

# Health & Human Services and Public Safety Committee Agenda

Tuesday, July 10, 2018, 5:30pm

Council Chambers, City Hall

*Councilor Belinda Ray, District 1, Chair*

*Councilor Brian Batson, District 3*

*Councilor Pious Ali, At-Large*

1. Announcements
2. Review And Approval Of Minutes From The June 26, 2018 Meeting

Documents:

[HHS PS MINUTES JUNE 26 2018 DRAFT.PDF](#)

3. Staff Overview Of Homeless Services Center Site Recommendation And Answers To Committee Questions From 6/26 Presentation.

Documents:

[CITY STAFF RESPONSE TO HRC LOCATION QUESTIONS FOR 7.10.18.PDF](#)  
[INITIAL COMP PLAN ASSESSMENT RE HOMELESSSERVICECENTERS.PDF](#)

4. Next Meeting: July 17, 2018

*The meeting can be watched online via livestream: [www.portlandmaine.gov/livestream](http://www.portlandmaine.gov/livestream)*

*Keep up to date with the new shelter design and planning process at the City's and Bayside Neighborhood Association's websites:*

[www.portlandmaine.gov/shelterplanning](http://www.portlandmaine.gov/shelterplanning)

<https://baysideportland.org/category/shelter/>

**Health & Human Services and Public Safety Committee Minutes****Tuesday, June 26, 2018, 5:30pm, Council Chambers, City Hall**

Committee Attendance: Councilors Belinda Ray, Chair (District 1), Brian Batson (District 3), Pious Ali (At-Large)

Councilor Attendance: Jill Duson (At-Large)

City Attendance: City Manager, Jon Jennings; Mayor, Ethan Strimling; Director of Health and Human Services, Dawn Stiles; Assistant City Manager, Mona Bector, General Assistance Program Manager, Aaron Geyer; Shelter Director, Robert Parritt; Director of Social Services, David MacLean; City Planning Director, Tuck O'Brian; HR Director, Gina Tapp

**AGENDA ITEM 1 – Announcements**

Paid sick leave would only be discussed if the Homelessness Services Center agenda item concluded before 7:00 PM; due to time, paid sick leave was not discussed at this meeting.

**AGENDA ITEM 2 – Approval of June 10, 2018 Meeting +Minutes:**

Chair Ray announced that Paid Sick Leave would  
Councilor Batson moved to accept the minutes and the minutes were approved unanimously.

**AGENDA ITEM 2 – Homelessness Services Center.**

City Manager, Jon Jennings – After researching all viable areas throughout the City, the Baron Center Campus was chosen; this was considered after the rezoning process that occurred last year.

- Rezoning must happen for this parcel.
- It will be based on a best practices model for emergency shelter with wrap-around services.
- Community partners will deliver services directly at the center.

Director of the Oxford Street Shelter, Robert Parritt

- Rob gave an overview of the history of the shelter
  - Current Shelter
    - Dormitories over three floors
    - Exterior Bathrooms
    - Storage
  - New Model: consolidated Services
    - Dormitory on one floor
    - Community engagement
    - Wrap Around Services
    - Volunteer Opportunities

- Rezoning will allow the City to best serve the community while addressing community concerns
  - Transportation
  - Isolation
- Current Services
  - Housing
  - Paramedicine
- Expanded Services
  - Healthcare
    - Medical Care
    - Substance use
    - Dental
  - Assuage predatory behavior targeting shelter guests; large portion of the people who congregate in front of the shelter do not stay at the shelter or access services
  - Storage
  - Community partners will deliver services at the shelter
  - Campus has a modern design
    - First floor dormitory
      - Raised beds (no more mats on the floor)
      - Clear site lines for safety
    - Second floor office and services space
    - Transportation
  - Infrastructure investment to make the neighborhood more pedestrian friendly
    - Crosswalks
    - Bus stops
  - The Comprehensive Plan encourages the decentralization of services to help fight stigma and help integrate individuals experiencing homelessness with the surrounding communities

#### Tuck O'Brian – Zoning

- D5 to D4 Map change
  - Clearest solution
  - Buffers

#### Police Chief Sauschuck – Security Impact Analysis

- Bayside
  - Arrest and incident statistics viewed as a systems level issue
- Barron Center and Loring house
  - Building Infrastructure
  - PD would be heavily involved with planning for safety including a possible satellite police station.
  - The comprehensive model addresses the issues stemming from the concentration of services in Bayside
  - Community Policing
  - City owned property allows more agency and speed in security solutions.

