Time Intervention
- Diversion/Rapid Resolution
- Housing first
- Trauma informed care
- Boundary setting
- Harm reduction
- Recovery coaching
- De-escalation
- Mental health first aid
- Tenancy support/Eviction Prevention
- Cultural Competencies, diversity/equity/inclusion

Service Hub Infrastructure and Support

Throughout the re-design process, it became clear that although there is great work happening across the state there is not statewide coordinated effort to support system infrastructure, training and capacity building and leadership in aligning statewide advocacy efforts. As such, the redesign effort recommends the initial funding for state-wide housing and homeless capacity building and support to centralize and coordinate activities of the redesign, support the activities of the Statewide Homelessness Council, lead fundraising efforts and possibly act as a fiscal agent for the redesign. Additionally, each hub will ultimately require funding to support the role of a Hub Coordinator. The coordinator will be responsible for facilitating case conferencing meetings, requesting and maintaining monthly by-name list, managing the Service Hub data dashboard and communicating with relevant stakeholders. Additionally, the Coordinators will play a role in leading diversion activities for the Hub.

Measuring Success

Tracking metrics and system performance post re-design is a critical component going forward for both sustainability, strategic planning and transparency. Publicly facing data dashboards created by CSH will allow both Service Hubs and the general public to track progress on a number of measures including:

- Number of individual served within a Service Hub
- Number of homeless families served
- Average length of stay in shelter
- Positive Exits from homelessness to permanent housing
- Special populations data including veterans and homeless youth (18-24)
- Demographic data to track racial disparities

Funding the Efforts of the Redesign

Implementation of the new Homelessness System will require the reallocation of existing funds as well as the dedication of new local, state, federal, and philanthropic resources to support this effort. With new resources through the American Rescue Plan (ARP), Maine will have the opportunity to support new capital development and services to people who experience homelessness, however, gaps still exist. New resources are required to support capacity building and statewide coordination to ensure success. This includes hub staff support at the local level, statewide coordination and support, enhanced training for shelter and outreach providers and data management to monitor progress.

Re-Design Component	Amount	Potential Funding Source
<i>Service Hub Coordination</i>	\$899,620	State/Local Fiscal Recovery Funds (SLFRF), HOME
<i>Statewide Capacity and Support</i>	\$225,000	Philanthropy
<i>211 Central Intake</i>	\$75,000	HOME
<i>Diversion Flexible Funding</i>	\$3,110,224	ERA
<i>Rapid Rehousing Services</i>	\$2,844,982	HUD CoC
<i>Rapid Rehousing Flexible Rental Assistance</i>	\$10,961,160	EHV
<i>Supportive Housing Capital</i>	\$96,508,500	HOME, LIHTC
<i>Supportive Housing Operations</i>	\$8,161,066	MaineHousing and PHA PBV
<i>Supportive Housing Services</i>	\$6,580,125	DHHS, Medicaid, Health Centers

LEVERAGING AMERICAN RESCUE PLAN TO SUPPORT IMPLEMENTATION

Name of Program	Amount	Use Towards Redesign	Remaining Funds
Emergency Rental Assistance	\$125 million	•\$3,110,224 (Diversion)	\$121,900,000
HOME Supplemental Allocations	•Non Entitlement ME \$15,685,918 •Auburn ME \$1,700,829 •Portland ME \$3,594,143	•\$7,550,160 (capital) •\$1,050,000 (SH services) •13,880,858 (AH Capital)	\$0
Emergency Housing Vouchers	\$25 million	•\$10,961,160 (2,592 Rapid Rehousing) •\$5,652,100 (AH Operations)	\$8,386,740
Housing Assistance and Supportive Services Programs for Native Americans	•Aroostook Band of Micmacs \$599,405 •Houlton Band of Maliseet Indians \$443,423 •Passamaquoddy Tribe \$680,205 •Penobscot Nation \$673,284 •Pleasant Point \$550,687	•	•
State and Local Fiscal Recovery Funds (SLFRF)	\$1,651,732	•\$899,620 (Service Hubs) •\$75,000 211 Central Intake	\$677,112

