



# A G E N D A

## REGULAR MEETING COMMISSION TO END HOMELESSNESS

Wednesday, December 11, 2024, 1:00 P.M.

County Conference Center  
Room 104/106

425 West Santa Ana Boulevard, Santa Ana, CA 92701

Meetings are broadcast live at <https://www.youtube.com/channel/UCefbduRATIIUBsne8nn8tJA>

### COMMISSION MEMBERSHIP

**Vicente Sarmiento, Chair**  
*Supervisor, Second District*

**Donald P. Wagner**  
*Supervisor, Third District*

**Jason Ivins**  
*Orange County Sheriff-Coroner Representative*

**Adam Hawley**  
*Chief of Police Representative*

**Jim Vanderpool**  
*North Service Planning Area Representative*

**Debra Rose**  
*South Service Planning Area Representative*

**Cecilia Bustamante-Pixa**  
*Hospital Representative*

**Kelly Bruno-Nelson**  
*Medi-Cal Managed Care Health Plan Representative*

**Susan Parks**  
*Philanthropic Leader Representative*

**Paul Watt**  
*At-Large Representative*

**Robert Morse**  
*Continuum of Care Board Representative*

**Commission Director**  
Doug Becht, Director of Care Coordination

**Jack Toan, Vice Chair**  
*Business Representative*

**Todd Spitzer**  
*Orange County District Attorney*

**Sean deMetropolis**  
*Municipal Fire Department Representative*

**Monique Davis**  
*Business Representative*

**Lisa Kim**  
*Central Service Planning Area Representative*

**Gina Cunningham**  
*Affordable Housing Development Representative*

**Richard Afable**  
*Behavioral Health Representative*

**Benjamin Hurst**  
*Faith-Based Community Representative*

**Milo Peinemann**  
*At-Large Representative*

**Maricela Rios-Faust**  
*Continuum of Care Board Representative*

**Clerk of the Commission**  
Valerie Sanchez, Chief Deputy Clerk

*This agenda contains a brief general description of each item to be considered. The Commission encourages public participation. If you wish to speak on any item or during public comment, please complete a Speaker Request Form and provide to the Clerk at the dais. Speaker Forms are located next to the entrance doors. Except as otherwise provided by law, no action shall be taken on any item not appearing on the agenda. When addressing the Commission, please state your name (or pseudonym) for the record prior to providing your comments.*

# A G E N D A

**\*\*In compliance with the Americans with Disabilities Act, and County Language Access Policy, those requiring accommodation and/or interpreter services for this meeting should notify the Clerk of the Board's Office 72 hours prior to the meeting at (714) 834-2206. Requests received less than 72 hours prior to the meeting will still receive every effort to reasonably fulfill within the time provided\*\***

*All supporting documentation is available for public review online at:  
<https://ceo.ocgov.com/care-coordination/commission-end-homelessness>  
and with Clerk of the Board of Supervisors located in the County Administration North Building,  
400 West Civic Center Drive, 6<sup>th</sup> Floor, Santa Ana, California 92701  
8:00 a.m. - 5:00 p.m., Monday through Friday*

Call to Order

Pledge of Allegiance

Roll Call

## **PUBLIC COMMENT**

*At this time members of the public may address the Commission on any matter not on the agenda but within the subject matter jurisdiction of the Commission.*

## **COMMISSION MEMBERS COMMENTS**

## **ACTION ITEMS**

1. Approve revisions to the Commission to End Homelessness Bylaws to make changes to the name, mission, purpose and function, membership, and duties of members, as recommended by the Bylaw Ad Hoc to be submitted to the Board of Supervisors for final approval.
2. Approve the launch of recruitment process and establishment of a new Membership Ad Hoc Committee to evaluate and make recommendations for appointment for expired Commission to End Homelessness seats to be submitted to the Board of Supervisors for final approval.
3. Small-Scale Housing Unit Ad Hoc Recommendations
  - a. Receive and file the Small-Scale Housing Unit Report as prepared by the Small-Scale Housing Unit Ad Hoc.
  - b. Approve recommendation to submit the Small-Scale Housing Unit Report to the Board of Supervisors for policy consideration.
4. Approve proposed Commission to End Homelessness 2025 Meeting Schedule Calendar.
5. Approve Commission to End Homelessness minutes from the October 2, 2024, regular meeting.

# **A G E N D A**

## **PRESENTATION**

6. Housing Authorities Overview – Rental Assistance Programs and Affordable Housing presented by Julia Bidwell and January Johnson, Orange County Housing Authority; Grace Stepter and Kerrin Cardwell, Anaheim Housing Authority; Judson Brown and Maria Hodson, Santa Ana Housing Authority; and Monica Covarrubias and Thyana Phi, Garden Grove Housing Authority

## **DISCUSSION ITEM**

7. Office of Care Coordination Update
  - a. Homeless Court Resource Fair
  - b. 2025 Survey
  - c. Homeless Prevention and Stabilization Pilot Program

## **ADJOURNMENT**

**NEXT REGULAR MEETING** February 19, 2025, 1:00 P.M.

# Agenda Item 1



Commission to End Homelessness

Wednesday, December 11, 2024

Action Item #1 Staff Report

**Subject:** Bylaws Ad Hoc Recommendation

**Recommended Action:**

1. Approve revisions to the Commission to End Homelessness Bylaws to make changes to the name, mission, purpose and function, membership, and duties of members, as recommended by the Bylaws Ad Hoc to be submitted to the Board of Supervisors for final approval.

**Background:**

The Commission to End Homelessness Bylaws (Bylaws) provide the mission, purpose and function, membership, and duties of members, as well provide guidance for the administration and management of the Commission to End Homelessness (Commission).

On June 19, 2024, the Commission approved the establishment of the Bylaw Ad Hoc to review and evaluate the Commission to End Homelessness Bylaws. The Bylaws Ad Hoc is comprised of the following Commissioners:

- Benjamin Hurst, Faith-Based Community Representative
- Debra Rose, South Service Planning Area Representative
- Gina Cunnigham, Affordable Housing Development Representative
- Maricela Rios-Faust, Continuum of Care Board Representative
- Milo Peinemann, At Large Representative

The Bylaws Ad Hoc met multiple times from July to November 2024, to review and evaluate the Bylaws. As a result, the Bylaws Ad Hoc noted the need to incorporate more specificity and direction into the Mission of the Commission. Having come to an agreement on a revised Mission, the Bylaws Ad Hoc started reviewing and revising the Bylaws in totality to ensure all other sections helped further advance the Mission of the Commission. The last section of the Bylaws to be reviewed and revised was the Membership composition, as the goal was to ensure that each seat on the Commission should have a role in achieving the Mission and support in doing so.

The following is a summary of the changes made in each section of the Bylaws and the intent behind the recommended changes.

- **Name** – Revising the name of the Commission to the “Commission to Address Homelessness,” provides a better description of the work that the Commission is doing as addressing homelessness is a multi-faceted approach and denotes that the work is active and ongoing.

- **Mission** – The original Mission is all encompassing of the work of the Commission; however, it lacked the clarity related to the role of the Commission in Orange County and the work that goes into ending homelessness. Additionally, the Bylaws Ad Hoc noted the importance of integrating the established Homeless Service System Pillars into the Mission as it has guided the work of the Commission.
- **Article I, Purpose** – The Purpose of the Commission was expanded to integrate the established Homeless Service System Pillars and provide clarity on what the Commission is to accomplish. Additionally, the Purpose further details what the Commission is to focus on, in support of promoting and accomplishing the revised Mission.
- **Article I, Functions** – The Functions of the Commission were expanded to integrate the established Homeless Service System Pillars and detail the activities the Commission has already undertaken including supporting the evaluation and recommendation of strategies by considering regional policies; addressing homelessness prevention efforts; and conducting research, evaluation and education.
- **Article II, Membership** –The goal of the Bylaws Ad Hoc was to ensure that each Member on the Commission was well positioned, in their role in the community and the representation on the Commission, to help further the work of the Commission as detailed in the revised Mission, Purpose, and Function sections of the Bylaws. As such, the changes to the seats and representation reflect that alignment, including moving the Continuum of Care (CoC) Board Representatives to be voting members as their contributions are key to the success of the Commission.
- **Article III, Terms of Office** – The revisions reduce the Members Terms of Office from four (4) terms to two (2) consecutive full terms, and notes that this revision would become effective once the revised Bylaws are approved by the Board of Supervisors. The Bylaws Ad Hoc’s sentiment was that new Members will bring fresh perspective and engagement to the Commission.
- **Article V, Commission Officers** – Appointment of Chairperson and Vice-Chairperson has been updated to occur at the Commission’s first meeting of each calendar year, as opposed to the last. The reasoning being that the Board of Supervisors’ Boards, Commissions and Committees appointments are finalized in January, which means the participation of Supervisors on the Commission may change.
- **Article VI, Duties of Members** – The Bylaws Ad Hoc expanded on the Duties of Members to memorialize the work Members of the Commission are already doing and help establish an expectation for interested candidates and new Members. These expanded duties also help ensure each Member of the Commission actively participates in the Commission and serves as ambassador in the Community, ensuring the philosophy and principles of the Commission are shared and incorporated throughout the Homeless Service System.

Additionally, the Office of Care Coordination incorporated administrative edits to update the address, create consistency in the use of abbreviation, and resolve some punctuation and typos.

To avoid duplication of efforts and continue to facilitate productive Commission meetings, no recruitments for expiring membership seats were launched while the Bylaws Ad Hoc worked on reviewing and revising the existing Bylaws. As such, as of December 6, 2024, there are 10 seats that have expired.

Commission Seat	Membership	Current Term
Two (2) business representatives.	<b>Jack Toan</b> Principal, JTC Group	8/9/2022 to 8/8/2024
	<b>Monique Davis</b> CEO, WORKS	12/6/2022 to 12/5/2024
One (1) municipal fire department representative.	<b>Sean deMetropolis</b> Chief of Fire Department, City of Orange	12/6/2022 to 12/5/2024
One (1) hospital representative	<b>Cecilia Bustamante-Pixa</b> Senior Director, Community Health Orange County and High Desert, Providence St. Joseph Hospital	12/6/2022 to 12/5/2024
One (1) behavioral health representative	<b>Richard Afable</b> President, Afable Consulting	12/6/2022 to 12/5/2024
One (1) individual who served, or serves, as a City Manager or an elected official in the Central Service Planning Area.	<b>Lisa Kim</b> City Manager, City of Garden Grove	8/9/2022 to 8/8/2024
One (1) individual who served, or serves, as a City Manager or an elected official in the South Service Planning Area.	<b>Debra Rose</b> City Manager, City of Lake Forest	8/9/2022 to 8/8/2024
One (1) philanthropic leader.	<b>Susan Parks</b> President and CEO, OC United Way	8/9/2022 to 8/8/2024
One (1) representative of the faith-based community.	<b>Benjamin Hurst</b> Managing Director, The Salvation Army	8/9/2022 to 8/8/2024
One (1) member who are at-large.	<b>Paul Wyatt</b> Retired	8/9/2022 to 8/8/2024

When the Commission approves the proposed revisions to the Bylaws, the Office of Care Coordination will take the approved revisions to the Board of Supervisors for approval.

Additionally, the Commission is being asked to approve the launch of recruitment process and establishment of a new Membership Ad Hoc Committee to evaluate and make recommendations for appointment for expired Commission seats to be submitted to the Board of Supervisors for final approval. In an effort to continue to facilitate productive Commission meetings, the recruitment will take place in a two-step process.

**Attachments:**

- Attachment A – Revised Commission to End Homelessness Bylaws – Clean Version
- Attachment B – Revised Commission to End Homelessness Bylaws – Redlined Version

## Commission to Address Homelessness

### Bylaws

#### **THE MISSION:**

The Commission to Address Homelessness is dedicated to providing and promoting an effective countywide response to preventing and ending homelessness through comprehensive coordination and guidance in alignment with the County of Orange Homeless Service System Pillars. By facilitating a unified strategy, the Commission to Address Homelessness empowers government and private sector partners to address homelessness collaboratively.