## Committee Questions

Chair Ray outlined the expectations of the meeting and the following meeting:

- Committee Questions June 26, 2018
- Public Comment July 10
- First zoning votes possible on July 24<sup>th</sup>

Councilor Batson has concerns about transportation, that the Center would rely heavily on the Metro.

- The shelter already transports shelter guests with City Vehicles
- Accessibility: How accessible is the Metro and Huskie Line?
  - Logisticare
  - Shuttle Service
    - stops at each provider throughout the day
    - Reliable Schedule
    - Coordinated with the H.O.M.E. Team
  - When Milestone is full, how will intoxicated individuals access transportation? Staff will transport via City-owned SUV
  - How will transportation changes and systems be conveyed to the public? House meetings and outreach
- Which service providers were informed of this recommendation
  - Amistad
  - Shalom House
  - Healthcare provider to open clinic that serves guests and public
- There are elements that would exist no matter where the shelter is located
- No services would be cut off;
  - How many shelter guests were referred to the Barron Center and Loring House directly from the shelter without a healthcare provider making the referral
- What conversations have occurred with businesses in the area:
  - No official agreements at this early stage but informal conversations have occurred with the Home Depot.
- Councilor Batson asked for other descriptors of the Center plan and the Com Plan.
  - Integrated facility that weaves community into service delivery.
  - Exploring more efficient delivery of services
  - A scattered site model does not integrate like the integrated best practices model does
  - Connectivity
  - One Portland Concept: fair and equitably share resources across the City, not just the Peninsula
    - Is this specific to the Barron Center Campus
  - The Brighton Ave Infrastructure Improvement: \$500,000
    - Pedestrian and bicycle safety infrastructure improvement
    - Husky Line
    - Public and Private funding sources including a reserve of savings from other projects
    - These improvements would occur regardless of where the Center is located.

Councilor Ali asked for a comparison of scattered site model versus a comprehensive model.

- Scattered site is significantly more expensive and logistically complex
- Staff will share the analysis with the committee
- Costs? All programs are grant funded based on performance measures

- Start-up costs
  - less due to City owned land
  - Financing model will be a public private partnership
- Councilor Ali asked Chief Sauschuck: A constituent has reported to Councilor Ali that Children in Sagamore village have been breaking into cars.
  - Kids break into cars all over the City; they haven't specifically collected that information
- Potential Community Policing Satellite
  - 10% of shelter population lead to a majority of service calls (Police and Medical)
  - Nearest community policing center is in Sagamore village based on CDBG regulations
  - A satellite office makes sense for community policing and enforcement
  - Satellite is being used as a general term; There is a potential for a community policing officer or coordinator
  - Regardless of the land is owned by the City, community policing
- Chair Ray asked Rob to speak to the character of the shelter guest in light of the location allowing guests easier access to employment with surrounding businesses.
  - Most individuals stay for less than 30 days: circumstantially homeless
  - Many work full time
  - The remaining guests require more intervention as compounding vulnerabilities such as persistent mental health or substance use disorder led to them entering and remaining in homelessness.
  - Chair Ray asked Rob to explain how the new center won't share the issues experienced in Bayside
    - Lack of control of surrounding property – City will own the land
    - No privacy – space for people to relax and not be on display or accessible to drug dealers and human traffickers
      - Interior courtyard allows for outdoor relaxation without the above stressors
  - Have the changes made at the shelter had an observational impact on shelter guests (24 hour services, storage, bathroom)
    - Qualitative observation improved affect
    - 1 FTE Street Outreach bringing people in and connecting them to services
  - Community Health Clinic
    - Health clinic would be on the second floor and have a separate entrance for the public. (medical, dental, mental health)

Mayor Ethan Strimmling –

Best location for the community served, not the best location of the options available

