

Salt Lake Valley Coalition to End Homelessness

Emergency Winter Overflow Plan *(Updated 2/19/21)*



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INTRODUCTION

Background

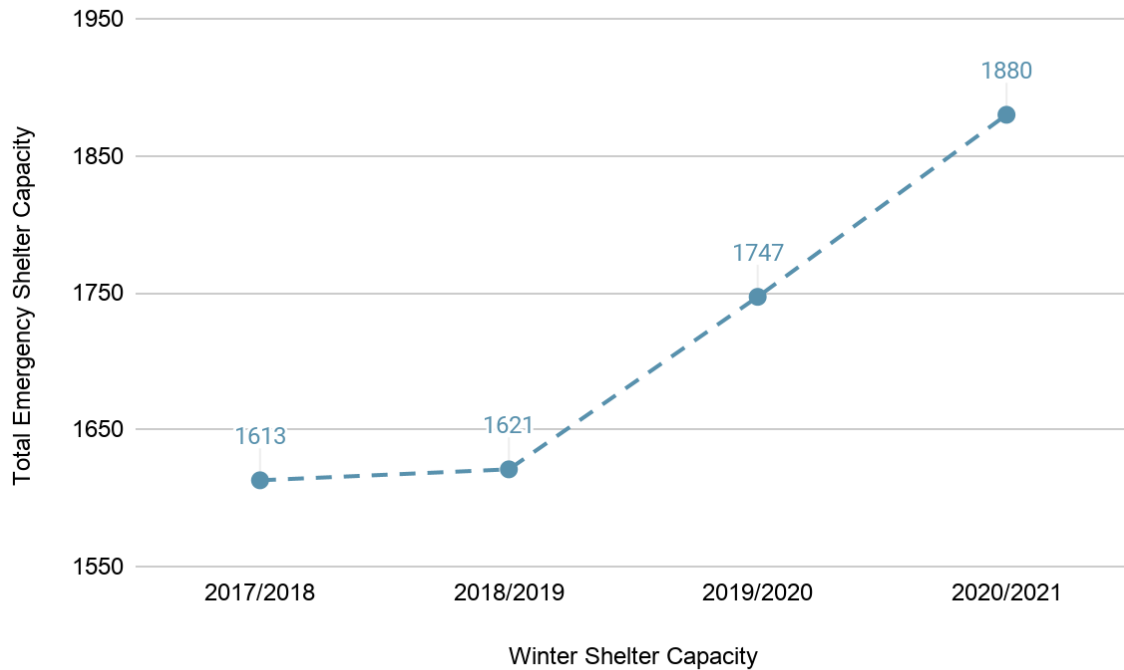
The Salt Lake Valley Coalition to End Homelessness has developed the FY20/21 Winter Plan to provide guidance and recommendations based on best practices and local needs and aid in the coordination of efforts between the Council of Governments and providers within the Local Homeless Coordinating Committee to provide hypothermia shelter, other protection and vital, life-saving services for Salt Lake County residents experiencing homelessness during the winter season.

The purpose of this document is to detail the specific plan and protocols to activate additional shelter and services to serve individuals and families who are experiencing homelessness during inclement winter weather. The FY20 Winter Plan covers the period beginning October 15, 2020 and ending on April 15, 2021. In addition to winter overflow needs, the plan also takes COVID-19 impacts into consideration.

WINTER CAPACITY / BED SUMMARY (as of 1/31/21)