#### **ARTICLE I: NAME, PURPOSE AND FUNCTIONS**

- A. The name of this organization shall be the Commission to Address Homelessness, hereinafter referred to as "Commission." It is established pursuant to Resolution #18-007 approved by the Board of Supervisors (hereinafter referred to as "BOS").
1. The Members of the Commission are approved by the County of Orange (hereinafter referred to as "County") BOS as outlined in Article II.
  2. The official office location and mailing address of the Commission shall be:  
c/o Executive Director, County Administration North, 400 W Civic Center Drive, 3rd Floor, Santa Ana, CA 92701.
- B. The purpose of the Commission is to:
1. Work with public and private stakeholders to promote effective responses to preventing, addressing and ending homelessness within Orange County in alignment with the County of Orange Homeless Service System Pillars, which are prevention, outreach and supportive services, shelter and housing.
  2. Act as an advisory Commission to the BOS on policies and procedures pertaining to homelessness, having no independent authority to act on matters such as legislation, funding or lobbying.
  3. Foster regional leadership and establish partnerships for the purpose of identifying strategies and initiatives to address homelessness within Orange County.
  4. Facilitate communication, coordination and collaboration between public and private stakeholders regarding effective and efficient homelessness prevention and homeless service programming.
- C. In accordance with the County's initiatives to address homelessness, the functions of the Commission are as follows:
1. Ensure the philosophy and principles of the Commission are shared and incorporated throughout the Homeless Service System by promoting regional understanding of the complex dynamics underlying homelessness through informed discussions and analysis.



2. Identify gaps in services and resources in Orange County's System of Care and Homeless Service System for people at risk of experiencing homelessness and people experiencing homelessness.
  3. Identify, evaluate and recommend strategies to respond to homelessness through review of innovative and/or existing best practices by considering regional policies, social policies and systemic change.
  4. Make recommendations to the BOS to promote effective responses to homelessness, in support of addressing gaps in services and resources, improving system efficiencies, facilitating regional collaboration and encouraging best practices.
  5. Support the Office of Care Coordination by providing knowledgeable insights through transparent collaboration.
  6. Collaborate with the Continuum of Care (CoC) Board.
  7. Support homelessness prevention efforts to keep people stably and permanently housed.
  8. Conduct research, evaluation and education related to its purpose, including collecting information related to people at risk of homelessness, people experiencing homelessness and Orange County's System of Care.
  9. The Commission is an advisory body to the BOS and does not adopt policies; review or approve individual agency or department staffing and/or budgets; or mandate a course of management services by any agency or department or direct agency or department work.
- D. In the performance of its responsibilities, the Commission shall not engage nor employ any discriminatory practices in the provision of services or benefits, assignment of accommodations, treatment, employment of personnel or in any other respect on the basis of sex, race, color, ethnicity, national origin, ancestry, religion, age, marital status, medical condition, sexual orientation, physical or mental disability or any other protected group in accordance with the requirements of all applicable County, State or Federal laws, regulations or ordinances.

## **ARTICLE II: APPOINTMENT AND MEMBERSHIP**

- A. Membership of the Commission is to be composed of nineteen (19) voting seats. The voting Members of the Commission shall be appointed by a majority vote of the BOS. Except as provided in paragraph B, all Members of the Commission shall be residents and registered voters in the County of Orange. The membership of the Commission shall be comprised of the following categories of community stakeholders:
1. Voting Members:
    - a. One (1) individual who currently serves as an elected municipal official or a City Manager in the North Service Planning Area.

- b. One (1) individual who currently serves as an elected municipal official or a City Manager in the Central Service Planning Area.
  - c. One (1) individual who currently serves as an elected municipal official or a City Manager in the South Service Planning Area.
  - d. One (1) philanthropic leader funding solutions to address homelessness in Orange County.
  - e. One (1) business representative.
  - f. One (1) representative who is an affordable housing development expert.
  - g. One (1) representative of the Orange County Sheriff-Coroner Department in a leadership and/or command level role with knowledge of the Orange County's System of Care.
  - h. One (1) individual who currently serves as the Chief of Police in an Orange County city.
  - i. One (1) hospital representative with an expertise in the local hospital emergency room treatment and discharge system.
  - j. One (1) behavioral health representative with an expertise in services for people experiencing homelessness with mental health and substance use disorders.
  - k. One (1) representative of the faith-based community.
  - l. Two (2) members of the Board of Supervisors.
  - m. One (1) member who is at-large.
  - n. One (1) individual elected to serve as the Orange County District Attorney.
  - o. One (1) representative from a Medi-Cal Managed Care Health Plan.
  - p. Two (2) individuals who currently serve on the CoC Board.
  - q. One (1) individual who has current or past lived experience of homelessness.
2. Non-Voting Members:
- a. Other System of Care and Homeless Service system stakeholders may be invited to participate at the discretion of the Chairperson and Vice Chairperson as non-voting members.
- B. The BOS may, if it finds that the best interests of the County will be served, waive the voter registration and residency requirement of paragraph A.

- C. The Commission shall establish a Membership Committee to recruit, evaluate and make recommendations for appointments to the Commission to be submitted to the BOS for final approval. When evaluating Commission Members for BOS consideration and approval, the Membership Committee should render an executive level individual that is highly regarded in his/her respective field and community due to his/her knowledge, expertise, achievements, leadership and commitment to address homelessness within Orange County. If so directed by the Commission, the Membership Committee may seek nominations from community based professional associations and committees, as appropriate to nominate for vacancy consideration.

**ARTICLE III: TERMS OF OFFICE**

- A. The voting Members of the Commission shall have the following terms of office:
  - 1. Member’s term of office shall be two years. No person may serve as a Member for more than two consecutive full terms beginning after the adoption of the revised Bylaws, unless otherwise stated by details within the membership seat.
  - 2. Appointments made to fill a vacancy left by a Member before the expiration of the term of that Member shall be for the remaining term of that Member.
  - 3. A Member who has not been reappointed or replaced at the expiration of his or her term shall serve as a member of the Commission until reappointed or replaced.
- B. Non-voting Members of the Commission shall only serve at the discretion of the Chairperson and Vice Chairperson.

**ARTICLE IV: STAFFING SUPPORT**

- A. A minimum of one full time Executive Director with staff support from the Orange County Office of Care Coordination shall be required to support the Commission’s work. The Executive Director will be responsible to facilitate an active flow of communication and coordination with the Commission. Additionally, the Executive Director will also be responsible for engaging and updating other countywide homeless service groups and other stakeholders on the progress of the Commission’s efforts.
- B. For the purposes of the Commission, the Orange County Clerk of the Board of Supervisors is the Clerk of the Commission. The Clerk’s duties are to prepare all the Commission agendas with related materials, maintain any meeting minutes in accordance with the Ralph M. Brown Act and with the assistance from the Orange County Office of Coordination perform any other Commission related administrative matters.

**ARTICLE V: COMMISSION OFFICERS**

A. Commission officers shall consist of:

1. Chairperson

- a. The Commission Chairperson shall be appointed by the majority of the Commission, a quorum being present. Appointment shall be held annually during the Commission's first meeting of each calendar year. The duties of the Chairperson shall be to preside at meetings, decide points of order, announce all business, entertain motions, put motions to vote and announce vote results.
- b. The Chairperson may call special meetings of the Commission.
- c. The Chairperson or his/her designee may represent the Commission at public functions.
- d. Term of the Chairperson shall be for one year. No person, except a member of the BOS, may serve as Chairperson for more than three (3) consecutive terms. No person, except a member of the BOS, may serve simultaneously as Chairperson for two or more boards, commissions or committees that are subject to the jurisdiction of the BOS.

2. Vice-Chairperson

- a. The Vice-Chairperson shall be appointed by the majority of the Commission, a quorum being present. Appointment shall be held annually during the Commission's first meeting of each calendar year.
- b. The Vice-Chairperson shall perform the duties of the Chairperson in his/her absence.
- c. If the Chair becomes vacant, the Vice-Chairperson shall succeed to the Chair until the Commission has appointed its replacement for the Chair.
- d. The term of the Vice-Chairperson shall be for one year.

**ARTICLE VI: DUTIES OF MEMBERS**

- A. Members shall attend meetings of the Commission and committees to which they are appointed. The Commission shall routinely review Member attendance at the Commission and committee meetings.
- B. Members shall notify the Chairperson of the Commission of any expected absence for a meeting by 5:00 PM of the day before a regularly scheduled meeting, indicating good and sufficient reasons for the absence. Such notification may be direct or through staff of the Commission and/or the Orange County Clerk of the BOS.

- C. Members shall comply with the County Equal Employment Opportunity (EEO) and Anti-Harassment Policy and Procedures.
- D. Members shall comply with the County Code of Ethics.
- E. Members shall discharge their duties strictly within their scope of duties as stated in these bylaws.
- F. Members shall guide and inform the actions of the Commission by providing advice on recommendations, policies and strategies which address homelessness.
- G. Members shall contribute their feedback and expertise when identifying gaps in services and resources of the homeless services system in Orange County.
- H. Members shall work collaboratively with the Office of Care Coordination to facilitate the work and initiatives of the Commission.
- I. Members shall support safe space for engagement and respectful dialogue and act in an equitable and inclusive manner to encourage participation in discussions at the Commission and committees.
- J. Members shall share local and professional perspectives and experiences with the Commission to expand the collective understanding of homelessness issues facing Orange County and local communities and inform discussions and decisions.
- K. Members shall support opportunities for alignment and connection among County, multidisciplinary and local systems addressing homelessness that are creative and responsive to the needs of the target population.
- L. Throughout the course of their term, Members shall periodically provide the Commission with updates on efforts, resources and collaboration they are participating in outside of their role as Commissioner to achieve the mission of the Commission, as well as seek partnership, coordination and guidance on those efforts.
- M. Members shall be ambassadors in the Orange County community ensuring the philosophy and principles of the Commission are shared and incorporated throughout the Homeless Service System.

**ARTICLE VII: REMOVAL AND RESIGNATION OF MEMBERS**

- A. The BOS may, at any time and without cause, remove any Commission Member from office by majority vote of the BOS.
- B. Resignation of Commission Members shall be effected by a written letter of resignation submitted to the Chairperson of the Commission and to the BOS.

**ARTICLE VIII: AD HOC COMMITTEES**

- A. The Chairperson of the Commission may establish Ad Hoc Committees, comprised of less than a quorum of the Commission, to accomplish time-limited tasks that support the goals of the Commission.
- B. The terms of the appointment for the Ad Hoc Committee are for the period of time required to fulfill the Ad Hoc Committee's purpose.
- C. Ad Hoc Committees may be established to serve as a resource to assist in the functions of the CoC Board.
- D. Ad Hoc Committees shall have no independent authority and shall be limited to exercising only those specific functions granted to them by the Commission.
- E. No Ad Hoc Committee shall have independent authority to commit the Commission to any policy or action without the prior approval of the general membership of the Commission.

**ARTICLE IX: MEETINGS AND ACTIONS**

The Commission shall meet bi-monthly (every other month) but no less than three times per year to receive reports on progress made on each of the goal areas set forth by the County of Orange. The initial meeting shall take place once the bylaws have been approved by the BOS.

- A. The Commission shall, at its first meeting of each year, adopt a schedule of regular meetings and transmit that schedule in writing to all Members, the BOS and the public at large.
- B. All Commission meetings, including special meetings, shall be open, public and noticed in conformance with the provisions of the Ralph M. Brown Act, California Government Code Section 54950 et seq., as amended, and shall be held at a location within Orange County, California that satisfies the access requirements of the Americans with Disabilities Act.
- C. Special meetings of the Commission may be called either by the Chairperson or at the request of a majority of Commission Members.
  - 1. Notice of special meetings shall be delivered to Members personally, by mail or electronically, and must be received no later than twenty-four hours in advance of the meeting.
  - 2. Said notice must state the business to be considered and whether alternative technological means may be used such as telephone or video conferencing, as technological resource availability permits and as permissible by the Ralph M. Brown Act.
- D. Quorum and voting requirements for meetings are as follows:
  - 1. Quorum requirements are as follows:

- a. General Meetings – Quorum shall be no less than fifty percent plus one (50%+1) of the voting Commission membership currently seated.
2. Voting Majority – Decisions and acts made by majority vote of the voting Members at any duly constituted meeting shall be regarded as acts of the Commission, except as otherwise provided by these Bylaws.
  - a. Members choosing to abstain from voting on specific actions will not affect majority requirements. Abstentions are considered a “non-vote” - neither a vote in the affirmative nor in the negative. However, in order for an action to be passed, a majority of the quorum casting votes must vote in the affirmative.