Recommendations	Details
Designate a specific entity to oversee Service Hub implementation, monitor system performance and lead coordinated advocacy efforts.	A common component among high-performing Homeless Response Systems across the United States is a non-profit entity overseeing a coordinated response and advocacy effort. Such an entity is often better suited to serve in this role over a State or Quasi-State agency given its independence and lack of conflict of interest. This allows for stronger advocacy efforts and better management and coordination of local operations. In Maine, this entity would house and oversee staffing needs for Local Service Hubs, create and execute a policy advocacy agenda and conduct additional fundraising as needed.
Implement a flexible, coordinated diversion program to reduce first time entries into homelessness	74% of all entries into Maine HMIS are entering the system for the first time, offering a significant opportunity to increase diversion services. Experiencing homelessness is a traumatic event with long-term effects on well-being and health outcomes. Therefore, diversion programming aimed to prevent entry to shelter in the first place is a critical component to a high performing homeless response system. Maine can strengthen its system by implementing coordinated diversion program at the state and local service hub levels.
Establish a statewide "front door" to streamline diversion and referral services.	In support of increased flexible diversion services, Maine should secure investment into strengthening a statewide "front door" such as 211 for purposes of diversion and referral. Housing Specialists on 211 staff should receive training on system navigation, proper screening methods and trauma-informed care/communication. Housing specialists will screen and refer clients to the Service Hub best suited to their needs. The Service Hub can also take additional steps to divert before referral to shelter.
Standardize and Professionalize Training and Core Competencies for Shelter Staff.	Steps should be taken within each Service Hub to align Core Competencies for positions within shelters and outreach teams serving homeless individuals. Staff should have access to standardized, essential trainings upon hire that are connected to the universal core competencies. As part of this effort, completion of such trainings should be recognized as "transferrable" to other agencies. Service Hubs should work towards selecting one virtual training provider that can fill this need using a coordinated advocacy approach to secure the necessary funding to support the broader goal of professionalizing shelter and outreach work.
Improve efforts to address rising racial disparities within the homeless system.	Overall, Point in Time (PIT) rates of homelessness in Maine are declining, however when disaggregated by race, the data tells a different story for BIPOC (Black, Indigenous, People of Color). While the percentage of White individuals declined 29% between 2015-2019, the percentage of Black individuals has steadily risen year over year (43% between 2015-2019). Therefore, it is recommended that steps be taken to embed a focus on racial disparities within overall data quality improvement efforts. This includes regularly disaggregating data at the Service Hub level to examine disparities and develop strategies to address them.
Promote systems integration and protect vulnerable populations by preventing discharge from	Modeling efforts in states such as California and Connecticut, Homeless System stakeholders can engage policymakers and health care providers to address and prevent discharge to homelessness using a variety of methods including legislation, outreach and increased collaboration within Service Hubs. In 2018, California passed legislation requiring hospitals to create a homeless patient discharge plan and may only discharge an individual to a "safe and appropriate

healthcare facilities to homelessness.	location”. Facilities are also required to developing a written plan for coordinating services and referrals for homeless patients with the county behavioral health agency, health care and social services agencies in the region, health care professionals, and nonprofit social services providers to assist in ensuring appropriate homeless patient discharge. In Connecticut, Coordinated Access Networks (CANs) work closely with local hospitals to conduct intakes on-site to expedite the process for homeless clients to enter the By-Name List for housing resource prioritization. In taking this approach, Maine can take steps to limit or eliminate discharges to homelessness, a contributing factor to shelter inflow.
Endorse existing efforts for General Assistance Reform	Support ongoing efforts by Maine Equal Justice and other stakeholders to address General Assistance and homelessness prevention/response. Provide advocacy and support for current legislation addressing General Assistance
Formalize Interagency Collaboration to Support Supportive Housing Pipeline Development	Identify new resources for supportive housing • Develop a specific legislative ask for additional capital and/or operating and services funding for supportive housing • Explore Medicaid financing for tenancy supports Create an Interagency Committee on Supportive Housing (IACSH) to coordinate funding • Include state agencies responsible for services, operation, capital and population specific housing needs • Develop MOUs and consolidated Supportive Housing RFP for capital, operating and services • Integrate efforts with Medicaid Reform (IAP) • Support capacity building, training and technical assistance • Launch Supportive Housing Institute • Develop standards and monitor quality
Encourage SH Production in All Affordable Housing Developments	• Revise Qualified Allocation Plan to include a supportive housing threshold requirement for affordable housing developments using tax credits or other state-controlled resources • Target Project-Based Vouchers (PBV's) from MaineHousing to ensure affordability of supportive housing • Support and enhance the redevelopment of RDA multi-family developments with the goal of including a number of supportive housing units in appropriate developments. • Ensure there is a fair share of affordable and supportive housing regionally
Leverage Opportunities through American Rescue Plan to Support the Goals and Efforts of the Redesign	• Convening HOME funding municipalities and Public Housing Authorities • Acquisition of property for development • Hotel conversion into permanent housing • Targeting funding to the most marginalized and to achieve equity • Investment in Service Hub Structure • Flexible Housing Subsidy Pool • Set housing and development goals that target people in hotels, outside and in shelter • Coordination with LIHTC to buy down debt and increase affordability