Facility	19/20 Winter Capacity	20/21 Winter Capacity	Hours of Operation	Serving
PERMANENT RESOURCES				
Men's Resource Center South Salt Lake • The Road Home	300	300	24 hours	Men, Pets
Geraldine E. King Women's Resource Center Salt Lake City • Volunteers of America, Utah	200	200	24 hours	Women, Pets
Gail Miller Resource Center Salt Lake City • The Road Home	200	200	24 hours	Men, Women, Pets
Youth Resource Center Salt Lake City • Volunteers of America, Utah	30	30	24 hours	Ages 15–22
Midvale Family Resource Center Midvale • The Road Home	300	300	24 hours	Families
Domestic Violence Shelters, Rescue Mission, Vouchers, etc. Various locations and providers	392	334-385*	Various	Various
OVERFLOW OR TEMPORARY RESOURCES				
St. Vincent de Paul Winter Overflow Salt Lake City • The Road Home	65	40-60*	Overnight	Men, Women
Winter Overflow Motel Program Salt Lake City • Utah Community Action and Volunteers of America, Utah	80	80	24 hours	Men, Women, Couples
Sugar House Temporary Shelter Salt Lake City • Various providers	150	-	Overnight	Men, Women
Stay Home, Stay Safe Hotel/Motel Program Salt Lake City • The Road Home	-	130	24 hours	Men, Women, Couples, Pets
Millcreek Temporary Winter Housing Millcreek • Switchpoint	-	60–75	24 hours	Men
Salt Lake Temporary Winter Housing Salt Lake City • Switchpoint	-	100-120	24 hours	Couples, Men, Women
Total Emergency Shelter Capacity	1,747	1,774-1,880		

*Capacity adjustable or reduced due to COVID-19 social distancing needs.



**Based on HIC Report from January of each year*

***Includes DV and overflow shelter*

SB 165 Emergency Planning (Emergency Response Plans for Homelessness, [SB 165](#), Sen. Escamilla)

This bill, which was signed into law on March 30, 2020, requires local oversight bodies to develop an emergency response plan to respond to conditions that pose a risk to health or safety of homeless individuals and families. Plans should ensure that the basic needs of individuals and families experiencing homelessness are met during an emergency situation, expand local capacity and infrastructure in response to an emergency situation, including the development, construction, and improvement of emergency shelters, facilitate access to emergency services and individualized support for individuals and families experiencing homelessness during an emergency situation; and expand outreach and education efforts for individuals and families experiencing homelessness during an emergency situation.

Emergency Planning Committee

A planning committee was formed that included the SLVCEH steering committee members, coalition members, and other stakeholders. The committee met weekly to identify options for winter overflow and to formulate an emergency winter overflow plan. Committee members include:

Name	Organization
Andrew Johnston	Volunteers of America
Annie Dayton	Salt Lake County
Camille Winnie	Downtown Alliance
Carol Hollowell	Switchpoint Community Resource Center
David Litvack	Salt Lake City

Ian Harris	Salt Lake County
Janida Emerson	Fourth Street Clinic
Jean Hill	Catholic Diocese of Salt Lake City
Jennifer Campbell	South Valley Services
Jennifer Godfrey	Utah Community Action
Jennifer Schumann	Salt Lake City
Joseph Jensen	Utah Department of Workforce Services
Katherine Fife	Salt Lake County
Kathy Bray	Volunteers of America
Katrina Zimmerman	Catholic Community Services
Kristina Olivas	Shelter the Homeless
Laurie Hopkins	Shelter the Homeless
Lindsey Edwards	South Salt Lake City
Loggins Merrill	Utah Department of Workforce Services
Matt Melville	The Road Home
Matthew Dumont	Salt Lake County Sheriff
Michelle Eining	The Road Home
Michelle Flynn	The Road Home
Michelle Hoon	Salt Lake City
Mike Akerlow	Community Development Corporation of Utah
Mike Harman	Salt Lake City School District
Pamela Atkinson	Advocate/Office of Gov. Gary Herbert
Patrice Dickson	Utah Community Action
Patrick O'Brien	Midvale City
Pauline Zvonkovic	Housing and Urban Development
Randy Chappell	Catholic Community Services
Rob Wesemann	NAMI Utah
Sahil Oberoi	Utah Community Action
Sarah Strang	The Road Home
Shawn McMillen	First Step House
Sue Ativalu	Volunteers of America
Tarra McFadden	Salt Lake County
Tony Milner	Salt Lake City
Tricia Davis	Utah Department of Workforce Services

COVID-19 Considerations

This year's planning efforts look much different than previous years, due to impacts of COVID-19.