For example: If, at a standing Commission meeting, six (6) voting Members of the committee are present to vote, and on a particular motion, three (3) vote in the affirmative, two (2) vote in the negative, and one (1) Member abstains, the motion passes.
3. Voting by Proxy – Members of the BOS and the Orange County District Attorney who serve as Members may designate a substitute to attend a Commission meeting on their behalf and vote on any action item by submitting the Member’s signed proxy to the Chairperson at the start of the meeting.
4. Minutes of the Meeting – The Secretary shall prepare the minutes for each meeting of the Commission and publish for the public at large.

#### **ARTICLE X: CONFLICT OF INTEREST**

Conflict of Interest – Members of the Commission and any of its committees or subcommittees shall abstain from voting on any issue in which they may be personally interested to avoid a conflict of interest in accordance with County, State and Federal laws, regulations and ordinances and shall refrain from engaging in any behavior that conflicts with the best interest of County.

1. Members of the Commission shall not vote nor attempt to influence any other Member on a matter under consideration by the Commission as follows:
  - a. Regarding the provision of services by such Member (or by an entity that such Member represents); or
  - b. By providing direct financial benefit to such Member or the immediate family of such Member; or
  - c. Engaging in any other activity determined by County, State or Federal law, regulations and ordinances to constitute a conflict of interest.

2. If a question arises as to whether a conflict exists that may prevent a Member from voting, the Chairperson or designee may consult with designated County Staff to assist them in making that determination.
3. In order to avoid a conflict of interest or the appearance of such conflict, all nominees to become Members of the Commission shall disclose on forms provided by the County information regarding their private economic interests and shall fully comply with County, State or Federal laws, regulations and ordinances, as applicable.
4. Neither Commission nor any of its Members shall promote, directly or indirectly, any political party, political candidate or political activity using the name, emblem or any other identifier of Commission.
5. No assets or assistance provided by County to Commission shall be used for sectarian worship, instruction, or proselytization, except as otherwise permitted by law.

#### **ARTICLE XI: AUTHORITY**

- A. Parliamentary Authority – The latest available edition of Robert’s Rules of Order shall govern the meetings of Commission and its committees and subcommittees in all cases in which it is applicable and in which it is not inconsistent with these Bylaws, any special rules of order the Commission may adopt, or any applicable County, State and Federal laws, regulations and ordinances.

#### **ARTICLE XII: ADOPTION AND AMENDMENT OF BYLAWS**

- A. Adoption – Affirmative vote of at least fifty percent plus one (50% + 1) of those voting, a quorum being present, shall be required to propose changes to these Bylaws.
- B. Amendments
  1. Any Member of the Commission may propose amendments to these Bylaws.
  2. Proposed amendments shall be submitted in writing and made available to each Member of the Commission not less than five (5) days prior to consideration before a vote can be taken.
- C. All any amendments to the Bylaws must be approved by the BOS and shall become effective only upon approval by the BOS.

#### **ARTICLE XIII: ESTABLISHMENT AND ADOPTION OF OPERATING PROCEDURES**

The Commission will establish and adopt operating procedures pertaining to the routine business of the Commission (i.e., meeting dates, order of business, etc.).

#### **ARTICLE XIV: SEVERABILITY**

Should any part, term, portion or provision of these Bylaws be determined to be in conflict with any law, regulation or ordinance or otherwise unenforceable or ineffectual, the remaining parts, terms, portions or provisions shall be deemed severable and their validity shall not be affected thereby provided such



remaining portions or provisions can be construed in substance to constitute the provisions that the Members intended to enact in the first instance.

## Commission to ~~End-Address~~ Homelessness

### Bylaws

#### **THE MISSION:**

~~“Effectively End Homelessness in Orange County.”~~ The Commission to Address Homelessness is dedicated to providing and promoting an effective countywide response to preventing and ending homelessness through comprehensive coordination and guidance in alignment with the County of Orange Homeless Service System Pillars. By facilitating a unified strategy, the Commission to Address Homelessness empowers government and private sector partners to address homelessness collaboratively.

#### **ARTICLE I: NAME, PURPOSE AND FUNCTIONS**

- A. The name of this organization shall be the Commission to ~~End-Address~~ Homelessness, hereinafter referred to as “Commission.” It is established pursuant to Resolution #18-007 approved by the Board of Supervisors ~~(hereinafter referred to as “BOS”)~~.
1. The Members of the Commission are approved by the County of Orange (hereinafter referred to as “County”) ~~Board of Supervisors (hereinafter referred to as “BOS”)~~ BOS as outlined in Article II.
  2. The official office location and mailing address of the Commission shall be:  
c/o Executive Director, County Administration ~~SouthNorth, 601 N. Ross Street~~ 400 W Civic Center Drive, 5th-3rd Floor, Santa Ana, CA 92701.
- B. The purpose of the Commission is to:
1. Work with ~~the community and interested~~ public and private stakeholders to promote effective responses to preventing, addressing and ending homelessness within Orange County in alignment with the County of Orange Homeless Service System Pillars, which are prevention, outreach and supportive services, shelter and housing.
  2. Act as an advisory Commission to the BOS on policies and procedures pertaining to homelessness, having no independent authority to act on matters such as legislation, funding or lobbying.
  3. Foster regional leadership and establish partnerships for the purpose of identifying strategies and initiatives that promotes resource development to address homelessness within Orange County.
  - 3-4. Facilitate communication, coordination and collaboration between public and private stakeholders regarding effective and efficient homelessness prevention and homeless service programming.
- C. In accordance with the County’s initiatives to ~~end-address~~ homelessness, the functions of the Commission are as follows:
1. Ensure the philosophy and principles of the Commission are shared and incorporated throughout the Homeless Service System by Promote-promoting greater community regional understanding of the complex dynamics underlying homelessness through informed discussions and analysis.

2. Identify gaps in services and resources in Orange County's System of Care and Homeless Service System for ~~those people at risk of experiencing homelessness and people~~ experiencing homelessness ~~to improve system efficiencies~~.
  3. Identify, evaluate and recommend strategies to respond to homelessness through review of innovative and/or existing best practices by considering regional policies, social policies and systemic change.
  4. Make recommendations to the BOS to promote effective responses to homelessness, in support of addressing gaps in services and resources, improving system efficiencies, facilitating regional collaboration and encouraging best practices.
  - ~~4.5.~~ Support the Office of Care Coordination by providing knowledgeable insights through transparent collaboration.
  6. Collaborate with the Continuum of Care (CoC) Board.
  7. Support homelessness prevention efforts to keep people stably and permanently housed.
  8. Conduct research, evaluation and education related to its purpose, including collecting information related to people at risk of homelessness, people experiencing homelessness and Orange County's System of Care.
  - ~~5.9.~~ The Commission is an advisory body to the BOS and does not adopt policies; review or approve individual agency or department staffing and/or budgets; or mandate a course of management services by any agency or department or direct agency or department work.
- D. In the performance of its responsibilities, the Commission shall not engage nor employ any discriminatory practices in the provision of services or benefits, assignment of accommodations, treatment, employment of personnel or in any other respect on the basis of sex, race, color, ethnicity, national origin, ancestry, religion, age, marital status, medical condition, sexual orientation, physical or mental disability or any other protected group in accordance with the requirements of all applicable County, State or Federal laws, regulations or ordinances.

## **ARTICLE II: APPOINTMENT AND MEMBERSHIP**

- A. Membership of the Commission is to be composed of nineteen (19) voting seats ~~and two (2) non-voting seats~~. The voting Members of the Commission shall be appointed by a majority vote of the BOS. ~~The non-voting Members shall be appointed by the Commission~~. Except as provided in paragraph B, all Members of the Commission shall be residents and registered voters in the County of Orange. The membership of the Commission shall be comprised of the following categories of community stakeholders:
1. Voting Members:

- a. One (1) individual who ~~served, or~~currently serves, as an elected municipal official or a ~~current~~ City Manager ~~or an elected official~~ in the North Service Planning Area.
- b. One (1) individual who ~~served, or~~currently serves, as an elected municipal official or a City Manager ~~or an elected official~~ in the Central Service Planning Area.
- c. One (1) individual who ~~served, or~~currently serves, as an elected municipal official or a City Manager ~~or an elected official~~ in the South Service Planning Area.
- d. One (1) philanthropic leader funding solutions to address homelessness in Orange County.
- e. ~~Two (2)~~One (1) business representatives.
- f. One (1) representative ~~of the~~who is an affordable housing development ~~industry~~expert.
- g. One (1) representative of the Orange County Sheriff-Coroner Department ~~with knowledge of the County's Stepping Up Initiative, Integrated Services Strategy in a leadership and/or command level role with knowledge of the Orange County's System of Care.~~
- h. One (1) individual who currently serves as the Chief of Police in an Orange County city.
- ~~i. One (1) municipal fire department representative with an expertise in the provision of emergency medical services.~~
- ~~j.i.~~ j.i. One (1) hospital representative with an expertise in the local hospital emergency room treatment and discharge system.
- ~~k.j.~~ k.j. One (1) behavioral health representative with an expertise in services for people experiencing homelessness with mental health and ~~addiction~~substance use disorders.
- ~~l.k.~~ l.k. One (1) representative of the faith-based community.
- ~~m.l.~~ m.l. Two (2) members of the Board of Supervisors.
- ~~n.m.~~ n.m. ~~Two (2)~~One (1) members who ~~are~~is at-large.
- ~~o.n.~~ o.n. One (1) individual elected to serve as the Orange County District Attorney.
- o. One (1) representative from a Medi-Cal Managed Care Health Plan.
- p. Two (2) individuals who currently serve on the CoC Board.
- ~~p.g.~~ p.g. One (1) individual who has current or past lived experience of homelessness.

2. Non-Voting Members:

- a. ~~Two (2) members of the CoC Board. Other System of Care and Homeless Service system stakeholders may be invited to participate at the discretion of the Chairperson and Vice Chairperson as non-voting members.~~
- B. The BOS may, if it finds that the best interests of the County will be served, waive the voter registration and residency requirement of paragraph A.
- C. The Commission shall establish a Membership Committee to recruit, evaluate and make recommendations for appointments to the Commission to be submitted to the BOS for final approval. When evaluating Commission Members for BOS consideration and approval, the Membership Committee should render an executive level individual that is highly regarded in his/her respective field and community due to his/her knowledge, expertise, achievements, leadership and commitment to address homelessness within Orange County. If so directed by the Commission, the Membership Committee may seek nominations from community based professional associations and committees, as appropriate to nominate for vacancy consideration.

**ARTICLE III: TERMS OF OFFICE**

- A. The voting Members of the Commission shall have the following terms of office:
1. Member's term of office shall be two years. No person may serve as a Member for more than ~~four~~ two consecutive full terms beginning after the adoption of the revised Bylaws, unless otherwise stated by details within the membership seat.
  2. Appointments made to fill a vacancy left by a Member before the expiration of the term of that Member shall be for the remaining term of that Member.
  3. A Member who has not been reappointed or replaced at the expiration of his or her term shall serve as a member of the Commission until reappointed or replaced.
- B. Non-voting Members of the Commission shall ~~have the following terms of office and~~ only serve ~~while a Member of the CoC Board~~ at the discretion of the Chairperson and Vice Chairperson.
- ~~1. All Non-voting Members will have two-year terms; terms of office may be renewed at the discretion of the Commission. No person may serve as a Non-voting Member for more than four terms.~~
  - ~~2. A Non-voting Member, who has not been reappointed or replaced at the expiration of his/ her term, shall serve as a Non-voting Member of the Commission until reappointed or replaced by the Commission.~~

**ARTICLE IV: STAFFING SUPPORT**

A. A minimum of one full time Executive Director with staff support from the Orange County Office of Care Coordination shall be required to support the Commission's work. The Executive Director will be responsible to facilitate an active flow of communication and coordination with the Commission. Additionally, the Executive Director will also be responsible for engaging and updating other countywide homeless service groups and other stakeholders on the progress of the Commission's efforts.