APPENDIX B: PIPELINE DEVELOPMENT COST ESTIMATES

Maine Affordable and Supportive Housing Cost Estimates

Cost Assumptions							
Capital Services Operations	Total Development Cost	\$	188,754	per unit			
	Household Service Cost	\$	7,500	per year			
	Yearly Operating Subsidy	\$	9,745	per year			
Need		Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	Year 4 (2026)	Total	
Unit Type	Affordable Housing Units	100	60	0	0		160
	Supportive Housing Units	20	20	0	0		40
	Total	120	80	0	0		200
Analysis		Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	Year 4 (2026)	Total	
Total Affordable Housing Capital Cost		\$ 18,875,400	\$ 11,325,240	\$ -	\$ -	\$ 30,200,640	
Total Affordable Housing Operating Cost		\$ 974,500	\$ 1,559,200	\$ 1,559,200	\$ 1,559,200	\$ 5,652,100	
Total		\$ 19,849,900	\$ 12,884,440	\$ 1,559,200	\$ 1,559,200	\$ 35,852,740	
Total Supportive Housing Capital Cost		\$ 3,775,080	\$ 3,775,080	\$ -	\$ -	\$ 7,550,160	
Total Supportive Housing Operating Cost		\$ 194,900	\$ 389,800	\$ 389,800	\$ 389,800	\$ 1,364,300	
Total Supportive Housing Service Cost		\$ 150,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 1,050,000	
Total		\$ 4,119,980	\$ 4,464,880	\$ 689,800	\$ 689,800	\$ 9,964,460	
Total AF + SH Cost (Year 1-4)		\$ 23,969,880	\$ 17,349,320	\$ 2,249,000	\$ 2,249,000	\$ 45,817,200	
Year 5+ Operating and Service Cost		\$ 2,249,000					

Timeframe: May-July 2021	
Duration: 90 minutes	
Suggested Core Attendees: • HUB Coordinator • Members of any existing coalition or initiative • Shelter and Outreach Providers • Local Administrative Agencies for BRAP/S+C • Housing Providers • Public Housing Authorities	Other Key Stakeholders: • General Assistance • CAP Agencies • Justice Discharge Planning • Hospitals and Health Centers • Mental Health Providers • Veteran's Affairs • Child and Family Welfare • Tribal Leaders • Faith Based Organizations • Soup Kitchens • McKinney-Vento/Education • Cultural Broker Organizations

SAMPLE AGENDA

- I. Introduction of Goals and Role of Hubs
- II. Timeline of Launch
- III. Setting the Table
 - a. *Who is at the table and who is missing?*
- IV. Coordinating our work together
 - a. *Establishing a Hub Coordinator*
 - b. *Process for 211 to make and for the hub to receive referrals and make initial appointments (in person and virtual)*
 - c. *Developing MOUs*
 - d. *Establishing process for review of BNL*
 - e. *Process for diversion*
 - f. *Housing Matching Meetings*
- V. Develop a regular schedule and timeline
 - a. *Develop frequency of case conferencing in Service Hubs*
- VI. Questions and concerns to bring back to the Coordinated Entry Committee and/or to the SHC or CoC.

HUB	Current Collaboration to Build Upon	Key Initial Partners
Hub 1: York	Stakeholders Group, Bridges of Hope	Caring Unlimited, York County Shelter, CAP Agency, FQHC, Justice, Caring Unlimited, Fair Tide
Hub 2: Cumberland	Long Term Stayers Initiative	16 Orgs involved, Through These Doors
Hub 3: Midcoast	Southern Mid-coast Housing, Ecumenical Council for Homeless Prevention, Waldo County Homeless Coalition, Community Services Group (Waldo)	The Gathering room, Healthcare, Community Resource Council (Lincoln), Waldo Community Action Partners, Greater Bay Area Ministerium - GBAM, New Hope for Women, Through These Doors,
Hub 4: Androscoggin	Lewiston/ Auburn Alliance for Supporting Homelessness	New Beginnings, Municipal Leaders, Community Concepts, Safe Voices, Trinity Jubilee, Tri-County Mental Health, Common Ties.
Hub 5: Western	Identified Gap	Kennebec Behavioral Health (PATH Outreach Services), CCI, Western Maine Community Action, Rumford Group Homes, Safe Voices, Common Ties, New Beginnings, TCMHS,
Hub 6: Central	Affordable Housing Taskforce	GA, Justice, Churches, Municipal Leaders, Starfish Ministry, Bread of Life, Family Violence Project
Hub 7: Penquis	Bangor Region Housing Response, Community Health Leadership Board, Long-term stayers Initiative	Partners for Peace
Hub 8: Downeast	Identified Gap	Community Health and Counseling Services (PATH), Next Step DV Project
Hub 9: Aroostook	Homeless Stakeholders Group	Community Action Agency, Social workers, Justice, Legal Assistance, shelter, housing providers, Hope and Justice Project