Not only is it a priority to keep people warm, but it is also important to keep them healthy. Recommended best practices identify non-congregate shelter as a best practice for emergency shelter to allow for social distancing.

The Stay Home Stay Safe VP Hotel was established as part of the COVID-19 response, to protect those at most risk of complications if they were to get COVID-19, but also helps to provide beds throughout the winter months as well, since COVID-19 is still a threat.

In addition, the SLVCEH amended the Coordinated Entry standards to prioritize those most at risk of complications, if they were to get COVID-19. The [amended standards can be found here](#).

HUD Guidance on Winter Sheltering Amid COVID-19

HUD released some guidance on alternative approaches to sheltering this winter, amid COVID-19. That [guidance can be found here](#).

HUD also released some preparedness checklists to help shelter facilities prepare for the winter, amid COVID-19. The [series of checklists can be found here](#).

The following are some of the items should be considered in operational procedures and protocols at all emergency shelters and service delivery locations:

- Physical Distancing,
- Face Coverings, and
- Ventilation
- Safe Sleeping Protocols
- Cleaning and Disinfecting
- Bathroom Cleaning Protocols
- Symptoms Screening for Staff and Clients
- Meal Management
- Testing

ACTIVATION

Winter Shelter Activation

Winter overflow will be deployed in phased response, beginning October 15, 2020 through April 15, 2021.

Communications Plan

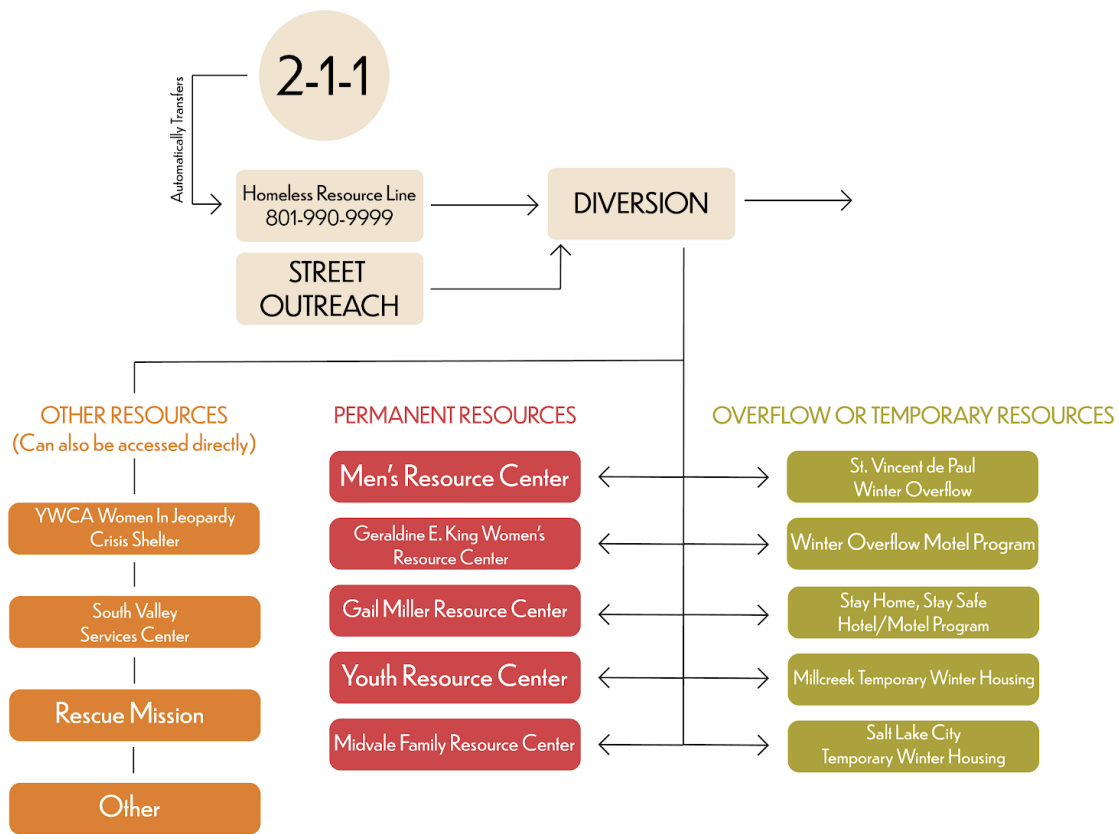
Additional information, including updates, will be posted on the SLVCEH website, via social media (Facebook and Twitter) and via email to stakeholders.