A-B. For the purposes of the Commission, the Orange County Clerk of the Board of Supervisors is the Clerk of the Commission. The Clerk's duties are to prepare all the Commission agendas with related materials, maintain any meeting minutes in accordance with the Ralph M. Brown Act and with the assistance from the Orange County Office of Coordination perform any other Commission related administrative matters.

#### **ARTICLE V: COMMISSION OFFICERS**

A. Commission officers shall consist of:

1. Chairperson

- a. The Commission Chairperson shall be appointed by the majority of the Commission, a quorum being present. Appointment shall be held annually during the Commission's ~~last~~first meeting of each calendar year. The duties of the Chairperson shall be to preside at meetings, decide points of order, announce all business, entertain motions, put motions to vote and announce vote results.
- b. The Chairperson may call special meetings of the Commission.
- c. The Chairperson or his/her designee may represent the Commission at public functions.
- d. Term of the Chairperson shall be for one year. No person, except a member of the BOS, may serve as Chairperson for more than three (3) consecutive terms. No person, except a member of the BOS, may serve simultaneously as Chairperson for two or more boards, commissions or committees that are subject to the jurisdiction of the BOS.

2. Vice-Chairperson

- a. The Vice-Chairperson shall be appointed by the majority of the Commission~~, a~~ quorum being present. Appointment shall be held annually during the Commission's ~~last~~first meeting of each calendar year.
- b. The Vice-Chairperson shall perform the duties of the Chairperson in his/her absence.
- c. If the Chair becomes vacant, the Vice-Chairperson shall succeed to the Chair until the Commission has appointed its replacement for the Chair.

- d. The term of the Vice-Chairperson shall be for one year.

~~3.—Secretary~~

- ~~a.—For the purposes of the Commission, the Orange County Clerk of the Board of Supervisors is the Secretary of the Commission. The Secretary’s duties are to prepare all of the Commission agendas with related materials, maintain any meeting minutes in accordance with the Ralph M. Brown Act, and with the assistance from the Orange County Office of Coordination perform any other Commission related administrative matters.~~

**ARTICLE VI: DUTIES OF MEMBERS**

- A. Members shall attend meetings of the Commission and committees to which they are appointed. The Commission shall routinely review Member attendance at the Commission and committee meetings.
- B. ~~Commission~~ Members shall notify the Chairperson of the Commission of any expected absence for a meeting by 5:00 PM of the day before a regularly scheduled meeting, indicating good and sufficient reasons for the absence. Such notification may be direct or through staff of the Commission and/or the Orange County Clerk of the BOS.
- C. ~~Commission~~ Members shall comply with the County Equal Employment Opportunity (EEO) and Anti-Harassment Policy and Procedures.
- D. ~~Commission~~ Members shall comply with the County Code of Ethics.
- E. ~~Commission~~ Members shall discharge their duties strictly within their scope of duties as stated in these bylaws.
- F. Members shall guide and inform the actions of the Commission by providing advice on recommendations, policies and strategies which address homelessness.
- G. Members shall contribute their feedback and expertise when identifying gaps in services and resources of the homeless services system in Orange County.
- H. Members shall work collaboratively with the Office of Care Coordination to facilitate the work and initiatives of the Commission.
- I. Members shall support safe space for engagement and respectful dialogue and act in an equitable and inclusive manner to encourage participation in discussions at the Commission and committees.
- J. Members shall share local and professional perspectives and experiences with the Commission to expand the collective understanding of homelessness issues facing Orange County and local communities and inform discussions and decisions.

K. Members shall support opportunities for alignment and connection among County, multidisciplinary and local systems addressing homelessness that are creative and responsive to the needs of the target population.

L. Throughout the course of their term, Members shall periodically provide the Commission with updates on efforts, resources and collaboration they are participating in outside of their role as Commissioner to achieve the mission of the Commission, as well as seek partnership, coordination and guidance on those efforts.

M. Members shall be ambassadors in the Orange County community ensuring the philosophy and principles of the Commission are shared and incorporated throughout the Homeless Service System.

#### **ARTICLE VII: REMOVAL AND RESIGNATION OF MEMBERS**

A. The BOS may, at any time and without cause, remove any Commission Member from office by majority vote of the BOS.

B. Resignation of Commission Members shall be effected by a written letter of resignation submitted to the Chairperson of the Commission and to the BOS.

#### **ARTICLE VIII: AD HOC COMMITTEES**

A. ~~Ad Hoc Committees~~—The Chairperson of the Commission may establish ~~ad Ad hoc Hoc committees~~ Committees, comprised of less than a quorum of the Commission, to ~~provide recommendations regarding accomplish~~ time-limited tasks that support the goals of the Commission.

B. The terms of the appointment for the Ad Hoc Committee are for the period of time required to fulfill the Ad Hoc Committee's purpose.

C. Ad Hoc ~~committee~~ Committees may be established to serve as a resource to assist in the functions of the CoC Board.

D. Ad Hoc Committees shall have no independent authority and shall be limited to exercising only those specific functions granted to them by the Commission.

A-E. No ~~ad Ad hoc Hoc committee~~ Committee shall have independent authority to commit the Commission to any policy or action without the prior approval of the general membership of the Commission.

#### **ARTICLE IX: MEETINGS AND ACTIONS**

The Commission shall meet bi-monthly (every other month) but no less than three times per year to receive reports on progress made on each of the goal areas set forth by the County of Orange. The initial meeting shall take place once the bylaws have been approved by the BOS.

A. The Commission shall, at its first meeting of each year, adopt a schedule of regular meetings and transmit that schedule in writing to all Members, the BOS and the public at large.



- B. All Commission meetings, including special meetings, shall be open, public and noticed in conformance with the provisions of the Ralph M. Brown Act, California Government Code Section 54950 et seq., as amended, and shall be held at a location within Orange County, California that satisfies the access requirements of the Americans with Disabilities Act.
- C. Special meetings of the Commission may be called either by the Chairperson or at the request of a majority of Commission Members.
1. Notice of special meetings shall be delivered to Members personally, by mail or electronically, and must be received no later than twenty-four hours in advance of the meeting.
  2. Said notice must state the business to be considered and whether alternative technological means may be used such as telephone or video conferencing, as technological resource availability permits and as permissible by the Ralph M. Brown Act.
- D. Quorum and voting requirements for meetings are as follows:
1. Quorum requirements are as follows:
    - a. General Meetings – Quorum shall be no less than fifty percent plus one (50%+1) of the voting Commission membership currently seated.
  2. Voting Majority – Decisions and acts made by majority vote of the voting Members at any duly constituted meeting shall be regarded as acts of the Commission, except as otherwise provided by these Bylaws.
    - a. Members choosing to abstain from voting on specific actions will not affect majority requirements. Abstentions are considered a “non-vote” - neither a vote in the affirmative nor in the negative. However, in order for an action to be passed, a majority of the quorum casting votes must vote in the affirmative.  
  
For example: If, at a standing Commission meeting, six (6) voting Members of the committee are present to vote, and on a particular motion, three (3) vote in the affirmative, two (2) vote in the negative, and one (1) Member abstains, the motion passes.
  3. Voting by Proxy – Members of the BOS and the Orange County District Attorney who serve as ~~Commission~~ Members may designate a substitute to attend a Commission meeting on their behalf and vote on any action item by submitting the Member’s signed proxy to the ~~Commission~~ Chairperson at the start of the meeting.
  4. Minutes of the Meeting – The Secretary shall prepare the minutes for each meeting of the Commission and publish ~~it to~~for the public at large.

**ARTICLE X: CONFLICT OF INTEREST**

~~A.~~—Conflict of Interest – Members of the Commission and any of its committees or subcommittees shall abstain from voting on any issue in which they may be personally interested to avoid a conflict of interest in accordance with County, State and Federal laws, regulations and ordinances and shall refrain from engaging in any behavior that conflicts with the best interest of County.

1. Members of the Commission shall not vote nor attempt to influence any other ~~Commission~~ Member on a matter under consideration by the Commission as follows:
  - a. Regarding the provision of services by such Member (or by an entity that such Member represents); or
  - b. By providing direct financial benefit to such Member or the immediate family of such Member; or
  - c. Engaging in any other activity determined by County, State or Federal law, regulations and ordinances to constitute a conflict of interest.
2. If a question arises as to whether a conflict exists that may prevent a Member from voting, the Chairperson or designee may consult with designated County Staff to assist them in making that determination.
3. In order to avoid a conflict of interest or the appearance of such conflict, all nominees to become Members of the Commission shall disclose on forms provided by the County information regarding their private economic interests and shall fully comply with County, State or Federal laws, regulations and ordinances, as applicable.
4. Neither Commission nor any of its Members shall promote, directly or indirectly, any political party, political candidate or political activity using the name, emblem or any other identifier of Commission.
5. No assets or assistance provided by County to Commission shall be used for sectarian worship, instruction, or proselytization, except as otherwise permitted by law.

**ARTICLE XI: AUTHORITY**

A. Parliamentary Authority – The latest available edition of Robert’s Rules of Order shall govern the meetings of Commission and its committees and subcommittees in all cases in which it is applicable and in which it is not inconsistent with these Bylaws, any special rules of order the Commission may adopt, or any applicable County, State and Federal laws, regulations and ordinances.

**ARTICLE XII: ADOPTION AND AMENDMENT OF BYLAWS**

- A. Adoption – Affirmative vote of at least fifty percent plus one (50% + 1) of those voting, a quorum being present, shall be required to propose changes to these Bylaws.
- B. Amendments
  - 1. Any Member of the Commission may propose amendments to these Bylaws.
  - 2. Proposed amendments shall be submitted in writing and made available to each Member of the Commission not less than five (5) days prior to consideration before a vote can be taken.
- C. All any amendments to the Bylaws must be approved by the BOS and shall become effective only upon approval by the BOS.

**ARTICLE XIII: ESTABLISHMENT AND ADOPTION OF OPERATING PROCEDURES**

The Commission will establish and adopt operating procedures pertaining to the routine business of the Commission (i.e., meeting dates, order of business, etc.).

**ARTICLE XIV: SEVERABILITY**

Should any part, term, portion or provision of these Bylaws be determined to be in conflict with any law, regulation or ordinance or otherwise unenforceable or ineffectual, the remaining parts, terms, portions or provisions shall be deemed severable and their validity shall not be affected thereby provided such remaining portions or provisions can be construed in substance to constitute the provisions that the Members intended to enact in the first instance.

# Agenda Item 3



## Commission to End Homelessness

Wednesday, December 11, 2024

Action Item #3 Staff Report

**Subject:** Small-Scale Housing Unit Report

**Recommended Actions:**

- a. Receive and File the Small-Scale Housing Unit Report as prepared by the Small-Scale Housing Unit Ad Hoc.
- b. Approve recommendation to submit the Small-Scale Housing Unit Report to the Board of Supervisors for policy consideration.

**Background:**

In October 2023, the Commission to End Homelessness (Commission) approved the establishment of a Tiny Homes Ad Hoc (Ad Hoc) to evaluate alternative housing solutions including studying, defining, and identifying potential applications for tiny homes. The Tiny Homes Ad Hoc is comprised of the following Commissioners:

- Vicente Sarmiento, Chair and Supervisor, Second District
- Gina Cunningham, Affordable Housing Development Representative
- Robert Morse, Continuum of Care Board Representative
- Kelly Bruno-Nelson, Medi-Cal Managed Care Health Plan Representative
- Milo Peinemann, At Large Representative
- Monique Davis, Business Representative

After its formation, the Ad Hoc met with developers, programs, subject matter experts, and people with current or past lived experience of homelessness with the goal of formulating a shared understanding of tiny homes and potential applications for Orange County. As the Ad Hoc learned more about the business of tiny homes, it was determined the term “small-scale housing unit” was a more appropriate title to describe the non-congregate structures.