CITY OF PORTLAND
Social Services Division
Aaron Geyer, Director

MEMORANDUM

TO: The Health & Human Services and Public Safety Committee

FROM: Aaron Geyer, Social Services Division Director

DATE: July 13, 2021

RE: Homeless System Re-Design Initiative Concerns

At this meeting, the Corporation for Supportive Housing's (CSH) final report on the Homeless System Re-Design Initiative will be presented. Shelters are a critical component of ensuring that, as stated in the CSH final report cover letter, individuals "experiencing homelessness have a safe place to be while we work on building a system that will prevent and reduce homelessness in the longer term." As operators of the two largest emergency shelters in Maine, we believe homelessness is solvable and appreciate the effort around a more regionalized, collaborative approach.

We also acknowledge that homelessness occurs for a variety of reasons. The solutions are multi-faceted and complex requiring long-term strategy and planning. It is critical that an ambitious plan of this nature rely on accurate data, including trend data in our region. That said, city staff have the following concerns regarding gaps and assumptions made in the CSH report.

- The CSH report does not include General Assistance (GA) data. GA (Portland) is currently supporting 135 singles and 79 families (representing 241 individuals) in GA funded hotels. Not including GA data highly skews this report and any discussion regarding re-design, placement and capacity.
- Assumptions about the use of hotels to divert homelessness.
 - o The CSH long-term plan consideration of, and emphasis on, the greater use of hotels as diversion options (page 13) assumes hotel owners/operators will continue their partnerships with emergency shelters and GA at the current levels post pandemic. The temporary nature of the Covid emergency combined with market conditions that made these partnerships possible (i.e., the lack of customers due to travel restrictions) are quickly changing.
 - o The report appears to suggest individuals experiencing homelessness sheltered in hotels are diverted from shelters. In some current partnerships where entire hotels are comprised of guests experiencing homelessness, hotels essentially become shelters without services, therefore increasing barriers to housing and service delivery.

- The CSH plan assumes 60% of guests presenting for shelter will be diverted

yet the best practice prevention and diversion (P&D) programs we researched achieve 20%. Other programs report similar 20-30% success rates and prevention and diversion rates only reach higher thresholds after years of development. (Page 13)

- Any homeless system Re-Design in Maine must include new Mainers. Asylum seeking families represent 80% of families at the Family Shelter experiencing homelessness. The needs and eligibility for this growing population are complex and limited. Many families rely solely on GA because they do not qualify for other programs and resources.

We welcome the opportunity to continue the work with CSH, MaineHousing and all other partners to achieve the mutual goal of eliminating homelessness in Maine. Using accurate data, strategy, best practice programming and appropriate funding, we look forward to a future where all are housed.

Sec. 15-12. Fees and expiration dates.

(a) Unless specified elsewhere in this Code, fees for licenses issued pursuant to this Code and the expiration date of each license shall be as follows:

Location in Code	Description	Fee	Expiration Date
XXX	Small Emergency Shelter (1-40 beds)	\$250.00	July 1
	Large Emergency Shelter (41+ beds)	\$500.00	July 1

[NEW ARTICLE]

[NEW SECTION]. Definitions.

Emergency Shelter: A facility providing temporary overnight shelter to individuals experiencing homelessness in a dormitory-style or per-bed arrangement.

[NEW SECTION]. Licensing Requirements.

- (a) Chapter 15 to apply. Except as otherwise provided in this Article, the provisions of Chapter 15 shall apply to all licenses applied for and issued under this Article.
- (b) Operating without a license is prohibited. No individual or entity may operate an emergency homeless shelter within the City without first obtaining a license from the City, except that any emergency homeless shelter in operation as of the effective date of this Article must apply for and receive a license within 90 days of the effective date.
- (c) Burden of proof. The applicant for any license under this Article bears the burden of proving that all qualifications for licensure have been satisfied.
- (d) Current information. Any applicant or licensee must keep all information disclosed in their application current and must notify the City of any change in

information within ten business days of any such change.

- (e) No vested rights. No person shall have any entitlement or vested right to a license under this Article, and operating an emergency homeless shelter is a privilege and not a right in the City.

[NEW SECTION]. Licensing Authority

- (a) All new ~~and renewal~~ license applications shall be reviewed ~~and may be approved~~ by the City Council. ~~After a public hearing, the Council shall grant, grant with conditions, or deny the license shall be held prior to the issuance of any initial license.~~
- (b) Except as provided by Subsection (c) below, all renewal applications shall be reviewed by the Permitting and Inspections Department. The Permitting and Inspections Director shall grant, grant with conditions, or deny the license. Except that, at the request of the City Manager or designee, or at the request of any member of the City Council or the Mayor, a renewal application shall be reviewed by the City Council in accordance with Subsection (a) above..
- (c) All renewals of shelter licenses held by the City of Portland shall be reviewed by the City Council in accordance with Subsection (a) above.