EMERGENCY SHELTER

Salt Lake County has a number of shelter resources for homeless individuals and families.

Shelter Access

Individuals seeking shelter should contact the Homeless Resource Line at 801-990-9999. Once deemed eligible for a particular program, the dynamic prioritization process now includes risk factors for COVID-19. High-risk households are prioritized for shelter and other programs. Additional resources, including those specific to situations, can be found at 2-1-1.



Transportation

Advantage Services operates a free shuttle service that runs between the three newest homeless resource centers and the Weigand Resource Center year-round.

[Weigand Homeless Resource Center](#) - 437 W 200 S, Salt Lake City, UT 84101

[Men's Resource Center](#) - 3380 South 1000 West, South Salt Lake, UT 84119

[Geraldine E. King Resource Center](#) - 131 E 700 S, Salt Lake City, UT 84111

Gail Miller Resource Center - 242 Paramount Ave, Salt Lake City, UT 84115

Emergency Winter Shuttle Transportation

During the winter activation period, a second shuttle van will be utilized, and the shuttle service will extend to include stops among the temporary resources, which include:

Millcreek Temporary Winter Housing - 950 East 3300 South, Millcreek, UT 84106

Salt Lake City Temporary Winter Housing - 2333 W North Temple, Salt Lake City, UT 84116

St. Vincent de Paul - 437 W 200 S, Salt Lake City, UT 84101

Food

Breakfast, lunch, and dinner will be provided for clients who are staying at the Millcreek Temporary Winter Housing, Salt Lake City Temporary Winter Housing, Geraldine E. King Women's Resource Center, the Gail Miller Resource Center, the Men's Resource Center, and the Stay Home Stay Safe Hotel/Motel Program.

Food services for individuals and families are also available at:

Prepared Meals:

[St. Vincent de Paul Dining Hall](#) - 437 W 200 S, Salt Lake City, UT 84101

Food Pantries:

[Crossroads Urban Center Downtown Food Pantry](#) - 347 S 400 E, Salt Lake City, UT 84111

[Crossroads Urban Center Westside Food Pantry](#) - 1358 W Indiana Avenue, Salt Lake City, UT 84104

[Utah Community Action Redwood Food & Resource Center](#) - 3060 Lester Street, West Valley City, UT

[Utah Community Action Copperview Food & Resource Center](#) - 8446 S. Harrison Street, Midvale, UT

Case Management

Families and individuals placed in winter shelters will be offered case management services in an effort to connect those willing to engage with services based upon their identified need.

SERVICE COORDINATION

Street Outreach Services

Volunteers of America, Utah (VOA) is the primary provider of outreach services in Salt Lake County throughout the year. The outreach teams provide a vital function in our homeless services system, working to engage individuals experiencing unsheltered or unhoused homelessness and connect them to housing and shelter services. Through this engagement process, the teams provide an array of services, including connection to behavioral health resources, assistance in obtaining vital documents that are necessary for housing and employment, and the provision of essential survival items (e.g., food, water, blankets, hats, gloves, socks, thermal underwear). VOA outreach teams work closely with other street outreach providers such as the Road Home, The Community Connection Center, Valley Behavioral Health, The Veterans Administration's and VOA's Youth Outreach Team.