- Map on of Baron Center Campus
  - Corner of Home Avenue and Brighton Avenue
  - Utilized parking behind prosed location
  - No City owned emergency adult shelter other than the Family Shelter would remain on the peninsula.
    - Should there be an emergency shelter downtown?
      - Many people are housed and sleep downtown due to the concentration of services
      - Historically the concentration of all services can trap people downtown
      - Without being routed downtown for services, guests will have greater agency over their time

- Homelessness does not originate downtown:
  - 1/3 are from Portland
  - 1/3 are from other Maine Towns
  - 1/3 are from Out of State/Country
- Mayor Strimling asked staff to consider that some services would remain downtown and where would people go if stranded at night
- Services are walkable from Bayside
  - Mindful transportation logistics is identified as a crucial component.
  - What services are walkable from the Barron Center Campus?
  - Access to Day Labor on Brighton Ave?
  - Laundry and food services and case management currently available in Bayside would be replicated within the Center in a way that increases access for the most vulnerable
- Partner Agency story: An individual struggling with addiction was able to access detox and had to leave the neighborhood from the triggers
- Without buy-in from the community and community partners this initiative will fail
  - What deliverables can partnering agencies commit to?
  - What is the sustainability outlook on these services?
  - The facility resources will eliminate overhead for partners including dedicated office space.
  - Is this conversation premature and applicable to site selection?
    - The sustainability of services would determine the success of any location or model that leverages wrap around services
    - Buy-in commitment is essential but how practical is a long term contract (versus commitment pledge?)
- Shuttle Schedules should consider seasons and weather's influence on where and when people spend time throughout the city; staying up later for events and entertainment downtown in the summer
- Police – Impact Analysis
  - 10% of the shelter population prey on the remaining 90%
    - It will be observable who is and is not seeking services due to the by-name lists used to end homelessness
    - Mayor Strimling expressed concern on concentrating one socioeconomic group in a single area and if that was considered; Sagamore village is comprised of people who are housed versus the individuals in Bayside experience daily crisis in homelessness
      - low-income individuals who are housed in Public housing face different challenges than the vulnerability of people experiencing homelessness. Homelessness greatly increases subspecialty to criminal predation; this is marked by the issues in Bayside not spilling into the East bayside neighborhood.

- Rezoning
  - Ask the council to rezone and
  - Committee affirmation that this is the site of the new facility
  - Size of parcel
  - RFP process and other fiscal process details will be considered in the financial plan
    - A public-private partnership is expected as the costs are nearly guaranteed to be too much for the City to bear alone.
  - Homeless Voices For Justice is very interested and has continued dialogue with City staff
  - Healthcare providers will be invited to speak at the July 10<sup>th</sup> meeting and to provide some information
  - Councilor Batson requested information on other sites that were considered and why they are not as desirable as the Barron center campus
    - Were any of those sites cut because they were too small and would be appropriate for smaller scattered site shelters that focus on specific sub populations
    - Outreach to camps will continue
    - Costs are being determined and could range from leveraging office space for ad hoc, drop-in use or installing a permanent presence.
- Councilor Ali asked of the meeting requested by the neighborhood association is open to the public.

Chair Ray thanked the City staff who gathered data and presented to the committee

City Manager Jennings reiterated the goal is for the process to be as transparent as possible and additional meetings are welcome.

The Mayor requested that client feedback be included. Shelter staff will reach out to consumers.

Next meeting: July 10<sup>th</sup>



## Homelessness Resources Center

### Homelessness Resources and Services

\*Current component of shelter operations and programming that will continue in the new center.

- Specific services from outside entities
  - Peer Support \*
  - Generalist Case Management
  - Healthcare
    - Substance Use/Behavioral Health
    - Dental
    - Medical/Primary Care
    - STD Testing\*
    - Needle Exchange\*
    - Sexual Assault Response Services of Southern Maine\*
    - Domestic Violence Services\*
    - Paramedicine\*
  - Legal Services
  - Service Learning \*
    - UNE Clinics\*
    - USM Nursing\*
  - Jesuit Volunteers\*
- City Provided Services
  - Emergency Shelter\*
  - Emergency Room Diversion\*
  - Meals
  - Food Pantry
  - Community Garden
  - Laundry
  - Storage\*
  - Mail
  - Housing Navigation\*
    - Housing Retention \*
  - HIRE
  - GA
  - Rep Payee
  - Security\*
    - Community Policing\*
  - Communication
    - Telephones\*
    - Internet Access\*
  - Public Library Satellite
  - Volunteer Opportunities