The Ad Hoc compiled their findings into the Small-Scale Housing Unit Report (Report). The Report provided information on the formation and background of the Ad Hoc, the Ad Hoc’s interviews and site visits, and the advantages and challenges of small-scale housing units. Additionally, it included insight into the relationship to temporary (emergency and/or transitional) housing and permanent supportive housing, the alignment of small-scale housing units to the established Homeless Service System Pillars, considerations for programming and funding, and recommended actions to the Board of Supervisors.

The Ad Hoc presented the Report to the full Commission at the meeting on October 2, 2024. During the meeting, fellow Commissioners noted their appreciation for the work the Ad Hoc had done and provided thoughtful suggestions on sections that could be further refined. After thorough discussion, the Ad Hoc

was directed to reconvene to address the feedback provided by the Commission and present an updated final report.

The Ad Hoc met in October and November to review the input provided by the Commission and revise the Report. After careful consideration, it was determined to bring the Report back to the Commission with two recommended action items, as detailed above.

Approval of the recommended actions by the Commission will help ensure that the Board of Supervisors receive the Small-Scale Housing Unit Report and the recommendations from the Commission.

**Attachments:**

- Attachment A – Small-Scale Housing Unit Report – Clean Version
- Attachment B – Small-Scale Housing Unit Report – Highlighted Version



# Commission to END HOMELESSNESS

Office of Care Coordination

## Small-Scale Housing Unit Report

### Introduction

In October 2023, the Commission to End Homelessness (Commission) approved the establishment of a Tiny Homes Ad Hoc (Ad Hoc) to evaluate alternative housing solutions including studying, defining, and identifying potential applications for tiny homes. Since its formation, the Ad Hoc has met with developers, programs, subject matter experts, and people with current or past lived experience of homelessness (people with lived experience) with the goal of formulating a shared understanding of the definition of a tiny home and the potential applications for Orange County. This process included a variety of interviews and site visits with organizations involved in the tiny home industry. Additionally, the Ad Hoc held multiple debriefs and check-in meetings throughout the year to review and discuss the lessons, challenges, and benefits learned from their experiences. As the Ad Hoc delved further into business of tiny homes and their applications, the group determined the term “small-scale housing unit” was a more appropriate title to describe the structures and industry, which provides non-congregate space for households who reside in these types of units, whether temporary or permanently.

### Background

The County of Orange (County) has experienced successful and unprecedented investment in supportive housing since 2018, as outlined in the 2022 Housing Funding Strategy (2022 Strategy) presented to the Commission on February 15, 2023.

The 2022 Strategy presented a comprehensive narrative of recent successes in 2018 through 2022 and outlined a series of recommendations to address the significant challenges going forward. While noting success experienced by the County in attracting financial investment in supportive and affordable housing from non-local sources, the total development cost estimate for supportive housing increased from an average of approximately \$345,000 per unit in 2018 to an average of approximately \$550,000 per unit in 2022.

Notably, the smallest rental community that received county funding commitments during the time period was 21 units. There is no question that a major factor in the lack of smaller projects is the viability of projects at a smaller scale:

- The construction cost economics work better at a larger scale.
- The cost of operating communities pushes project size upwards in support of staffing and overhead. Given the importance of staffing in supportive housing, the cost of operations is a major consideration in favor of larger unit developments.
- Many developers who specialize in affordable housing have stated that interest in smaller projects, even below 100 units, is minimal due to their own limited capacity, desire to have the greatest

impact with their own limited resources, and the fact that the operations of larger projects are more sustainable than the operations of smaller projects, due to scale.

It has been observed that there are many locations within many communities throughout the Orange County which are not suitable for large-scale developments but do have local support for smaller sites. In those smaller site locations, affordable housing financing is simply less available, due in large part to the small scale of the proposed development.

More generally, members of the Commission, the public, and other stakeholders have heard about the concept of a “Tiny Home” and wondered as to furthering the applicability of this model in Orange County. Thus, the Commission voted at the October 18, 2023, meeting to convene a Tiny Home Ad Hoc to explore how best to understand the concept, frame a recommendation, and provide practical, direct guidance. Subsequent to that meeting, the Ad Hoc determined that more useful and appropriate terminology is “Small-Scale Housing Units” and to refer to this Ad Hoc under that name.

This Ad Hoc effectively serves to expand upon recommendations made in the 2022 Strategy, by providing specific guidance on how small-scale housing units might most effectively incorporate the best practices, guiding principles and commitments of the Housing Pillar as detailed in the Homeless Service Systems Pillars Report (Pillars Report) created by the Commission and accepted by the Board of Supervisors (Board).

In the context of the Homeless Service System Pillars, as created by the Commission, the over-arching guidance among all four pillars, including Shelter and Housing, is to create systems that are client centered. As noted in the Pillars Report from November 2022, concerning Housing, “Diversity in housing options is as critical as housing capacity. Individuals and families experiencing homelessness have unique housing and service needs, requiring the need for various housing options that address the varying needs of these households.”

Combined, a wide range of anecdotal observations, independent studies, and the Commission’s Pillars Report, suggest small-scale housing units could be part of a broader, balanced approach to building out the County’s housing and shelter infrastructure. While the County’s 2022 Strategy indicates small-scale housing units are not being built due to their small scale and the challenges faced by utilizing existing financing strategies, in fact, there is demand among the target population – people without a home – for more shelter and housing options, in more communities closer to where they are from.

## Interviews and Site Visits

Although the small-scale housing market is a niche space of construction, one of the most notable takeaways is the large spectrum of models available, often provided by relatively new or emerging manufacturers. While most of these manufacturers are accommodating to design tweaks of their products, there is a vast difference between their baseline units regarding size, modularity, site preparation, utility hookup, delivery and setup time, fire and wind ratings, and multistoried capability.

The smallest unit the Ad Hoc visited was 64 square feet and included a bed, desk, heater, air conditioning, and electrical outlets. The largest unit spanned 528 square feet and included a kitchen, bathroom, living area, and bedroom. The modularity and build out capability also varied between developers and



manufacturers. Some units are designed with each wall prefabricated into a single piece, others consist of smaller wall sections assembled to a complete side, and one manufacturer offers a fully built, foldable container solution. These structural differences allow for assorted degrees of expansion and layout flexibility. Most of the sites visited were built with non-congregate temporary housing as the intended use, and most were also relocatable.

Aside from the manufacture and delivery of the units, the degree of site preparation required by the lead developer also fluctuates between models. Some units can be set up directly on a level, solid surface (such as concrete), however others require raised foundations to fully accommodate utility hookups. Most manufacturers offer to assist with the preparation, generally for an added fee, or can refer general contractors to complete the required site work. At large, manufacturers offer the ability to connect to local water and electricity, depending on the needs of the unit. The sewage can be tied into existing piping or hooked up to a septic tank. Additionally, some developers offer the ability to utilize solar power electricity.

The length of time for delivery and set up differs between models. One option can be folded compactly and transported on a flatbed truck, with a rough set up time of five minutes and the use of a forklift. Another model can be shipped flat and assembled in under an hour using manpower. Others require more construction to occur in their warehouse and take several weeks or months to prepare for shipping.

The variety of construction models lends itself to small-scale housing units with contrasts in fire and wind ratings. The result of these calculations determines the spacing placement of the models on a campus. Units with lower fire ratings must have an increased distance between them whereas units with a higher fire rating can be placed directly next to each other, sometimes even with shared walls.

Through their discussions with manufacturers and operators, the Ad Hoc gained insight into the impact of the design of the campus as well as the programs and services needed to be successful.

Existing site structures are varied and create different environments for residents. Some models utilize small-scale housing units solely for sleeping quarters and have separate buildings for restrooms, showers, laundry, and a kitchen area. Although this layout may function well for individuals (single adult households), a family shelter noted the lack of privacy for families (households with at least one adult and one minor child) can create a hinderance. This was especially true for children who are potty training and would benefit from having a more dignified unit which includes its own restroom and shower. Furthermore, operators serving families expressed the significance of having a kitchen where parents could cook meals for their children and the importance of having a dedicated space for children to play. Operators serving individuals did not place the same emphasis on a kitchen space but did comment some residents may prefer to independently cook their own meals rather than having them provided. Another model consisted of a dormitory style layout. This included numerous units with private restrooms, showers, and kitchenettes connected to a larger, shared space. With this design, residents are encouraged to foster and sustain their independence with their assigned unit. Operators of both small-scale housing unit layouts noted the significance of having communal spaces for residents to bond and be social with others living in their community.

In addition to essential hygiene kits, food, and water, the programs and services offered at existing campuses fluctuated slightly. However, there was a consistent theme: wraparound support is crucial to ensure the success of residents. Case management, access to mental health services, access to healthcare (including preventive services), navigation with social services, assistance with obtaining documentation,

and development of long-term goals helps create a multifaceted approach to address the needs of residents and contributes to their transition into stable, long-term permanent housing. Operators at one program stressed the need for basic life skills to assist residents with courses on things such as learning to pay bills, using a computer, or having appropriate time management.

## Spectrum of Housing

The causes and reasons people experience homelessness are diverse, and as such, the varied spectrum of housing options to address persons of various levels of need is needed. The assortment of small-scale housing unit models available can be adapted to intersect housing situations at multiple points throughout the spectrum of housing of emergency shelter, transitional housing, permanent housing, and permanent supportive housing.

Small-scale housing units can serve as quick, scalable solutions for emergency shelter during times of crisis by offering immediate relief and privacy compared to traditional emergency shelters. The ability for units to be rapidly deployed in designated areas allows for more flexible collaboration with local governments and organizations and can alleviate pressure on the existing emergency shelters. Moreover, the non-congregate setting provided by individual units has proven to be a more desirable model for residents of emergency shelters. One of the operators interviewed had an emergency shelter campus with brick-and-mortar congregate living as well as an area dedicated to non-congregate, small-scale housing units. The operator reported when residents were given the choice, they would prefer to be assigned to the non-congregate, small-scale housing units rather than the congregate shelter, even though it meant having to walk farther to restrooms, kitchens, and communal spaces in inclement weather due to the personal space and privacy offered.

Small-scale housing units may allow for a more traditional model of transitional housing by offering a more comfortable, stable living environment while individuals and families work towards more permanent housing solutions. This stage serves to help bridge the gap between emergency shelter and permanent housing, and the adaptability of small-scale housing units allows for individuals and families to live in a steady, non-congregate setting while focusing on their next step towards permanent housing.

The severe shortage of affordable housing and permanent supportive housing is a critical and complex challenge which has resulted in longer stays for residents of the shelter system. Small-scale housing units can be part of an affordable housing and/or permanent supportive housing strategy by utilizing more comprehensive models which include more features and comforts for everyday living. This can include the build out of key living areas such as restrooms and kitchens in order to provide a sustainable place to live-long term.

## Advantages & Challenges

While small-scale housing units offer a new approach to housing, their effectiveness in addressing homelessness involves a mix of advantages and challenges. A successful small-scale housing unit initiative must address the disadvantages while leveraging the benefits to create an effective housing solution, whether it is temporary or permanent.

## Advantages:

1. Initial Affordability: The upfront cost of small-scale housing units can vary considerably; however, units are generally less expensive and faster to bring online than their brick-and-mortar counterparts. As a group, the models are not of the standard fit and finish typically expected of, or required, for the type of newly funded permanent housing apartments that are included in the 2022 Strategy. The models reviewed by the Ad Hoc ranged in price depending on scale, features, and resemblance to traditional housing. The pricing encompassed a spectrum. Some units were foldable, relocatable structures often installed without site-work or underground utilities. However, other units were permanent and utilized existing site work for foundations, in-unit toilets, and underground utilities.