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[NEW SECTION]. Review Procedures.

The following review procedures shall apply to both initial and renewal applications:

- (a) Applications shall be made in writing using a form prepared by the City for the purpose and must include all information required by this Ordinance and by the form. Applications shall be submitted to the Permitting and Inspections Department.
- (b) If the Permitting and Inspections Department determines that a submitted application is not complete, he or she shall notify the applicant of the additional information required to process the application. If such additional information is not submitted within thirty (30) days of the Permitting and Inspections Department's request, the application may be denied administratively with no further action.
- (c) Before the City Council issues its decision on an initial or renewal application, the Police Department, Fire Department, Permitting and Inspections Department, and the Health and Human Services Department shall review the application and recommend to the City Council whether to issue, issue with conditions, or deny the license. The Departments shall review the application for the following standards:

- (i) Whether the shelter has complied with its approved operations and security plans.
 - (ii) Whether the operations and security plans are more likely than not adequate to protect the public health, safety, and welfare.
 - (iii) Whether the operations and security plans are more likely than not adequate to meet all performance standards and requirements in this ordinance.
 - (iv) Whether there are any outstanding Code violations at the shelter.
- (d) In reviewing license applications, the City Departments and the City Council may consider the approval standards under this Ordinance as well as other applicable local, state or federal laws and, for license renewals, the Licensee's record of compliance with the same.
- (e) Applications for renewal licenses shall be submitted at least thirty (30) days prior to expiration of the existing term. Any Licensee who fails to submit a renewal application by the applicable deadline shall not have authority to operate until a license is granted.
- (f) The City Council shall have the authority to impose any conditions on a license that may be reasonably necessary to insure compliance with the requirements of this Ordinance, to address concerns about operations, or to protect the health, safety, and welfare of the public. Failure of any Licensee to comply with such conditions shall be considered a violation of the license and this Ordinance.

[NEW SECTION]. Application Submission Requirements

Each applicant for a Emergency Shelter license shall complete and file an application on the form provided by the City, together with the applicable license fee as well as the following supporting materials:

- (a) Attested copies of any articles of incorporation, bylaws, operating agreement, management plan, partnership agreement or articles of association that govern the entity that will own and/or operate the emergency shelter~~Homeless Shelter~~.
- (b) A corporate supplement form that identifies all owners, officers, members, managers, partners, and/or board members of the Applicant, and their ownership interests, if applicable.
- (c) A description of the population to be served by the shelter.

- (d) A description of the premises for which the license is sought, including a floor plan of the premises.
- (e) The name and contact information for a community relations liaison, who shall be responsible for receiving and responding to inquiries from, and reasonably addressing concerns raised by, members of the public and other individuals.
- (f) The name and contact information for an emergency contact, who shall respond to all non-emergency contacts by the City within 72 hours of contact, and to any emergency contact by the City within two hours of contact.

(g) Whether the applicant has experience running a shelter in Portland or elsewhere and a description of that shelter, including size, location, and population served.

(g)(h) An operations plan describing the following:

- (i) The experience and qualifications of shelter management and staff, sufficient to demonstrate that the shelter can meet its obligations under this ordinance, including providing appropriate services to shelter guests;
- (ii) How the shelter will meet the performance standards and other requirements of this ordinance;
- (iii) Management responsibilities;
- (iv) A process for effectively resolving neighborhood concerns;
- (v) Staffing; ~~and~~
- (vi) Controls for resident behavior and noise levels; ~~and~~
- (vii) Security, safety and protective measures:

(1) On-site surveillance;

(1)(2) Provisions to provide ~~and~~ access to recordings of exterior public ways by city staff upon request;

(2)(3) Safety measures;

(3)(4) Access restrictions;

~~(4)~~(5) Environmental design, engineering or procedural measures to reduce crime, loitering and disorder in and around the facility;

~~(5)~~(6) Emergency and response protocols, including but not limited to:

- a) Medical emergencies, including overdoses;
- b) Intruder response;
- c) Criminal trespass guidance;
- d) Recovery of weapons;
- e) Recovery of illicit drugs;
- f) Incidents involving violence, serious injuries or death;

(i) The most recent MaineHousing annual monitoring report shall be provided to the City with any renewal application; ~~and-~~

~~(h)~~(i) A description of the strategies to be implemented to help residents utilize public transit, as required by [Section] (d).

[NEW SECTION]. Performance Standards

In order to obtain a license pursuant to this Ordinance, the Licensee shall demonstrate to the City Council that the following requirements will be met, and must maintain compliance throughout their licensure

The Licensee shall comply with all of the following standards.