Shelter Client Feedback:

- Amistad Peer Survey (Will be posted when available)

**Responses to Committee Questions**

<p>Accessibility</p>	<ul style="list-style-type: none"> <li>• Logisticare</li> <li>• Handicapped Accessible Shuttle Service (40 min loop on the hour; Stops at each provider throughout the day)</li> <li>• Husky Line, handicapped accessible</li> <li>• Number 4 Metro, handicapped accessible</li> <li>• Pedestrian and bicycle safety improvements</li> <li>• Bus passes</li> </ul>
<p>When Milestone is full, how will intoxicated individuals access transportation?</p>	<p>Staff will transport via City-owned SUV</p>
<p>How will transportation changes and systems be conveyed to the public?</p>	<p>House meetings and outreach and clearly posted schedules..</p>
<p>How many shelter guests were referred to the Barron Center and Loring House directly from the shelter without a healthcare provider making the referral</p>	<p>4 referrals to the Barron Center representing Of which single referral represented 775 Bed Nights. 9 referrals to the Loring House since 2013, representing 3,655 Bed Nights.</p>
<p>Councilor Ali asked for a comparison of Single site vs scattered site</p>	<p>Per the Shelter Task Force's budget estimate, scattered sites are inefficient and cost prohibitive versus a single shelter model: leases, staffing, transportation, difficulty providing services to scattered locations due to staffing are challenges in addition to budgetary limitations.</p>
<p>Shelter Model Costs</p>	<p>Based on the 2015 Shelter Taskforce Estimates*</p> <ul style="list-style-type: none"> <li>• Current Annual Cost:\$2,869,873</li> <li>• Proposed Site Shelter: \$2,925,935</li> <li>• Scatter Sites Model: \$4,571,11</li> </ul>
<p>What services are walkable from the Barron Center Campus?</p>	<ul style="list-style-type: none"> <li>• Services: Mercy Express Care, Staffing Agencies, Cap Quality Care (MAT)</li> <li>• Amenities: Shaw's, restaurants, and</li> </ul>



	retail
Access to Day Labor on Brighton Ave?	<ul style="list-style-type: none"> <li>• Maine Staffing Group</li> <li>• Space for group interviews and job fairs on-site using existing relationships and blueprint fostered through the HIRE program</li> <li>• MAS Staffing</li> </ul>
<p>Councilor Batson requested information on other sites that were considered and why they are not as desirable as the Barron center campus.</p> <p>Were any of those sites cut because they were too small and would be appropriate for smaller scattered site shelters that focus on specific subpopulations.</p>	<p>The other locations looked at that were not as desirable due to cost, availability and/or connectivity:</p> <ul style="list-style-type: none"> <li>• Presumpscot Street</li> <li>• Bishop Street</li> <li>• Washington Ave/Canco Road</li> <li>• County Way (Cumberland County Jail)</li> </ul> <p>Size was not a factor.</p>
Business Outreach	<p>The HIRE program, the Division's employment program that will be one of the services offered at the HRC, performs regular outreach to area employers. 57 guests gained employment with businesses within a 2 miles radius from the recommended site, assisted by HIRE. 125 total guests have gained employment through the HIRE program in the past two years.</p>
What deliverables can partnering agencies commit to?	Refer to agencies that deliver the services outlined above.
What is the sustainability outlook on these services?	Refer to agencies that deliver the services outlined above.
Land Cost	No cost; City-owned
Does owning the land increase our ability to deliver services	Yes- Allows the HRC to partner with the Barron Center to create efficiencies.
Shetler guest demographics including length of stay.	<p><b>OSS 2017</b></p> <p>Average Length of Stay: 77% of clients stayed less than 60 nights.</p> <p>Demographics:</p> <ul style="list-style-type: none"> <li>• Sex <ul style="list-style-type: none"> <li>○ Men: 1,456</li> <li>○ Women: 464</li> </ul> </li> <li>• Race <ul style="list-style-type: none"> <li>○ White: 1,432</li> <li>○ Black: 406</li> <li>○ Other: 84</li> </ul> </li> </ul>