When comparing the cost of small-scale housing units to traditional new construction, it is important to compare the total development cost which includes all required costs to bring the units into full, sustainable use, in addition to the cost of the units themselves. This consists of the installation of the models, financing, land acquisition, site work, utility connections, landscaping, and other features usually deemed necessary for development. Thus, because the units are low cost, the Ad Hoc sees the largest variable as the cost of the location, the as-is conditions of the location, the intended use of the units, and how the units will be situated. Most units were marketed for the price of the units themselves and excluded location-specific costs. It is important to consider the cost of site work, which might include ADA-compliant pathways and foundations, might constitute nearly three-quarters of the per-unit cost.

2. Speed of Construction: Although the construction time varied, it is still notably faster than traditional construction. This quick turnaround time can allow for faster deployment and to address immediate needs for emergency and/or transitional housing.
3. Customization and Design: The various models can be designed to meet the specific needs of their occupants, including accessibility features for individuals with disabilities or families. The level of customization can make them suitable for various subpopulations in the spectrum of housing.
4. Flexibility and Scalability: The small-scale housing units can be deployed in various configurations, including individual units or a connected dormitory. Some models could be reconfigured post-installation. This flexibility allows for scalable solutions which can be adapted to different community needs and available spaces.

## Challenges:

1. Limited Space: The size of small-scale housing units creates a limited space for living and storage, which can be challenging for some applications. The space restriction may not be suitable for larger families, those with significant belongings, or medical needs requiring space for larger equipment. Furthermore, people with lived experience noted some of the traumas faced by people experiencing homelessness may contribute to feelings of claustrophobia in smaller living areas. The sites visited by the Ad Hoc were spacious and pleasant, but at times were seen to be lacking some form of associated indoor community and/or meeting spaces.

2. Zoning: The zoning of small-scale housing units can vary by county and city. Navigating through these regulatory barriers can hinder finding and acquiring land to use for any potential projects.
3. Connection to Permanent Infrastructure: While manufacturers offer connections to utility services, existing infrastructure must be on site to make the connection. Building out utilities such as water, sewage, and electricity, in an area where they did not previously exist could be costly and logistically complex. This may potentially reduce the overall cost effectiveness of a small-scale housing unit initiative.
4. Maintenance and Upkeep: The upkeep to ensure small-scale housing units remain in good condition requires ongoing support and management. Although the units have lower up front cost, programs have reported significant effort to maintain the units to a livable standard. Since the small-scale housing unit industry is still emerging, there is not a long-standing track history of development to lean on to determine the shelf life of all the models.
5. Operating Costs: Although small-scale housing units represent models which are less expensive up front and have potentially quicker deployment times than traditional options on the housing spectrum, their need for services and ongoing operational expenses are ever present. Similar to existing housing models, the expense to operate a small-scale housing unit campus encompasses a range of programs and services necessary to maintain and support the needs of the residents. Creating a full-bodied support system can include on-site case managers, partnerships with non-profits and community business organizations, security, and other vital workers to provide a strong framework for assistance. These staffing costs can represent a significant cost of the overall budget depending on the needs of the residents.

## Permanent Supportive Housing

As the need for permanent supportive housing intensifies, the search for innovative solutions to address the housing need increases. One of the most highlighted conversations surrounding the potential of small-scale housing units is their viability as an alternative to traditional permanent supportive housing developments. The process of assessing the effectiveness of small-scale housing units for this model requires a thorough examination of cost of the units and their sustainability, regulatory requirements, and resident receptiveness.

As mentioned previously, small-scale housing units are able to be customized to suit the housing need. In order to align with existing permanent supportive housing requirements, the model would be more robust and comprehensive than those used for emergency shelter or transitional housing. While these more inclusive models still generally offer a lower up-front structure cost compared with traditional brick-and-mortar options, it is worth noting the uptick in price compared to the base models. Furthermore, it is imperative to recognize the emergence of the small-scale housing unit market in comparison to traditional models. While some aspects of construction align directly with conventional building, the niche space also includes pioneering features. This means there is not always a long-standing review of the shelf life of the units or their required ongoing maintenance needs. These continuing costs should be included when determining the total investment of small-scale housing units.

Additionally, understanding the cost of land acquisition and unique zoning and permitting is a crucial part of small-scale housing unit utilization. Cities and counties may have different regulations for building small-scale housing units which can impact the possible locations for development as well as the feasibility of their implementation as permanent supportive housing. This also encompasses making connections to utilities. Areas with pre-existing hookups may be cheaper than building in a new infrastructure, however they still may require site-work to accommodate a small-scale housing unit community. Considerations should be given to both the cost of the regulatory fees and the potential delays in development while navigating them.

When discussing the potential of future permanent supportive housing, it is essential to recognize residents' needs and receptiveness in the existing system. Based on the feedback from persons with lived experience, advocates, and service providers, there is a strong desire for units with at least one-bedroom and 450 square feet of living space with an identifiable and private living area, sleeping area, full kitchen area, and full bathroom. Permanent supportive housing is intended to foster independent and sustainable living, and having a private living area, kitchen, and bathrooms provides residents the ability to cook and clean for themselves and manage their own home. Residents utilizing a project-based voucher are entitled to leave the project after one year of residency and obtain a tenant-based voucher. Both voucher programs are funded through the Housing Choice Voucher (HCV) Program, where choice of residence is an integral component. Potential residents can, and have, declined a unit which lacked their desired criteria even if it meant remaining in a shelter or continuing to experience homelessness. Moreover, units which are undesirable in size have greater turnover and are harder to fill as a result.

It is also worth noting the role small-scale housing units can play in the decentralization of permanent supportive housing. Their size and adaptability can enable the creation of housing solutions in smaller, underutilized land areas that may not be suitable for traditional housing models, such as infill development in already established communities. The small-scale housing units can be placed in a variety of locations that may otherwise be cost-prohibitive and/or logistically challenging for conventional permanent supportive housing. This reduced footprint can make it easier to integrate housing into areas which may otherwise have limited space while offering flexible, scalable solutions for communities in need.

### **Alignment to the Homeless Service System Pillars**

The Commission leverages the established Pillars Report for best practices and guiding principles to direct the delivery of homeless services in Orange County. Therefore, throughout the study and identification of small-scale housing units the Ad Hoc respected the foundation and framework of the Homeless Service System Pillars. A key piece of this process included analyzing the capability of small-scale housing units to align with the pillars to provide a multifaceted and structured approach to addressing homelessness. The site visits and interviews conducted by the Ad Hoc highlighted the potential for these units under the Shelter and Housing Pillars.

The Shelter Pillar outlines a temporary residence which provides safety and protection from exposure and functions as a safety net during times of crisis for individuals and families experiencing homelessness. The goal of emergency shelter is to serve as the entry point into a broader array of supportive services, with linkages to longer term programs and/or permanent housing opportunities. Small-scale housing units are able to offer a secure, non-congregate setting for individuals needing relief. This approach can be

particularly beneficial for individuals who may struggle with the communal nature of traditional shelters and enhance their comfort while they work towards more permanent housing stability.

The Housing Pillar defines the solution to end a person's homelessness by providing a sustainable place to live long term. When considering the best practices of the Housing Pillar, permanent supportive housing is tenant-centered to meet the residents' need such as desired location and type of housing. Additionally, housing is expected to meet or exceed community standards so as to preserve residents' right to self-determination, dignity, and respect. In the small-scale housing space, units can help foster a feeling of dignity and autonomy by providing residents with their own place. Having a dedicated living area can help individuals and families maintain privacy and develop a sense of ownership, which may be lacking in traditional shelter environments. Additionally, through the connection to supportive services and integration of communal spaces, residents can achieve the goal of having a stable living environment which allows them to focus on long-term goals while having a place to call home.

## Considerations

The Ad Hoc evaluated the programming and funding of existing small-scale housing unit sites being used as a response to homelessness and determined several key considerations should be taken into account to ensure effectiveness and sustainability.

1. **Supportive Services:** Each existing campus offered supportive services to residents to ensure wraparound care. These services included, but were not limited to, assistance with documents, mental health support, connection to treatment services and medical care, and referrals to local benefit programs and non-profits. The support system is a crucial piece towards more stable housing and self-sufficiency; therefore, it is imperative to ensure appropriate resources are available to meet residents at their level of need. Furthermore, budget consideration should be given to the cost of funding these supportive services.
2. **The Length of Stay:** Consideration should be given to the timeline in which residents may stay in a small-scale housing unit. The length of stay for residents may vary depending on several factors including the specific program and/or housing model, the needs of the residents, and the availability of permanent housing options. For example, through a collaborative approach between programs and residents, most residents across all campuses designed for emergency shelter had an average length of stay between three to nine months. However, this time frame could increase or decrease considerably for residents in transitional or permanent housing. Therefore, the program model and the expected length of stay for residents should be weighed when determining which small-scale housing model is appropriate to fit the need and the level at which it should be built out.
3. **Space Utilization:** The design and layout of a small-scale housing unit can affect its capacity and functionality. To maximize space and utility, considerations for fire code, privacy, accessibility for those with disabilities, and communal areas needs to be thoughtful.

4. **Community Engagement:** Some existing communities received pushback on the development of small-scale housing unit campus during the beginning stages. Operators need to demonstrate the success of their program to address stakeholder concern and ensure the wellbeing of residents.
5. **Cost Management:** The ongoing operations cost of running a small-scale housing unit campus can be extensive. This is because the programs and services offered may need to be more comprehensive. Additionally, the cost of any extra security should be considered.
6. **Ongoing Funding:** State and federal funding may be limited in the small-scale housing unit space. State funding is limited and although there is federal funding for permanent supportive housing, vouchers are limited and already in short supply.



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### Best Practices and Guiding Principles for Small-Scale Housing Units

The Ad Hoc has identified the following Best Practices and Guiding Principles for small-scale housing units to help define the approach to future small-scale housing unit projects, which is to be followed in conjunction and alignment with the Pillars Report.

1. With the variety of models applied under the title “tiny home,” it is recommended to use the term “Small-Scale Housing Units” (SSHU) when referencing this category of housing options.
2. Small-scale housing units should be considered when exploring funding opportunities for emergency shelter, transitional housing, and permanent supportive housing.
3. Engaging with local stakeholders, including people experiencing homelessness, local officials, surrounding community members, and advocacy groups during the planning and development process of a small-scale housing unit development to foster acceptance is recommended.
4. Given the gamut of small-scale housing unit development options available, different program models can be applied to meet the specific shelter and/or housing needs of the community. It is recommended that manufacturers and operators utilize the applicable best practices and guiding principles from the Homeless Service System Pillars – Shelter or Housing Pillars – when evaluating any potential small-scale housing unit projects.
5. The scale and type of the program (emergency shelter, transitional housing, or permanent supportive housing), design, funding (both capital and ongoing), available locations, and partnerships are all key factors when determining the feasibility of potential small-scale housing unit pilot programs. Therefore, we recommend communities evaluate each small-scale housing unit project individually, and on its own merits, and shy away from having a universal stance on small-scale housing units.





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### Next Steps for Small-Scale Housing Report

The Small-Scale Housing Unit Report created by the Commission to End Homelessness (Commission) comes to the Board of Supervisors (Board) as a framework to create recommendations and shape policy surrounding homelessness in Orange County and how the County of Orange (County) works to address homelessness.

The Office of Care Coordination will use the Small-Scale Housing Unit Report, including the Best Practices and Guiding Principles, to guide any discussions on possible projects and programs, whether temporary or permanent, that may involve small-scale housing units to best meet the needs of individuals and families experiencing homelessness.

Below are the Commission's set of recommendations for next steps regarding the Small-Scale Housing Unit Report, including how these Best Practices and Guiding Principles can be implemented and put into practice.

