

Utah Homelessness Council (UHC)

Agenda Item - Executive Summary

Purpose:

- Decision
 - Informational
-

Meeting Date: April 26, 2023

Subject: Volunteers of America Annual Report

Submitted by: Office of Homeless Services (OHS)

RELATED DOCUMENTS

Attachment A – VOA State UHC Detox Center Report

SUMMARY

On August 25, 2021 the Utah Homelessness Council (Council) approved the use of \$3 million from the Homeless to Housing Reform Restricted Account (H2H) for the purchase of the 252 Brooklyn Avenue property to support the expansion of the Volunteers of America’s (VOA) detox services to a facility on Redwood Road.

In the November 9, 2021 Council meeting, VOA reported that they would not sell the Brooklyn Avenue property for a change in use, and would continue to operate adult detox while they continued to explore alternative options for the future use of the property. Not selling the Brooklyn Avenue property created a funding gap for the VOA expansion of detox services to the new Redwood Road facility.

On November 9, 2021 the Council rescinded the approval for the use of \$3 million from the H2H account and voted to approve the use of \$1.5 million from the H2H Match Program to be matched with \$1.5 million from the Utah Impact Partnership philanthropic group. As part of the approval for funding, VOA is required to report to the Council on an annual basis with the report to include their recommendation for the future use of the Brooklyn Avenue property.

VOA is proposing a change of use for the Brooklyn Avenue property from an 80-bed adult social detoxification center to a 16-bed residential treatment center for mental health and substance use disorders directed towards adult males experiencing homelessness. See related document “4.b. VOA State UHC Detox Center Report”.

Per the November 9, 2021 conditions for funding approval; if the Council and Volunteers of America determine:

- i. That the Brooklyn Avenue facility should continue to operate as adult detox, no action will be required.
- ii. That a change of use for the Brooklyn Avenue property is desirable, the Office of Homeless Services will work to facilitate such change of use. A change in use must align with goals and strategies identified by the Council and be an allowable use according to Salt Lake City zoning.
- iii. To sell the Brooklyn Avenue property, the proceeds from the sale of the property will be divided equally with half returned to the Homeless to Housing Reform Restricted Account and half returned to the Utah Impact Partnership. Returned funds in the H2H account will be used in Salt Lake County.

As outlined in the conditions above, a change in use is being proposed for consideration by the Utah Homelessness Council as outlined by Volunteers of America in Attachment A.

STAFF RECOMMENDATIONS

The Office of Homeless Services recommends the approval of the VOA's proposed change of use for the Brooklyn Avenue property.

ATTACHMENT A: VOA STATE UHC DETOX CENTER REPORT

To: Utah Homelessness Council members

From: Kathy Bray, President & CEO
Volunteers of America, Utah (VOA)

Date: April 14, 2023

Regarding: VOA's Proposed Change of Use for Brooklyn Avenue property

Purpose

In accordance with the Grant Agreement between the Utah Department of Workforces Services and Volunteers of America, Utah, this document is proposing a change of use for the Brooklyn Avenue property from an 80-bed adult social detoxification center to a 16-bed residential treatment center for mental health and substance use disorders directed towards adult males who are homeless. Per contractor responsibilities and reporting requirements in the Scope of Work of the Grant Agreement, *"a change in use must align with the goals and strategies identified by The Council or by the State Strategic Plan on Homelessness and be an allowable use according to Salt Lake City zoning"*. The overview, timeline and attachments offer information and verifications related to VOA's proposed change of use.

Overview

According to HMIS data, about 48% of people who have experienced homelessness within the last five years in Utah had a disabling condition. Around 36% of them had a mental health or substance use disorder.

(Statewide Collaboration for Change: Utah's Plan to Address Homelessness, 2022, p. 117)

Volunteers of America, Utah's proposed residential treatment center will align with the Statewide Collaboration for Change: Utah's Plan to Address Homelessness in multiple ways. In summary, the proposed residential treatment center will provide substance use and mental health treatment to individuals who are homeless or at eminent risk of homelessness. In addition, it will provide transitional housing for this vulnerable population and provide a safe and secure treatment environment to address substance use and mental health needs, which will be imperative for accessing and successfully living in permanent housing in the community. For details related to alignment with the State's Plan to address homelessness, see (Attachment A).

