



To: Board of Commissioners

Date: June 28, 2024

Re: Transitional Housing Proposal Follow-Up

In May, Commissioners requested that staff explore the feasibility of siting a transitional housing program for justice-involved individuals, including those with illegal sexual behaviors who may have restrictive supervision conditions, on the Public Safety Campus. This memo provides information about staff's recent meeting with the City of Bend Planning Department and additional background on the Public Safety Campus planning process.

If the Board is interested in exploring the concept further, staff recommends that the Board meet to discuss:

1. **Community Outreach.** Outreach to the neighborhoods adjacent to the Public Safety Campus. Community outreach was not conducted during the recent planning process because no new campus uses were proposed. As a transitional housing program would be a new use, staff recommends the development and implementation of a community engagement process.
2. **Engage with Project Team.** Consultation with Public Safety Campus plan key stakeholders regarding the impact of a transitional housing program on the core services and future planning needs identified in the existing Public Safety Campus Plan.
3. **Funding.** Staff suggest that the Board discuss/identify potential funding sources to build and operate a potential program.
4. **Operational Responsibility.** The Community Justice Department currently does not operate a residential housing program and would require additional staff and funding to do so. The department is not currently aware of available private sector or non-profit partners who may be interested in operating such a program.

2024 Planning Process Background

In 2022, Pinnacle Architecture and KMB architects were selected to develop a Public Safety Campus Plan that anticipates future growth and establishes a clear vision for the services provided on the public safety campus. The plan addresses near, mid, and long-term needs of campus stakeholders.

A steering committee and stakeholder groups were established from a broad contingent of staff working in each office, department, and agency and who work on the campus. This group was instrumental in providing background information and insight into daily operations and best practices in their fields. Over the last two years, they have collaborated to identify and prioritize the key operational components and core services of each group on the campus: Community Justice, Sheriff's Office, Deschutes 9-1-1, Oregon State Police, and Deschutes County Behavioral Health.

As staff began work on the planning project, it was evident that the existing Public Safety Campus footprint will not be able to accommodate the projected future growth of all of the departments and offices that are currently located on the campus. Given this reality, during the planning process, the project team collaborated to identify and prioritize which core services should remain on campus. During this process, staff evaluated essential functions crucial to safety, security and effective operations, and engaged key stakeholders in the process. In the plan, pages 14-17 detail the critical components of each existing service and key adjacencies to other departments and offices.

Additional considerations also included the current level of investment in existing infrastructure dedicated to a particular function and how long the current infrastructure is expected to meet operational needs. For example, based on adjacency alone, 9-1-1 Dispatch, Oregon State Police and DCSO Search & Recue/Vehicle Maintenance were all considered Low or Moderate level services. However, when other factors are considered such as age and suitability of existing facilities, urgency of expansion needs, and potential re-use of space by other programs with significant needs, the Project Team and Stakeholders recommended that Search & Rescue and Emergency Management be relocated off-campus, and that 9-1-1 and Oregon State Police remain.

Based on this analysis, the Design Team, Steering Committee and Stakeholders did not recommend expanding existing residential programs (Recovery Center and Veteran's Village) or adding new residential programs such as transitional housing to the campus. Stakeholders recommended reserving the remaining available space on the campus for the core services that were prioritized collaboratively through the planning process.

The draft Public Safety Campus Plan is a living document that is intended to be revisited and consulted regularly. It establishes priorities and core services to guide future development on the campus with the goal of ensuring the highest and best use of the remaining available space.

Potential Transitional Housing Proposal - Development Code Considerations

In Spring 2024, commissioners expressed interest in exploring a potential managed transitional housing project on the southeast corner of the Public Safety Campus on an undeveloped portion of a tax lot that contains a staff and visitor parking on the north and is bordered by the undeveloped Service Road right-of-way on the west. Under the current draft version of the plan, that area is

designated for future Oregon State Police storage and parking to allow for the expansion of the shared 9-1-1 and OSP building. Both 9-1-1 and OSP have outgrown their current storage, and radio tower and vehicle maintenance facilities. The expanded parking and storage would allow for vehicle evidence from fatal crashes to be stored in a more discrete location rather than being intermixed with staff parking adjacent to the building.

Facilities Department staff met with City of Bend Planning, Engineering, Housing, and Fire & Rescue in early May to explore the feasibility of siting a transitional housing program in this location. It was determined that it is possible to site a managed residential facility in that location. The project could follow three different pathways depending on how the program is defined:

1. **Emergency Shelter Siting:** through House Bill 3395
2. **Shelter:** through Bend Development Code
3. **Multi-Unit Residential:** through Bend Development Code

The City Planning Division's recommendation is for the County to first determine whether the proposed managed residential facility meets criteria for the Emergency Shelter Siting process. If the proposed facility does not meet those criteria, the facility would need to follow the City's site plan review process for Shelter or Multi-Unit Residential uses in accordance with the Bend Development Code. Each potential pathway would have varied requirements for Land Use, Public Improvements in the Right-of-Way and On-Site Development Standards.

For *Emergency Shelter Siting*, considerations include:

- Land Use: an application would be required including a fully-designed program and conceptual design for development and would include a requirement that the population served be houseless. If accepted, the project would be exempted from a Type II site plan and some public improvements to Service Road but other public improvements would be required as noted below.
- Public Improvements: permits would be required for connection to water and sewer. City Engineering would require the water line be extended from the north through the existing, yet undeveloped Service Road right-of-way. Sewer would be available adjacent to the proposed location. Access to the property would require a driveway apron that meets City design standards and an approved emergency vehicle turnaround such as a "hammerhead" design which would require that Service Road be extended from the south, past the approved entrance to the proposed site to provide space for the turnaround.
Site Development: development standards for the Mixed Employment (ME) zone would not apply, but Fire-Life safety requirements of the building code would apply including fire separation distances to adjacent structures.

For development as a *Shelter* under Bend Development Code, if the housing program did not meet the criteria for Emergency Shelter Siting, a full land use process would apply. Some considerations

include:

- Land Use: Type II Site Plan Review would be required.
- Public Improvements: permits would be required for connection to water and sewer. City Engineering would require water to be extended from the north, with sewer available adjacent to the proposed location. Code requires that the development have frontage or approved access to a public or private street. This may or may not require the full extension of service road, however, an emergency vehicle turnaround would be required if not fully extended. Requirements for Service Road would be determined through the land use process.
- Site Development: standards for the ME zone apply unless superseded by section 3.6.600 Shelters.

Multi-Unit Residential development as allowed in the ME zone would be the final development option.

- Land Use: Type II Site Plan Review would be required. All residential uses are limited in the ME zone and must be part of a mixed-use development with other non-residential uses, although stand-alone residential uses are allowed with approval of an Urban Dwelling Site application.
- Public Improvements: permits would be required for connection to water and sewer. Full extension and street improvement of Service Road would likely be required.
- Site Development: standards for the ME zone would apply.

As mentioned, prior to pursuing one of the development paths discussed above, the entity that will operate the house would typically be involved in the conceptual design and programming decisions. Then, once a particular development code pathway is determined, staff could provide more detailed early conceptual cost estimates.

A few of those considerations include:

- Population to be served: housed or un-housed.
- Related to House Bill 3395 and emergency siting, potential challenges as allowed under the bill.
- Facility ownership; County or transferred private entity. NOTE: subdividing the taxlot may trigger frontage road development requirements under Bend Development Code.
- Operational approach: County staff or private/non-profit operator.