Requests for outreach services can be made by calling or emailing the following:

[VOA Homeless Outreach Team](#) - 801.637.7584 or amanda.christensen@voaut.org

[VOA/SLC City Outreach Team](#) - 385.266.0020 or william.lindsay@voaut.org

[VOA Library Engagement Team](#) - 801.657.8770 or kelly.smith@voaut.org

[VOA Youth Outreach Team](#) - 801.910.0832 or uinise.tu'avao@voaut.org

A member of the outreach team will follow up on applicable referrals to engage and aid individuals experiencing unsheltered homelessness in connecting to available resources and services.

Additional outreach teams have come on-line during the pandemic, and include:



Behavioral Health Services

Persons in need of behavioral health services are encouraged to call the [Utah Crisis Line](https://www.utah.gov/behavioral-health) at 1-800-273-8255 (available 24/7, 365 days a year)



24/7 free and confidential crisis help and support

In Association With The National Suicide Prevention Lifeline

[Mobile Crisis Outreach Teams \(MCOT\)](#) funds a range of services, such as outreach and crisis response, that work closely with people who are vulnerable to severe weather. MCOT provides consultation and training on issues related to the public behavioral health system.

[First Step House](#)

[Odyssey House](#)

[Valley Behavioral Health](#)

Health Services and Detox and Withdrawal Management Services

Call 911 for persons in need of emergency health care and/or immediate transport to a hospital.

Health services and linkage to treatment for substance use disorders are available through:

[Fourth Street Clinic](#)

[VOA Men's Adult Detoxification Center](#) - 252 W. Brooklyn Avenue, Salt Lake City, UT 84101

[VOA Center for Women and Children](#) - 697 W 4170 S, Murray, UT 84123

HOUSING

In addition to shelter beds, a focus on housing is critical to the winter plan.

A smaller task group from the Housing Core Function made up of housing experts and stakeholders meet weekly to identify available units and also to strategize on how to address any barriers that exist that prevent quickly connecting individuals/families with those units. The purpose of the task group is to:

- Elevate focus on housing in context of winter emergency planning efforts
- Generate unit flow and coordinate placements in to those units to increase system capacity

Housing Resources

100 Housing Connect Section 8 Vouchers

In order to help take some of the pressure off of the shelter system during the pandemic winter months, the Housing Connect Board of Directors approved an emergency preference for 100 vouchers for homeless individuals who are in a high risk category for COVID complications. These are regular Section 8 vouchers that will provide long-term ongoing assistance.

Landlord Outreach

An ongoing task group was established to reach out to new (and existing) landlords to establish/maintain relations, and to also identify new units that are available throughout Salt Lake County. The task group includes representatives from each of the housing focused stakeholders.

COVID-19 Rental Assistance

Federal and state emergency funding has been provided to help renters who are unable to pay their rent and other housing-related expenses due to circumstances related to COVID-19. In Salt Lake County, affected individuals and families can apply through [Utah Community Action](#). For more information on COVID-19 rental assistance, call 211 or visit rentrelief.utah.gov.

EQUAL ACCESS

The Equal Access Rule requires equal access to HUD programs without regard to a person's actual or perceived sexual orientation, gender identity, or marital status.

The statement on the Coalition's response on the HUD Equal Access Proposed Rule Change can [be found here](#).

APPENDIX

PLANNING SUMMARY - F/Y 20/21 Winter Season



2020—2021

Winter Overflow and System Capacity Planning

(Updated November 2, 2020)

The Salt Lake Valley Coalition to End Homelessness (SLVCEH) is committed to rendering homelessness brief, rare and non-recurring, in collaboration with our statewide homeless services partners within the Utah Homelessness Network. We are working tirelessly to ensure individuals experiencing homelessness this coming winter have a warm, safe place to shelter.

PROCESS

The Coalition identified 10 potential options to address overflow needs for the coming winter. For each option, we considered specific needs (gender-specific locations, COVID-19 or similar restrictions, particular vulnerabilities) as well as fixed and fluid costs, barriers to implementation, community impacts, potential number served and whether the option is consistent with best practices. Sub-groups researched best practices in other jurisdictions and continue to work on the details of the most feasible options.