- (a) Display of License. The current License shall be displayed at all times in a conspicuous location within the Premises.
- (b) On-Site Supervision. On-site supervision shall be required for any non-apartment style emergency shelter, whenever clients are present.
- (c) Maine State Housing Authority Monitoring. Any Emergency Shelter shall participate in the MaineHousing monitoring program.
- (d) Adequate access to and from METRO service shall be provided. The facility ~~shall be within a ¼ mile of a METRO line, or shall be within ¼ mile of a METRO line and provide adequate indoor space to permit all shelter guests day shelter, as well as-~~ must implement strategies to help residents utilize public transit;

~~(e) The facility must provide indoor space to permit shelter guests day shelter.~~

(f) ~~The facility must have centralized shelter operations on each level of the emergency shelter providing for sight lines to sleeping areas. However, a pre-existing shelter, as defined in [SECTION] below, shall not be required to meet this requirement, so long as alternative measures are provided to ensure resident safety while sleeping. This requirements shall also not apply to apartment-style shelters.~~

Commented [1]: @kjd@portlandmaine.gov @aeg@portlandmaine.gov Does this and the alternative make sense?

Commented [2]: yes, this makes sense to me!

(e)(g) The facility must provide on-site services to support residents, such as case management, life skills training, counseling, employment and educational services, or other programs.

(f)(h) Maximum Density of Beds. The total bed capacity for individual residents within emergency shelters in the City shall not exceed ~~300~~250 beds within an 1 mile radius. Distance shall be measured between property lines of the ~~emergency homeless~~ shelters.

~~This limitation shall not disqualify any shelters that are operating with all required permits and approvals, have received conditional use approval, or have received a change of use approval as of January 31, 2021.~~

(e)(i) Proximity to Other Facilities. There shall be a ~~1,000~~ 2,500ft buffer between emergency shelters. Distance shall be measured from the nearest property line of each shelter in a straight line.

~~This limitation shall not disqualify any shelters that are operating with all required permits and approvals, have received conditional use approval, or have received a change of use approval as of January 31, 2021.~~

(h)(j) Monitoring Reports. Each shelter shall quarterly file a management report with the Department of Health and Human Services, which shall share the report with the other responsible City agencies, including the Police Department. ~~The report shall contain~~containing, at a minimum, the following information:

- (i) Number of unique individuals served at ~~the this specialized~~ shelter
- (ii) Total number of bednights accessed at ~~the this specialized~~ shelter
- (iii) Number of intakes during that reporting period
- (iv) Total number of individuals who had previously been unsheltered and staying outside in Portland
- (v) Total number of individuals who are defined as having long time stayer status
- (vi) The average length of stay
- (vii) Number of housing placements
- (viii) Record of neighborhood concerns and resolutions

- (ix) Summary of meetings with individual neighbors, neighborhood associations and businesses
- (x) Number of Criminal Trespass Orders ("CTO") issued, the reasons for those CTOs, the length of those CTOs, and whether the person issued the CTO has been issued a CTO previously
- (xi) Record of police calls for service related to mental health, substance use, crime or other reasons and outcomes
- (xii) Any additional information requested by the Department of Health and Human Services.

~~(j)(k)~~ Shelter management will meet with and communicate monthly with neighbors and other stakeholders, that will include the Police Chief or designee, to prevent and/or respond proactively to public safety and quality of life concerns.

[NEW SECTION] Review Process for Domestic Violence Shelters

(a) Due to the need for confidentiality for safety reasons, a shelter serving survivors of domestic violence may request a waiver of any of the provisions of this ordinance that may jeopardize the confidentiality of the shelter, including, but not limited to the following:

- (i) The requirement to provide a description of the premises for which the license is sought, including a floor plan of the premises.
- (ii) The limitations on the number of beds.
- (iii) The limitation on the distance between shelters.

(b) A shelter applying for this exemption must provide its request for a waiver in writing, including the reasons why a waiver is required, and how the shelter will ensure that the public health, safety, and welfare will not be negatively impacted by that waiver.

(c) At its sole discretion, the City Council may grant a requested waiver if it finds that the waiver is required to protect the confidentiality and safety of the shelter and its guests; and that the public health, safety, and welfare will not be negatively impacted by the waiver.

[NEW SECTION] Enforcement and Penalties

- (a) This Chapter shall be enforced by the City Manager's designee(s).

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(b) Any municipal official with authority to enforce this or other municipal ordinances regulating Emergency Shelters shall have authority to enter the premises of an Applicant or Licensee without notice to make inspection reasonably necessary to ensure compliance with this Article, the applicant or licensee's application or license, or other applicable provisions of the City Code.