1. It is the recommendation of the Commission to End Homelessness that the County of Orange's Board of Supervisors incorporate Small-Scale Housing Units as an additional strategy to address homelessness, providing a flexible and scalable approach to increase Homeless Service System capacity and evaluate future small-scale housing unit projects brought forth from County departments addressing homelessness to ensure the Best Practices and Guiding Principles as outlined in the Small-Scale Housing Unit Report are met.
2. Request the Commission to End Homelessness membership to champion these best practices, principles, and commitments within their agencies and/or service areas and explore the potential to incorporate them into their delivery model and request for proposal practices.
3. Direct the Office of Care Coordination to work collaboratively with the Commission to End Homelessness and local stakeholders – including cities, schools, and organizations – to remain informed on the evolving landscape of small-scale housing unit projects in Orange County, including potential pilot programs, and assess how such projects might complement the existing system and strategies in addressing homelessness. The Office of Care Coordination will provide status updates to the Commission to End Homelessness and the Board of Supervisors, including areas for potential partnerships and evaluations on the feasibility of various small-scale housing unit models for potential applicants for emergency shelters, temporary housing, and/or permanent supportive housing.



# Commission to END HOMELESSNESS

Office of Care Coordination

## Small-Scale Housing Unit Report

### Introduction

In October 2023, the Commission to End Homelessness (Commission) approved the establishment of a Tiny Homes Ad Hoc (Ad Hoc) to evaluate alternative housing solutions including studying, defining, and identifying potential applications for tiny homes. Since its formation, the Ad Hoc has met with developers, programs, subject matter experts, and people with current or past lived experience of homelessness (people with lived experience) with the goal of formulating a shared understanding of the definition of a tiny home and the potential applications for Orange County. This process included a variety of interviews and site visits with organizations involved in the tiny home industry. Additionally, the Ad Hoc held multiple debriefs and check-in meetings throughout the year to review and discuss the lessons, challenges, and benefits learned from their experiences. As the Ad Hoc delved further into business of tiny homes and their applications, the group determined the term “small-scale housing unit” was a more appropriate title to describe the structures and industry, **which provides non-congregate space for households who reside in these types of units, whether temporary or permanently.**

### Background

The County of Orange (County) has experienced successful and unprecedented investment in supportive housing since 2018, as outlined in the 2022 Housing Funding Strategy (2022 Strategy) presented to the Commission on February 15, 2023.

The 2022 Strategy presented a comprehensive narrative of recent successes in 2018 through 2022 and outlined a series of recommendations to address the significant challenges going forward. While noting success experienced by the County in attracting financial investment in supportive and affordable housing from non-local sources, the total development cost estimate for supportive housing increased from an average of approximately \$345,000 per unit in 2018 to an average of approximately \$550,000 per unit in 2022.

Notably, the smallest rental community that received county funding commitments during the time period was 21 units. There is no question that a major factor in the lack of smaller projects is the viability of projects at a smaller scale:

- The construction cost economics work better at a larger scale.
- The cost of operating communities pushes project size upwards in support of staffing and overhead. Given the importance of staffing in supportive housing, the cost of operations is a major consideration in favor of larger unit developments.
- Many developers who specialize in affordable housing have stated that interest in smaller projects, even below 100 units, is minimal due to their own limited capacity, desire to have the greatest

impact with their own limited resources, and the fact that the operations of larger projects are more sustainable than the operations of smaller projects, due to scale.

It has been observed that there are many locations within many communities throughout the Orange County which are not suitable for large-scale developments but do have local support for smaller sites. In those smaller site locations, affordable housing financing is simply less available, due in large part to the small scale of the proposed development.

More generally, members of the Commission, the public, and other stakeholders have heard about the concept of a “Tiny Home” and wondered as to furthering the applicability of this model in Orange County. Thus, the Commission voted at the October 18, 2023, meeting to convene a Tiny Home Ad Hoc to explore how best to understand the concept, frame a recommendation, and provide practical, direct guidance. Subsequent to that meeting, the Ad Hoc determined that more useful and appropriate terminology is “Small-Scale Housing Units” and to refer to this Ad Hoc under that name.

This Ad Hoc effectively serves to expand upon recommendations made in the 2022 Strategy, by providing specific guidance on how small-scale housing units might most effectively incorporate the best practices, guiding principles and commitments of the Housing Pillar as detailed in the Homeless Service Systems Pillars Report (Pillars Report) created by the Commission and accepted by the Board of Supervisors (Board).

In the context of the Homeless Service System Pillars, as created by the Commission, the over-arching guidance among all four pillars, including Shelter and Housing, is to create systems that are client centered. As noted in the Pillars Report from November 2022, concerning Housing, “Diversity in housing options is as critical as housing capacity. Individuals and families experiencing homelessness have unique housing and service needs, requiring the need for various housing options that address the varying needs of these households.”

Combined, a wide range of anecdotal observations, independent studies, and the Commission’s Pillars Report, suggest small-scale housing units could be part of a broader, balanced approach to building out the County’s housing and shelter infrastructure. While the County’s 2022 Strategy indicates small-scale housing units are not being built due to their small scale and the challenges faced by utilizing existing financing strategies, in fact, there is demand among the target population – people without a home – for more shelter and housing options, in more communities closer to where they are from.

## **Interviews and Site Visits**

Although the small-scale housing market is a niche space of construction, one of the most notable takeaways is the large spectrum of models available, often provided by relatively new or emerging manufacturers. While most of these manufacturers are accommodating to design tweaks of their products, there is a vast difference between their baseline units regarding size, modularity, site preparation, utility hookup, delivery and setup time, fire and wind ratings, and multistoried capability.

The smallest unit the Ad Hoc visited was 64 square feet and included a bed, desk, heater, air conditioning, and electrical outlets. The largest unit spanned 528 square feet and included a kitchen, bathroom, living area, and bedroom. The modularity and build out capability also varied between developers and

manufacturers. Some units are designed with each wall prefabricated into a single piece, others consist of smaller wall sections assembled to a complete side, and one manufacturer offers a fully built, foldable container solution. These structural differences allow for assorted degrees of expansion and layout flexibility. Most of the sites visited were built with non-congregate temporary housing as the intended use, and most were also relocatable.

Aside from the manufacture and delivery of the units, the degree of site preparation required by the lead developer also fluctuates between models. Some units can be set up directly on a level, solid surface (such as concrete), however others require raised foundations to fully accommodate utility hookups. Most manufacturers offer to assist with the preparation, generally for an added fee, or can refer general contractors to complete the required site work. At large, manufacturers offer the ability to connect to local water and electricity, depending on the needs of the unit. The sewage can be tied into existing piping or hooked up to a septic tank. Additionally, some developers offer the ability to utilize solar power electricity.

The length of time for delivery and set up differs between models. One option can be folded compactly and transported on a flatbed truck, with a rough set up time of five minutes and the use of a forklift. Another model can be shipped flat and assembled in under an hour using manpower. Others require more construction to occur in their warehouse and take several weeks or months to prepare for shipping.

The variety of construction models lends itself to small-scale housing units with contrasts in fire and wind ratings. The result of these calculations determines the spacing placement of the models on a campus. Units with lower fire ratings must have an increased distance between them whereas units with a higher fire rating can be placed directly next to each other, sometimes even with shared walls.

Through their discussions with manufacturers and operators, the Ad Hoc gained insight into the impact of the design of the campus as well as the programs and services needed to be successful.

Existing site structures are varied and create different environments for residents. Some models utilize small-scale housing units solely for sleeping quarters and have separate buildings for restrooms, showers, laundry, and a kitchen area. Although this layout may function well for individuals (single adult households), a family shelter noted the lack of privacy for families (households with at least one adult and one minor child) can create a hinderance. This was especially true for children who are potty training and would benefit from having a more dignified unit which includes its own restroom and shower. Furthermore, operators serving families expressed the significance of having a kitchen where parents could cook meals for their children and the importance of having a dedicated space for children to play. Operators serving individuals did not place the same emphasis on a kitchen space but did comment some residents may prefer to independently cook their own meals rather than having them provided. Another model consisted of a dormitory style layout. This included numerous units with private restrooms, showers, and kitchenettes connected to a larger, shared space. With this design, residents are encouraged to foster and sustain their independence with their assigned unit. Operators of both small-scale housing unit layouts noted the significance of having communal spaces for residents to bond and be social with others living in their community.

In addition to essential hygiene kits, food, and water, the programs and services offered at existing campuses fluctuated slightly. However, there was a consistent theme: wraparound support is crucial to ensure the success of residents. Case management, access to mental health services, access to healthcare (including preventive services), navigation with social services, assistance with obtaining documentation,

and development of long-term goals helps create a multifaceted approach to address the needs of residents and contributes to their transition into stable, long-term permanent housing. Operators at one program stressed the need for basic life skills to assist residents with courses on things such as learning to pay bills, using a computer, or having appropriate time management.

## Spectrum of Housing

The causes and reasons people experience homelessness are diverse, and as such, the varied spectrum of housing options to address persons of various levels of need is needed. The assortment of small-scale housing unit models available can be adapted to intersect housing situations at multiple points throughout the spectrum of housing of emergency shelter, transitional housing, permanent housing, and permanent supportive housing.

Small-scale housing units can serve as quick, scalable solutions for emergency shelter during times of crisis by offering immediate relief and privacy compared to traditional emergency shelters. The ability for units to be rapidly deployed in designated areas allows for more flexible collaboration with local governments and organizations and can alleviate pressure on the existing emergency shelters. Moreover, the non-congregate setting provided by individual units has proven to be a more desirable model for residents of emergency shelters. One of the operators interviewed had an emergency shelter campus with brick-and-mortar congregate living as well as an area dedicated to non-congregate, small-scale housing units. The operator reported when residents were given the choice, they would prefer to be assigned to the non-congregate, small-scale housing units rather than the congregate shelter, even though it meant having to walk farther to restrooms, kitchens, and communal spaces in inclement weather due to the personal space and privacy offered.

Small-scale housing units may allow for a more traditional model of transitional housing by offering a more comfortable, stable living environment while individuals and families work towards more permanent housing solutions. This stage serves to help bridge the gap between emergency shelter and permanent housing, and the adaptability of small-scale housing units allows for individuals and families to live in a steady, non-congregate setting while focusing on their next step towards permanent housing.

The severe shortage of affordable housing and permanent supportive housing is a critical and complex challenge which has resulted in longer stays for residents of the shelter system. Small-scale housing units can be part of an affordable housing and/or permanent supportive housing strategy by utilizing more comprehensive models which include more features and comforts for everyday living. This can include the build out of key living areas such as restrooms and kitchens in order to provide a sustainable place to live-long term.

## Advantages & Challenges

While small-scale housing units offer a new approach to housing, their effectiveness in addressing homelessness involves a mix of advantages and challenges. A successful small-scale housing unit initiative must address the disadvantages while leveraging the benefits to create an effective housing solution, whether it is temporary or permanent.

## Advantages:

1. Initial Affordability: The upfront cost of small-scale housing units can vary considerably; however, units are generally less expensive and faster to bring online than their brick-and-mortar counterparts. As a group, the models are not of the standard fit and finish typically expected of, or required, for the type of newly funded permanent housing apartments that are included in the 2022 Strategy. The models reviewed by the Ad Hoc ranged in price depending on scale, features, and resemblance to traditional housing. The pricing encompassed a spectrum. Some units were foldable, relocatable structures often installed without site-work or underground utilities. However, other units were permanent and utilized existing site work for foundations, in-unit toilets, and underground utilities.

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It is also worth noting the role small-scale housing units can play in the decentralization of permanent supportive housing. Their size and adaptability can enable the creation of housing solutions in smaller, underutilized land areas that may not be suitable for traditional housing models, such as infill development in already established communities. **The small-scale housing units** can be placed in a variety of locations that may otherwise be cost-prohibitive and/or logistically challenging for conventional permanent supportive housing. This reduced footprint can make it easier to integrate housing into areas which may otherwise have limited space while offering flexible, scalable solutions for communities in need.

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The Shelter Pillar outlines a temporary residence which provides safety and protection from exposure and functions as a safety net during times of crisis for individuals and families experiencing homelessness. The goal of emergency shelter is to serve as the entry point into a broader array of supportive services, with linkages to longer term programs and/or permanent housing opportunities. Small-scale housing units are able to offer a secure, non-congregate setting for individuals needing relief. This approach can be



particularly beneficial for individuals who may struggle with the communal nature of traditional shelters and enhance their comfort while they work towards more permanent housing stability.