Members of SLVCEH are engaging with other critical stakeholders, including the Council of Governments, real-estate professionals, other municipal and state leaders, faith-based and private sector community leaders and funders.

SUMMARY OF DRAFT PLAN* FOR 2020/21 (to provide approx. 270 Beds)

1. Utilize Hotel Vouchers, up to 80 Women. Funding and facility confirmed. **Launched 10.15.2020.**
2. St. Vincent De Paul, up to 40-60 men, dependent on COVID-19 required spacing. Funding for St. Vincent de Paul is confirmed. **Launched 10.14.2020.**
3. Continue to operate Stay Home, Stay Safe Hotel to protect vulnerable populations from COVID-19, 130 men and/or women over age 60, and/or with underlying health conditions, utilizing CARES COVID-19 Funding. **Ongoing since April 2020.**
4. Lease existing facility(ies) to utilize as needed (for up to 150-250) with room for social distancing. Currently working to identify additional funding and facilities based on rubric for facility requirements. **To be launched 12.1.2020.**
5. Consider acquiring a facility for long-term, permanent or as-needed solution during winter, utilizing CARES or other COVID-19 emergency Funding. Rubric for facility requirements drafted, continue working to identify a facility.
6. Continue Housing Focus. Currently working to identify funding, including capitalizing on CAREs funding available for support, funding for alternative housing (including SRO facilities).

*Other options considered: sanctioned encampment (tented outdoor overflow), lifting occupancy limits at HRCs, safe parking program (car camping), Code Blue strategies.



2020—2021

Winter Overflow Options - Camping (August 20, 2020)

The Salt Lake Valley Coalition to End Homelessness (SLVCEH) identified 10 potential options to address overflow needs for the coming winter, including sanctioned camping and safe parking programs. For each option, we considered specific needs (gender-specific locations, COVID-19 or similar restrictions, particular vulnerabilities) as well as fixed and fluid costs, barriers to implementation, community impacts, potential number served and whether the option is consistent with best practices. Sub-groups researched best practices in other jurisdictions and continue to work on the details of the most feasible options. Camping and safe parking were among the first options explored and rejected. During our investigation of these options we discovered:

SANCTIONED ENCAMPMENT: (Designate a temporary camping area near Rio Grande for people experiencing homelessness):

- **Expensive.** Costs include providing a readability accessible outdoor power source, providing sufficient heat sources for overnight camping in temperatures below 40 degrees, providing security guards and fencing, providing bathroom and hand-washing facilities, staff for the site and to monitor bathrooms. Costs may be similar to using an indoor facility, without the many added benefits of a walled, heated building.
- **United States Inter-agency Council on Homelessness does not recognize this as a best practice.** It has found sanctioned encampments are inefficient and expensive, particularly in winter climates. Tents, without proper heating, offer insufficient protection from hypo-thermia. A temporary, heated indoor facility is a better option. Successful tent cities are medium to high barrier, full time sites.
<http://nationalhomeless.org/wp-content/uploads/2014/06/Tent-Cities-Report-FINAL-3-10-10.pdf>
- **Not all clients will have tents/tarps, will need to provide tents.** Also need to provide platforms for tents to rest on so people aren't sleeping on frozen/wet ground. Most will not have sleeping bags, tents, other equipment designed for freezing temperatures.
- **Requires many of the safe staff, supplies as an indoor facility, without the added safety and warmth of an indoor option.**
- **Social distancing possible with tents, hand-washing and sanitation is more difficult** unless facilities, hygiene kits are also provided.
- Other states have used sanctioned campgrounds and have found the sites **difficult to close.**
- **Significant security and health issues** also arise.
- Under winter weather conditions, an individual without appropriate shelter is more at risk for medical and health impacts that can be detrimental.
- Individuals have self determination and the ability to be in public spaces is protected by law. A sanctioned camping location does not mean that people will choose to go and it does not mean that camping won't occur elsewhere.