(b)(c) Upon finding a violation of this Article, of an application, license or permit, or of any other provision of the City Code, the inspecting municipal official shall issue a notice of violation and provide a reasonable opportunity to correct that violation before issuing civil penalties, taking action to suspend or revoke a licensee's license, or taking court action against the licensee. However, there shall be an exception to this requirement where a violation poses an imminent threat to health or safety, or if the violation is a repeat violation.

(e)(d) Each day that a violation of this Chapter exists shall be a civil violation subject to civil penalties. Each violation of this Chapter shall be subject to civil penalties in the minimum amount of \$100 and the maximum amount of \$2,500 per day that the violation has existed. However, the maximum amount of civil penalties may be increased where: (i) There has been a previous violation or judgment against the same party within the past two years for a violation of this Article, except that the maximum civil penalties may not exceed \$25,000 per day; or (ii) The economic benefit resulting from the violation exceeds the applicable penalties, except that the maximum civil penalty may not exceed an amount equal to twice the economic benefit resulting from the violation.

(e)(e) The City Manager or his/her designee is authorized to cause to be instituted by the corporation counsel, in the name of the City, any and all actions, legal or equitable, that may be appropriate or necessary for the enforcement of the provisions of this Chapter.

(e)(f) If the City is the prevailing party in any legal action to enforce this chapter, the municipality must be awarded reasonable attorney fees, expert witness fees and costs, unless the court finds that special circumstances make the award of these fees and costs unjust.

[NEW SECTION]. Appeals

(a) Appeals of the suspension or revocation of a license, or of a notice of violation issued pursuant to this Article, shall be to the City Manager pursuant to Sec. 15-9.

(b) Appeals from the grant or denial of a license by the City Council shall be taken to Superior Court.

~~(b)~~(c) Appeals from the grant or denial of a renewal license by the Permitting and Inspections Department shall be taken to the City Council within 30 days of the decision.

[NEW SECTION]. Pre-existing Shelters

(a) For purposes of this Section, "pre-existing emergency shelter" shall mean (i) an emergency shelter that, as of January 31, 2021, is lawfully operating with all required permits and approvals; (ii) an emergency shelter that, as of January 31, 2021, has received conditional use approval that has not expired, or (iii) the consolidation of the operations of the Joe Kreisler Teen Shelter at 38 Preble Street and the Preble Street Teen Center at 343 Cumberland into one 24/7 emergency shelter facility for teens at 343 Cumberland Avenue provided that there is no expansion of the number of individuals served or beds currently provided between the two existing locations.

(b) Pre-existing emergency shelters shall comply with all of the requirements of this ordinance, except as provided in this section.

(c) Applicability of bed density requirements in [SECTION] (g):

(i) A pre-existing emergency shelter's inability to meet the maximum density of beds requirement in [SECTION] (g), shall not operate to disqualify that pre-existing emergency shelter from obtaining a license.

(ii) However, any expansion of a pre-existing emergency shelter shall be required to meet the maximum density of beds requirement in [SECTION] (g).

(iii) The number of beds at any pre-existing emergency shelter shall still be counted for purposes of determining whether any proposed new shelter is eligible for licensure.

(d) Applicability of proximity requirements in [SECTION] (h):

(i) A pre-existing emergency shelter's inability to meet the proximity to **other facilities requirement in [SECTION] (h)**, shall not operate to disqualify that pre-existing emergency shelter from obtaining a license.

(ii) However, a pre-existing emergency shelter may not expand unless it meets the proximity to other facilities requirement in [SECTION] (h).

(iii) Any new emergency shelter must still meet the proximity to other facilities requirement in [SECTION] (h) with respect to any pre-existing emergency shelter.

(e) Applicability of indoor space performance standards in [SECTION] (e):

(i) A pre-existing emergency shelter is not required to provide indoor space as required in [SECTION] (e) if it did not have such indoor space at the time of original approval.

(ii) However, if there is any expansion of a pre-existing emergency shelter, that emergency shelter shall be required to add indoor space sufficient to meet the requirements of [SECTION] (e).

[NEW SECTION]. Severability

The provisions of this Ordinance are severable, and if any provision shall be declared to be invalid or void, the remaining provisions shall not be affected and shall remain in full force and effect.

[NEW SECTION]. Reasonable Modifications

The City of Portland may make reasonable modifications to the requirements of this Article to accommodate the needs of persons with disabilities as defined in Title VII of the Civil Rights Act of 1968, as amended by the Fair Housing Amendments Act of 1988.

MEMORANDUM

TO: Health and Human Services and Public Safety Committee

FROM: Anne Torregrossa, Associate Corporation Counsel

DATE: July 8, 2021

RE: Measuring distances and enforcement

The HHS Committee raised two questions at its last meeting that I would like to address. The first related to the appropriate way to measure the distance between shelters, and the second related to how enforcement would be conducted. This memo addresses both.