	<ul style="list-style-type: none"> <li>● Residency             <ul style="list-style-type: none"> <li>○ Portland: 453</li> <li>○ Other Maine Town: 580</li> <li>○ Out of State: 580</li> <li>○ Out of Country: 135</li> </ul> </li> </ul>
<p>What will be different in a different location?</p>	<p>Consolidated services on a City owned campus will limit the possibility of the current neighborhood issues following the shelter; without reason to traverse the neighborhood for food and services combined with control over access to the campus will limit the victimization of our guests.</p>
<p>What has changed since Day Services started?</p>	<p>Improved neighborhood relations, alternative day location and increased access to case managers and housing services.</p>
<p>Will summer shuttle hours be expanded for concerts?</p>	<p>We are currently flexible for seasonal programming; that practice will continue.</p>
<p>Is there spill over into Kennedy Park from the shelter.</p>	<p>No.</p>



To: City Council

From: Tuck O'Brien, City Planning Director

Date: July 6, 2018

Re: Discussion of Comprehensive Plan as related to a New Homeless Services Center

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The City's new comprehensive plan, *Portland's Plan 2030* has a vision statement that calls for the City to be equitable, sustainable, dynamic, secure, authentic and connected. This vision was crafted with the input over 2500 individual stakeholders, as well as, close collaboration with many of the subject matter experts involved in the search for a new service center location. *Portland's Plan 2030* was formally adopted by the City Council and approved by the state in August 2017 after an 18-month process including dozens of different outreach events, meetings and opportunities for input. As related to the current search for a new integrated homeless services location, *Portland's Plan* provides the following direction:

- We will remain an open and inclusive City, celebrating diversity and providing a welcoming and safe place for residents and visitors alike.
- We will be a state and national leader in achieving a more equitable city.
- The benefits and costs of our City will be born fairly across the entire City.
- Our government will continue to be transparent and its policies fair and uniformly enforced.
- We will incorporate the needs of all of our residents in planning for our future.

The secure vision also states:

- We will use compassion in our decision making and in our approach to public safety.
- We will be committed to accessible housing and healthy food for all our residents.

Relevant local goals found under the Housing Policy Guide call the City to "Increase, preserve, and modify the overall supply of housing City-wide to meet the needs, preferences and financial capability of all households."

The Facilities and Services policy guide calls for the City to “Provide public safety, emergency response, and emergency management facilities and services that can effectively meet the needs of all residents.” Pertinent strategies within that section include:

- Explore efficient ways of delivering services to the homeless by investigating a wide variety of services models, evaluating the local potential of these models, and developing plans for implementation.
- Align the City’s land use code with City Council policy direction on shelter placement, shelter models, and facility requirements.
- Continue to embrace innovation and best practices towards eliminating homelessness.

Finally, the Future Land Use section of the document advances “One Portland” as a key concept for the future of our community. “One Portland” seeks to have the entire city share in providing the services and amenities necessary to the success of our community and shares in the benefits and challenges that come with that sharing.

It is important to keep in mind that *Portland’s Plan* is a high-level planning document and vision for our community. It is designed as tool for both policy makers and the community-at -large to aid in successful decision making but it is not determinative in and of itself. *Portland’s Plan* should be used in combination with more granular analysis, data and stakeholder input for any specific decision. In relation to a homeless service center location this work is ongoing and will occur both at the both the City Council and Planning Board level. Although additional analysis will be undertaken, initial assessment by staff indicates that the Barron Center location is very strongly aligned with the goals and direction provided in *Portland’s Plan*. Some of the key elements are:

- Ability to design and locate a facility that is to level of national best practices for homeless service centers.
- Increase our ability to house those in need of temporary emergency shelter.
- Provide an integrated service center to better provide necessary services to achieve positive outcomes.
- Ability to operate the facility in a manner that ensures the safety of the customers as well surrounding community.
- Construct a modern facility that is sustainable in the short, medium and long term.
- Location on a strong transit corridor, with excellent access for both automobiles and public transportation.
- Safe and efficient pedestrian and bicycle infrastructure, both in terms of the existing infrastructure and upcoming upgrades to Brighton Avenue.