**COVID-19 Homeless System Response:
Alternative Approaches to Winter Sheltering During COVID-19**

Due to the current community spread of COVID-19, local facilities that are normally available to prevent death from exposure for people experiencing homelessness are now more limited. Houses of worship, recreation centers, and similar facilities heavily dependent on volunteers may not be options this upcoming winter season. The framework below provides a graduated approach to sheltering from life-threatening temperatures and regular seasonal weather. Coordination with local public health and emergency management partners is essential in design, resource investment, and staffing considerations.

FACILITIES/SPACES TO CONSIDER		
Good Approach Temporary or Converted Spaces	Better Approach Congregate or Semi- Congregate Shelter Spaces	Best Practice Approach Private Individual Rooms
<ul style="list-style-type: none"> Temporarily repurposed public spaces such as municipal service buildings, libraries, and recreation centers Community-based private spaces such as faith-based sanctuaries or basements Pop-up structures such as military tents that can serve ten or more people 	<ul style="list-style-type: none"> Dedicated shelters such as Crisis Beds Medical Respite sites Single Room Occupancy (with shared bathrooms and eating areas) Repurposed residential facilities not traditionally used for sheltering households experiencing homelessness Safe Havens and private or semi-private spaces 	<ul style="list-style-type: none"> Non-congregate shelters (NCS) such as hotels, motels, and dorm rooms with individual bathrooms Isolation and quarantine spaces (I/Q) that offer separation for people who are sick or exposed to COVID-19
ATTRIBUTES OF THE SPACE		
Good Approach	Better Approach	Best Practice Approach
<ul style="list-style-type: none"> Protects participants from inclement weather Maintains the CDC social distancing requirements A cleaning regimen is in place to reduce the spread of the disease Participants are provided with a safe place to sleep and rest Portable heating and cooling units are present The primary focus is preventing death from life-threatening weather conditions 	<ul style="list-style-type: none"> Protects participants from inclement weather Maintains CDC social distancing requirements A cleaning regimen is in place to reduce the spread of the disease Participants are provided with a safe place to sleep, rest, and eat Space is heated or cooled as appropriate Overnight, daytime, or 24-hour access Provides access to sanitary, private, and operational toilets and handwashing 	<ul style="list-style-type: none"> Individual bedroom (walls on all sides, door) Maintains CDC social distancing requirements by offering private spaces for each household A cleaning regimen is in place to reduce the spread of the disease Meal service/preparation can be congregate or within the room when possible Units are heated or cooled as appropriate Individual bathrooms

Facility Criteria Sheet

Address:	Facility A	Facility B	Facility C
Success Criteria:			
Close to Public Transit			
Proximity to Homeless Services			
Day-Use (e.g., Senior Center, Recreation Center; Consideration of Day-Use Hours)			
Existing Facility			
Ability to Serve up to 300			
Allowance for Pets			
Building Criteria:			
Space Flexibility for Gender			
Restrooms			
Square Footage (e.g., Space for Nightly Bag Storage)			
Staff Area			
Check-in Area (Waiting Room)			
Retrofit Needs			
Safety (Emergency Exits, Fire Code, Securing Entrances)			
Non-Carpeted Sleeping Area & Bathrooms			
Open Space Lay-Out			
Parking for Staff & Guests			
Single Entrance			
Pet Friendly (e.g., Zoning, Flexible Space)			
Building Condition (e.g., Ventilation/HVAC, Functioning Utilities)			
Accessibility			
COVID-19 Considerations:			
6 ft. Between Cots (Head to Toe)			
Quarantine/Isolation Space			
Space for Barriers (Common Areas & Potentially Sleeping Areas)			
Neighborhood Considerations:			
Residential			
Industrial			
Potential Impact on Surrounding Community			
Neighborhood Mitigation Strategies			
Transactional:			
Government-Owned Facility/Land			
Open Space			
Private Ownership			