At any point in time, the proposed residential treatment center will provide mental health and substance use treatment to 16 homeless adult males, which is the maximum number of beds allowed in Medicaid-funded residential mental health treatment programs. The residential treatment center will be licensed by the State Department of Human Services, ensuring operational standards are met to provide residential treatment as defined in Utah Code and Administrative Rule. Standards are safety focused and require 24/7 staffing by a multi-disciplinary team to meet a variety of client needs in addition to the basics of food, clothes and shelter. The residential treatment center will also meet Medicaid standards required for Medicaid funding.

The zoning of the proposed residential treatment center is categorized the same as the existing adult detoxification center. Therefore, the proposed change of use is allowable by City Zoning and no further action is required. Attached is the Zoning Certificate (Attachment B) issued in March 2023 in response to communication about the proposed change of use.

This proposed residential treatment center is expected to reduce the likelihood of impacts to the neighborhood:

- Reducing the number of people served at the facility from 80 to 16 will require less staff for an overall reduction of people in and around the property.
- Parking demand will be reduced.
- The residential treatment center requires referrals and coordination of transportation for admissions, thus significantly reducing walk up traffic.
- Length of stays at the facility will increase from as long as 1 month to 6 months, further reducing the volume of people who will stay in the facility and move about the neighborhood.

Timeline

By the end of Summer of 2023, Men's Detox on Brooklyn Avenue will vacate and move to Redwood Road.

By early Winter of 2024, facility will be repurposed to function as a 16-bed residential center with the following activities:

- staff will be hired and trained
- operating revenue will be secured
- communication plan will be created and implemented
- facility will be updated and rearranged for a smaller program

Thank you for your consideration of this proposed change of use for VOA's Brooklyn Avenue property.

Attachment A

State Strategic Plan on Homelessness Alignment

This proposal addresses how Volunteers of America, Utah could use the Brooklyn Avenue Property as a residential treatment center that aligns and supports the State Strategic Plan on Homelessness by addressing specifically the role of the residential treatment center and its application to the plan's goals, strategies, suggested next steps, and measurable outcomes.

1. Goal 1: Increase accessible and affordable permanent housing opportunities for people experiencing homelessness across the state.
 - a. Strategy: Support localities to increase development of transitional/interim housing for vulnerable subpopulations of people experiencing homelessness (e.g., those with mental health and substance use disorders, survivors of domestic violence, people experiencing chronic homelessness, people exiting criminal justice system, youth, and others) and create strong pathways for these populations to obtain and retain permanent housing.
 - b. Suggested Next Step: Support innovative solutions for transitional housing care that includes prioritizing exits to permanent housing.
 - c. Measurable Outcome: By 2024, the state of Utah will establish a coordinated plan to support localities in development and implementation of transitional/interim housing options for vulnerable subpopulations experiencing homelessness with strong pathways to permanent housing.
 - d. Integration of the Residential Treatment Center: The residential treatment center would be a transitional/interim housing option for vulnerable individuals with mental health and substance use disorders who are homeless or at risk of homelessness. This would also comprise those individuals exiting the criminal justice and healthcare systems. Individualized treatment and discharge plans, including where the individual will go after treatment, will begin as soon as a person enters the facility, making it a priority to exit individuals into permanent housing. The treatment center will provide wraparound services, which will help individuals be successful in treatment and increase the ability to obtain and maintain housing stability. These services include case management, peer support, individual/group therapy, medication management, and the development of the skills needed to live independently in permanent housing.
2. Goal 2: Increase access to and availability of supportive services and case management for people experiencing and at risk of homelessness.