The Housing Pillar defines the solution to end a person's homelessness by providing a sustainable place to live long term. When considering the best practices of the Housing Pillar, permanent supportive housing is tenant-centered to meet the residents' need such as desired location and type of housing. Additionally, housing is expected to meet or exceed community standards so as to preserve residents' right to self-determination, dignity, and respect. In the small-scale housing space, units can help foster a feeling of dignity and autonomy by providing residents with their own place. Having a dedicated living area can help individuals and families maintain privacy and develop a sense of ownership, which may be lacking in traditional shelter environments. Additionally, through the connection to supportive services and integration of communal spaces, residents can achieve the goal of having a stable living environment which allows them to focus on long-term goals while having a place to call home.

## Considerations

The Ad Hoc evaluated the programming and funding of existing small-scale housing unit sites being used as a response to homelessness and determined several key considerations should be taken into account to ensure effectiveness and sustainability.

1. **Supportive Services:** Each existing campus offered supportive services to residents to ensure wraparound care. These services included, but were not limited to, assistance with documents, mental health support, connection to treatment services and medical care, and referrals to local benefit programs and non-profits. The support system is a crucial piece towards more stable housing and self-sufficiency; therefore, it is imperative to ensure appropriate resources are available to meet residents at their level of need. Furthermore, budget consideration should be given to the cost of funding these supportive services.
2. **The Length of Stay:** Consideration should be given to the timeline in which residents may stay in a small-scale housing unit. The length of stay for residents may vary depending on several factors including the specific program and/or housing model, the needs of the residents, and the availability of permanent housing options. For example, through a collaborative approach between programs and residents, most residents across all campuses designed for emergency shelter had an average length of stay between three to nine months. However, this time frame could increase or decrease considerably for residents in transitional or permanent housing. Therefore, the program model and the expected length of stay for residents should be weighed when determining which small-scale housing model is appropriate to fit the need and the level at which it should be built out.
3. **Space Utilization:** The design and layout of a small-scale housing unit can affect its capacity and functionality. To maximize space and utility, considerations for fire code, privacy, accessibility for those with disabilities, and communal areas needs to be thoughtful.

4. **Community Engagement:** Some existing communities received pushback on the development of small-scale housing unit campus during the beginning stages. Operators need to demonstrate the success of their program to address stakeholder concern and ensure the wellbeing of residents.
5. **Cost Management:** The ongoing operations cost of running a small-scale housing unit campus can be extensive. This is because the programs and services offered may need to be more comprehensive. Additionally, the cost of any extra security should be considered.
6. **Ongoing Funding:** State and federal funding may be limited in the small-scale housing unit space. State funding is limited and although there is federal funding for permanent supportive housing, vouchers are limited and already in short supply.



Commission to  
**END HOMELESSNESS**  
*Office of Care Coordination*

### Best Practices and Guiding Principles for Small-Scale Housing Units

The Ad Hoc has identified the following Best Practices and Guiding Principles for small-scale housing units to help define the approach to future small-scale housing unit projects, which is to be followed in conjunction and alignment with the Pillars Report.

1. With the variety of models applied under the title “tiny home,” it is recommended to use the term “Small-Scale Housing Units” (SSHU) when referencing this category of housing options.
2. Small-scale housing units should be considered when exploring funding opportunities for emergency shelter, transitional housing, and permanent supportive housing.
3. Engaging with local stakeholders, including people experiencing homelessness, local officials, surrounding community members, and advocacy groups during the planning and development process of a small-scale housing unit development to foster acceptance is recommended.
4. Given the gamut of small-scale housing unit development options available, different program models can be applied to meet the specific shelter and/or housing needs of the community. It is recommended that manufacturers and operators utilize the applicable best practices and guiding principles from the Homeless Service System Pillars – Shelter or Housing Pillars – when evaluating any potential small-scale housing unit projects.
5. The scale and type of the program (emergency shelter, transitional housing, or permanent supportive housing), design, funding (both capital and ongoing), available locations, and partnerships are all key factors when determining the feasibility of potential small-scale housing unit pilot programs. Therefore, we recommend communities evaluate each small-scale housing unit project individually, and on its own merits, and shy away from having a universal stance on small-scale housing units.



# Commission to END HOMELESSNESS

Office of Care Coordination

## Next Steps for Small-Scale Housing Report

The Small-Scale Housing Unit Report created by the Commission to End Homelessness (Commission) comes to the Board of Supervisors (Board) as a framework to create recommendations and shape policy surrounding homelessness in Orange County and how the County of Orange (County) works to address homelessness.

The Office of Care Coordination will use the Small-Scale Housing Unit Report, including the Best Practices and Guiding Principles, to guide any discussions on possible projects and programs, whether temporary or permanent, that may involve small-scale housing units to best meet the needs of individuals and families experiencing homelessness.

Below are the Commission's set of recommendations for next steps regarding the Small-Scale Housing Unit Report, including how these Best Practices and Guiding Principles can be implemented and put into practice.

1. It is the recommendation of the Commission to End Homelessness that the County of Orange's Board of Supervisors incorporate Small-Scale Housing Units as an additional strategy to address homelessness, providing a flexible and scalable approach to increase Homeless Service System capacity and evaluate future small-scale housing unit projects brought forth from County departments addressing homelessness to ensure the Best Practices and Guiding Principles as outlined in the Small-Scale Housing Unit Report are met.
2. Request the Commission to End Homelessness membership to champion these best practices, principles, and commitments within their agencies and/or service areas and explore the potential to incorporate them into their delivery model and request for proposal practices.
3. Direct the Office of Care Coordination to work collaboratively with the Commission to End Homelessness and local stakeholders – including cities, schools, and organizations – to remain informed on the evolving landscape of small-scale housing unit projects in Orange County, including potential pilot programs, and assess how such projects might complement the existing system and strategies in addressing homelessness. The Office of Care Coordination will provide status updates to the Commission to End Homelessness and the Board of Supervisors, including areas for potential partnerships and evaluations on the feasibility of various small-scale housing unit models for potential applicants for emergency shelters, temporary housing, and/or permanent supportive housing.

# Agenda Item 4

# COMMISSION TO END HOMELESSNESS 2025

Meetings are held  
1:00 P.M. - 3:00 P.M.

January						
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 County Holiday

 Regular Meeting

# Agenda Item 5



**SUMMARY ACTION MINUTES**

**REGULAR MEETING  
COMMISSION TO END HOMELESSNESS**

Wednesday, October 2, 2024, 1:00 P.M.

**County Conference Center**  
Room 104/106  
425 West Santa Ana Boulevard, Santa Ana, CA 92701

Vicente Sarmiento, Chair  
*Supervisor, Second District*

**Donald P. Wagner**  
*Supervisor, Third District*  
**Jason Ivins**  
*Orange County Sheriff-Coroner Representative*  
**Adam Hawley**  
*Chief of Police Representative*  
**Jim Vanderpool**  
*North Service Planning Area Representative*  
**Debra Rose**  
*South Service Planning Area Representative*  
**Cecilia Bustamante-Pixa**  
*Hospital Representative*  
**Kelly Bruno-Nelson**  
*Medi-Cal Managed Care Health Plan Representative*  
**Susan Parks**  
*Philanthropic Leader Representative*  
**Paul Wyatt**  
*At-Large Representative*  
**Robert Morse**  
*Continuum of Care Board Representative*

**Jack Toan, Vice Chair**  
*Business Representative*  
**Todd Spitzer**  
*Orange County District Attorney*  
**Sean deMetropolis**  
*Municipal Fire Department Representative*  
**Monique Davis**  
*Business Representative*  
**Lisa Kim**  
*Central Service Planning Area Representative*  
**Gina Cunningham**  
*Affordable Housing Development Representative*  
**Richard Afable**  
*Behavioral Health Representative*  
**Benjamin Hurst**  
*Faith-Based Community Representative*  
**Milo Peinemann**  
*At-Large Representative*  
**Maricela Rios-Faust**  
*Continuum of Care Board Representative*

**ATTENDANCE:** Commissioners Afable, Bruno-Nelson, Bustamante-Pixa, Cunningham, Davis, Hurst, Ivins, Kim, Morse, Parks, Peinemann, Rios-Faust, Rose, Sarmiento, Spitzer, Toan, Wagner and Wyatt

**ABSENT:** Commissioners deMetropolis, Hawley, and Vanderpool

**PRESENT:** COMMISSION DIRECTOR Doug Becht, Director of Care Coordination  
CLERK OF THE COMMISSION Valerie Sanchez, Chief Deputy Clerk of the Board

Call to Order  
**CHAIRMAN SARMIENTO CALLED THE MEETING TO ORDER AT 1:01 P.M.**

Pledge of Allegiance  
**VICE CHAIRMAN TOAN LED THE PLEDGE OF ALLEGIANCE.**

Roll Call  
**THE CLERK CALLED THE ROLL AND CONFIRMED QUORUM WAS MET.**



# SUMMARY ACTION MINUTES

## PUBLIC COMMENTS

NONE

## DISCUSSION ITEMS

1. Office of Care Coordination Update
  - a. Bylaw Ad Hoc
  - b. 2025 Survey
  - c. United States Interagency Council on Homelessness (USICH) Federal Homelessness Prevention Framework

DOUG BECHT, DIRECTOR OF CARE COORDINATION, UPDATED THE COMMISSION ON THE FOLLOWING: THE BYLAWS AD HOC WAS FINISHING ITS WORK AND WILL RETURN WITH RECOMMENDATIONS AT THE DECEMBER MEETING; THE FOCUS OF THE 2025 SURVEY WILL BE TO GATHER DATA FOR PEOPLE NEWLY EXPERIENCING HOMELESSNESS FOR THE FIRST TIME WITHIN THE LAST YEAR; AND PROVIDED AN OVERVIEW OF THE USICH'S "ENDING HOMELESSNESS BEFORE IT STARTS: A FEDERAL HOMELESSNESS PREVENTION FRAMEWORK"

## PRESENTATIONS

2. Small-Scale Housing Units – Doug Becht, Director, Office of Care Coordination  
PRESENTATION PROVIDED BY DIRECTOR OF CARE COORDINATION DOUG BECHT COVERED THE FINDINGS AND RECOMMENDATIONS FROM THE TINY HOMES AD HOC INCLUDING A CHANGE IN TERMINOLOGY TO SMALL-SCALE HOUSING UNITS WHEN REFERRING TO THIS CATEGORY OF HOUSING AND ENGAGING WITH LOCAL STAKEHOLDERS TO FOSTER ACCEPTANCE AND DETERMINE FEASIBILITY OF POTENTIAL PILOT PROGRAMS IN EACH SERVICE PLANNING AREA.

## ACTION ITEMS

3. Receive and File Small-Scale Housing Unit Report  
DIRECTED THE SMALL-SCALE HOUSING UNIT AD HOC TO RECONVENE TO ADDRESS THE FEEDBACK RECEIVED FROM THE COMMISSION AND PRESENT AN UPDATED FINAL REPORT FOR COMMISSION CONSIDERATION.
4. Approve Commission to End Homelessness minutes from the August 21, 2024, regular meeting  
ON THE MOTION OF COMMISSIONER AFABLE, SECONDED BY COMMISSIONER WAGNER, THE COMMISSION UNANIMOUSLY APPROVED THE MINUTES OF THE AUGUST 21, 2024, REGULAR MEETING.

# SUMMARY ACTION MINUTES

## COMMISSIONER COMMENTS

Commissioner Morse – Oral re: Announced it was Domestic Violence Awareness Month

Commissioner Wyatt – Oral re: Suggested an Ad Hoc Committee to study Permanent Supportive Housing

Commissioner Bruno-Nelson – Oral re: The next Naloxone distribution event will be hosted on October 11<sup>th</sup> by CalOptima Health and it is open to any community based or non-profit organizations.

**ADJOURNED:** 3:06 P.M.

**NEXT MEETING:** December 11, 2024, 1:00 P.M.

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*Supervisor Vicente Sarmiento*  
*Chair*

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*Valerie Sanchez, Chief Deputy Clerk of the Board*  
*Clerk of the Commission*