MEASURING

In discussing the way that distances should be measured under the proposed shelter licensing ordinance, the Committee asked for examples of how distances are measured in other areas of the City Code. The key is to consider 1) how the distance is measured; and 2) from where the distance is measured. Here are several examples from the City Code and state law:

1. **Bottle Club Distance from Schools, etc. (§ 3-28(d))**

The three hundred (300) foot distance shall be measured from the principal entrance of the school, dormitory, church, chapel or parish house to the principal entrance of the licensed premises by the ordinary course of travel.

2. **Public Nude Activity Distance from Others and from Schools, etc. (§ 4-91(b))**

The distance must be measured from the main entrance of the premises, as measured in a straight line, without regard to intervening structures or objects.

3. **Certain Marijuana Business Distance from Schools, etc. (§ 14-6.4.10(B)(1))**

Distance shall be measured from nearest property line of the respective marijuana-related use and the property line of the lot containing the public school, private school, or public preschool program.

4. **Certain Marijuana Business Distance from Residential Properties (§ 14-6.4.10(B)(2))**

Distance shall be measured from the nearest outer wall of the building housing the marijuana cultivation, manufacturing, or testing facility to the nearest applicable residential zone boundary. If the marijuana-related facility leases a room or suite of rooms within a building, including, without limitation, individual units within a shopping plaza or shopping mall, the nearest outer wall of the room or suite of rooms within which the facility is located shall constitute the nearest outer wall of the building housing that facility.

5. **Entertainment License Holders from Each Other in Downtown Entertainment Overlay District (§ 14-8.2.3)**

A business with an entertainment license as required or authorized by Chapter 4, Section 4-51(a) of the City of Portland Code of Ordinances within the Downtown Entertainment Overlay Zone may not be located within 100 feet of another business with an entertainment

license, as measured along or across public ways from the main entrance or entrances of each.

6. Liquor Licensee Distance from Schools, etc. (28-A M.R.S. § 701)

The distance must be measured from the main entrance of the premises to the main entrance of the school, school dormitory, church, chapel or parish house by the ordinary course of travel.

ENFORCEMENT

There was a great deal of concern about how enforcement would be conducted in connection with shelter licensing. Hopefully, this brief overview of how the City currently conducts enforcement – and how it would conduct enforcement moving forward – will assuage some of the concerns raised.

With respect to certain City ordinances, as well as state laws enforced by the City, City inspectors already have the authority and jurisdiction to inspect existing shelters. By way of example, this would include the Building, Life Safety, and Fire Codes. Currently, the Fire Department and Permitting and Inspections Department conduct inspections of a variety of commercial and residential buildings, and their jurisdiction extends to all buildings in the City, including existing shelters. When the City conducts an inspection and finds violation of a code or statute, the inspector issues a Notice of Violation and Order to Correct (NOV). The NOV gives the owner or responsible party time to correct the violations that are commensurate with difficulty that correcting the violation poses and the threat that allowing the violation to continue poses. For example, missing smoke alarms might have a much shorter timeframe for correction than installing a full sprinkler system in a building. It is only after the owner or responsible party does not take any action will the City proceed to civil penalties or legal action.

One exception to this process is where a building or violation poses an imminent threat to safety, in which case a building might be posted against occupancy, or similar steps taken. Also, if a violation is a frequently repeated violation then the City might proceed directly to civil penalties or court action.

Licensing inspections proceed in the same manner. For example, the City's Health Inspectors regularly inspect City licensed restaurants for compliance with City Code and state statute. Again, a notice of Imminent Health Hazard (IHH) would be issued for any violations found during an inspection and the licensee would be given time to remedy the deficiency. Generally, a restaurant would not be shut down or otherwise impacted while they are correcting the deficiency, unless the deficiency posed an immediate threat to health and safety. Civil penalties, license suspension or revocation, or other legal action would not move forward unless the licensee did not comply with the City's orders.

The City's goal in enforcement has always been compliance, and City inspectors spend significant time and energy working with property and business owners to help them come into compliance. A very, very small percentage of violations end in civil penalties, license suspension or revocation, or other negative impact on the property or business owner. All of those are business

or owners who have been given numerous opportunities to voluntarily comply and have either refused or dragged their feet so long that it becomes clear that compliance is not forthcoming.

The same principles would be applied to shelter licensee inspections. Inspections would be based on City Code, state statute, or conditions of approval in the licensee's license. This would include their operating plan. The inspector's criteria would not be subjective, but would be based only on the code, statute, or license. Unless a violation posed an imminent threat, a license would be given notice and an opportunity to correct any violations. Civil penalties, license suspension or revocation, or other legal action would only be taken for those licensees who refused to correct violations or repeatedly showed the same violations to the point that the licensee is clearly not meeting their obligations.