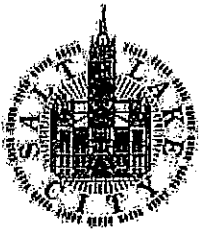
- a. Strategy: Support localities to increase access to and availability of substance abuse treatment (including detox facilities and residential services) for people experiencing and at risk of homelessness across the state.
 - b. Suggested Next Step: Increase connections and pathways between shelters, interim housing, outreach staff, and substance abuse treatment providers.
 - c. Measurable Outcome: By 2025, the state of Utah will increase supportive service interactions with people experiencing and at risk of homelessness by 20% as demonstrated by homeless management information system data.
 - d. Integration of the Residential Treatment Center: The residential treatment center will be an additional resource to which the community will have access in order to help those individuals with substance use disorders that affect their ability to access and obtain permanent housing. Volunteers of America, Utah will use formal and informal partnerships with other community agencies as a referral source and educate community agencies on accessing the service. As previously referenced, the residential treatment center will provide supportive case management services, increasing supportive service interactions. Case management will be used to identify different housing options upon exit of the center, ensuring that individuals have the necessary documentation to access housing and additional services including continuity of treatment and housing support.
3. Goal 3: Expand homeless prevention efforts through increased coordination, resources, and affordable housing opportunities.
- a. Strategy: Support localities to ensure that they are building ongoing partnerships with criminal justice, healthcare and mental health systems to ensure discharge coordination.
 - b. Suggested Next Step: Facilitate coordination between homeless system of care and law enforcement, judicial, foster care system, and probation programs to provide safe housing/shelter and transportation for individuals released from custody.
 - c. Measurable Outcome: By 2025, the homeless prevention subcommittee will work to coordinate discharge efforts from medical and criminal justice systems and decrease exits to homelessness from these systems by 5%.
 - d. Integration of the Residential Treatment Center: The criminal justice and medical systems are continually looking for community resources that will

provide both housing and treatment for individuals with substance use and mental health disorders as an alternative to exiting into the homeless system and maintaining any improvement in symptoms made within the systems. The increased coordination of services would provide a continuum of care that will be supportive of stabilizing individuals and preparing them for permanent supporting housing.

4. Goal 4: Target housing resources and supportive services to people experiencing unsheltered homelessness.
 - a. Strategy: Assist localities in increasing supportive service and case management capacity to provide housing location, navigation, and stability services to provide the supports needed for unsheltered individuals to obtain and retain permanent housing.
 - b. Suggested Next Steps: Ensure that Continuums of Care (CoCs) are connected to Substance Use Disorder (SUD) recovery and mental health resources and complementary services that are specifically designed to serve unsheltered populations and ensure people obtain permanent.
 - c. Measurable Outcome: By 2027, the state of Utah will decrease the number of people experiencing homelessness in the following subpopulations by 7%, as demonstrated by Point-in-Time Count count data: chronically homeless, veterans, survivors of domestic violence, youth, and people with disabilities (including SUDs).
 - d. Integration of the Residential Treatment Center: The residential treatment center will be a resource for those individuals who work with the unsheltered population. A component of the programming of the residential treatment center will be assisting individuals to develop the requisite skills to live independently in housing in addition to mental health and substance use treatment. The residential treatment center will provide services that might not otherwise be available to those individuals experiencing unsheltered homelessness.
5. Goal 5: Promote alignment and coordination across multiple systems of care to support people experiencing or at risk of homelessness.
 - a. Strategy: Develop cross-system partnerships with criminal justice, healthcare, human services, workforce development, foster care system, and education system stakeholders and state agencies.
 - b. Suggested Next Step: Encourage cross-system connections at the state and local level to ensure that people with disabilities receive case-management and advocacy from the appropriate agencies at every stage of a housing crisis.

- c. Measurable Outcome: By 2024, the state of Utah will establish data sharing agreements with at least 3 systems external to the homeless system of care (e.g., criminal justice, healthcare & human services, workforce, and education).

- d. Integration of the Residential Treatment Center: Currently, the residential treatment center will be working with at least one other external system in addition to the homeless system as a provider of mental health and substance use treatment.



ZONING CERTIFICATE

Certificate # 23-010478

Date of Issue: 3/7/2023

New Amended

SALT LAKE CITY CORPORATION BUILDING SERVICES AND LICENSING

THIS CERTIFICATE HAS BEEN ISSUED PURSUANT TO:

Administrative Interpretation PLNPCM2012-00029 Dated: 5/10/2012

This document certifies that the property located at:

252 W BROOKLYN AVE

is zoned:

CG- General Commercial

District Overlays: ///

The authorized use is:

DWELLING, GROUP HOME (LARGE)

Specific conditions associated with this site:

Issued this 7th day of March, 2023

Seth Rios

Authorized Issuer